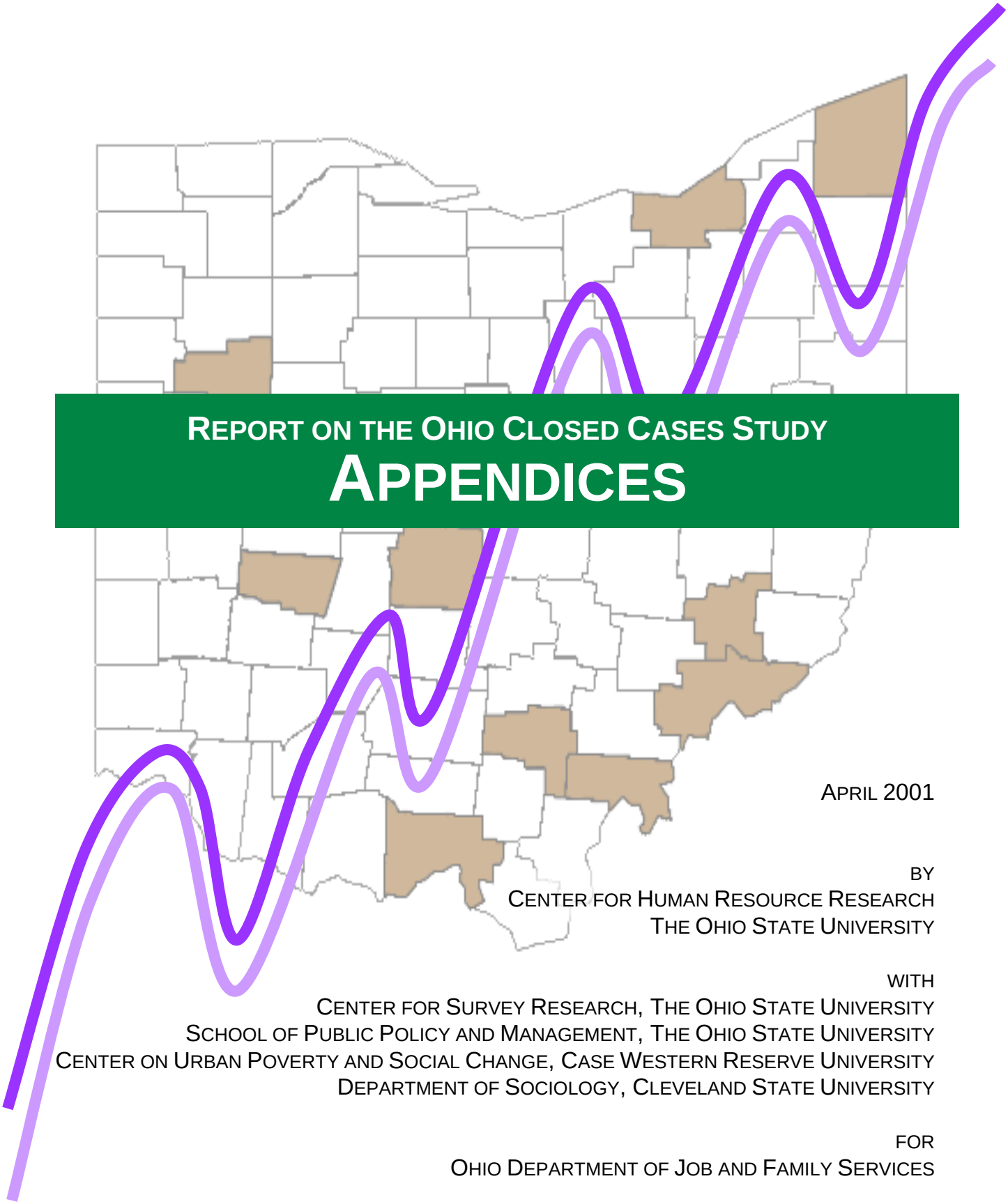

REPORT ON THE OHIO CLOSED CASES STUDY
APPENDICES

APRIL 2001

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WITH
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FOR
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APPENDIX A: DATA CAPTURE AND DATA ORGANIZATION

A. Respondent Survey

Study Sites

The Request for Proposals (RFP) originally called for a shorter telephone survey in twelve study sites—the cities of Cleveland, Euclid, Parma, and Columbus and the counties of Allen, Ashtabula, and Clark, as well as the Appalachian counties of Meigs, Noble, Scioto, Vinton, and Washington. The telephone surveys were to cover case closures under Ohio Works First (OWF) and food stamp cases for able-bodied adults without dependents (ABAWDS). The initial design was 120 OWF and 120 ABAWDS telephone cases per site. These telephone surveys were to be augmented by in-depth face-to-face surveys in three of those sites (Cleveland, Columbus, and Washington County). Again, the goal was 120 OWF and 120 ABAWDS cases in-person for each of these three sites. However, in some sites there were not enough closed cases available to satisfy the original design. Accordingly, we combined sites where feasible to approximate the original design.

We mounted a preliminary pretest to determine whether the telephone numbers in the administrative file were sufficiently current to support a telephone effort that could achieve the desired response rate. That preliminary study showed that many of the phone numbers were out-of-date and that telephone-based methods for locating respondents would not support the desired completion rate. At that juncture we consulted with ODHS[21] and jointly decided that a better strategy for the survey work on former recipients was to plan for the likelihood that an extensive face-to-face effort would be required to locate and interview a significant fraction of the telephone respondents. Moreover, the breadth and complexity of the welfare-to-work transition process supported all respondents being given an in-depth interview. The locating problem was judged to be so difficult that many hours would be needed, on average, to locate each respondent. The effect of interview length on the cost per case was small relative to the total interviewing cost. We judged an in-depth interview for all respondents as cost-effective and essential to understanding the welfare reform situation in Ohio.

The survey was designed to focus on five major topics:

- Respondent Profiles at Closure
- Reasons for Closure
- Respondent Outcomes after Closure
- How Study Sites Apply Policy
- Indicators of Success

We covered these five major topics with extensive detail on the respondent's situation. The interview took an average of a little over an hour to conduct, allowing both breadth and depth in subject matter. The respondents were asked to recount all their employment since January

[21] The Ohio Department of Human Services was the original contracting agency. It merged with the Ohio Bureau of Employment Services (OBES) to become the Ohio Department of Job and Family Services (ODJFS).

1997. Such detail can be difficult to recall, but administrative data on earnings from employer reports for the purpose of unemployment insurance accounting allow a cross-check between respondent reports and administrative records.

The following is a brief sketch of the survey and how it examines the five major topics for the Closed Cases study:

Respondent Profiles at Closure—We collected extensive background information on respondents, their work profiles, household composition, whether they migrated from county to county, education, and so forth.

Reasons for Closure—We collected the respondents' perceptions as to why they stopped receiving welfare. These reasons were not the exact same detailed administrative codes used by case managers and county offices, but provide a different perspective on the official data. For example, respondents who found a good-paying job might report they stopped receiving welfare because they no longer needed it, whereas the official records data may show the respondent was sanctioned because they no longer responded to welfare office inquiries and did not complete the required paperwork.

Respondent Outcomes after Closure—The survey collected extensive data on the respondents' experiences and their situations after their cases closed. The key outcomes are, of course, labor market experience, earnings, hours worked, benefits, and advancement. We collected data on every job held since January 1997 and constructed monthly profiles on participation, hours worked, and earnings based on these comprehensive questions. These data allow us to examine in detail the employment profiles of our respondents. The employment profiles include data on hours worked, benefits, and training. We also collected extensive information about medical insurance and hardships that the respondent may have experienced, such as homelessness, utility shut-offs, not having enough food, etc. In addition, we tracked whether their marital status changed, whether the household composition changed, and whether they had additional children. Data on welfare recipiency came from administration data, so we limited our questions on this topic.

How Study Sites Apply Policy—This domain of the study is explored with interviews currently being conducted with welfare staff in county offices participating in the study. To measure what recipients know about how the system now works, the survey includes what we call the "mid-term exam in Welfare 101." Former recipients are asked about their eligibility for food stamp and Medicaid assistance and whether there are time limits under the new welfare law.

Indicators of Success—Closely related to the outcomes questions, we looked at the detailed employment data and related progress in these domains to when a respondent left welfare. We related respondent characteristics to their propensity to return to welfare at various numbers of months after first leaving OWF. We also ask questions about how the respondent perceives welfare reform and whether the activities of ODJFS have been supportive of the respondents' efforts to become independent.

In the table in the extended survey content section below, we provide a compendium of the topics covered in the survey and how they relate to the major goals of the study. The actual survey instrument is also available.

Sampling and Interviewing

The survey work used two samples drawn from the administrative data in the twelve study sites. The first was the OWF sample, defined as payees whose assistance group had closed over the period October 1997 through March 1999. The ABAWDS sample was similarly defined, except that the payees were food stamp recipients without dependents at the date of closure. However, as the survey data subsequently underlined, the fact that a payee may not show any dependents at one particular time in terms of who is or is not in the assistance group does not mean that they have no dependents. Some ABAWDS recipients have biological children under 18 who are co-residents. That said, some ABAWDS recipients are severely disadvantaged in terms of their apparent personal circumstances and employability. Some have criminal records and, based on informal interviewer reports, appear to function on the fringes of society. Data on criminal records is contained in the public use file. The ABAWDS category is difficult to define and verify, primarily because the administrative data might not reveal all the dependents a recipient may have, and dependents may only show as eligible recipients in certain months.

We first tried to interview sample members by telephone. The most important reason why we could not do a telephone interview was that the administrative data had out-of-date telephone numbers. Based upon informal interviewer reports, a major reason for this turnover is loss of service for nonpayment of the telephone bill, with the recipient often reestablishing service under the name of a child, friend, or relative. Because the name on the account has changed, directories provide little help in locating such respondents. Exacerbating the problem with telephone numbers, respondents are quite mobile. About 10% of the sample has lived in more than one county since 1997, and about 3% more are known to have moved out of Ohio since leaving welfare. During 1999, the sample members we could locate and interview lived, on average, at one and one-half addresses. It is likely that the non-respondents were even more mobile. In the entire population, people move about once every five years, so welfare leavers are unusually mobile. A portion of the sample members had criminal records, complicating the attempt to locate and interview these respondents. Mobility not only makes persons harder to track, but also degrades the neighborhood network of contacts that interviewers use to track down respondents. In rural areas these local networks are more robust to mobility and easier to tap into. Response rates by county are shown in Table A-1.

Table A-1. Completion Rates by Closure Site and Sample Flag

City or County of Case Closure												
Sample	Interview Status	Allen	Ashtabula	Clark	Cleveland	Columbus	Euclid	Meigs, Noble, Vinton	Parma	Scioto	Washington	**Grand Total**
OWF only	Complete	87	76	67	168	132	76	272	80	87	181	**1226**
	Non-interview	32	42	49	71	107	44	80	40	28	55	**548**
	Total	*119*	*118*	*116*	*239*	*239*	*120*	*352*	*120*	*115*	*236*	***1774***
ABAWDS only	Complete	53	37	31	105	78	—	85	—	81	65	**535**
	Non-interview	66	81	85	135	161	—	73	—	216	95	**912**
	Total	*119*	*118*	*116*	*240*	*239*	—	*158*	—	*297*	*160*	***1447***
Both	Complete	1	—	2	—	1	—	7	—	5	2	**18**
	Non-interview	—	2	2	—	—	—	1	—	—	2	**7**
	Total	*1*	*2*	*4*	—	*1*	—	*8*	—	*5*	*4*	***25***
Grand Total		**239**	**238**	**236**	**479**	**479**	**120**	**518**	**120**	**417**	**400**	**3246**

Using the administrative data available in early August 1999, we constructed non-response weighting adjustments that offset the effects of differential non-response. In the OWF sample we had a harder time locating and interviewing whites, persons who had been incarcerated, persons who left welfare—according to the administrative data—because of higher incomes (as opposed to sanctions or miscellaneous reasons), and those whose cases closed early in the eighteen-month period. People who left the welfare system because of income or who left in 1997 or early 1998 would have less recent and hence less accurate address information in the administrative records system. This suggests ODJFS should design follow-up studies for welfare leavers to make immediate contact and track them over time. Samples drawn from lists with outdated locating and contact information, which was especially true for these early closures, are difficult and expensive to track down. Despite these obstacles, we were able to attain a response rate of about 72% for the OWF sample members who were still eligible to be interviewed (i.e., alive, living in Ohio, English-speaking, and not unavailable due to incarceration). In some of the rural locations we were able to interview over 80% of the people selected for the study.

In the ABAWDS sample, males, older respondents, "stale" cases, and persons who had been incarcerated for violent crimes were harder to locate and interview. Even for the most favorable attributes from the administrative data, the predicted probability of interviewing an ABAWDS respondent was at most 65%, underlining the inherent difficulties in interviewing this population. The ABAWDS sample did not reach a 50% completion rate. This sample appeared to be, in great measure, a study of the homeless and socially unconnected based on

informal interviewer reports. For such groups survey methods designed for the homeless might be more effective. Studies of the homeless generate notoriously low completion rates in addition to the problem of defining and listing the universe from which the sample is to be drawn.

In some cases, the respondent broke off the interview and did not complete it. We counted as "sufficient partial" interviews any case where the respondent completed his or her report on jobs held. "Sufficient partials" are counted as completed cases. Thus some answers are missing for questions where the respondent either did not know the answer, refused to give an answer, or had broken off the interview before we asked the question.

Despite all these obstacles, we also want the reader to know that a large number of respondents were eager to answer the survey. Upon receiving the advance letter, many called wanting to do an interview on the spot. Others expressed gratitude for the opportunity to explain the effect welfare reform had had on their lives.

Survey Content

The survey was designed to collect extensive data on the five major areas of study. Table A-2 breaks the survey down into its major sections and then briefly describes the information gathered in each section and indicates for which of the five major areas of the study whether that information helps inform us about that area.

Table A-2. Survey Content

Questionnaire Sections	Respondent Profiles at Closure	Reasons for Closure	Recipient Outcomes after Closure	How Study Sites Apply Policy	Indicators of Success
Household Composition					
Current dwelling unit	*	*	*		*
When moved to current dwelling and why		*	*		*
Household member information	*				
Previous household member information		*	*		*
Recent additions to household		*	*		
Lease or mortgage		*	*		*
Migration					
Move to different address within county			*		
Move to different county	*	*	*	*	
Reason for moving		*			*
Marital History					
Current marital status	*				
Changes in marital status		*		*	
Schooling					
Attend school	*	*	*	*	*

Table A-2. Survey Content

Questionnaire Sections	Respondent Profiles at Closure	Reasons for Closure	Recipient Outcomes after Closure	How Study Sites Apply Policy	Indicators of Success
Reason left school			*	*	
Highest level of education	*		*		*
Post-secondary cost			*		
Hardships					
Trouble paying bills			*		*
Community services			*		*
Current situation			*		*
Feelings toward welfare officials				*	
Welfare knowledge				*	
On-Jobs					
Recent work	*	*	*		*
Simultaneous jobs			*		
Employer Supplement					
Working	*	*	*		
Hours worked			*		*
Transportation			*		*
Class of worker			*		*
Paid work			*		*
Earnings			*		*
Position change			*		*
Benefits			*		*
Feelings toward job and coworkers			*		*
Job assignment	*				
Job search	*				*
Absences			*		
Job support services				*	
Gaps/Job Search					
Looking for work			*	*	
Activity prior to job search		*	*		
Job offers			*		*
Training					
Training at time of closure	*			*	
Payment for training			*	*	
Training after closure			*		
Spouse/Partner Wage History					
Work for pay	*	*		*	

Table A-2. Survey Content

Questionnaire Sections	Respondent Profiles at Closure	Reasons for Closure	Recipient Outcomes after Closure	How Study Sites Apply Policy	Indicators of Success
Earnings	*	*		*	
Current situation			*		
Child Well-Being					
Number of children	*				
Children's date of birth/death	*	*		*	
Prenatal and infant care			*	*	*
Limiting conditions	*				
School			*		
Child Care Arrangements					
Number of children under 14	*				
Child care difficulties			*	*	*
Qualifications of providers			*		*
Effects on work			*		
Health and Insurance					
Health care and hospitalization plan			*	*	*
Health status			*		
Behavior in past week			*		
Income and Program Participation					
Total income		*	*		*
Unemployment compensation			*		
Child support		*	*		
SSI		*	*		
Food stamps			*		*
AFDC, TANF, OWF, or other general cash assistance			*		*
Child Protective Services Agency			*		
Effects of welfare changes		*	*	*	
Total household income		*	*		*
Assets			*		*
Debts			*		
Opinion on improvement of State services				*	

B. Administrative Data

The administrative data used in this project come from a variety of sources. The closed case file provided the universe from which the samples were drawn and against which other administrative data were matched to merge in data from other sources. The HR3734 file was used to extract a variety of variables for the administrative data reports. It was not available in time to be used in drawing the sample. We only report on closed cases that have corresponding data in the HR3734 file. The HR3734 file also allowed us to identify "child-only" cases, that is, cases where only children are eligible recipients. When we report on the survey sample, we identify when we include or exclude the child-only cases. The data on whether and when an assistance group stopped receiving OWF occasionally differ between the HR3734, the Welfare to Work, and the Closed Case files.

Employment and earnings data were merged in from files provided by OBES (now a part of ODJFS) along with Standard Industrial Classification (SIC) codes via a cross-walk. Nancy Moore and Brian Baker provided invaluable assistance in making these data available. Finally, data on past welfare receipt as well as information after March 1999 were merged to provide a more complete history of benefit receipt for persons in the administrative data. The administrative data have been appended to the survey data, providing a unified database. A preliminary examination of the data on respondent reports of welfare receipt and the administrative data covering October 1997 through March 1999 shows that when the administrative data show non-receipt the respondent agrees, but when the administrative data show receipt the respondent often disagrees. Appendices C, D and E contain more detail on the role of administrative data in this project.

APPENDIX B: FINAL FIELD REPORT

Sample Size
Representative samples of OWF and ABAWDS case closures were drawn for each of the counties and cities listed in Table B-1. After consulting with ODHS, respondents in Vinton and Noble counties were pooled with the Meigs sample because the populations in Vinton and Noble counties were too small to support separate analyses. The ABAWDS cases in Euclid and Parma were dropped for the same reason.

Duplicate ABAWDS cases—There are 3,271 case closures available for analysis in the Ohio Closed Cases data: 1,799 cases in the OWF sample and 1,472 cases in the ABAWDS sample. However, there are only 3,246 unique individuals in the two samples. This discrepancy occurred because 25 people had a valid OWF case closure date and a valid ABAWDS date of closure. Therefore these "duplicate" cases represent one person but are counted twice in the field report totals—once as an OWF case and again as an ABAWDS case.

Reasons for Noninterviews
The telephone and in-person interviewers were unable to conduct interviews with 1,467 people in the two samples. However, since 7 of the individuals who were not interviewed are included in the OWF and ABAWDS samples, there are 1,474 case closures for which an interview was not obtained.

Out of scope: Includes respondents who are dead, moved out of state, could not speak English, or were mentally or physically unable to do the interview. Respondents who moved out of state make up the largest part of this category. There were 113 cases in which a neighbor or relative told the interviewer that the respondent had moved out of state. In 88% of these cases, the interviewer was able to obtain the name of the state to which the respondent moved. While we cannot be sure of the accuracy of this information, in most instances the interviewer obtained confirmation from another source.

Refusal: Assigned if respondents explicitly and repeatedly refused to participate. Also used if the respondent consented to do the interview but continually broke appointments or otherwise avoided the interviewer after the initial contact.

Unable to locate: Assigned if we were unable to locate the respondent after repeated searches, including credit checks, Internet searches, city directories, and personal visits to old addresses.

Unable to contact: In these cases, the respondent was probably located but the interviewer was unable to contact the respondent by telephone or in person. This was also assigned if a relative knew the location of the respondent but was unable or unwilling to let the interviewer contact the respondent directly.

Other: Includes cases in which the specific reason for noninterview could not be determined from the interviewer's report. At the very least, these cases were unable to be located by telephone.

Completed Interviews

The completion rate for each site was calculated by dividing the number of completed case closures by the number of in-scope respondents. More specifically, the denominator in this calculation is equal to the total number sampled minus the out-of-scope respondents for each county. For example, the OWF completion rate in Allen county is 88 / (120-8), or 78.6%.

Table B-1. Completed Cases and Reason for Noninterview by Sample and Closure Site

	Sample Size		Non-interviews					Completed Interviews	
OWF Closure Sites	**Total number sampled[1]**	**Cases also in ABAWDS sample[2]**	**Out of scope[3]**	**Refusal**	**Unable to locate**	**Unable to contact**	**Other**	**Completes**	**Complete as % of in-scope**
Allen	120	1	8	4	10	0	10	88	**79%**
Ashtabula	120	2	9	17	18	0	0	76	**68%**
Clark	120	4	2	12	34	3	0	69	**58%**
Meigs, Vinton, Noble	360	8	19	34	25	1	2	279	**82%**
Scioto	120	5	7	8	11	2	0	92	**81%**
Washington	240	4	17	13	23	1	3	183	**82%**
City of Cleveland	239	0	4	17	48	2	0	168	**71%**
City of Euclid	120	0	2	16	24	1	1	76	**64%**
City of Parma	120	0	2	14	23	1	0	80	**68%**
City of Columbus	240	1	11	36	56	4	0	133	**58%**
Totals	*1799*	*25*	*81*	*171*	*272*	*15*	*16*	*1244*	***72%***
ABAWDS Closure Sites[4]	**Total number sampled[1]**	**Cases also in OWF sample[2]**	**Out of scope[3]**	**Refusal**	**Unable to locate**	**Unable to contact**	**Other**	**Completes**	**Complete as % of in-scope**
Allen	120	1	4	5	20	2	35	54	**47%**
Ashtabula	120	2	6	28	48	1	0	37	**32%**
Clark	120	4	3	18	53	3	10	33	**28%**
Meigs, Vinton, Noble	166	8	9	20	36	2	7	92	**59%**
Scioto	302	5	14	44	111	11	36	86	**30%**
Washington	164	4	17	15	50	7	8	67	**46%**
City of Cleveland	240	0	6	16	104	8	1	105	**45%**
City of Columbus	240	1	6	24	108	4	19	79	**34%**
Totals	*1472*	*25*	*65*	*170*	*530*	*38*	*116*	*553*	***39%***

Total N of case closures (duplicates counted twice) = 3271
Total N of respondents (duplicates counted once) = 3246
Completes (duplicates counted twice) = 1797
Completes (duplicates counted once) = 1779

[1] Total number of case closures sampled from the OWF and ABAWDS populations.
[2] 25 people had an OWF and an ABAWDS closure and are counted in both the OWF and ABAWDS totals.
[3] Includes respondents who are deceased, who cannot speak English, who moved out of state, or who were physically or mentally unable to do the interview.
[4] Note that no ABAWDS cases were sampled from the cities of Euclid and Parma.

At the request of Franklin County, we drew a supplemental sample of 100 leavers from that county, drawn predominantly from outside Columbus. Those observations are not reflected in this report as that field effort continued for about three months after the statewide effort.

The completion rate for those additional cases was about 80% of those respondents in-scope, that is, not known to have died or left the state.

APPENDIX C: QUALITY OF MATCH

In the tables that follow we compare the demographic breakdown of the survey respondents *and members of their assistance group* who were interviewed with characteristics of all closed assistance groups in the respective counties. This explains why the N for survey respondents in this appendix does not match the N in Appendix B. These characteristics are taken from the administrative data, not the survey data. The survey respondents' data were weighted to reflect sampling rates and differential response to the survey. This weighting is the norm in survey research. The samples were drawn based on additional criteria than the full universe, for example, whether a phone number was listed in the administrative data. *Note that the study sites are not a random sample of all cases statewide. The demographics for the study sites will not match demographics for all first closures statewide.*

First Closures Only, Oct 1997 to March 1999
Survey Site=All Survey Sites

	Universe		Survey respondents	
	N	Pct	N	Pct
Pct Persons Age < 1	124821	0.02875	2894	0.01978
Pct Persons Age 1 to 2	124821	0.11863	2894	0.10970
Pct Persons Age 3 to 5	124821	0.14377	2894	0.14391
Pct Persons Age 6 to 12	124821	0.23844	2894	0.23997
Pct Persons Age 13 to 17	124821	0.09620	2894	0.11049
Pct Persons Age 18 to 21	124821	0.07339	2894	0.06920
Pct Persons Age 22 to 25	124821	0.07465	2894	0.06710
Pct Persons Age 26 to 30	124821	0.08003	2894	0.08256
Pct Persons Age 31 to 35	124821	0.05853	2894	0.06618
Pct Persons Age 36 to 40	124821	0.04596	2894	0.04658
Pct Persons Age 41 to 50	124821	0.03485	2894	0.03744
Pct Persons > Age 50	124821	0.00679	2894	0.00707
Pct Persons Caucasian exc Hispanic	124821	0.38156	2894	0.36625
Pct Persons AfricanAmerican exc Hispanic	124821	0.56171	2894	0.57214
Pct Persons Asian	124821	0.00341	2894	0.00418
Pct Persons Hispanic Origin	124821	0.04082	2894	0.04874
Pct Persons Amer Indian/Alaskan Native	124821	0.00146	2894	0.00081
Pct Persons Other Ethnicity	124821	0.01009	2894	0.00788
Pct Persons Southeast Asian	124821	0.00095	2894	0.00000
Pct Persons Female	124821	0.64042	2894	0.65448
Pct Persons Age < 18 who are Separated	46709	0.09818	1177	0.09735
Pct Persons Age < 18 who are Single	46709	0.64870	1177	0.66012
Pct Persons Age < 18 who are Widowed	46709	0.00388	1177	0.00289
Pct Persons Age < 18 who are Divorced	46709	0.08778	1177	0.09974
Pct Persons Age < 18 who are Married	46709	0.16134	1177	0.13991
Pct of Pregnant Females age 12-50	48067	0.03944	1135	0.04175
Pct Persons Age 18+ w HS Degree or GED	46709	0.45426	1177	0.52757
Pct Persons Age 18+ who are US Citizens	46709	0.98283	1177	0.99540
Pct Persons Age < 18 who are US Citizens	78112	0.99185	1717	0.99833
Pct Persons Failed to Comply w Procedure	124821	0.37116	2894	0.27924
Pct Persons Failed Work Requirement	124821	0.15676	2894	0.16725
Pct Persons Exceeds Income	124821	0.23982	2894	0.30376
Pct Persons No Eligible Child	124821	0.03996	2894	0.04613
Pct Persons Not Deprived	124821	0.01380	2894	0.02785
Pct Persons Exceeded Resource Limit	124821	0.00136	2894	0.00151
Pct Persons Benefits Increased	124821	0.00203	2894	0.00093
Pct Persons Unable to Locate	124821	0.02737	2894	0.01482
Pct Persons Recipients Request	124821	0.04442	2894	0.03501
Pct Persons Other	124821	0.10330	2894	0.12349

NOTE: Survey respondent means were computed using non-response weights

Survey Site=ALLEN

	Universe		Survey respondents	
	N	Pct	N	Pct
Pct Persons Age < 1	4013	0.04336	208	0.02893
Pct Persons Age 1 to 2	4013	0.13955	208	0.13444
Pct Persons Age 3 to 5	4013	0.16571	208	0.14918
Pct Persons Age 6 to 12	4013	0.21156	208	0.23099
Pct Persons Age 13 to 17	4013	0.07800	208	0.09288
Pct Persons Age 18 to 21	4013	0.08522	208	0.05675
Pct Persons Age 22 to 25	4013	0.09868	208	0.09057
Pct Persons Age 26 to 30	4013	0.07102	208	0.08727
Pct Persons Age 31 to 35	4013	0.04660	208	0.05941
Pct Persons Age 36 to 40	4013	0.03364	208	0.03625
Pct Persons Age 41 to 50	4013	0.02218	208	0.01801
Pct Persons > Age 50	4013	0.00449	208	0.01532
Pct Persons Caucasian exc Hispanic	4013	0.49564	208	0.56195
Pct Persons AfricanAmerican exc Hispanic	4013	0.48816	208	0.38967
Pct Persons Asian	4013	0.00050	208	0.00000
Pct Persons Hispanic Origin	4013	0.00723	208	0.00000
Pct Persons Amer Indian/Alaskan Native	4013	0.00150	208	0.00000
Pct Persons Other Ethnicity	4013	0.00698	208	0.04838
Pct Persons Southeast Asian	4013	0.00000	208	0.00000
Pct Persons Female	4013	0.64366	208	0.62296
Pct Persons Age < 18 who are Separated	1452	0.08471	76	0.05755
Pct Persons Age < 18 who are Single	1452	0.64118	76	0.67142
Pct Persons Age < 18 who are Widowed	1452	0.00551	76	0.04355
Pct Persons Age < 18 who are Divorced	1452	0.13154	76	0.13317
Pct Persons Age < 18 who are Married	1452	0.13705	76	0.09431
Pct of Pregnant Females age 12-50	1484	0.08019	75	0.08224
Pct Persons Age 18+ w HS Degree or GED	1452	0.53168	76	0.49576
Pct Persons Age 18+ who are US Citizens	1452	0.99862	76	0.98160
Pct Persons Age < 18 who are US Citizens	2561	0.99883	132	0.96846
Pct Persons Failed to Comply w Procedure	4013	0.32021	208	0.35590
Pct Persons Failed Work Requirement	4013	0.44356	208	0.38047
Pct Persons Exceeds Income	4013	0.09943	208	0.17767
Pct Persons No Eligible Child	4013	0.01994	208	0.03022
Pct Persons Not Deprived	4013	0.01072	208	0.00000
Pct Persons Exceeded Resource Limit	4013	0.00000	208	0.00000
Pct Persons Benefits Increased	4013	0.00498	208	0.00000
Pct Persons Unable to Locate	4013	0.02118	208	0.01748
Pct Persons Other	4013	0.02816	208	0.01304

NOTE: Survey respondent means were computed using non-response weights

Survey Site=ASHTABULA

	Universe		Survey respondents	
	N	Pct	N	Pct
Pct Persons Age < 1	3251	0.03076	153	0.02020
Pct Persons Age 1 to 2	3251	0.13073	153	0.09977
Pct Persons Age 3 to 5	3251	0.13442	153	0.17028
Pct Persons Age 6 to 12	3251	0.22393	153	0.21926
Pct Persons Age 13 to 17	3251	0.08951	153	0.08920
Pct Persons Age 18 to 21	3251	0.07905	153	0.04873
Pct Persons Age 22 to 25	3251	0.07136	153	0.11546
Pct Persons Age 26 to 30	3251	0.09105	153	0.04575
Pct Persons Age 31 to 35	3251	0.05444	153	0.06997
Pct Persons Age 36 to 40	3251	0.04952	153	0.05800
Pct Persons Age 41 to 50	3251	0.03722	153	0.05046
Pct Persons > Age 50	3251	0.00800	153	0.01292
Pct Persons Caucasian exc Hispanic	3251	0.79483	153	0.71230
Pct Persons AfricanAmerican exc Hispanic	3251	0.15011	153	0.19775
Pct Persons Asian	3251	0.00092	153	0.00000
Pct Persons Hispanic Origin	3251	0.04214	153	0.04191
Pct Persons Amer Indian/Alaskan Native	3251	0.00092	153	0.00000
Pct Persons Other Ethnicity	3251	0.01107	153	0.00000
Pct Persons Female	3251	0.62719	153	0.63719
Pct Persons Age < 18 who are Separated	1270	0.11654	61	0.09462
Pct Persons Age < 18 who are Single	1270	0.46457	61	0.53791
Pct Persons Age < 18 who are Widowed	1270	0.00157	61	0.00000
Pct Persons Age < 18 who are Divorced	1270	0.17402	61	0.17588
Pct Persons Age < 18 who are Married	1270	0.24331	61	0.19159
Pct of Pregnant Females age 12-50	1242	0.04670	65	0.03530
Pct Persons Age 18+ w HS Degree or GED	1270	0.53386	61	0.59365
Pct Persons Age 18+ who are US Citizens	1270	0.99764	61	1.00000
Pct Persons Age < 18 who are US Citizens	1981	1.00000	92	1.00000
Pct Persons Failed to Comply w Procedure	3251	0.35005	153	0.31331
Pct Persons Failed Work Requirement	3251	0.19963	153	0.18229
Pct Persons Exceeds Income	3251	0.24269	153	0.36371
Pct Persons No Eligible Child	3251	0.02215	153	0.00000
Pct Persons Not Deprived	3251	0.01569	153	0.01233
Pct Persons Exceeded Resource Limit	3251	0.00062	153	0.00000
Pct Persons Benefits Increased	3251	0.00215	153	0.00000
Pct Persons Unable to Locate	3251	0.00646	153	0.00000
Pct Persons Recipients Request	3251	0.07536	153	0.07118
Pct Persons Other	3251	0.08520	153	0.05718

NOTE: Survey respondent means were computed using non-response weights

Survey Site=CLARK

	Universe		Survey respondents	
	N	Pct	N	Pct
Pct Persons Age < 1	7911	0.04032	180	0.02850
Pct Persons Age 1 to 2	7911	0.13159	180	0.10284
Pct Persons Age 3 to 5	7911	0.15004	180	0.16008
Pct Persons Age 6 to 12	7911	0.20819	180	0.20345
Pct Persons Age 13 to 17	7911	0.08178	180	0.11131
Pct Persons Age 18 to 21	7911	0.08671	180	0.08667
Pct Persons Age 22 to 25	7911	0.08634	180	0.06163
Pct Persons Age 26 to 30	7911	0.08090	180	0.09712
Pct Persons Age 31 to 35	7911	0.06118	180	0.05798
Pct Persons Age 36 to 40	7911	0.03969	180	0.03845
Pct Persons Age 41 to 50	7911	0.02945	180	0.02687
Pct Persons > Age 50	7911	0.00379	180	0.02511
Pct Persons Caucasian exc Hispanic	7911	0.72165	180	0.83247
Pct Persons AfricanAmerican exc Hispanic	7911	0.26482	180	0.16753
Pct Persons Asian	7911	0.00088	180	0.00000
Pct Persons Hispanic Origin	7911	0.00670	180	0.00000
Pct Persons Amer Indian/Alaskan Native	7911	0.00051	180	0.00000
Pct Persons Other Ethnicity	7911	0.00544	180	0.00000
Pct Persons Southeast Asian	7911	0.00000	180	0.00000
Pct Persons Female	7911	0.62394	180	0.60514
Pct Persons Age < 18 who are Separated	3070	0.13518	70	0.13015
Pct Persons Age < 18 who are Single	3070	0.50521	70	0.45134
Pct Persons Age < 18 who are Widowed	3070	0.00195	70	0.01223
Pct Persons Age < 18 who are Divorced	3070	0.14365	70	0.20762
Pct Persons Age < 18 who are Married	3070	0.21401	70	0.19866
Pct of Pregnant Females age 12-50	2963	0.06176	65	0.04754
Pct Persons Age 18+ w HS Degree or GED	3070	0.39283	70	0.45037
Pct Persons Age 18+ who are US Citizens	3070	0.99739	70	1.00000
Pct Persons Age < 18 who are US Citizens	4841	0.99897	110	1.00000
Pct Persons Failed to Comply w Procedure	7911	0.29048	180	0.17988
Pct Persons Failed Work Requirement	7911	0.30514	180	0.28465
Pct Persons Exceeds Income	7911	0.19113	180	0.39081
Pct Persons No Eligible Child	7911	0.03780	180	0.00608
Pct Persons Not Deprived	7911	0.01390	180	0.04130
Pct Persons Exceeded Resource Limit	7911	0.00051	180	0.00963
Pct Persons Benefits Increased	7911	0.00190	180	0.00000
Pct Persons Unable to Locate	7911	0.01820	180	0.02022
Pct Persons Recipients Request	7911	0.02857	180	0.03380
Pct Persons Other	7911	0.11238	180	0.03361

NOTE: Survey respondent means were computed using non-response weights

Survey Site=SCIOTO

	Universe		Survey respondents	
	N	Pct	N	Pct
Pct Persons Age < 1	6683	0.03247	201	0.03022
Pct Persons Age 1 to 2	6683	0.12315	201	0.12522
Pct Persons Age 3 to 5	6683	0.12345	201	0.10305
Pct Persons Age 6 to 12	6683	0.19647	201	0.21767
Pct Persons Age 13 to 17	6683	0.09846	201	0.10949
Pct Persons Age 18 to 21	6683	0.08754	201	0.06011
Pct Persons Age 22 to 25	6683	0.09113	201	0.09071
Pct Persons Age 26 to 30	6683	0.08499	201	0.08947
Pct Persons Age 31 to 35	6683	0.06793	201	0.06975
Pct Persons Age 36 to 40	6683	0.05177	201	0.04998
Pct Persons Age 41 to 50	6683	0.03831	201	0.05433
Pct Persons > Age 50	6683	0.00434	201	0.00000
Pct Persons Caucasian exc Hispanic	6683	0.96035	201	0.98097
Pct Persons AfricanAmerican exc Hispanic	6683	0.03516	201	0.01903
Pct Persons Asian	6683	0.00030	201	0.00000
Pct Persons Hispanic Origin	6683	0.00000	201	0.00000
Pct Persons Amer Indian/Alaskan Native	6683	0.00045	201	0.00000
Pct Persons Other Ethnicity	6683	0.00374	201	0.00000
Pct Persons Southeast Asian	6683	0.00000	201	0.00000
Pct Persons Female	6683	0.60781	201	0.58628
Pct Persons Age < 18 who are Separated	2847	0.11380	83	0.12944
Pct Persons Age < 18 who are Single	2847	0.34598	83	0.28651
Pct Persons Age < 18 who are Widowed	2847	0.00562	83	0.00000
Pct Persons Age < 18 who are Divorced	2847	0.13031	83	0.17162
Pct Persons Age < 18 who are Married	2847	0.40429	83	0.41242
Pct of Pregnant Females age 12-50	2532	0.03515	74	0.02685
Pct Persons Age 18+ w HS Degree or GED	2847	0.51352	83	0.54048
Pct Persons Age 18+ who are US Citizens	2847	0.99965	83	1.00000
Pct Persons Age < 18 who are US Citizens	3836	0.99948	118	1.00000
Pct Persons Failed to Comply w Procedure	6683	0.34206	201	0.32306
Pct Persons Failed Work Requirement	6683	0.20724	201	0.22274
Pct Persons Exceeds Income	6683	0.17926	201	0.16559
Pct Persons No Eligible Child	6683	0.03696	201	0.03439
Pct Persons Not Deprived	6683	0.04968	201	0.03310
Pct Persons Exceeded Resource Limit	6683	0.00195	201	0.00967
Pct Persons Benefits Increased	6683	0.00359	201	0.00958
Pct Persons Unable to Locate	6683	0.02529	201	0.02610
Pct Persons Recipients Request	6683	0.06823	201	0.04874
Pct Persons Other	6683	0.08574	201	0.12703

NOTE: Survey respondent means were computed using non-response weights

Survey Site=WASHINGTON

	Universe		Survey respondents	
	N	Pct	N	Pct
Pct Persons Age < 1	1369	0.04310	408	0.04167
Pct Persons Age 1 to 2	1369	0.10446	408	0.09731
Pct Persons Age 3 to 5	1369	0.13075	408	0.12189
Pct Persons Age 6 to 12	1369	0.20599	408	0.20352
Pct Persons Age 13 to 17	1369	0.09861	408	0.10461
Pct Persons Age 18 to 21	1369	0.07962	408	0.09885
Pct Persons Age 22 to 25	1369	0.08985	408	0.08635
Pct Persons Age 26 to 30	1369	0.07743	408	0.06456
Pct Persons Age 31 to 35	1369	0.06428	408	0.04422
Pct Persons Age 36 to 40	1369	0.05405	408	0.06767
Pct Persons Age 41 to 50	1369	0.04675	408	0.06220
Pct Persons > Age 50	1369	0.00511	408	0.00715
Pct Persons Caucasian exc Hispanic	1369	0.97882	408	0.98183
Pct Persons AfricanAmerican exc Hispanic	1369	0.01461	408	0.01327
Pct Persons Asian	1369	0.00000	408	0.00000
Pct Persons Hispanic Origin	1369	0.00365	408	0.00000
Pct Persons Amer Indian/Alaskan Native	1369	0.00146	408	0.00242
Pct Persons Other Ethnicity	1369	0.00146	408	0.00248
Pct Persons Southeast Asian	1369	0.00000	408	0.00000
Pct Persons Female	1369	0.62527	408	0.62068
Pct Persons Age < 18 who are Separated	571	0.14886	176	0.13039
Pct Persons Age < 18 who are Single	571	0.38529	176	0.43179
Pct Persons Age < 18 who are Widowed	571	0.01051	176	0.01683
Pct Persons Age < 18 who are Divorced	571	0.14711	176	0.18604
Pct Persons Age < 18 who are Married	571	0.30823	176	0.23494
Pct of Pregnant Females age 12-50	542	0.06273	161	0.04940
Pct Persons Age 18+ w HS Degree or GED	571	0.53940	176	0.50016
Pct Persons Age 18+ who are US Citizens	571	0.99825	176	1.00000
Pct Persons Age < 18 who are US Citizens	798	0.99875	232	1.00000
Pct Persons Failed to Comply w Procedure	1369	0.25201	408	0.27823
Pct Persons Failed Work Requirement	1369	0.35062	408	0.34152
Pct Persons Exceeds Income	1369	0.14317	408	0.16998
Pct Persons No Eligible Child	1369	0.03141	408	0.02424
Pct Persons Not Deprived	1369	0.02703	408	0.02801
Pct Persons Exceeded Resource Limit	1369	0.00000	408	0.00000
Pct Persons Benefits Increased	1369	0.00146	408	0.00512
Pct Persons Unable to Locate	1369	0.02411	408	0.01778
Pct Persons Recipients Request	1369	0.13733	408	0.09741
Pct Persons Other	1369	0.03287	408	0.03772

NOTE: Survey respondent means were computed using non-response weights

Survey Site=CLEVELAND

	Universe		Survey respondents	
	N	Pct	N	Pct
Pct Persons Age < 1	58466	0.02340	364	0.01782
Pct Persons Age 1 to 2	58466	0.10972	364	0.09462
Pct Persons Age 3 to 5	58466	0.14241	364	0.12621
Pct Persons Age 6 to 12	58466	0.25163	364	0.25284
Pct Persons Age 13 to 17	58466	0.10418	364	0.13309
Pct Persons Age 18 to 21	58466	0.06864	364	0.06160
Pct Persons Age 22 to 25	58466	0.06689	364	0.05790
Pct Persons Age 26 to 30	58466	0.07716	364	0.08082
Pct Persons Age 31 to 35	58466	0.05908	364	0.07377
Pct Persons Age 36 to 40	58466	0.04902	364	0.04633
Pct Persons Age 41 to 50	58466	0.03973	364	0.04662
Pct Persons > Age 50	58466	0.00814	364	0.00838
Pct Persons Caucasian exc Hispanic	58466	0.20520	364	0.16463
Pct Persons AfricanAmerican exc Hispanic	58466	0.70256	364	0.73024
Pct Persons Asian	58466	0.00086	364	0.00000
Pct Persons Hispanic Origin	58466	0.07645	364	0.09584
Pct Persons Amer Indian/Alaskan Native	58466	0.00210	364	0.00000
Pct Persons Other Ethnicity	58466	0.01209	364	0.00929
Pct Persons Southeast Asian	58466	0.00074	364	0.00000
Pct Persons Female	58466	0.64520	364	0.66172
Pct Persons Age < 18 who are Separated	21554	0.08773	136	0.09259
Pct Persons Age < 18 who are Single	21554	0.72492	136	0.73138
Pct Persons Age < 18 who are Widowed	21554	0.00404	136	0.00000
Pct Persons Age < 18 who are Divorced	21554	0.06783	136	0.07479
Pct Persons Age < 18 who are Married	21554	0.11525	136	0.10124
Pct of Pregnant Females age 12-50	22785	0.02879	151	0.04030
Pct Persons Age 18+ w HS Degree or GED	21554	0.44767	136	0.54621
Pct Persons Age 18+ who are US Citizens	21554	0.98891	136	1.00000
Pct Persons Age < 18 who are US Citizens	36912	0.99618	228	1.00000
Pct Persons Failed to Comply w Procedure	58466	0.40543	364	0.26161
Pct Persons Failed Work Requirement	58466	0.07409	364	0.10451
Pct Persons Exceeds Income	58466	0.27070	364	0.33740
Pct Persons No Eligible Child	58466	0.04919	364	0.05920
Pct Persons Not Deprived	58466	0.01276	364	0.04513
Pct Persons Exceeded Resource Limit	58466	0.00137	364	0.00000
Pct Persons Benefits Increased	58466	0.00222	364	0.00000
Pct Persons Unable to Locate	58466	0.03274	364	0.01501
Pct Persons Recipients Request	58466	0.04991	364	0.03282
Pct Persons Other	58466	0.10158	364	0.14431

NOTE: Survey respondent means were computed using non-response weights

Survey Site=EUCLID

	Universe		Survey respondents	
	N	Pct	N	Pct
Pct Persons Age < 1	1647	0.02672	174	0.02772
Pct Persons Age 1 to 2	1647	0.12629	174	0.09399
Pct Persons Age 3 to 5	1647	0.13115	174	0.13525
Pct Persons Age 6 to 12	1647	0.21433	174	0.19907
Pct Persons Age 13 to 17	1647	0.08561	174	0.11508
Pct Persons Age 18 to 21	1647	0.06497	174	0.08180
Pct Persons Age 22 to 25	1647	0.07407	174	0.05317
Pct Persons Age 26 to 30	1647	0.10868	174	0.08405
Pct Persons Age 31 to 35	1647	0.06497	174	0.07036
Pct Persons Age 36 to 40	1647	0.05161	174	0.05985
Pct Persons Age 41 to 50	1647	0.04493	174	0.07465
Pct Persons > Age 50	1647	0.00668	174	0.00501
Pct Persons Caucasian exc Hispanic	1647	0.28780	174	0.20599
Pct Persons AfricanAmerican exc Hispanic	1647	0.68549	174	0.77609
Pct Persons Asian	1647	0.00304	174	0.00000
Pct Persons Hispanic Origin	1647	0.00425	174	0.00000
Pct Persons Amer Indian/Alaskan Native	1647	0.00304	174	0.00000
Pct Persons Other Ethnicity	1647	0.01639	174	0.01791
Pct Persons Southeast Asian	1647	0.00000	174	0.00000
Pct Persons Female	1647	0.66667	174	0.68583
Pct Persons Age < 18 who are Separated	685	0.09635	74	0.17017
Pct Persons Age < 18 who are Single	685	0.68321	74	0.71485
Pct Persons Age < 18 who are Widowed	685	0.00584	74	0.00000
Pct Persons Age < 18 who are Divorced	685	0.08613	74	0.06830
Pct Persons Age < 18 who are Married	685	0.12847	74	0.04669
Pct of Pregnant Females age 12-50	700	0.02571	80	0.05412
Pct Persons Age 18+ w HS Degree or GED	685	0.65109	74	0.61132
Pct Persons Age 18+ who are US Citizens	685	0.97226	74	1.00000
Pct Persons Age < 18 who are US Citizens	962	0.99584	100	1.00000
Pct Persons Failed to Comply w Procedure	1647	0.37948	174	0.34710
Pct Persons Failed Work Requirement	1647	0.04918	174	0.03594
Pct Persons Exceeds Income	1647	0.34669	174	0.44923
Pct Persons No Eligible Child	1647	0.04614	174	0.03529
Pct Persons Not Deprived	1647	0.00486	174	0.01503
Pct Persons Exceeded Resource Limit	1647	0.00000	174	0.00000
Pct Persons Benefits Increased	1647	0.00000	174	0.00000
Pct Persons Unable to Locate	1647	0.02307	174	0.02596
Pct Persons Recipients Request	1647	0.04797	174	0.01082
Pct Persons Other	1647	0.10261	174	0.08063

NOTE: Survey respondent means were computed using non-response weights

Survey Site=PARMA

	Universe		Survey respondents	
	N	Pct	N	Pct
Pct Persons Age < 1	1025	0.01951	190	0.01623
Pct Persons Age 1 to 2	1025	0.11024	190	0.08599
Pct Persons Age 3 to 5	1025	0.12488	190	0.11537
Pct Persons Age 6 to 12	1025	0.22146	190	0.27718
Pct Persons Age 13 to 17	1025	0.10439	190	0.09242
Pct Persons Age 18 to 21	1025	0.05659	190	0.05213
Pct Persons Age 22 to 25	1025	0.05561	190	0.02723
Pct Persons Age 26 to 30	1025	0.08780	190	0.12975
Pct Persons Age 31 to 35	1025	0.08000	190	0.08202
Pct Persons Age 36 to 40	1025	0.07220	190	0.07000
Pct Persons Age 41 to 50	1025	0.05073	190	0.03976
Pct Persons > Age 50	1025	0.01659	190	0.01193
Pct Persons Caucasian exc Hispanic	1025	0.84780	190	0.84771
Pct Persons AfricanAmerican exc Hispanic	1025	0.09756	190	0.10032
Pct Persons Asian	1025	0.00780	190	0.00000
Pct Persons Hispanic Origin	1025	0.02049	190	0.01491
Pct Persons Amer Indian/Alaskan Native	1025	0.00000	190	0.03706
Pct Persons Southeast Asian	1025	0.00000	190	0.00000
Pct Persons Female	1025	0.62634	190	0.63736
Pct Persons Age < 18 who are Separated	430	0.10930	78	0.12437
Pct Persons Age < 18 who are Single	430	0.45116	78	0.34679
Pct Persons Age < 18 who are Widowed	430	0.00000	78	0.00000
Pct Persons Age < 18 who are Divorced	430	0.13488	78	0.10024
Pct Persons Age < 18 who are Married	430	0.30465	78	0.42860
Pct of Pregnant Females age 12-50	415	0.03614	77	0.02707
Pct Persons Age 18+ w HS Degree or GED	430	0.62326	78	0.65612
Pct Persons Age 18+ who are US Citizens	430	0.87442	78	0.89405
Pct Persons Age < 18 who are US Citizens	595	0.94286	112	0.94453
Pct Persons Failed to Comply w Procedure	1025	0.36878	190	0.29202
Pct Persons Failed Work Requirement	1025	0.06439	190	0.05055
Pct Persons Exceeds Income	1025	0.34927	190	0.48044
Pct Persons No Eligible Child	1025	0.02049	190	0.01609
Pct Persons Not Deprived	1025	0.00780	190	0.00000
Pct Persons Exceeded Resource Limit	1025	0.00195	190	0.00989
Pct Persons Benefits Increased	1025	0.00390	190	0.00000
Pct Persons Unable to Locate	1025	0.03024	190	0.01616
Pct Persons Recipients Request	1025	0.07317	190	0.03916
Pct Persons Other	1025	0.08000	190	0.09568

NOTE: Survey respondent means were computed using non-response weights

Survey Site=COLUMBUS

	Universe		Survey respondents	
	N	Pct	N	Pct
Pct Persons Age < 1	37192	0.03227	328	0.01514
Pct Persons Age 1 to 2	37192	0.12720	328	0.13236
Pct Persons Age 3 to 5	37192	0.14987	328	0.17542
Pct Persons Age 6 to 12	37192	0.24215	328	0.24504
Pct Persons Age 13 to 17	37192	0.08851	328	0.08161
Pct Persons Age 18 to 21	37192	0.07289	328	0.07875
Pct Persons Age 22 to 25	37192	0.07814	328	0.06961
Pct Persons Age 26 to 30	37192	0.08174	328	0.08085
Pct Persons Age 31 to 35	37192	0.05482	328	0.05647
Pct Persons Age 36 to 40	37192	0.04020	328	0.04515
Pct Persons Age 41 to 50	37192	0.02670	328	0.01959
Pct Persons > Age 50	37192	0.00551	328	0.00000
Pct Persons Caucasian exc Hispanic	37192	0.35008	328	0.27647
Pct Persons AfricanAmerican exc Hispanic	37192	0.61777	328	0.69095
Pct Persons Asian	37192	0.00936	328	0.01441
Pct Persons Hispanic Origin	37192	0.01003	328	0.01546
Pct Persons Amer Indian/Alaskan Native	37192	0.00094	328	0.00270
Pct Persons Other Ethnicity	37192	0.00981	328	0.00000
Pct Persons Southeast Asian	37192	0.00202	328	0.00000
Pct Persons Female	37192	0.64699	328	0.68203
Pct Persons Age < 18 who are Separated	13389	0.09926	113	0.08233
Pct Persons Age < 18 who are Single	13389	0.69109	113	0.76943
Pct Persons Age < 18 who are Widowed	13389	0.00344	113	0.00000
Pct Persons Age < 18 who are Divorced	13389	0.07656	113	0.07385
Pct Persons Age < 18 who are Married	13389	0.12958	113	0.07439
Pct of Pregnant Females age 12-50	14169	0.04651	122	0.04009
Pct Persons Age 18+ w HS Degree or GED	13389	0.42632	113	0.50733
Pct Persons Age 18+ who are US Citizens	13389	0.96460	113	0.98972
Pct Persons Age < 18 who are US Citizens	23803	0.98122	215	1.00000
Pct Persons Failed to Comply w Procedure	37192	0.36451	328	0.32068
Pct Persons Failed Work Requirement	37192	0.20055	328	0.18473
Pct Persons Exceeds Income	37192	0.22408	328	0.25809
Pct Persons No Eligible Child	37192	0.03119	328	0.04888
Pct Persons Not Deprived	37192	0.00479	328	0.00000
Pct Persons Exceeded Resource Limit	37192	0.00167	328	0.00000
Pct Persons Benefits Increased	37192	0.00099	328	0.00000
Pct Persons Unable to Locate	37192	0.02506	328	0.01091
Pct Persons Recipients Request	37192	0.02560	328	0.03065
Pct Persons Other	37192	0.12156	328	0.14605

NOTE: Survey respondent means were computed using non-response weights

Survey Site=MEIGS, NOBLE, & VINTON

	Universe		Survey respondents	
	N	Pct	N	Pct
Pct Persons Age < 1	3264	0.02696	688	0.02814
Pct Persons Age 1 to 2	3264	0.10692	688	0.10491
Pct Persons Age 3 to 5	3264	0.12500	0.13430	
Pct Persons Age 6 to 12	3264	0.19761	688	0.18690
Pct Persons Age 13 to 17	3264	0.10202	688	0.09533
Pct Persons Age 18 to 21	3264	0.08946	688	0.08483
Pct Persons Age 22 to 25	3264	0.08548	688	0.08865
Pct Persons Age 26 to 30	3264	0.08425	688	0.09451
Pct Persons Age 31 to 35	3264	0.07169	688	0.06715
Pct Persons Age 36 to 40	3264	0.05729	688	0.05911
Pct Persons Age 41 to 50	3264	0.04442	688	0.05029
Pct Persons > Age 50	3264	0.00888	688	0.00587
Pct Persons Caucasian exc Hispanic	3264	0.98866	688	0.99563
Pct Persons AfricanAmerican exc Hispanic	3264	0.01072	688	0.00292
Pct Persons Asian	3264	0.00031	688	0.00145
Pct Persons Hispanic Origin	3264	0.00000	688	0.00000
Pct Persons Amer Indian/Alaskan Native	3264	0.00031	688	0.00000
Pct Persons Other Ethnicity	3264	0.00000	688	0.00000
Pct Persons Southeast Asian	3264	0.00000	688	0.00000
Pct Persons Female	3264	0.59344	688	0.59771
Pct Persons Age < 18 who are Separated	1441	0.10965	310	0.12750
Pct Persons Age < 18 who are Single	1441	0.33518	310	0.31869
Pct Persons Age < 18 who are Widowed	1441	0.00416	310	0.00308
Pct Persons Age < 18 who are Divorced	1441	0.13046	310	0.11858
Pct Persons Age < 18 who are Married	1441	0.42054	310	0.43216
Pct of Pregnant Females age 12-50	1235	0.05263	265	0.04875
Pct Persons Age 18+ w HS Degree or GED	1441	0.50035	310	0.51281
Pct Persons Age 18+ who are US Citizens	1441	0.99931	310	0.99678
Pct Persons Age < 18 who are US Citizens	1823	1.00000	378	1.00000
Pct Persons Failed to Comply w Procedure	3264	0.21844	688	0.15592
Pct Persons Failed Work Requirement	3264	0.28217	688	0.28155
Pct Persons Exceeds Income	3264	0.23009	688	0.30989
Pct Persons No Eligible Child	3264	0.03493	688	0.03480
Pct Persons Not Deprived	3264	0.06434	688	0.05498
Pct Persons Exceeded Resource Limit	3264	0.00214	688	0.00416
Pct Persons Benefits Increased	3264	0.00460	688	0.01089
Pct Persons Unable to Locate	3264	0.01501	688	0.00769
Pct Persons Recipients Request	3264	0.06066	688	0.05969
Pct Persons Other	3264	0.08762	688	0.08044

NOTE: Survey respondent means were computed using non-response weights

APPENDIX D: SAMPLE UNIVERSE CONSTRUCTION FROM ADMINISTRATIVE DATA

The administrative data were supplied to CHRR by ODHS (now ODJFS). The data came from data files covering October 1997 through March 1999. Individual files on food stamps extended to April 1999. The data we used for this part of the project came in two groups: the "closed cases" file and the individual files. The HR3734 file data were not available to us when we generated the data set from which we drew the survey eligibles.[22] What we refer to herein as "closed cases" are more properly referred to as closed assistance groups. An assistance group may be thought of as a family unit, composed of persons living together and usually, but not necessarily, related by blood or marriage. While there may be rules on who may and may not comprise an assistance group, the data imposed no such restriction and we cannot assert one way or another whether persons in an assistance group are or are not related in any particular manner. Relationships are not coded in the administrative data we have. The concept of an assistance group does not correspond to the accepted classifications of demographic groups such as family units or households.

Each assistance group is identified by a code consisting of a ten digit case number, a four character program code that identifies the benefit received by the assistance group, and a two digit sequence number that identifies the particular cluster of persons covered by the program. It is possible that multiple overlapping assistance groups receiving benefits under various programs exist within a household. For example, one household might cover everyone present with food stamp benefits, while within this larger group a mother and her child may also be receiving OWF benefits. These two assistance groups may have different payees. Assistance groups could overlap or nest.

For each assistance group we define the "payee" as being the recipient of record for the particular benefit. In this study we consider only OWF benefits and Food Stamp benefits for able-bodied adults without dependents (ABAWDS). For each of these benefits there will be a person who receives the funds under the respective program. This person is identified by social security number and recipient ID in the closed case file.

The other major data resource was the individual file. This file (actually two sets of monthly files, one for ADC/OWF and one for Food Stamps) gave, for every month, data for each individual covered under these two benefits. This file has data for the individual as well as linkage—via the assistance group identifier described above—to the assistance group under which this person "received" benefits. We use the term "receive" advisedly for it is worth distinguishing between individuals on behalf of whom benefits accrue and persons who receive the payments in consideration of those benefit accruals. We refer to the person receiving payment (as both OWF and ABAWDS programs provide cash payments) as the "payee."

This research project focuses on payees and what happens to them after they stop receiving OWF and Food Stamp benefits (the latter for ABAWDS cases; OWF leavers can still be eligible for Food Stamps). This being the case, our administrative data file pivots around the payee. We recognize that there are any number of difficult and important questions that

[22] We define "closed" below.

could be posed concerning the fate of the other persons in an assistance group, not the least of which would be the children in OWF assistance groups.

In constructing the universe that provided the sample for the survey work, we first matched the SSN in the closed case file (the next section defines "closed") with the corresponding individual record. The ODHS recipient ID was not used because of an anticipated earnings match to OBES data. Persons with bad SSNs were avoided since they might vitiate the wage match. The demographics on all persons are on the individual records, so after making that match, it was possible to check on the characteristics of the payee. To be eligible for sampling, the payee had to be 18 years or older at the date of closure and had to be a member of the assistance group receiving either ADCU or ADCR. The sampling mistakenly excluded ADCI cases, that is, cases where benefits accrue because of disability. However, disability makes ADCI cases different from ADCU and ADCR cases in a rather fundamental sense. This age restriction precludes the inclusion of closed assistance groups that only contained children (that is, persons under 18 years old) at the date of closure. However, if for some reason a person over 18 years was considered a "child," because of still being in school or some other reason, this procedure would not necessarily identify such cases and they might "leak" into the sampling universe. There were some child-only[23] cases that "leaked" into the sample. This happened because the data available when the sample was drawn did not include any indicators that identified eligible recipients. The payee is identified on the closed case file by a variable that indicates the SSN of that payee. To determine whether the recipient satisfied the age restrictions, we had to ascertain the age of the payee. That information was only available on the files containing data on individuals. In order to determine the age of the payee, we had to use the SSN on the closed case file and match the SSN in the individual files for the month of closure and then retrieve the age variable from the individual data file. In order for a child-only case to "leak" into the sample, the payee had to have data indicating they were in the assistance group and were age eligible. With fresh data available to the project in the summer of 2000, we were able to use the Welfare to Work file (see Appendix E) to determine eligibility. Based on the Welfare to Work file, we identified 119 child-only cases among the survey respondents. These cases are identified in the public use file. Unless explicitly stated to the contrary, all tables, graphs, and figures on survey respondents include these child-only cases.

Because the initial method of contact for all cases was to be telephone, we also required eligible cases to have a phone number listed. We did not require this number to be valid, as indeed many numbers were not.

Definition of Closure

Candidates for "closed cases" came from the closed assistance group files provided by ODHS. These data did not cleanly define a closed case. In many instances an assistance group would be present as a closed case for several successive months. This reflected the way data are entered and processed. From national data we know that TANF/OWF (formerly ADC) spells of recipiency do not exhibit high frequency transitions. The temporal

[23] A child-only case is one where the only eligible recipients are children, where "child" includes persons who are 18 years old and attending high school.

unit for which the administrative data has good resolution is the month; therefore, it was required that a closed case not receive benefits for at least one month. Accordingly, whenever an assistance group was closed in two consecutive months, the first of these two "closures" was ignored. This rule was iteratively applied, removing all "false" closures. The data was also required to show at least one month of recipiency.

We separated OWF closures and food stamp closures. ABAWDS cases are for Food-Stamp-only benefits, and persons can be both OWF and ABAWDS "closed cases" *at different times*. During the survey work, 25 persons fell into both categories and are therefore included in both analysis samples for the survey data.

Persons with multiple closures for either OWF or ABAWDS, even if under different assistance group identifiers, are only listed in the sampling universe once.

In a sense, the term "closed" is a misnomer. After OWF benefits end, many assistance groups may still receive Food Stamp benefits, and former cash benefit recipients may still receive Medicaid benefits. Cases may not be "closed" for some months after all benefits end, since the case may become active in the future. For the purposes of this study, a case is a closed OWF case when it no longer receives OWF cash assistance. Moreover, if an assistance group leaves OWF cash receipt but still receives food stamps, this group of people may still be an active food stamp case. Recall that assistance groups are identified by a sequence of digits that includes the program name, so one person could be associated with several assistance groups.

Definition of ABAWDS

An ABAWDS case is defined as an assistance group where the prime beneficiary only receives food stamps and not OWF or general assistance. The group does not include members under 18 years of age who are generating benefits *at the date of closure*; it does have members who are neither disabled nor pregnant and who are between 18 and 50 years old, inclusive at the date of closure. The members are not receiving unemployment compensation or supplemental security income (SSI), and are not participating in Medicaid programs for the blind, pregnant, or disabled. In addition, when the ABAWDS sample was selected for surveying, the ABAWDS sample members were required to have social security numbers. This was necessary in order to match them to the OBES unemployment insurance earnings record data. We also required the assistance group to have a phone number listed as the survey effort was to be initially conducted by telephone. When an ABAWDS case had a telephone number for a homeless shelter, we accepted that case as eligible for sampling. Likewise, a phone number for a jail or prison was accepted. We matched the persons accepted for surveying for both ABAWDS and OWF against a list of convicts on the State of Ohio web site. Those data are included in the public use data file.

While ABAWDS persons might not have had dependents at the date of closure, *based on administrative data,* they could, nonetheless, have dependents in the usual demographic or economic sense. In rostering households during the survey, many ABAWDS cases showed dependents of the sampled person. If a non-disabled adult represented to county case

managers that no dependents were included in the assistance group, and as a result of this representation the person received food stamps, this person would be considered an ABAWDS recipient according to the administrative data files. However, this person may actually have children; these children, or even a spouse or partner, may appear on the household roster when this person was surveyed. This same person could, at some other time, have had children present in an assistance group for which OWF benefits were being claimed at that other time. This makes it possible for the same payee to have stopped receiving benefits as both a food-stamp-only case and hence ABAWDS, and as an OWF case. As we noted above, individuals cannot be uniquely identified with a single assistance group. When a person is enrolled in a welfare case, this person does not provide a list of all biological children. Children may be included as dependents at one time and not another. This represents a conceptual problem in defining an ABAWDS individual. The eligibility criteria for ABAWDS cases are based upon attributes at the date food stamp benefits stop, *they are not based on whether the person had a dependent at some other time*.

How We Linked Data between Assistance Group and Individual Files

The closed case record contains a field for the Social Security number of the prime beneficiary. We used this datum to link to the individual record data. We used the SSN rather than the CRIS-E case number because the linkage to the OBES earnings record data would have to be made by SSN. Perhaps the central issue for evaluating the impact of welfare reform is the ability of former welfare recipients to establish solid attachments to the world of work in the marketplace and thereby support themselves and their families. Without the earnings data linkage, the utility of the administrative data would be limited to demographic description and the study of recidivism based on demographics. The quality of the earnings data in the ODHS administrative records, based upon a comparison with even the initially flawed OBES earnings match data,[24] was not encouraging.

Sampling Error

The administrative records data cover all closed cases for which the requisite matches could be made. This means that there is no sampling error. Tests of statistical significance do not apply; these tests are based on calculations as to how well a sample can represent the universe from which it is drawn. Sampling error only becomes a factor when we draw from the administrative data universe to select which recipients are to represent the larger population of the county from which they were drawn.

When drawing samples that are large fractions of the universe under study, as happened with ABAWDS cases in our Appalachian counties, simple formulae for standard errors do not

[24] The initial match was not correctly done. It did not match earnings in all quarters of 1997, 1998, and the first quarter of 1999. We believe the match was only done in the years that the respondent was an eligible recipient for either OWF or food stamp benefits and then in subsequent years. The impact of this omission was catastrophic. These flawed data would have led to the erroneous conclusion that after leaving welfare most people had little or no earned income. Based on an examination of these data we diagnosed the problem and suggested that the match be done correctly. We are most grateful to Nancy Mead for her patient cooperation in getting the correct wage match data. Without those data, this study of earnings would not have been as broad or insightful.

apply. However, in counties with large caseloads, such as Cuyahoga and Franklin, the conventional formulae are excellent approximations. Our survey data are subject to non-response error, however. In Appendix F, we compare administrative earnings for non-respondents with those of respondents to quantify how non-response may have affected our findings.

A Note on Comparison Group Analysis

This preliminary report describes the characteristics of the prime beneficiaries of the OWF and ABAWDS cases that closed between October 1997 and March 1999. The limitation of this approach is that one cannot compare these characteristics to the entire set of welfare respondents, most notably including the recipients under these programs whose cases *did not close* during this period of time. It would be even more difficult to compare the closed case beneficiaries with a reference set of persons such as all residents of Ohio or all jobholders in Ohio. One might even consider comparing the subjects of this study to persons who exited welfare during earlier periods of time; these would include welfare leavers who left before Ohio was granted a waiver to experiment and leavers who left during the waiver period but before TANF became law.

These limitations do not vitiate the current study. Rather, this study must be considered within its framework. Its purpose is not to make the sorts of comparative analyses with the comparisons groups mentioned above.

APPENDIX E: MATCHED ADMINISTRATIVE DATA ON WAGES AND RECIPIENCY

We start with the matched earnings data from the Ohio Bureau of Employment Services (OBES) now a part of ODJFS. These data give quarterly earnings by employer. (See Appendix F for a description of covered versus uncovered employment and data quality issues.) The match to UI earnings data was done by Social Security Number (SSN), so recipients with incorrect SSNs will either have no matched data or have incorrect data matched. It should be noted that as detailed earnings data from OBES were examined, cases appeared where persons were apparently working under SSNs that belonged to someone else.

The data resource allowed a match to earnings from first quarter 1994 through fourth quarter 1999, inclusive. We retained data on up to 41 employers, with the 41 employers generating the most earnings retained. We have earnings for each quarter for each employer, allowing one to examine the stability and extent of employment. Although not used here, the Employer Identification Number attached to each employer allowed a match to the Standard Industrial Code (SIC) for each employer, indicating the sector, but not the occupation, in which the person worked.

Our match to recipiency data took place in two batches: one in the summer of 1999, when the survey sample was being drawn, and one in the summer of 2000, based upon fresh data from the HR3734 data file, Welfare to Work (W2W) file, and Benefits Issuance (BI) file.

The data used in 1999, from which the survey respondents were to be drawn, consisted of the Closed Case files provided by the state. The Closed Case file contained three identifiers: the SSN of the payee, his or her CRIS-E recipient number, and the Assistance Group (AG) identifier. The AG identifier consists of a case number (usually identifying a household), a category of benefit (ADCR for ADC single-parent families, ADCU for ADC two-parent families with an unemployed parent), and a sequence number for a group of recipients within the case. This AG identifier is often referred to as the case-cat-seq. When a group of persons lives together in the same household and receives a variety of benefits, there are multiple AG identifiers within a household. For example, sisters living together may belong to different OWF assistance groups, but be in the same Food Stamp assistance group. Because a "case" here refers to an assistance group, it would be more precise to refer to this file as a "Closed Assistance Group" file, but common usage often drives nomenclature.

The Closed Case files were monthly, listing closed AGs from October 1997 through March 1999. In many cases an assistance group was classified as "closed" for consecutive months. In such an event, the first month of closure was assigned as the date of closure so that the assistance group was not listed as a closed case for the following month.

Next, records were matched to the monthly "Individual Files." For each closed case, individual files are matched if they show a person belonged to that closed assistance group in the month of closure, including the payee whose SSN was listed on the closed case file. The Individual File contains the demographic characteristics of the persons in the AG, as well as their address and phone number. To be eligible for surveying, the payee for the closed case had to have a phone number on the individual file and an age that matched the sampling criteria (for example, 18 years or older for OWF cases). Because these data were only on the

individual records, a precondition for a payee being selected for surveying was that the payee had to have an individual record indicating that he or she was associated with the assistance group identifier for the closed case. Appendix D contains more detailed information on how the survey samples were drawn; see that section for this material.

In the summer of 2000, the state provided the project with additional administrative data files. The Welfare to Work (W2W) file contains data on ADC/OWF receipt from January 1992 through June 2000, inclusive. These data are presented by recipient ID, which is a CRIS-E identifier. W2W data are only available for persons who received welfare during or after April 1998, so persons leaving OWF between October 1997 and March 1998, inclusive, and who did not return to OWF on or after April 1998 will not have data in the W2W file. This absence of data can be used to infer non-receipt of OWF benefits from April 1998 through June 2000, inclusive.

The state also provided data from the HR3734 data files for October 1997 through March 1999. These data will provide recipiency information for October 1997 through March 1998 for those persons not qualifying for membership in the W2W file. In principle, the W2W and HR3734 files should agree on OWF receipt for the months they overlap. However, a spot check was conducted of three months: April 1998, October 1998, and January 1999. The conventional wisdom was that for these later months many of the "bugs" in the system had been removed so concordance should be close. We found the count of eligibles did not match between the two, being off by about 4%. In addition, we found cases where what appeared to be good "closed cases" in the summer of 1999 had eligibility data that showed the payee was actually a continuous recipient of OWF and had not been a closed case at all.

Looking at the data for the same recipients across the different files, we found frequent disagreements between the HR3734 and W2W files. Because of the longer horizon of the W2W file, we believe that it is the file of choice for looking at longer-term welfare recipiency. The Individual OWF files appear to contain data that match the W2W file, so we retrieved data from the individual files for those recipient months where we are missing W2W data.

We also found that 119 payees for closed cases from the summer of 1999 were not eligible recipients in the W2W or HR3734 files. These were child-only cases. They could not be identified using the data resources available in the summer of 1999, but with these new files such payees can be identified and included or excluded from the sample as needed.

Receipt of food stamp and Medicaid benefits is not recorded in the W2W or HR3734 files, but is recorded in the individual files from the summer of 1999. We have merged these administrative data into the survey data.

The Benefits Issuance (BI) data give amounts of benefits issued by month. However, these data are identified by the AG case-cat-seq and not the respondent recipient ID. Recipients can change AGs over time, so the BI file is not a reliable source of data on recipiency for an individual. For this reason, we eschewed the use of the BI data.

APPENDIX F: ACCURACY OF UI EARNINGS MATCH DATA VERSUS SURVEY RESPONSES AND ITS RELATION TO NONRESPONSE BIAS

In the discussion of earnings from survey and administrative data early in this report it was noted that the UI match data tended to understate earnings. This appendix discusses the measures of earned income and how they compare overall, as well as how they compare for the persons on OWF versus those not on OWF.

The UI match data came from the Ohio Bureau of Employment Services, now a part of ODJFS. Those data give reported earnings for each employer by quarter, but do not provide hours worked or rates of pay. The employer reports those data to the state using either magnetic media or optically scanned forms. The earnings reports give dollars and cents. This seemingly minor point is important because the examination of data values showed instances where the data appeared to be off by a factor of ten. This could happen if an optically scanned number had its decimal position read incorrectly.

Some types of employment are not covered by a requirement to report earnings to the UI system. These include the following:

- students enrolled at a school, college, or university who provide services for that school, college, or university;
- work-study employees;
- those involved in family employment;
- commission workers whose services are not covered by the Federal Unemployment Tax Act;
- employees of a church or religious organization;
- ordained ministers;
- workers in sheltered workshops;
- student nurses;
- independent contractors; and
- certain casual and minor earnings.

Farm operators and crew leaders need to report if they have cash remuneration of $20,000 or more in a calendar quarter or have employed at least 10 workers for some part of a day for certain spans of time.

On the other hand, the survey of recipients did not impose these restrictions, so there is at least some reason to believe that UI match data might under-enumerate earnings relative to a survey.

Others have examined the accuracy of survey versus matched UI data, and the common finding is that UI data show lower earnings than survey data.[25] Interestingly, the response patterns in the Kornfeld and Bloom study suggest recall error is not a significant factor,

[25] See Robert Kornfeld and Howard S. Bloom. "Measuring Program Impacts on Earnings and Employment: Do Unemployment Insurance Wage Reports from Employers Agree with Surveys of Individuals?" *Journal of Labor Economics* 17, no. 1, p. 168–197.

rather the pattern seems due to incentives for both workers and firms to not report earnings to the UI system.

Turning to the survey data, the primary source of data on earnings is the event history on employment. This part of the survey asks the respondent to list all his or her employers since January 1, 1997. Then, for each employer, the survey collects the month and year the job started and ended, as well as any months during which the person did not work for the employer between the start and end dates. The hours worked per week (or day) were collected along with the rate of pay. These data allow estimates of earnings for each employer and for each month between January 1997 and the date of interview. In the months the job either starts or ends, it is assumed that the person worked half the month. By summing over all jobs, total labor earnings can be estimated for each month. This monthly earnings history is used to generate earnings profiles relative to the date of closure.

For 1999, respondents were asked to report their total earnings for all jobs. This question is asked in order to get a second measure on earnings. Many interviews took place at about the time respondents were getting W-2 forms that reported yearly earnings. This yearly question requires the respondent to do addition in his or her head, which is usually not a good idea as such a cognitive process will generate error. However, this does offer a second measure of earnings that can be used to cross-check the data. The preferred measure of earnings would be the measure coming from the employment event history, as it breaks the cognitive task of reporting on earnings into smaller, more manageable cognitive tasks.

Table F-1 summarizes the findings that compare earnings from the three data sources for 1999. The UI Match data are available quarterly and the Job History Earnings reported by respondents is available monthly, but these monthly data were combined into the calendar quarters corresponding to the UI earnings match. The data in each row under the heading "Completed Interviews" refer to exactly the same respondents. In other words, there are 623 respondents who were not eligible for OWF during the first quarter of 1999 (using the Welfare to Work data) and who had both UI earnings match data and job history earnings, and so on. The data for all of 1999 are presented at the bottom of the table. These rows include data from the quarterly earnings match, the quarterly aggregates from the monthly job history data, and the yearly earnings from the all-of-1999 question. These rows include data for persons who have data available on all three measures.

The entries under the "Non-Interviews" column are for persons who did not complete an interview and were not reported to be dead, in prison, or had moved outside Ohio. It is possible that some persons selected for interview and included in this column were, in fact, dead, in prison, or had left the state, but no available information indicated that this was the case.

Sampling theory says that when the job history earnings are aggregated over more months, as is done at the bottom of the table, sampling error will decline as a percentage of the reported amount. Whether using the yearly sum of monthly earnings or the yearly recall amount (the former being preferred to the latter on cognitive grounds), the conclusion is that UI match data understate true earnings for persons not on OWF at any time during the year. The true

earnings are higher than the match figure by between two and ten percent. For persons on OWF at some time during the year, true earnings are higher than UI match data by between 28% and 43%. Within the individual quarters of 1999, the discrepancy varies, but qualitatively the story is the same: UI match data understate true earnings. This regularity would explain why the earnings profiles for closed cases using only the UI match data are steeper than what we see in the survey data. While receiving welfare, people are more likely to take jobs that do not report their earnings to the UI system. This response pattern confirms the Kornfeld and Bloom hypothesis that underreporting reflects incentives facing individuals to avoid wage reporting to the state.

The implication of this underreporting is clear: while one cannot predict which welfare recipients have unreported income, in the aggregate these reports may miss up to a third of actual earnings. Once these persons leave welfare, the propensity to have unreported income falls sharply, further confirming the quasi-volitional nature of the under-reports.

Next is a comparison of UI match data for OWF survey respondents versus OWF non-respondents, controlling for OWF receipt. The objective here is to answer the question of whether survey non-respondents differ systematically in their outcomes from survey respondents. It first becomes apparent that a uniformly higher proportion of non-respondents was made up of those not eligible for OWF receipt during 1999. This could indicate that slightly more of the non-respondents have left Ohio and, per force, would not report receiving welfare. If this were the case, the average earnings for non-respondents who were not eligible recipients would be lower than for the respondents who were not eligible recipients, presumably because the non-responding non-recipients were out of state and would not be reporting earnings. This is the pattern found in this study.

Another group to closely examine is non-respondents who were eligible recipients; they are considered eligible because they received OWF in Ohio and they lived in Ohio in the quarter when they received benefits. While there is some variability across quarters, for all of 1999 the average UI match earnings for eligible non-respondents and eligible respondents are strikingly similar. Based on this, it is possible to conclude that non-responding eligible recipients are likely similar to the responding eligibles. At the outset of the project a concern existed that non-respondents would be people having the greatest problems adjusting. Accordingly, we emphasized to the interviewers how important it was to interview as many people as possible. Whether that concern was ill-placed, or it paid off to encourage the interviewers to treat the hard-to-interview cases as being unusually important, it appears that non-response bias is not severe in this study.

Table F-1. OWF Eligibility and Earnings

Date and Eligibility for OWF	COMPLETED INTERVIEWS				NON-INTERVIEWS[1]	
	N	UI Match Earnings	Job History Earnings[2]	Earnings Recall - Year	N	UI Match Earnings
1st Quarter 1999						
All	1167	$1,257	$1,752 139%		445	$1,191
Not Eligible during Quarter	623 53%	$1,787	$2,263 127%		288 65%	$1,666
Eligible during Quarter	544 47%	$649	$1,167 180%		158 35%	$322
2nd Quarter 1999						
All	1163	$1,401	$1,741 124%		447	$1,405
Not Eligible during Quarter	674 58%	$2,013	$2,253 112%		329 74%	$1,741
Eligible during Quarter	489 42%	$558	$1,035 185%		118 26%	$470
3rd Quarter 1999						
All	1167	$1,523	$1,836 121%		447	$1,511
Not Eligible during Quarter	706 60%	$2,128	$2,301 108%		340 76%	$1,794
Eligible during Quarter	462 40%	$598	$1,124 188%		107 24%	$616
4th Quarter 1999						
All	798	$1,669	$1,948 117%		447	$1,780
Not Eligible during Quarter	499 63%	$2,143	$2,329 109%		335 75%	$2,111
Eligible during Quarter	299 37%	$877	$1,312 150%		112 25%	$787
EARNINGS 1999 YEAR						
All	674	$5,826	$7,133 122%	$6,513 112%	445	$5,893
Not Eligible during Quarter	280 42%	$8,742	$9,615 110%	$8,913 102%	252 57%	$7,647
Eligible during Quarter	393 58%	$3,748	$5,365 143%	$4,803 128%	193 43%	$3,605

[1] Non-interviews do not include those who are deceased, in prison, or are known out-migrations from Ohio.
[2] As percent of UI Match Earnings.

APPENDIX G: HOW STUDY SITES APPLY POLICY—RECIPIENT KNOWLEDGE IN THE OWF SAMPLE

In this section we provide indirect evidence on how the new welfare policies are being applied by examining the degree to which recipients leaving welfare are aware of the new roles and entitlements associated with welfare reform.

Recipient Knowledge about Welfare Reform: "Welfare 101"
In the survey respondents were asked a series of questions about the basic rules of the welfare reform system in Ohio. We asked these questions to learn whether the falling numbers of former OWF recipients using food stamps and Medicaid are accounted for by lack of knowledge about entitlements when they are no longer receiving cash assistance.

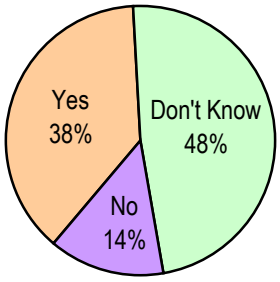
When we asked these questions, "don't know" was an allowable response (respondents could answer "don't know" or could refuse to answer any question in the survey). One of the problem areas this uncovered was knowledge about the Prevention, Retention, and Contingency program. Fewer than 40% of leavers knew about this program. The second major problem area was knowledge that the leaver is entitled to Medicaid coverage; although for the most part OWF leavers did know that their children are eligible. We report on the frequencies for these questions based on the 1025 OWF responses that were not child-only cases.

- Almost one half of the respondents did not know that they may be eligible for one time emergency assistance, otherwise known as the Prevention, Retention, and Contingency (PRC) program.

Figure G-1. PRC Program Question

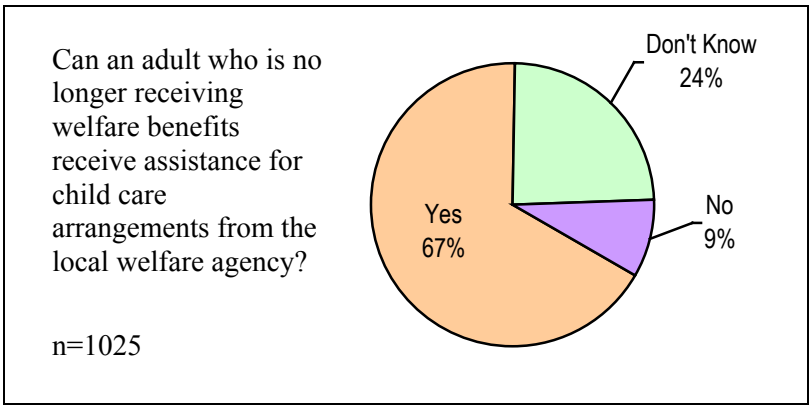
Can an adult who is no longer receiving welfare benefits receive short-term or one-time emergency assistance from the local welfare agency?

n=1025



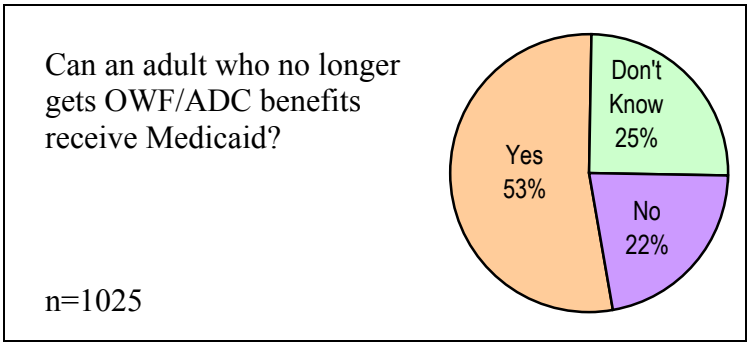
- Over 60% of the respondents were aware that child care benefits are available even after cash assistance stops.

Figure G-2. Child Care Benefits Question



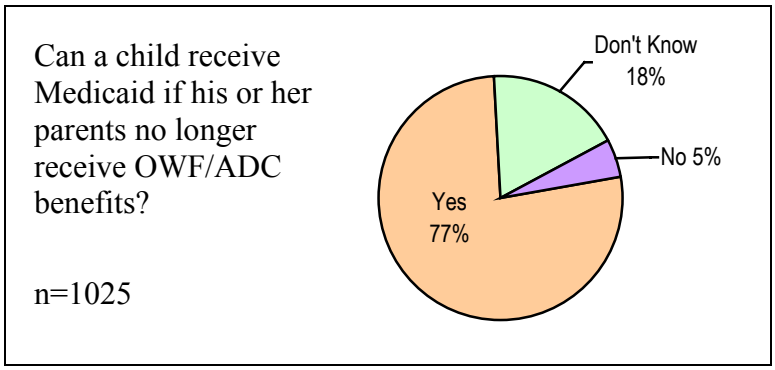
- A quarter of the respondents did not know if they could still get Medicaid benefits after leaving cash assistance.

Figure G-3. Adult Medicaid Eligibility Question



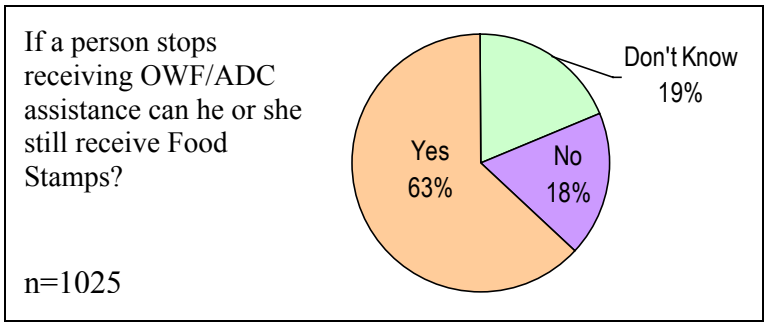
- The overwhelming majority of respondents (77%) know that Medicaid benefits are available for their children even if they are no longer receiving cash assistance.

Figure G-4. Child Medicaid Eligibility Question



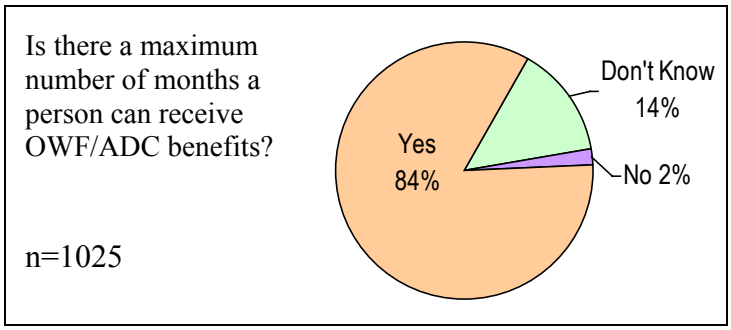
- Most respondents (63%) are aware that they can receive food stamps after they leave cash assistance.

Figure G-5. Food Stamps Eligibility Question



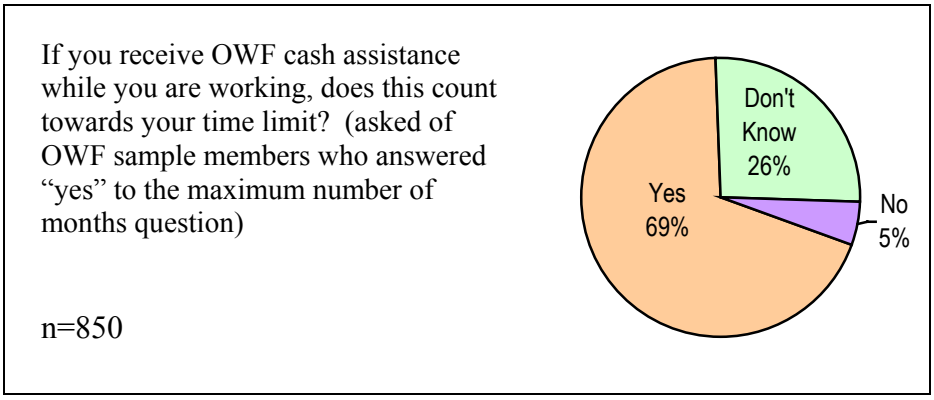
- Eighty-four percent of the respondents knew about the time limit and 70% correctly identified the limit at 36 months. However, 10% of those who knew about the time limit answered "don't know" to the maximum number of months question.

Figure G-6. Time Limit Question



- Well over half (69%) of the respondents, who were asked whether working while receiving cash assistance counted toward the time limit, answered yes. Thirty-six percent did not know if that time receiving benefits would count against them.

Figure G-7. Cash Assistance Question



APPENDIX H: TECHNICAL RECOMMENDATIONS FOR RESEARCH DATA RESOURCES

In the course of this study we have dealt with a number of factors that, if handled differently, would improve future research projects similar to the current study. Some of these suggestions could be implemented with minimal effort, while others are technically or administratively more difficult.

Administrative Data

The various administrative data sets maintained at ODJFS are wonderful resources for research to understand the dynamics of program participation in Ohio and, more importantly, to help predict the future course of recipiency. We are not under the illusion that recipiency can be predicted with complete accuracy, but the perfect should not be the enemy of the good. If ODJFS could reduce the extent of uncertainty about future recipiency, that would be a useful outcome. However, there are a number of problems with the administrative data. Our listing will not be comprehensive and many or all of these problems may already be known.

There are inconsistencies between the Closed Case file, the HR3734, and the Welfare to Work (W2W) file. The majority of cases are unaffected, but fundamental conflicts among these data sets as to who was eligible for what and when they were eligible complicated the project. For example, the supposition of some in ODJFS that the HR3734 and W2W files had to generate identical conclusions as to eligible recipiency turned out to be incorrect. The OWF & Food Stamp Individual File (officially the GRP569FA) were thought to be unreliable, but the HR3734 and W2W were considered reliable, especially for more recent months. By examining these files in more detail, we find that the OWF Individual Files agree with the W2W file, while the HR3734 files agree with the Benefit Issuance files. The HR3734 and W2W files do not agree with each other as much as they do with these pairings.

We recommend that these files be more thoroughly documented in terms of both the exact meaning and interpretation of the variables therein, and also in terms of exactly how these files are constructed. We feel it would be worthwhile for someone to examine these various files for internal contradictions and inconsistencies with each other. Having done this, these inconsistent cases could be walked backwards through the system to understand what sorts of data were entered by whom and when. Such an exercise in management by exception may suggest procedures that would avoid these problems. There is no guarantee that such an exercise would lead to cures, but at a minimum it would allow someone to document the sources of error so that the operating characteristics of the data system are better understood. At some point in the future when ODJFS is doing additional data analysis, such an exercise will help guide them as to the appropriate file to use for various purposes. As matters stand now, the entire complex of administrative files are at variance.

We recommend that ODJFS institute an ongoing effort to maintain a merged database containing information on the times when every welfare client was ever a recipient of OWF, Food Stamps, Medicaid, or other assistance. Data from the UI earnings match should be regularly merged into this database, including data by employer. This file should also

contain the appropriate demographics and assistance group identifiers that would allow users to reconstitute assistance group composition for each recipient over time. In addition, this file should also have data on child eligibles to insure their outcomes can be accurately tracked over time. This data would be especially powerful if interagency cooperation could be established so that records from Children's Services could be readily merged in. Many of the counties are moving toward more unified structures for dealing with their clientele, and this sensible management strategy should be mirrored in the state's data strategy.

The wage reports collected for the UI earnings reports are occasionally subject to large recording errors. We believe this is because optical scanning either does not read the decimal point or the data provider does not record the dollar and cents fields correctly. Collecting these earnings data to the nearest dollar would generate a data flow that would be more robust to decimal point errors.

Finally, as an early warning system for changes in the caseload, we suggest that not only should the earnings of former welfare recipients be tracked over time, but a random sample of Social Security numbers for Ohio earners should be tracked over time. This will allow ODJFS to maintain a comparison group of earnings profiles against which it can compare earnings trajectories of current and past welfare recipients.

To the best of our knowledge, the wage match data is not being used to project income and sales tax collections. These data provide a high quality early-warning system to track personal income and employment in a way that is independent of other data resources. Multiple data sources improve forecasts.

Tracking Respondents

If ODJFS is contemplating future survey efforts, there are actions it could take in advance that would be very beneficial to such efforts. For example, if every five-hundredth recipient were identified for more careful tracking, periodic calls and notes (providing they were suitably non-threatening and even friendly) would provide ODJFS with a standing sample from which to draw, with the persons having reasonably updated locating information. Our experience was that if a respondent could be located, our ability to complete an interview was excellent—over 80% for OWF respondents. This would support studies of both current and past recipients.

Survey Content

Our interviews with county staff revealed a belief that many persons on welfare had borderline personality structures. We recommend that subsequent surveys pay more attention to psychometric characteristics of the respondents. Besides depression scales, a Rotter Locus of Control scale should be given and an effort should be made to assess the five personality components that are thought to be stable over the life course: openness to new experiences, conscientiousness, extroversion, agreeableness, and lack of neuroticism. In addition, given the importance of intergenerational factors in welfare dependency, more attention should be paid to contraception and fertility. Finally, substance abuse is an important factor in this population; ODJFS should re-think its objections to collecting data about such behaviors.

APPENDIX I: WAGE RATE AT CLOSURE

We estimated a standard earnings equation using age, ethnicity, sex, education, experience, and experience squared, which is the conventional specification. In addition, we included variables to indicate the size of the county the respondent lived in at closure and whether that county was in Appalachia. The dependent variable is the natural log of the wage rate, which is also conventional. Our experience variable is based on the number of quarters worked from 1994 through the date of closure based upon the UI match data. This measure will understate experience for some respondents. On the other hand, this measure is more accurate than the age-minus-education-minus-six measure that is often used. The results of the estimation were:

Variable	Coefficient	Standard Error	t-Statistic
Intercept	1.1471	0.1549	7.41
African-American	0.0895	0.0495	1.81
Asian, Hispanic & Other	0.2637	0.1495	1.76
Male	0.3517	0.0616	5.71
Age	0.0011	0.0023	0.46
Highest Grade Completed	0.0526	0.0109	4.82
Experience	0.0827	0.0433	1.91
Experience Squared	-0.0082	0.0098	-0.84
Small County	-0.1865	0.0602	-3.10
Medium-Sized County	-0.1699	0.0531	-3.20
Appalachia	-0.0166	0.0507	-0.33

R-SQUARED = 0.1993
F(10,543) = 13.52

These results are conventional except for the positive coefficient on the Ethnicity variable. However, the conventional negative effect on African-American is based on estimates for the population as whole whereas the present sample is heavily concentrated at the disadvantaged end of the socio-economic distribution. Because a little over half the sample had wage rates around the date of closure, the ethnicity effects were not estimated precisely. While the coefficients for African-American and the Asian, Hispanic, and other groups did not achieve statistical significance, it was a near-miss. The data do not support the notion that non-Caucasians with the same characteristics are paid less than Caucasians.

The coefficients show percentage effects. For example, an additional year of education raises one's wage by 5.26%, and another year of experience raises the wage by 8.27% on average. These results show that experience is a very important factor in explaining the wage that welfare leavers can earn. Policies that encourage work among welfare recipients not only provide them with more income, but increase the wage they can earn which in turn increases the probability of making a successful transition from welfare.

The data show that location matters. The large counties, Franklin and Cuyahoga, are the comparison group and people leaving welfare in either small (Ashtabula, Meigs, Noble,

Vinton) or medium (Allen, Clark, Scioto, Washington) counties appear to earn significantly less. This locational gradient does not appear to be linked to being in an Appalachian county *per se* (Meigs, Noble, Scioto, Vinton, Washington); instead the estimates suggest it is county size rather than Appalachian status that is important.

Finally, we note that the wage equation shows that it is not age that matters, but labor force experience. This is important as it suggests that it is not enough for welfare recipients to get older to find better jobs and higher earnings, but that the route to higher wages is through more work experience, and to a lesser degree, more education.

APPENDIX J: DISCRETE TIME MODELS OF DURATION OFF OWF AND RECEIPT OF OWF

This appendix describes the models used in the section on recidivism in somewhat more detail, showing the parametric results. We estimated two models with one specification; first was a discrete time hazard model based upon a logit specification for the probability of "failure" (in this case failure means returning to OWF). This model included the economic and demographic variables, such as earnings, gender, marital status, and so forth. It also included variables specific to months or ranges of months to capture the fact that the probability of returning to OWF—given the fact that the person has remained off welfare to date—changes with the passage of time. Not surprisingly, these time effects[26] fall with duration as the usual heterogeneity arguments imply. We used a simple logit formulation to model these probabilities.

The second model is for the probability of being off welfare. We constrain the coefficient on the economic and demographic variables to be the same for the two models, allowing the coefficients on time to differ. This second model is the probability of being on OWF unconditionally, that is, without requiring an observation to have remained off OWF up to the month for which the time effect is being estimated. These time effects, TS2–TS25-31, likewise display a pattern of declining magnitudes. No special notice should be taken of the magnitudes of the time effects for the two models as they represent two different, yet related, events.

The explanatory variables in the model are presented in the following figure.

[26] These time effects are TE2 through TE25-31 and TS2 through TS25-31. The numbers indicate the month(s) after closure covered by the variable. As always with dummy variables, if there is an intercept, one category must be omitted from the collection of dummy variables (in this case the first month after closure). Moreover, by omitting the first month dummy and constraining the intercepts to be the same, the two models generate identical predicted probabilities of being off welfare the first month after closure. These two probabilities should be the same as in the first month after closure. The probability of being on welfare and the probability of returning to welfare are the same as they refer to the same outcome.

Figure J-1. Explanatory Variables Used in Model

Variable	Description of Data
African-American	Ethnicity of respondent
Other	Ethnicity other than "white" or African-American
Male	Self-explanatory
Ed 0-9	Highest grade completed was nine or less based on survey data
Ed 10-11	Highest grade completed was ten or eleven. The data did not indicate that people with more than a high school degree had different patterns of returning to OWF than high school graduates. The omitted category is twelve or more years of education.
Prior Earn	Average monthly earnings, when they worked, in the nine months prior to closure for those age 20 and over
Appalachia	Case closed in Meigs, Noble, Scioto, Vinton, or Washington County. Non-Appalachian is the omitted category.
Small Cnty	Case closed in Ashatbula, Meigs, Noble, or Vinton County.
Medium Cnty	Case closed in Allen, Clark, Scioto, or Washington County. The omitted size category is large, which was Cuyahoga and Franklin.
Agexx-yy	Age of respondent was in the indicated range. The omitted category is 26–30.
Ern xxx-yyy	Average monthly earnings at closure fell in the indicated range. The omitted category is $801-1200 per month.
Nkidslt6	Number of biological children under age 6
Nkids614	Number of biological children between 6 and 14 years of age
Nkidsg14	Number of biological children over age 14
InsAVL	At closure, respondent held a job that offered health insurance as a benefit. No insurance available is the omitted category.
InsPAR	At closure, respondent held a job that offered health insurance as a benefit and respondent signed up for this benefit. Not signed up for insurance, either because it was unavailable or respondent did not select this option, is omitted.
Married	Married at closure
Sdw	Respondent was separated, divorced, or widowed at closure. The omitted category is never married.
March	Marital status change after closure, status at interview is married
sdwch	Respondent went from married, spouse present to other marital state after closure; status at interview is separated, divorced, or widowed. The omitted category is no marital status change after first closure.
NkidsAC	Number of children born after date of first closure

The column "Chi-Square" is the test statistic for a likelihood ratio test that the variable is not statistically significant. The column "PR > ChiSq" is the probability of obtaining by chance a Chi-Squared statistic as large as, or larger than, the statistic to the left. Values greater than 0.05 are usually thought of as not being statistically significant. Because these models are estimated with 37549 person-months of data,[27] we attain good statistical power and most

[27] A person month is one month of data for one person. Some respondents contribute over 30 individual months of data to the model because they closed early on.

effects are estimated with good precision, and hence are most frequently significantly different from zero.[28]

The model was estimated by the method of maximum likelihood, which is an iterative process. The log-likelihood for the logit specification is globally quasi-concave which guarantees a well-behaved numerical solution. The standard errors were recovered using the standard method based on the inverse of the matrix of second partial derivatives of the log-likelihood. Calculations performed by the SAS routine Proc Probit.

[28] We used categorical variables to facilitate computing fitted predicted probabilities of return to OWF. As noted in an earlier footnote, when we use categorical dummies, one category must be omitted. This explains why, for example, there is no coefficient for monthly earnings in the range $801–1200 at closure.

The results for the estimated model are:

Variable	Estimate	Standard Error	Chi-Square Pr	> ChiSq
Intercept	-2.22116	0.10333	462.0291	<.0001
Afrcn-Amrcn	0.60127	0.05111	138.3853	<.0001
Other	-0.61331	0.17160	12.7744	0.0004
Male	0.19107	0.06765	7.9779	0.0047
ED 0-9	0.34849	0.05800	36.1067	<.0001
ED 10-11	0.18585	0.03825	23.6121	<.0001
Prior Earn	0.0002643	0.00004502	34.4680	<.0001
Appalachia	0.29356	0.05138	32.6446	<.0001
Small Cnty	-0.11094	0.05945	3.4824	0.0620
Medium Cnty	-0.58506	0.05411	116.9212	<.0001
age20_25	0.17109	0.04946	11.9663	<.0005
age31_35	-0.43290	0.05874	54.3119	<.0001
age36_40	-0.17955	0.06473	7.6930	0.0055
age41_65	-0.74554	0.08271	81.2480	<.0001
Ern 0-400	0.55223	0.05706	93.6617	<.0001
Ern 401-800	0.34829	0.06161	31.9583	0.0001
Ern 1201-1600	-0.48397	0.07839	38.1168	0.0001
Ern 1601+	-0.85125	0.11336	56.3922	<.0001
Nkidslt6	0.09617	0.02360	16.6094	0.0001
Nkids614	0.25549	0.01943	172.8362	<.0001
Nkidsg14	0.06229	0.02594	5.7640	0.0164
NkidsAC	0.59826	0.03722	258.3111	0.0001
InsAVL	0.0032786	0.07004	0.0022	0.9627
InsPAR	-0.43948	0.08967	24.0190	<.0001
Married	-0.53659	0.04934	118.2838	<.0001
sdw	-0.24777	0.04656	28.3189	<.0001
March	-0.86104	0.07598	128.4202	<.0001
sdwch	0.17884	0.06701	7.1223	<.0076
TE2	0.39454	0.10253	14.8071	0.0001
TE3	0.41403	0.10226	16.3938	<.0001
Te4	0.53989	0.10060	28.7987	<.0001
te5	0.52143	0.10083	26.7413	<.0001
te6	0.49659	0.10115	24.1040	<.0001
te7	0.49659	0.10115	24.1040	<.0001
Te8	0.46519	0.10156	20.9807	<.0001
Te9	0.38801	0.10263	14.2947	0.0002
Te10	0.30804	0.10382	8.8030	0.0030
Te11	0.25995	0.10459	6.1777	0.0129
Te12	0.24600	0.10482	5.5083	0.0189
Te13-15	0.13049	0.08061	2.6202	0.1055
Te16-18	0.01278	0.08274	0.0239	0.8772
Te19-21	-0.06532	0.08621	0.5741	0.4486

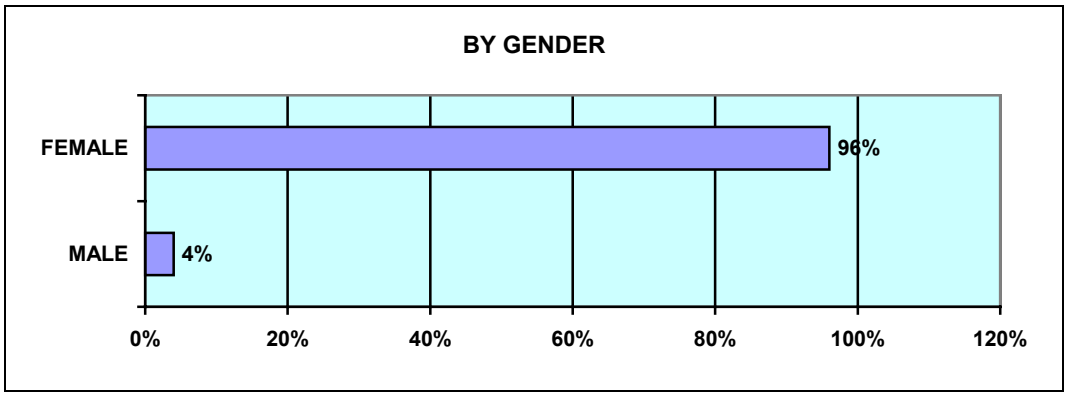
Variable	Standard Estimate	Error	Chi-Square Pr	> ChiSq
Te22-24	-0.10273	0.09224	1.2405	0.2654
Te25-31	-0.29557	0.09153	10.4274	0.0012
TS2	-0.81688	0.14603	31.2898	<.0001
TS3	-1.59520	0.20212	62.2921	<.0001
ts4	-1.29879	0.18509	49.2388	<.0001
ts5	-1.24470	0.18759	44.0252	<.0001
ts6	-1.51573	0.21604	49.2239	<.0001
ts7	-1.93270	0.26325	53.9015	<.0001
ts8	-2.11411	0.28951	53.3254	<.0001
ts9	-2.16325	0.30050	51.8227	<.0001
ts10	-2.69233	0.38718	48.3529	<.0001
ts11	-2.04761	0.28984	49.9092	<.0001
ts12	-2.52295	0.36356	48.1570	<.0001
ts13	-2.49186	0.36360	46.9672	<.0001
ts14	-2.46222	0.36362	45.8533	<.0001
ts15	-2.73327	0.41704	42.9537	<.0001
ts16	-2.67491	0.41722	41.1037	<.0001
ts17	-3.05181	0.50726	36.1954	<.0001
ts18	-3.31912	0.58369	32.3357	<.0001
ts19-24	-3.03318	0.24548	152.6775	<.0001
ts25-31	-3.66513	0.45312	65.4272	<.0001

APPENDIX K: CHARACTERISTICS OF THE 1025 OWF CASES THAT ARE NOT CHILD-ONLY

The survey was completed by 1244 respondents who were originally classified as OWF recipients. Of that 1244, it was later determined that 119 cases were either child-only or could not be matched to the administrative data, and another 100 respondents had no valid case closure.[29] This leaves a total of 1025 survey respondents that were included in the majority of the OWF analyses (although sometimes data availability or analytic considerations[30] dictated that we use a subset of the 1025).

To determine whether there were differences between those respondents who remained off OWF and those who returned to it,[31] the 1025 were split into two groups. The number of respondents in the "stayed off OWF" group is 493 and the number in the "returned" group is 532. *The figures below show the characteristics of these 1025 cases with sample weights applied so that they will represent the full set of closed cases in our study sites for October 1997 through March 1999.*

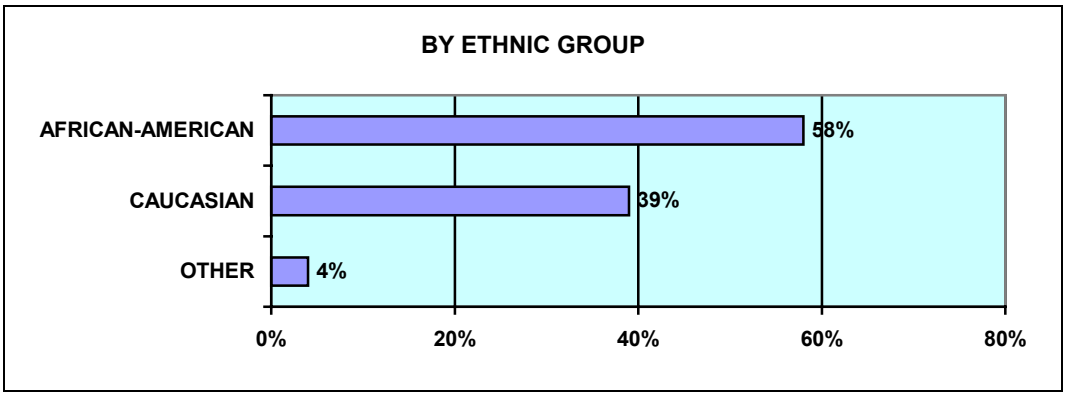
The majority of these respondents are female (96%) and African-American (58%). Recall that our study sites include Cleveland and Columbus; this results in a larger fraction of our sample being African-American than is the case for the entire state.



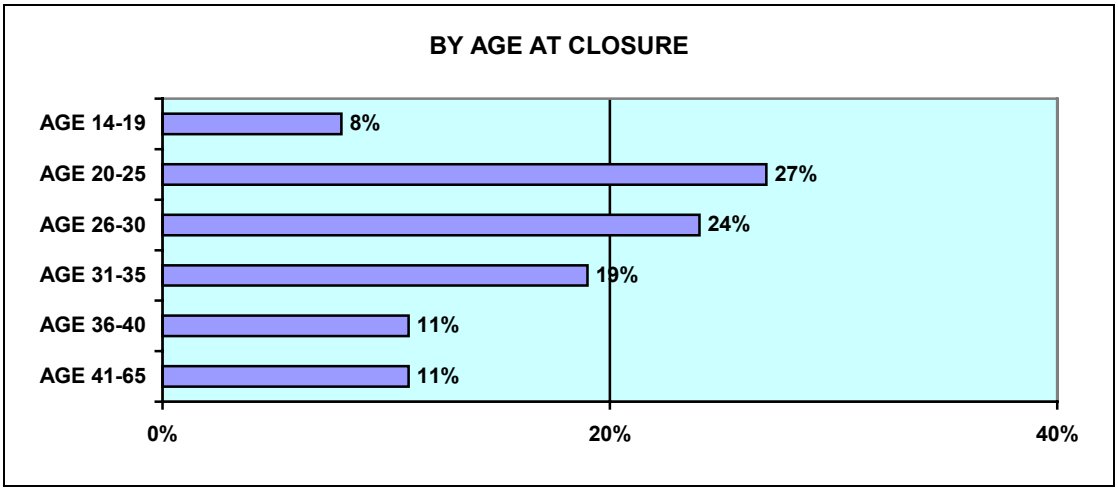
[29] A valid case closure is determined using the monthly Welfare to Work data. To qualify for a valid closure, a respondent needs to have a month of receipt followed directly by a month of non-receipt.

[30] For example, in the recidivism analysis we used a variable showing earnings in the nine months prior to closure. Young OWF recipients could have been in school nine months prior to closure, so the amount earned during this period has a substantially different implication for behavior than for a prime-aged adult. One would not be surprised to see a 19-year-old woman not working, but a 35-year-old man who has not worked in the previous 9 months surely reflects different behavior.

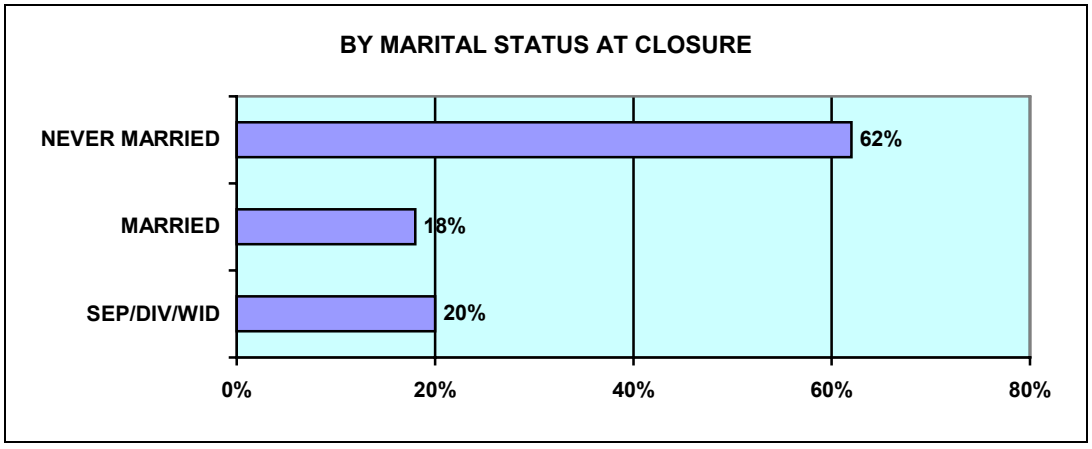
[31] Staying off OWF is determined using the monthly Welfare to Work data. To be included in the "stayed off OWF" group, a respondent has not received any OWF benefits after the first closure. The other group, called "returners," includes those who returned to OWF for at least one month *after* a month of closure.



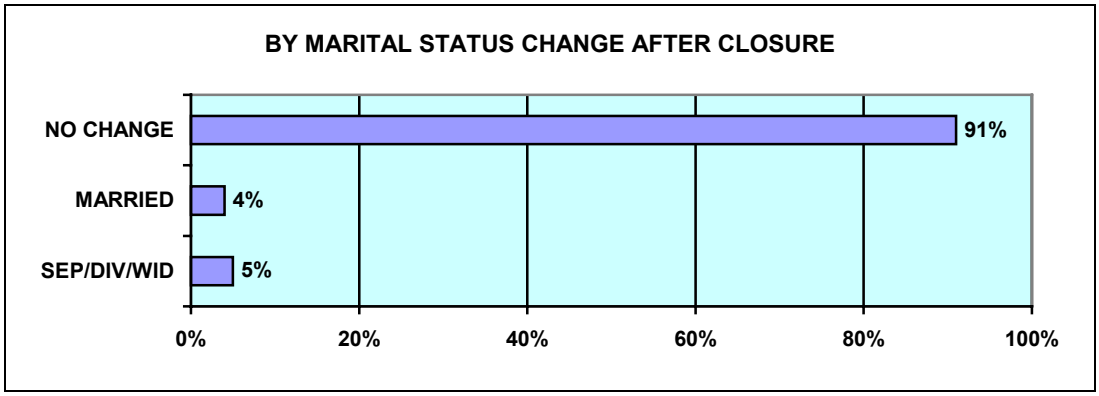
These respondents' ages were spread across a wide range, with the 20–25-year-old age group having the largest number of sample cases.



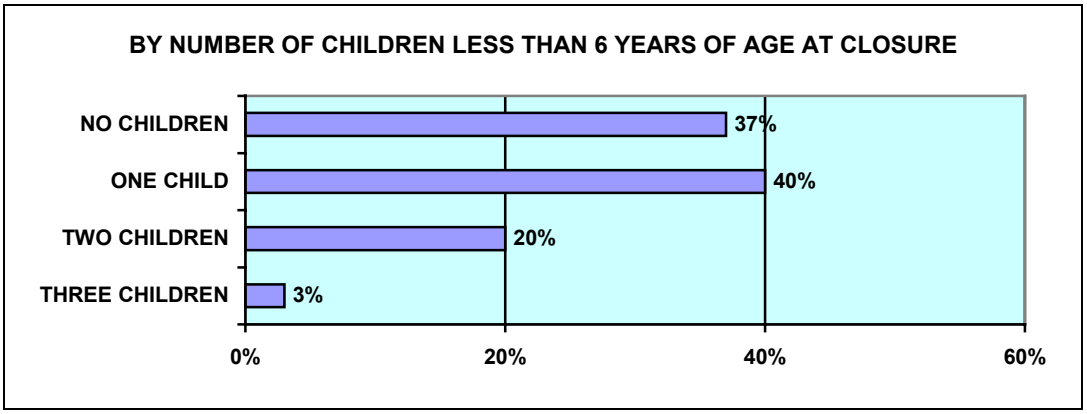
Most of the respondents had never been married at the date of first closure.

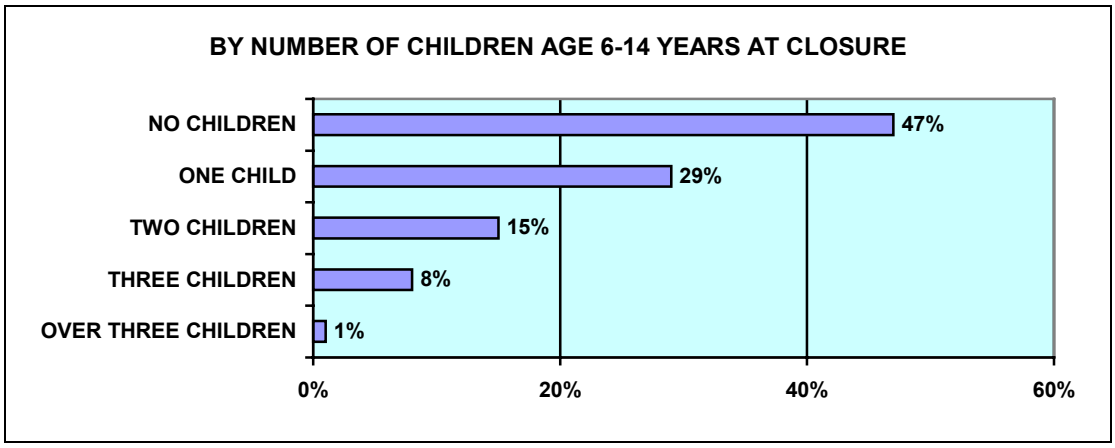


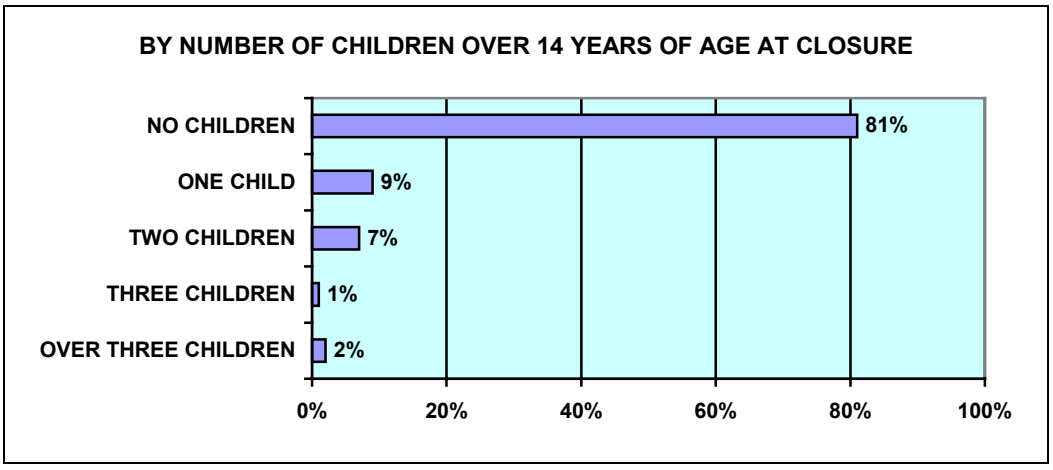
For the most part, their marital status did not change after first leaving welfare.



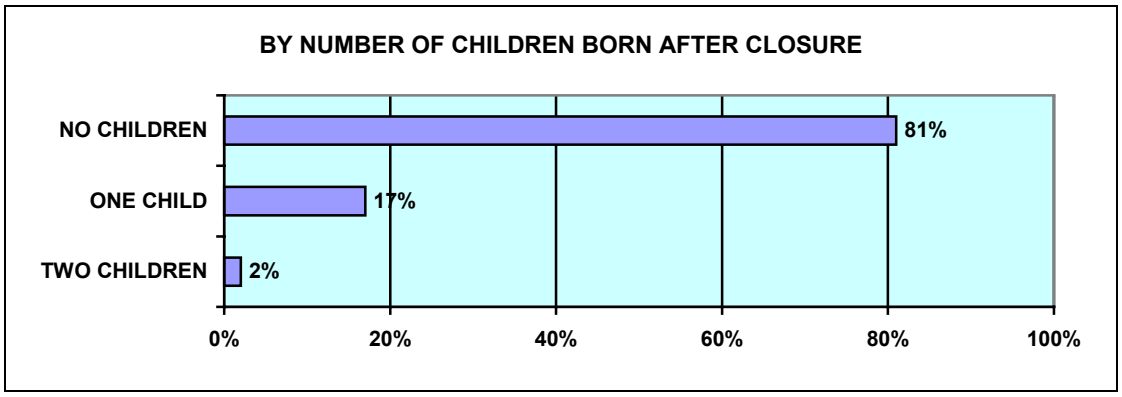
The respondents' children were mostly young.



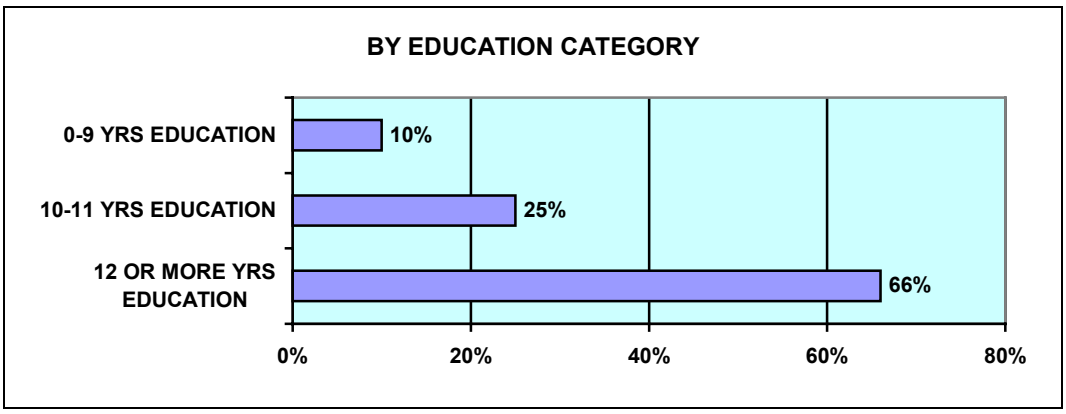




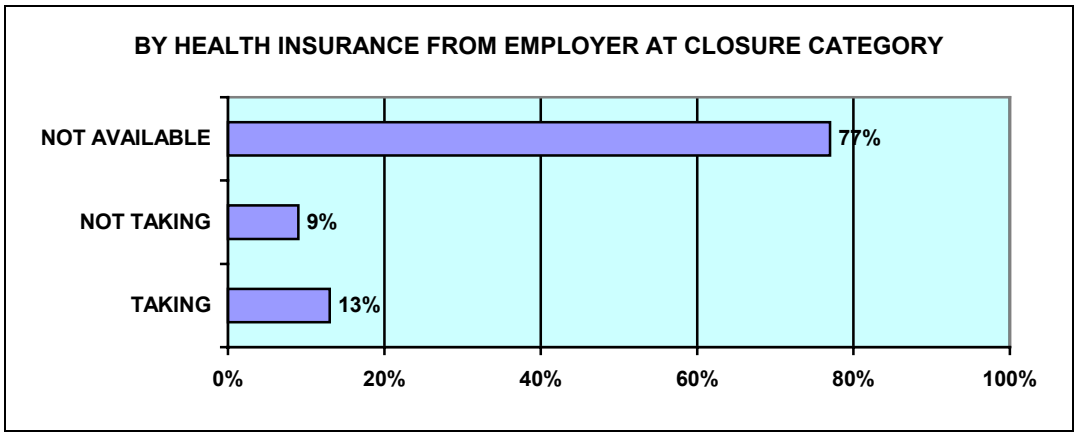
Most did not have additional children after leaving welfare for the first time.



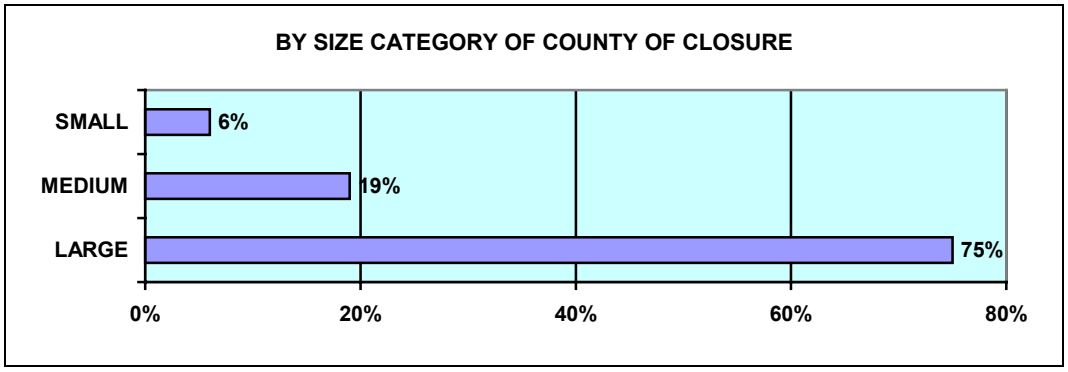
Sixty-six percent of these respondents have a high school education or higher.



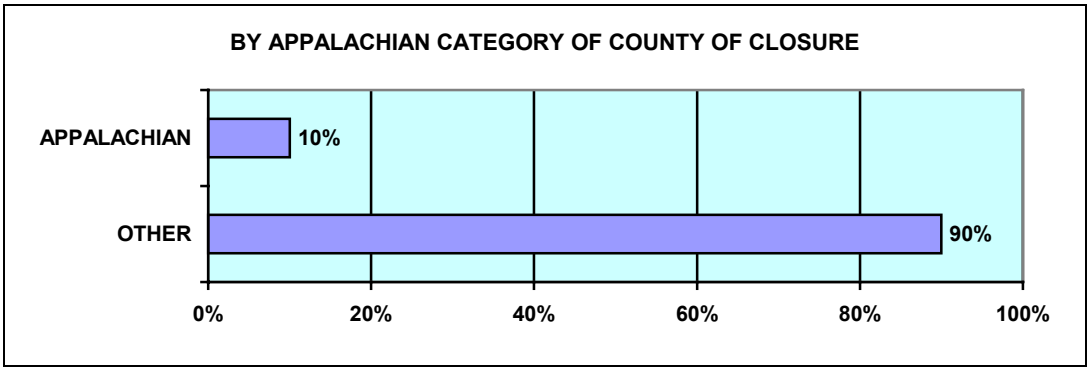
Most did not have the opportunity to enroll in employer-based health insurance at the date of closure.



Reflecting the large number of cases in Cuyahoga and Franklin counties, most cases come from these counties that have large metropolitan areas.



Appalachian counties account for a modest fraction of the cases in the sample.



In the month of closure and for two months thereafter, about half the population earned $400 per month or less.