

AID TO FAMILIES WITH DEPENDENT CHILDREN

*PREPARED BY:
ROB REINHARDT*

*WISCONSIN LEGISLATIVE FISCAL BUREAU
ONE EAST MAIN, SUITE 301
MADISON, WI 53703*

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AID TO FAMILIES WITH DEPENDENT CHILDREN

Introduction

The aid to families with dependent children (AFDC) program was established by Congress in the Social Security Act of 1935 as a cash grant program to enable states to aid children in need due to the death of their fathers. The program now provides cash payments for needy children (and their mothers or other caretaker relatives), who have been deprived of parental support or care because of continued absence from the home, incapacitation, death or unemployment of the primary wage earner. Although originally established to provide support for children in widowed families, the program now primarily supports children deprived of a parent due to divorce, separation or where no marriage has existed. These families are referred to as AFDC-regular or AFDC-R.

States define "need," set their own benefit levels, establish income and resource limits--within federal limitations--and administer the program or supervise its administration. All states offer AFDC to needy children without a parent at home. As of October 1, 1990, the Family Support Act of 1988 requires that all states also offer assistance to children in two-parent families who are needy because of the unemployment of one of their parents, referred to as aid to families with dependent children of unemployed parents (AFDC-U). Eligibility for AFDC based on a parent's unemployment is limited to those families in which the principal wage earner is unemployed.

Eligibility for AFDC ends on a child's 18th birthday or, at the state's option, as late as a child's 19th birthday if the child is a full-time student in a secondary or technical school and may reasonably be expected to complete the program before he or she reaches age 19.

Federal law requires all recipients of AFDC who are between 16 and 60 years old to participate in employment and training activities under the job opportunities and basic skills (JOBS) program unless the recipient is exempt. The JOBS program is designed to assist recipients to become self-sufficient by providing needed employment-related activities and support services.

Federal law also requires the AFDC family to assign their child support rights to the state and to cooperate with welfare officials in establishing the paternity of a child born outside of marriage and in obtaining support payments from the noncustodial parent.

The AFDC program is one of Wisconsin's largest public assistance programs providing benefits to approximately 76,500 families (or 223,200 individuals) monthly; approximately 10% of these families are receiving benefits under AFDC-U. The average number of recipients per AFDC-R family is 2.7 while the average number of recipients per AFDC-U household is 4.9. Funding levels for fiscal year (FY) 1994-95 are budgeted at \$155.3 million GPR and \$239.0 million FED.

This paper provides an overview of the aid to families with dependent children program in Wisconsin including: (1) funding levels; (2) state and federal laws; (3) eligibility criteria; (4) payment levels; (5) employment and training programs; (6) child care programs; and (7) a number of attachments identifying demographic characteristics of recipients and comparative state information. In addition, this paper includes brief descriptions of other programs related to AFDC, including child support, food stamps and county income maintenance administration aids.

Financing

The federal government pays a share of each state's benefit payments, based on the formula used to determine federal participation in medicaid spending. Under this formula, a state's per capita income is compared to the national per capita income, and greater federal participation is provided to states with relatively low income levels. Federal matching ranges from 50% for states with high per capita incomes to about 80% for low-income states. Under the Consolidated Omnibus Budget Reconciliation Act (COBRA), the federal matching rate is calculated annually. On October 1, 1994, federal financial participation for Wisconsin decreased from 60.46% in federal fiscal year (FFY) 1994 to 59.81% in FFY 1995 with the state share increasing from 39.54% to 40.19%.

Table 1 indicates the average number of recipients and expenditures for AFDC since FY 1975-76.

TABLE 1: Annual AFDC Expenditures

State Fiscal Year	Average Number of Recipients	Federal	State	Total
1975-76	181,600	\$121,709,100	\$82,775,500	\$204,484,600
1976-77	196,300	138,276,200	89,907,000	228,183,200
1977-78	194,000	138,115,800	94,693,700	232,809,500
1978-79	191,900	142,028,000	99,364,900	241,392,900
1979-80	202,200	162,841,600	111,480,600	274,322,200
1980-81	231,600	204,017,400	141,267,600	345,285,000
1981-82	251,000	221,322,200	155,994,100	377,316,300
1982-83	258,500	247,266,400	173,547,200	420,813,600
1983-84	280,500	266,033,900	207,043,900	473,077,800
1984-85	285,100	290,969,100	217,942,800	508,911,900
1985-86	299,700	317,881,600	230,294,200	548,175,800
1986-87	295,500	313,706,000	223,511,600	537,217,600
1987-88	276,100	285,704,200	192,227,900	477,932,100
1988-89	250,400	253,508,700	166,844,600	420,353,300
1989-90	237,700	244,095,000	161,583,700	405,678,700
1990-91	238,700	241,765,000	160,696,100	402,461,100
1991-92	244,000	250,982,400	162,393,700	413,376,100
1992-93	238,600	244,718,700	157,246,100	401,964,800
1993-94	231,200*	234,218,900	154,964,700	389,183,600

*Through February, 1994

Program Policies

Title IV Part A of the Social Security Act (aid to families with dependent children) is administered at the federal level by the Department of Health and Human Services.

States have the option of establishing policies for administration of the AFDC program within the limits of federal guidelines. The following table identifies major program policies under federal law and the policies which the state has chosen to adopt. The descriptions of Wisconsin's policies reflect the state's general AFDC provisions. In certain cases, as noted later in this paper, a different state treatment may apply under a waiver from the federal government.

TABLE 2: Major Program Policies with State Discretion

Federal	Wisconsin Policy
<p>Combined family resources may not exceed \$1,000, or a lower amount determined by the state, except resources may not include a home occupied by the family or burial plots and funeral agreements up to \$1,500 per person. No more than \$1,500 of equity value of one automobile may be exempt from resources.</p>	<p>Wisconsin generally establishes an asset limit of \$1,000, exempting a home of any value, one automobile with an equity value of up to \$1,500 and burial and funeral agreements. The equity value beyond \$1,500 of an automobile is counted against the \$1,000 asset limit, as well as funeral arrangements beyond \$1,500 per person.</p>
<p>States may take into consideration as income the value of any rent or housing subsidy provided to each family, to the extent such value duplicates the amount for housing included in the maximum amount payable to a family of the same composition with no other income.</p>	<p>Wisconsin does not include the value of housing subsidies in the determination of AFDC benefits.</p>
<p>States have the option of specifying which categories of families, if any, are required to report monthly.</p>	<p>Wisconsin requires cases with earned income to report monthly. Wisconsin exempts cases with no earned income from monthly financial reporting, except cases which meet certain special circumstances as determined by the state or county.</p>
<p>States may provide for the establishment and operation of an automated statewide management information system.</p>	<p>Wisconsin operates the client assistance for reemployment and economic support (CARES) computer system statewide.</p>
<p>Where state resources permit, all AFDC recipients who live in a subdivision covered by a JOBS program and for whom the state has guaranteed child care are required to participate in JOBS unless exempt under federal law.</p>	<p>Wisconsin operates the JOBS program with child care support services in all 72 counties.</p>
<p>States may, in the determination of need, if the AFDC family is living with other individuals, take into consideration the total number of individuals for the purpose of prorating shelter, utilities and similar needs.</p>	<p>Wisconsin does not prorate the shelter amount of an AFDC family living with other individuals.</p>
<p>Since October 1, 1990, states have been required to provide benefits to families where the child is deprived of parental support due to the unemployment of the primary wage earner.</p>	<p>Wisconsin has extended benefits to two-parent families where the child is deprived of parental support due to unemployment since 1971.</p>
<p>States may provide benefits to a pregnant woman with no other children beginning with the sixth month of pregnancy.</p>	<p>Wisconsin provides benefits to pregnant women beginning with the seventh month of pregnancy.</p>

Federal Requirements

Following is a list of major federal policy directives with which the state must comply in order for the state AFDC plan to be approved.

1. In determining monthly benefits, the state must disregard from the earned income of any child or relative, the first \$90 of earned income for work-related expenses. Earned income is defined as gross earned income, prior to any deductions for taxes or for any other purposes.
2. States must, from the monthly earned income of any child or relative, disregard \$30 of the earned income and one-third of the remainder. After four months, the one-third of the remainder disregard may not be applied. The \$30 disregard is available for an additional eight months and is discontinued beginning in the thirteenth month.
3. States are required to disregard from the earned income of any child or relative an amount not to exceed \$200 per month per child under age two and \$175 per month per child age two and over for child care expenses.
4. States must disregard the first \$50 of any child support payments received by the state in any given month on behalf of the family receiving AFDC.
5. A state must provide a program for preventing or reducing the incidence of births out of wedlock, including family planning services, and make services available on a voluntary basis to all individuals receiving assistance.
6. A state must provide that no family shall be eligible for assistance if the total income of the family exceeds 185% of the state's standard of need for a family of the same size.
7. States must require that, as a condition of eligibility for AFDC, each applicant or recipient must assign to the state any rights to support from any other person.
8. States must require each applicant and recipient to cooperate in establishing the paternity of a child born out of wedlock, unless there is good cause not to do so.
9. A state must include the income of a stepparent living in the same house as a child, excluding the following: (a) the first \$90 of monthly earned income; (b) an additional amount for the support of the stepparent and any other persons living in the home whose needs are not taken into account in making the AFDC eligibility determinations; (c) the amount of court-ordered support actually paid for anyone outside the home; and (d) any amount paid to support any other person outside the home who is claimed as a dependent for federal tax purposes.

Major program policies at the state level are included under Chapter 49, Wisconsin Statutes, HSS 201 of the Wisconsin Administrative Code and the AFDC handbook issued by the Department of Health and Social Services (H&SS).

Nonfinancial Eligibility Criteria

Eligibility for AFDC is based on financial and nonfinancial criteria. To be eligible for assistance, a family must include a child who is deprived of parental support due to the incapacity or continued absence from the home of a parent. Families in which a parent is physically absent from the home or incapacitated are referred to as AFDC-Regular (AFDC-R). In addition to this category of families, eligibility is provided to families with both parents in the home where unemployment is the reason for lack of support [AFDC-Unemployed Parent (AFDC-U)]. Single, pregnant women with no other children may also be eligible if they meet the financial requirements. The financial need of the child is the determining eligibility factor.

In addition to an eligible child, any natural or adoptive parents and any siblings, adoptive siblings or half-siblings who live in the same household as the child must be included in the grant. Step-siblings, aunts, uncles, grandparents who are the child's caretaker and essential persons (an individual who provides a service, such as child care, which allows a caretaker relative to work or participate in education or training activities) also may be included in the assistance unit. Under certain circumstances, stepparents may also be part of the assistance group if insufficient household income indicates financial need. However, whether or not stepparents are considered part of the assistance group, the stepparent's income is considered when determining financial eligibility. Table 3 provides caseload totals by reason of the child's deprivation.

AFDC Minor Parents Living Arrangement. Effective January 1, 1992, Wisconsin adopted the optional federal provision which specifies that if a person applying for AFDC is under age 18, has never married and is pregnant or has a dependent child in his or her care, the person is not eligible for AFDC unless he or she lives with a parent, legal guardian or other adult relative or in a foster home, maternity home or other supportive living arrangement supervised by an adult. This requirement does not apply in the following situations: (1) the minor parent applying for AFDC has no parent or legal guardian whose whereabouts are known; (2) no parent or legal guardian allows the minor parent to live in his or her home; (3) H&SS determines that the physical or emotional health or safety of the minor parent would be jeopardized if the minor parent and the dependent child lived with the person's parent or legal guardian; (4) the minor parent lived apart from his or her parent or legal guardian for at least one year before the birth

TABLE 3: AFDC Eligibility Deprivation Factors

Deprivation Factor	Number of Cases	Percent of Total
Maternity	912	1.3%
Unemployed	5,521	7.8
Incapacitated	2,257	3.2
Deceased	922	1.3
Divorced	8,450	11.9
Legally Separated	214	0.3
Separated	6,570	9.3
Abandoned	1,327	1.9
Annulled	13	< 0.1
Prison/Jail	316	0.4
Never Married	41,220	58.1
Other Absence	<u>3,196</u>	<u>4.5</u>
TOTAL	70,918*	100.0%

*Total cases open on January 31, 1994.

Source: Department of Health and Social Services, Computer Reporting Network (CRN), Report I005A.

of any dependent child or before the minor parent applied for AFDC; and (5) H&SS otherwise finds good cause not to apply the requirement.

Payments to Pregnant Women. AFDC eligibility is available to pregnant women with no other children who meet financial need criteria. Under state law, payments may begin with the seventh month of a medically verified pregnancy. (Federal regulations allow eligibility to begin with the sixth month of pregnancy.) The amount of the payment is for a family size one. Beginning with the month following the birth of the child, the payment increases to a family size two. In addition, Wisconsin provides a special monthly pregnancy allowance of \$71 added to the standard for an AFDC family in which a member is at least in the seventh month of pregnancy. The \$71 is reduced to an actual payment of \$57 due to the 80% of standard payment policy. Medicaid eligibility is available to income-eligible pregnant women upon medical verification of pregnancy at any point in time, even though an actual AFDC grant will not be made until the woman is in her seventh month of pregnancy.

Aid to Families with Dependent Children-Unemployed Parent (AFDC-U). AFDC-U is available to low-income families in which children are deprived of parental support due to the unemployment of one or both parents. Federal law has required all states to provide eligibility for this group since October 1, 1990.

To be eligible for AFDC-U, a family must meet the same asset and income limits as required for all applicants. In addition, certain other requirements must be met. One of the parents must be designated as the primary wage earner for the family, defined as the parent who earned the greater amount of income in the 24-month period that ended at the end of the month preceding the month of application. The primary wage earner must either: (1) be out of work for at least 30 days and collecting any unemployment compensation to which he or she is entitled; or (2) be working less than 100 hours a month (referred to as the 100-hour rule). Further, the principal earner must have not refused a bona fide offer of employment or training for employment. The principal wage earner must also have worked six out of the last thirteen calendar quarters ending within one year prior to the month of application. Registration in a Wisconsin employment and training program is also required.

Under 1989 Wisconsin Act 31, the Department of Health and Social Services was directed to apply for a federal demonstration waiver to test and evaluate the elimination of the 100-hour rule for AFDC-U on a statewide basis. The Act further required that, upon federal approval of the demonstration project, H&SS receive approval from the Joint Committee on Finance prior to implementation of the project.

On July 20, 1990, H&SS received federal approval to implement the demonstration project to eliminate the 100-hour rule for AFDC-U for certain individuals in all counties in the state. Of the total AFDC-U recipients, half are exempt from the 100-hour rule and half are subject to the 100-hour rule, based on random selection. Following approval by the Joint Committee on Finance on September 13, 1990, the project was implemented in October, 1991, and is expected to run through March, 1995. An evaluation of the project is required under the federal waiver and is due for completion by September, 1995.

The 100-hour rule is also waived for certain recipients under the parental and family responsibility pilot program (which began July 1, 1994, in Juneau, Milwaukee, Oneida and Rock Counties) and the work not welfare pilot program (which began January 1, 1995, in Fond du Lac and Pierce Counties). More detailed information on these programs and other major welfare reform initiatives is provided in a separate informational paper prepared by the Legislative Fiscal Bureau.

Financial Eligibility Criteria

Financial eligibility for AFDC is determined based on a consideration of the applicant's assets and by a comparison of the applicant's income with a state-established standard of need.

Asset Limitation. Assets include the amount of money from a savings and checking account, the cash value of life insurance, available cash and, generally, any money which could be considered available to the applicant within 30 days. Total assets may not exceed \$1,000 in order for the family to be eligible. Funeral agreements with an equity value of \$1,500 or less per family member are exempt. A home of any value is exempt from the asset limitation. A motor vehicle owned by someone in the family is also exempt if the equity value (fair market value minus the amount owed) is less than \$1,500. If the equity value of a vehicle exceeds \$1,500, the amount in excess is considered in the determination of assets.

On January 1, 1993, Wisconsin received federal approval of two waivers to the asset limitation. The first waiver provides that the equity value of any number of automobiles not in excess of \$2,500 is exempt. The second waiver permits the state to conduct a demonstration project which allows AFDC recipients (once eligibility has been determined) to save up to \$10,000 in special resource accounts. Funds in these special accounts are exempt and not considered as an available resource subject to the \$1,000 resource limit. Further, funds withdrawn from such accounts are not considered in determining AFDC eligibility or the amount of benefits if the funds are used for either: (a) the education or training of the parent or child(ren); or (b) improving the employability of a member of the family. Interest earned on the accounts and retained in the accounts is not considered income.

Conditions of the approved federal waiver require the implementation date of these demonstration projects to be the same as the implementation date of the new automated system for determining AFDC benefits, but not later than July 1, 1996. Both waivers took effect statewide on January 1, 1995. Under these waivers, one-third of AFDC recipients receive the \$2,500 vehicle limit, one-third are allowed to have a \$10,000 resource account and one-third serve as a control group. These waivers are scheduled to expire on December 31, 1999.

Standard of Financial Need. Each state establishes its own need standard which is used to determine AFDC eligibility within that state. The need standard is the amount of money a state determines essential to meet a minimal standard of living for a family of a specified size. Federal requirements specify that the determination of need and amount of assistance determined by the state for all applicants and recipients must be made on an objective and equitable basis and all

types of income must be taken into consideration in the same way, except where otherwise specifically authorized by federal statute.

Each state must specify a statewide standard, expressed in monetary amounts, to be used in determining: (a) the need of applicants and recipients; and (b) the amount of the assistance payment. The standard must be uniformly applied throughout the state. If the state includes special needs items in the standard, the items and circumstances under which they are included must be considered in determining the need of all applicants and recipients requiring them. Wisconsin is considered to have a partially consolidated standard due to the \$71 pregnancy allowance mentioned above. In general, the standard provides for basic consumption items such as food, clothing, shelter, fuel and utilities, personal care items and household supplies.

Since the 1975-77 biennium, the Bureau of Labor Statistics (BLS) lower standard of living budget for a four-person family has served as the basis for the AFDC payment standard in Wisconsin. The four-person family base amount is then used in an equivalency scale to determine budgets for different family sizes. For purposes of the AFDC payment standard, certain items, such as taxes, medical care and life insurance, are excluded from the BLS budget, to reflect costs not generally incurred by an AFDC family.

For fiscal year 1979-80, the 1977 BLS budget for a family of four was increased by 6.5% and used as the payment standard for a family of five. The federal Bureau of Labor Statistics no longer publishes a lower standard of living budget. The AFDC standard of need was increased in each fiscal year between 1980-81 and 1984-85, to partially reflect inflation. The 1985-87 biennial budget act (1985 Wisconsin Act 29) increased the standard by 2%, effective July 1, 1985. This need standard was in effect until March 31, 1987. In 1985 Wisconsin Act 120, the standard was increased by 1%, effective April 1, 1987. The standard has not increased since then. Standards for other family sizes are derived using the equivalency scale shown in Table 4. Table 4 also indicates the percentage change in the standard of need since 1979-80.

TABLE 4: AFDC Standard of Need Equivalency Scale (Annualized)

Family Equivalency Size	Scale (%)	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85	7-1-85	4-1-87
								thru 3-31-87	thru Present
1	35%	\$2,791	\$3,001	\$3,192	\$3,408	\$3,480	\$3,624	\$3,696	\$3,732
2	62	4,945	5,315	5,664	6,036	6,156	6,408	6,540	6,600
3	73	5,822	6,258	6,672	7,104	7,248	7,536	7,692	7,764
4	87	6,938	7,459	7,944	8,472	8,640	8,988	9,168	9,264
5	100	7,975	8,573	9,132	9,732	9,924	10,320	10,524	10,632
6	108	8,613	9,259	9,864	10,512	10,728	11,160	11,388	11,496
7	117	9,331	10,030	10,692	11,388	11,616	12,084	12,324	12,444
8	124	9,889	10,631	11,340	12,072	12,312	12,804	13,056	13,188
9	130	10,368	11,145	11,880	12,648	12,900	13,416	13,680	13,812
10	133	10,607	11,402	12,156	12,936	13,200	13,728	14,004	14,148
% Change			7.5%	6.5%	6.5%	2.0%	4.0%	2.0%	1.0%

Under the Family Support Act of 1988, states are required to reevaluate the need standard and payment standard at least once every three years, and report the results to the Secretary of the federal Department of Health and Human Services (HHS) and to the public. Wisconsin provided HHS with an initial report which included information regarding the status of the state's standard of need and payment standard as of October 1, 1990. A subsequent evaluation was conducted in October, 1993, and submitted to HHS in January, 1994. Under state statutes, the Department of Health and Social Services must also submit a copy of the reevaluation to the Legislature. As noted above, the standard of need has not been modified since April 1, 1987.

Federal law requires that in order to be eligible for assistance, the applicant's gross income may not exceed 185% of the need standard for the appropriate family size established by the state. Table 5 illustrates the 185% of the standard of need test.

TABLE 5: Determination of Eligibility -- 185% of the Standard of Need Test -- 1994-95 (Monthly and Annualized)

Family Size	1994-95 Monthly Standard	185% of Monthly Standard	1994-95 Annualized Standard	185% of Annualized Standard
1	\$311	\$575	\$3,732	\$6,900
2	550	1,017	6,600	12,204
3	647	1,196	7,764	14,352
4	772	1,428	9,264	17,136
5	886	1,639	10,632	19,668
6	958	1,772	11,496	21,264
7	1,037	1,918	12,444	23,016
8	1,099	2,033	13,188	24,396
9	1,151	2,129	13,812	25,548
10	1,179	2,181	14,148	26,172

Eligibility is further limited by the requirement that gross income, less income spent for certain work-related expense items, not exceed 100% of the standard. These work-related expense disregards include a maximum of \$200 per month per child under age two and \$175 per month per child age two and over for child care expenses and a flat \$90 per month for other work-related expenses, such as transportation, meals, uniforms and taxes.

It should be noted that in applying income eligibility tests, the applicant's resources are applied prospectively for the first two months of eligibility. For example, if an applicant applies for aid in January, resources expected to be available for January and February are used to determine eligibility (and eventually the grant amount) for those two months. In late January, the applicant would receive a monthly financial report, to be filled out and sent back to the local agency, identifying actual financial resources available in January. The information from the January monthly report would then be used to budget the grant amount for the month of March. For both new cases and cases already receiving AFDC, nonrecurring lump sums of money, such as social security benefits or unemployment compensation, could make the case ineligible for benefits for a period of time.

Following are two examples of financial eligibility determinations for two hypothetical families living in an urban area in January, 1995. In the first example, a family of one adult and one child has gross monthly earnings of \$400, nonexempt assets of \$700 and child care costs of at least \$175. In the second example, a similar family of two has no income or child care costs and has \$500 of nonexempt assets. In each example, the child is assumed to be over two years old.

**Financial Eligibility Determination
Family Size Two With Earnings
(Monthly)**

185% of the Standard of Need Test	
Applicant's Gross Income	\$400
Wisconsin's Gross Income Limit	1,017
Asset Limit	
Applicant's Nonexempt Assets	\$700
Wisconsin's Asset Limit	1,000
100% of the Standard of Need Test	
Applicant's Net Income	\$135
Wisconsin's Net Income Limit	550

In the first example, even though the family has some earnings, they would be eligible for assistance because they meet the income and asset tests. The \$135 net income amount equals \$400 in gross earnings minus the \$90 disregard for work expenses and the \$175 child care disregard. The grant amount for this family would be lower than the grant amount for a family without earnings.

The family in the second example would also be eligible for benefits. The 100% standard of need test would not be applied to this case because there are no earnings and, therefore, no earned income disregards. In both examples, the family would receive assistance in the first two months if their resources remain unchanged.

**Financial Eligibility Determination
Family Size Two Without Earnings
(Monthly)**

185% of the Standard of Need Test	
Applicant's Gross Income	-0-
Wisconsin's Gross Income Limit	\$1,017
Asset Test	
Applicant's Nonexempt Assets	\$500
Wisconsin's Asset Limit	1,000

Beginning in the third month, eligibility and the grant amount would depend on their actual, as opposed to assumed, financial activity in the first month.

Determination of the Grant Amount

If an applicant meets the requirements of the: (1) \$1,000 asset limitation; (2) 185% of standard of need test for gross income; and (3)

100% of standard test for income less disregards if earnings exist, a separate calculation then determines the actual amount of the grant which the family will receive. This calculation considers the family's income less a series of disregards.

Federal law specifies the amount that is disregarded and the order in which it must be done. A flat \$90 per month for work-related expenses is disregarded, as well as the first \$30 of earnings plus one-third of the remainder (referred to as the "thirty and one-third income disregard") for four consecutive months. After the fourth month, the one-third remainder deduction is not counted. However, the \$30 disregard is counted up to an additional eight consecutive months. Finally, the actual amount of income spent for child care, up to a maximum of \$200 per month per child under age two and \$175 per month per child age two and over, is disregarded.

Wisconsin has received approval of a waiver by the federal government to replace the four-month \$30 and one-third disregard and the eight-month \$30 disregard with a \$30 and one-sixth disregard for twelve months. Under the federal waiver, 10% of AFDC cases are maintained as a control group. The \$30 and one-sixth disregard has been gradually implemented in Wisconsin since February, 1989 and was originally scheduled to expire on July 31, 1994. However, the waiver has been extended through July 31, 1995 and 90% of AFDC cases continue to use this provision.

To determine the amount of the grant, the family's income less disregards is subtracted from a payment allowance, which is set at 80% of the standard of need for each family size. However, no payment may be made for a month if the payment would be less than \$10. Historically, the Legislature has determined the payment level as part of the biennial budget process. Between 1980 and 1987, Wisconsin's AFDC benefit levels were increased annually. Under 1987 Wisconsin Act 27, benefit levels were reduced by 6.0%, effective September 1, 1987. The AFDC benefit levels have not changed since this reduction (See Attachment E). Table 6 identifies the current AFDC payment levels by family size.

Federal law requires that a state plan be in operation on a statewide basis in accordance with equitable standards for assistance. A state need standard, however, may contain "area differentials" based on appreciable regional and sectional variations in the cost of shelter or other items in the standard.

There is no federal requirement that a state pay the full amount of the standard of need. However, if ratable reductions are applied to the standard of need, it must be done uniformly statewide. The payment may further be reduced by an arbitrary maximum on the assistance payment for a family of a given size. For example, one state may apply a maximum benefit level to families of ten and over and another state may stop the need standard at family size seven.

TABLE 6: Monthly AFDC Standard of Need and Payment Levels*

Family Size	1994-95 Standard of Need	Payment Level (80% of Standard)
1	\$311	\$249
2	550	440
3	647	517
4	772	617
5	886	709
6	958	766
7	1,037	830
8	1,099	879
9	1,151	921
10	1,179	943

*Payment levels are given for Area I, generally including counties with a population of 70,000 or more. Area II payments, generally counties with populations under 70,000, are 97% of Area I. A list of counties by area is in Attachment A.

Following are two examples of the calculations determining the actual grant amount for Wisconsin recipients. The first example considers a family of one adult and two children with no monthly earnings and \$200 of unemployment compensation. In this example, the monthly grant amount is \$317, which is the \$517 payment allowance minus the \$200 of unemployment compensation. No disregards are deducted in this example because disregards only apply to earned income.

In cases involving earned income, certain work-related disregards are applied in the determination of the grant amount. The following example illustrates grant calculations with both the \$30 and one-third income disregard and the \$30 and one-sixth disregard described above. As noted, 90% of AFDC cases are using the \$30 and one-sixth disregard. In this example, a family of three is assumed to have \$600 in monthly earnings and child care expenses of \$175.

Family Size Three Standard	\$647
	x <u>80%</u>
Payment Allowance	\$517
Income Calculation	
Gross Earned Income	-0-
Unearned Income (Unemployment Comp.)	<u>200</u>
Budgetable Income	\$200
Payment Allowance	517
Budgetable Income	- <u>200</u>
Grant Amount	\$317

	<u>\$30 and 1/3 Disregard</u>		\$30 and 1/6 Disregard
	First Four Months	Months 5 thru 12	
Payment Allowance	\$517	\$517	\$517
Income Calculation			
Gross Earned Income	\$600	\$600	\$600
Work-Related Expense Deduction	- 90	- 90	- 90
Basic \$30 Earned Income Disregard	- 30	- 30	- 30
Remaining Fraction of Disregard	-160*	-0-	- 80**
Child Care Expense Deduction	<u>-175</u>	<u>-175</u>	<u>-175</u>
Budgetable Income	\$145	\$305	\$225
Payment Allowance	\$517	\$517	\$517
Budgetable Income	<u>-145</u>	<u>-305</u>	<u>-225</u>
Grant Amount	\$372	\$212	\$292

*One-third of \$480.
**One-sixth of \$480.

The \$30 and one-third disregard methodology provides this family with a total of \$3,184 in benefits over a twelve-month period, while the \$30 and one-sixth disregard methodology provides a total of \$3,504 in benefits over a twelve-month period. Beginning in the thirteenth month of eligibility, the monthly benefit would be reduced because these disregards would no longer apply.

AFDC Fraud Suspension Penalties

Federal law requires a state agency that elects to operate an AFDC fraud control program to conform with federal provisions of the program in order to receive enhanced federal funding for fraud control activities. In April, 1988, Wisconsin elected to establish an AFDC fraud control program and has since received federal financial participation for fraud activities. Prior to April 1, 1994, the federal matching rate for AFDC and food stamp fraud control was 75%. Beginning on that date, the federal matching rate was reduced to 50%.

Since Wisconsin has elected to operate a fraud control program, state law establishes the federally-required suspension penalties for applicants and recipients of AFDC who intentionally violate AFDC laws for the purpose of establishing or maintaining eligibility or increasing the amount of the AFDC grant. The suspension penalties remove the needs of the person, whom a court has found to have violated the law, from the AFDC grant amount as follows: (a) six months for a first violation; (b) one year for a second violation; and (c) permanently for a third violation. Under federal and state law, the sanctions may be applied to individuals found guilty of fraud through either a court or administrative hearing process.

In cases of intentional violation of AFDC statutes and rules, the Department is also authorized to recover overpayments of AFDC benefits from families who continue to receive aid by reducing the AFDC payment by up to 10% of the monthly maximum payment. In other cases, such as inadvertent client error or administrative error, overpayments may be recovered by decreasing benefits by up to 7% per month.

The law also provides that an individual is ineligible for general relief for a month in which the person's needs are removed from an AFDC grant for an intentional violation of AFDC law, except that a county may provide general relief to such an individual in cases of extreme hardship, as determined by the general relief agency.

Job Opportunities and Basic Skills (JOBS) Program

Federal law requires that states provide, and all non-exempt AFDC recipients participate in, employment and training activities as a condition of eligibility for AFDC. Between September, 1983, and June, 1989, Wisconsin met its obligation to provide a work program to AFDC recipients through a work incentive demonstration program (WIN-DEMO) referred to as the Wisconsin employment opportunities program (WEOP). The emphasis of WEOP was to reduce welfare dependency by placing recipients into unsubsidized employment. Services provided

under the program included basic and remedial education, job readiness, job development and placement, job search, job skills training and opportunities for on-the-job training, community work experience (CWEP), work supplementation or other work experience.

On October 13, 1988, the federal Family Support Act of 1988 was signed into law. The Family Support Act created the Job Opportunities and Basic Skills (JOBS) program. The JOBS program is authorized by Title IV-F of the Social Security Act and replaced the WIN and WIN-DEMO programs (Title IV-C of the Social Security Act). The JOBS program is described below.

Federal JOBS Provisions

Under the Family Support Act, all state IV-A agencies were required to have a JOBS program under a plan approved by the Secretary of HHS no later than October 1, 1990, or, at state option, as early as July 1, 1989. It further required that all states make the JOBS program available on a statewide basis by October 1, 1992. Wisconsin's JOBS plan was approved and began operation on July 1, 1989, and has been available statewide since July 1, 1990.

Required Services. Federal law requires that states must offer the following services and activities as part of their JOBS program:

1. Educational activities, including high school education or its equivalent, basic and remedial education which provides individuals with basic literacy levels and English proficiency education for those with limited abilities in understanding, speaking, reading or writing the English language;
2. Job skills training;
3. Job readiness activities that help prepare individuals for work; and
4. Job development and job placement activities.

In addition, states must include at least two of the following four components in their JOBS programs:

1. Group and individual job search;
2. On-the-job training;
3. Work supplementation; or
4. CWEP or other work experience program approved by the federal government.

Finally, at its option, a state may include post-secondary educational and other educational, training and employment activities in its approved state JOBS plan. In Wisconsin, an AFDC recipient's participation in a post-secondary educational or training program fulfills the state and

federal work and training requirements under JOBS if the following criteria are met: (1) JOBS orientation and assessment have been completed and education has been included in the employability plan for the individual; (2) the educational or training activities have clear employment prospects, as determined by the JOBS agency; and (3) the participant continues to make satisfactory progress (as defined by rule) and remains in good academic standing (as defined by the school). Post-secondary education counts as satisfactory participation for only one parent in a two-parent household.

Participation Requirements. All registered AFDC recipients are required by federal law to register for a work program, unless exempt according to the conditions outlined below. In addition, AFDC recipients who are not required to participate in the program, may volunteer to participate. Federal law requires the Department to give priority for JOBS services to the following target groups:

1. AFDC recipients who have received aid for any 36 of the preceding 60 months;
2. Custodial parents under age 24 who have not graduated from high school or obtained a high school equivalency degree and who are not enrolled in school at the time of application for AFDC;
3. Custodial parents under age 24 who have had little or no work experience in the year before applying for AFDC;
4. Members of families in which the youngest child is within two years of being ineligible for AFDC because of age; and
5. Other long-term or potentially long-term AFDC recipients as determined by H&SS.

Exemptions from Participation. Under the federal JOBS guidelines, all AFDC recipients are required to participate in JOBS unless the individual is exempt because he or she is:

1. Under age 16.
2. A full-time student who attends an elementary, secondary, vocational or technical school.
3. Ill, when on the basis of medical evidence the illness or injury is serious enough to temporarily prevent entry into employment or training.
4. Incapacitated.
5. Age 60 or older.
6. Resides in an area which is so remote from a JOBS program that effective participation is precluded.

7. Needed in the home to care for another person with a physical or mental impairment.
8. Working 30 or more hours a week (Wisconsin has established a policy defining this as the equivalent of 129 hours/month).
9. Pregnant and in the second or third trimester of pregnancy.
10. The primary caretaker relative of a child under age three (or a lower age not less than one year, at state option). By statute, Wisconsin currently requires participation by a recipient who is a parent or caretaker relative of a child unless the child is under age two.
11. The primary caretaker relative of a child between age three and six, unless the state guarantees child care and requires participation for not more than 20 hours per week. Only one person in an AFDC group may be exempt under this provision. Under a federal waiver, Wisconsin may require parents and other caretakers of children between three and six years old to participate in JOBS for more than 20 hours per week. This treatment is currently used statewide. However, as an experimental control, the 20-hour limit continues to apply to 50% of AFDC cases in 17 counties (Bayfield, Burnett, Columbia, Dodge, Fond du Lac, Jefferson, LaCrosse, Marathon, Oconto, Pierce, Price, Racine, Rusk, Sauk, Washburn, Waupaca and Wood). The 20-hour waiver was originally scheduled to end on August 31, 1994, but has been extended to August 31, 1995.
12. A full-time volunteer serving under the volunteers in service to America (VISTA) program.

Teenage AFDC recipients fulfill the JOBS program requirements through regular school attendance. (A separate Legislative Fiscal Bureau informational paper, entitled "Welfare Reform Initiatives," addresses the Learnfare program.)

Sanctions for Failure to Participate. Federal law further requires that anyone required to participate in a work program who refuses, without good cause, to participate; who refuses without good cause to accept employment; or who terminates employment or reduces earnings without good cause shall not be taken into account in making the determination of the grant amount if the family is eligible for assistance as an AFDC-Regular group. The individual not complying is removed from the AFDC grant determination as follows: (1) for the first such failure to comply, until the failure ceases; (2) for a second such failure, for a period of three months or until the failure ceases, whichever is longer; or (3) for any subsequent failure to comply, until the failure ceases or for a period of six months, whichever is longer. The Department must notify recipients in writing of the reason for a proposed sanction and of the recipient's right to appeal the sanction.

Services Provided Under the Wisconsin JOBS Program

The JOBS program is administered in Wisconsin by the Department of Health and Social Services through contracts with an agency in each county or in groups of counties or through

contracts with federally recognized American Indian tribes or bands. The Department is required to coordinate the JOBS program with related services provided by other government agencies. The state provides comprehensive employment and training services that are controlled and coordinated at the local level, including the following required components:

1. Enrollment, orientation and assessment of the participant's employability based on skills, work experience, needs for educational and supportive services and family circumstances.
2. Development of an employability plan for each participant.
3. Case management, job search and on-the-job training.
4. Community work experience and work supplementation (described below).
5. Educational activities, which may include payment for or referral to: (a) high school or its equivalent; (b) basic and remedial education; (c) education for persons with limited English proficiency; (d) postsecondary and vocational education and training; (e) jobs skills training; and (f) parenting skills training for parents under the age of 20.
6. Supportive services, which may include counseling, child care, transportation and payment for other work-related expenses.
7. Grievance and conciliation procedures.
8. Evaluation of the participant's employment status at two intervals following the start of employment. The first evaluation must occur no sooner than 30 days after the start of employment and the second evaluation must take place between six months and one year after the start of employment.

JOBS agencies are required to inform AFDC applicants and recipients of the JOBS participation requirements and the availability of employment and training services. Following the development of an employability plan, the JOBS agency must assign the participant to one or more of the activities described above that are appropriate to the participant's situation. The agency also must ensure that appropriate supportive services are provided.

Each JOBS agency must, after consulting with the County Board, appoint an employment and training council to advise the agency on employment and training issues. The council must include the following members: (a) an elected county official; (b) a representative of the county department of social services; (c) a representative of the local school district; (d) a representative of organized labor; (e) an AFDC recipient or a representative of a recipient advocacy group; (f) a representative of private business nominated by the area private industry council; and (g) a representative of the county JOBS agency.

Community Work Experience Program (CWEP). State statutes allow all Wisconsin counties to establish a community work experience program for AFDC recipients. The purpose

of CWEP, as outlined by federal law, is to provide actual work experience and training for AFDC individuals not otherwise able to obtain employment in order to assist them to move into regular public or private employment. Under CWEP, participants must be placed in uncompensated community jobs that serve a useful public purpose, such as health, social services, environmental protection, education, urban and rural development and redevelopment, welfare, recreation, public facilities, public safety and day care. A county may require CWEP participation at any phase of involvement in the JOBS process. No person may be required to work more than 32 hours per week in CWEP, nor more than 16 weeks. Federal and state law requires the Department to ensure that a person's participation is reassessed and that job search and other JOBS employment activities receive priority over a CWEP placement.

AFDC recipients caring for a child whose age is more than three months, but less than six years, are required to participate if licensed or certified child care is available for the child. The state currently exempts caretakers of children under age two. The county is required to assist such recipients to obtain licensed or certified child care services. If an AFDC recipient is required to participate in CWEP and fails to do so, without good cause, sanctions, as specified under federal regulations and discussed under the JOBS section, are applied.

Work Supplementation Program. Under federal law, a state may institute a work supplementation program (WSP), also referred to as grant diversion, by which jobs are available as an alternative to aid otherwise provided by AFDC. A supplemented job is defined as a job provided by a private, public or nonprofit entity for which all or part of the wages are paid by the state or local agency. Under federal law, a state operating a work supplementation program may vary the AFDC standard of need for those areas of the state where the program is operating and also may make adjustments to the amount of aid paid. A state may further reduce or eliminate the amount of earned income to be disregarded to further the purposes of the work supplementation program. States are allowed to apply the \$30 and one-third disregard or the \$30 disregard for up to nine months for participants.

Under federal law, a state may establish a WSP as either a mandatory or voluntary program. In Wisconsin, placement of AFDC recipients in supplemented jobs is entirely voluntary and such persons must be considered to be receiving AFDC for purposes of continued eligibility for medical assistance.

Federal financial participation for each participant is limited to the monthly amount that would otherwise be payable to the individual's family if the family had received the maximum AFDC grant for a period of nine months or the length of the individual's employment in the program, whichever is less. States may develop their own method for diverting grants, such as diversion of an individual grant or pooling grants for several participants.

It is the county income maintenance agency's responsibility to sign recipients into the program, determine the amount of the recipient's grant to be diverted and the portion to be paid to the recipient and receive written authorization from the recipient to divert that portion of the grant to the employer. It is the AFDC employment program administrative agency's role (or its sub-contracting agency's role) to develop WSP jobs, refer recipients to WSP jobs, counsel

participants and monitor the performance and progress of participants. In calendar year 1993, an average of 236 individuals participated in a WSP each month.

JOBS Funding

Counties, consortiums of counties and tribes receive federal and state funding for administration of the JOBS program. Federal funding is provided as a capped entitlement; matching rates vary for different components of the program. In CY 1995 each county/consortium/tribal JOBS allocation is based on a percentage of the 1991 to 1993 average AFDC caseload in that county/consortium/tribe (the assumed number of mandated participants in JOBS) multiplied by an estimated average cost per participant.

For AFDC-R recipients, the allocation uses a JOBS participation rate of 35% for Milwaukee County, 70% for Jackson and Kenosha Counties and 47% for all other counties. The average cost per participant is \$1,400. For AFDC-U cases, the participation rate is assumed to be 50% in 1995 and the average cost is \$2,000 per participant in all counties. Further, based on the assumption that Wisconsin will receive a reasonably stable base of JOBS funding in subsequent years, the Department of Health and Social Services allocation methodology also ensures that each allocation will not be less than 100% of the previous year's allocation or \$60,000, whichever is more.

Four changes to provisions regarding funding for the JOBS program were adopted in 1993 Wisconsin Act 437. First, additional funding was provided to counties to assure that each county is able to enroll 40% of its average AFDC-U caseload in the JOBS program. Under federal law, 40% of the AFDC-U caseload must have at least one parent enrolled in JOBS in federal fiscal year 1994. The percentage increases incrementally to 75% in 1997 and 1998. If these requirements are not met, the penalty is a reduction from 60% to 50% in the federal match rate for the JOBS program. Second, funding was provided to ensure that each county's 1994 JOBS allocation would be at least equal to the 1993 contract level. This addressed a concern that certain counties would have a reduction in their JOBS funding as a result of caseload decreases and a reallocation of funding to AFDC-U cases. Third, additional funding was provided to Milwaukee County, beginning in calendar year 1995, to increase the participation rate for regular AFDC cases from 33% to 35%. Fourth, the appropriation structure was modified to obtain additional federal funding for the JOBS program.

The following table shows the estimated number of participants and the preliminary CY 1995 county/consortium/tribal allocations for JOBS. The total allocation includes funding for JOBS program services, administration, transportation and work-related expenses, child care payments, child care administration, case management pilots (Grant County Consortium and Kenosha County), the Work First demonstration and a 4% set-aside for ongoing maintenance of the computer system.

TABLE 7: JOBS Allocations -- Calendar Year 1995

County	Allocation*	Estimated Number of Participants	County	Allocation*	Estimated Number of Participants
Adams	\$210,406	138	Marinette	\$354,856	237
Ashland	177,709	121	Marquette	96,437	65
Barron	419,083	277	Menomonie	269,882	182
Bayfield	93,092	64	Milwaukee	19,468,938	13,401
Brown	1,632,679	1,089	Monroe	329,449	223
Buffalo Cst	331,363	224	Oconto	227,667	149
Burnett	173,849	117	Ozaukee	99,509	70
Calumet Cst	742,421	492	Pierce	151,044	102
Chippewa	540,822	358	Polk	384,614	255
Clark	189,989	129	Portage	515,048	333
Columbia	227,774	156	Price	111,869	74
Crawford Cst	530,139	359	Racine	2,470,020	1,720
Dane	2,275,496	1,560	Rock	2,041,772	1,395
Dodge Cst	645,959	442	Rusk	185,650	120
Door	132,725	89	St. Croix	218,715	147
Douglas	692,704	462	Sauk	314,171	213
Dunn	361,373	231	Sawyer	303,784	200
Eau Claire	1,001,667	655	Shawano	256,274	173
Florence	60,000	35	Sheboygan	684,850	448
Fond Du Lac	595,026	401	Taylor	95,311	64
Forest Cst	550,573	368	Walworth	334,886	232
Grant Cst	730,928	492	Washburn	143,465	96
Green Lake Cst	1,071,202	720	Washington	328,808	228
Iron	60,000	26	Waukesha	820,504	571
Jackson	272,704	183	Waupaca	309,988	209
Kenosha	2,704,781	1,852	Waushara	175,375	116
Kewaunee	65,719	44	Wood	594,610	391
La Crosse	1,068,152	699	Bad River	60,300	41
Langlade	197,366	133	Lac du Flambeau	122,521	79
Lincoln	198,664	135	Oneida Tribe	190,680	130
Manitowoc	460,196	302	Red Cliff	60,000	33
Marathon	862,673	551	Stock-Munsee	60,000	20
			TOTAL	\$51,058,231	34,621

*Allocations are preliminary. Tribal contracts begin October 1, 1994, and end September 30, 1995.

- Buffalo Consortium - Buffalo, Pepin, and Trempealeau Counties
- Calumet Consortium - Calumet and Outagamie Counties
- Crawford Consortium - Crawford, Juneau, and Vernon Counties
- Dodge Consortium - Dodge and Jefferson Counties
- Forest Consortium - Forest, Oneida and Vilas Counties
- Grant Consortium - Grant, Green, Iowa, Lafayette, and Richland Counties

Child Care Programs for AFDC Recipients

Under federal law, recipients and former recipients of AFDC are eligible for child care services when necessary to allow participation in employment, education and training as described below. Child care funding for AFDC recipients and former recipients who have lost eligibility for AFDC due to excess income within the previous 12 months is provided through two appropriations. A description of these appropriations follows.

Consolidated Child Care. The consolidated child care appropriation for AFDC recipients provides funding for three categories of individuals. Funding for consolidated child care is provided at the current state/federal reimbursement rate for AFDC and medical assistance benefit expenditures, which is approximately 40% state/60% federal. The consolidated child care fund is administered at the local level by county departments of social or human services.

Transitional Child Care. Under this category, child care funding is provided to any AFDC recipient who leaves AFDC due to an increase in earned income, an increase in hours of employment for AFDC-unemployed parent cases or loss of the earned income disregards. (Under the earned income disregards, a portion of the family's earned income is not counted for up to a period of 12 months when calculating the benefit amount.) Transitional child care is available when necessary for the individual to accept or retain employment, and is provided for a period of up to 12 months after leaving AFDC. In order to be eligible, the family must also have received AFDC for at least three of the six months prior to the first month of ineligibility for AFDC. Under federal law, transitional child care is an entitlement for those determined eligible.

Learnfare Child Care. Under the Learnfare program, AFDC recipients, age 13 to 19, who have not graduated from high school, or who do not have a high school equivalency degree, are required to attend school as a condition of receiving AFDC benefits. Child care is provided for teen parents who are subject to this school attendance requirement or who have good cause for not attending school, but choose to attend anyway. Funding for Learnfare child care is provided from the sum certain consolidated child care appropriation. Under state law, Learnfare child care is an entitlement.

Working AFDC Recipients. For AFDC recipients who are working in jobs independent of the AFDC employment and training program (JOBS), child care funding is provided for both child care costs incurred during the first two months of employment and costs above the amount of the child care disregard (\$200 per month per child under age two and \$175 per month per child age two or over). Working AFDC recipients are eligible for child care funding within the availability of funding provided for all categories under consolidated child care.

JOBS Program Child Care. Under the state's JOBS program, child care funding is provided to two categories of individuals and is also funded at the current state/federal reimbursement rate for AFDC and medical assistance benefits. The JOBS child care program is administered by the local agency (county social or human services department or another non-profit organization) which administers the AFDC employment and training programs.

Agency-Initiated JOBS Participants. Under federal law, mandatory or voluntary participants of JOBS may be provided with child care if it is necessary for participation in the program. As previously mentioned, Wisconsin requires participation in the JOBS program for AFDC recipients, unless they are primary caretakers of children under age two.

Self-Initiated JOBS Participants. Child care funding is provided for AFDC recipients who are enrolled in a state-approved, self-initiated education or training program. Funding for this self-initiated group is provided from the JOBS program appropriation.

Prior to 1993, under the Department's interpretation of federal requirements, child care for participants in self-initiated education or training programs was provided within the limits of available funding. As a result, the Department directed local JOBS administrative agencies to not approve or renew education plans for AFDC recipients if the agency did not have sufficient funding for child care. In an October 18, 1993, decision (Jordan v. Whitburn) the Dane County Circuit Court ruled that the denial of child care benefits based solely on fiscal constraints was a violation of state and federal law. This decision requires child care funding to be provided as an entitlement to participants in the JOBS program.

Following this court decision, 1993 Wisconsin Act 437 provided additional funding for JOBS self-initiated child care in the 1993-95 biennium. In addition, it was specified that any unexpended JOBS funding that otherwise would have lapsed to the general fund on January 1, 1994, would, instead, be used to increase the appropriation for JOBS child care expenses in the 1994-95 fiscal year.

Under the Department's allocation methodology for JOBS, each county's allocation for child care payments for all JOBS participants is equal to approximately 17% of its total JOBS allocation. However, under H&SS policy, counties may transfer funds from program services to child care payments and administration, if necessary. Table 8 outlines estimated state and federal funding for AFDC child care programs in the 1994-95 fiscal year.

Welfare Reform Initiatives

In addition to the federal waivers outlined above, Wisconsin has initiated a number of major welfare reform proposals since 1988. These include the Learnfare program, the parental and family responsibility pilot program, a two-tier benefit structure for AFDC recipients who move to Wisconsin from out-of-

TABLE 8: Estimated AFDC Child Care Funding for 1994-95

	GPR	FED	TOTAL
Consolidated			
Transitional	\$3,521,800	\$5,282,800	\$8,804,600
Learnfare	1,143,000	1,717,500	2,860,500
Mos. 1&2/ Above			
Disregard	875,500	1,325,200	2,200,700
JOBS			
Self-Initiated	2,100,800	3,147,800	5,248,600
Agency-Initiated	<u>3,276,100</u>	<u>4,875,500</u>	<u>8,151,600</u>
TOTAL	\$10,917,200	\$16,348,800	\$27,266,000

Source: Department of Health and Social Services.

state and the work-not-welfare pilot program. Also, under 1993 Wisconsin Act 99, the state's basic AFDC program will be repealed on January 1, 1999. No later than 1995, the Secretary of H&SS is required to submit to the Legislature a proposal for welfare reform in Wisconsin. The proposal must provide for the replacement of the AFDC program by December 31, 1998. Detailed information regarding these welfare reform initiatives is provided in a separate informational paper prepared by the Legislative Fiscal Bureau.

Programs Related to AFDC

Child Support. As a condition of eligibility to receive AFDC, applicants must assign court-ordered child or maintenance support payments from an absent parent to the state. The amount assigned to the state is applied to offset federal and state AFDC expenditures.

The child support and establishment of paternity program is a federal/state program authorized under Title IV-D of the Social Security Act. At the federal level, the program is administered by the Department of Health and Human Services. In Wisconsin, the Department of Health and Social Services is the state agency designated to administer the program which contracts with each county for the provision of child support services. Each county designates its own child support agency, such as the office of the district attorney, corporation counsel or a separate county unit.

Under federal law, the state must, in the case of a child born out of wedlock for whom an application for AFDC has been made, establish the paternity or attempt to establish the paternity of the child, unless it would not be in the best interest of the child to do so. Under Wisconsin's AFDC program, over 58% of the families eligible for assistance are eligible due to the child's deprivation resulting from being born out of wedlock. States are also required to secure support for anyone receiving AFDC from anyone legally liable for such support. Under Wisconsin law, each spouse has an equal obligation to support the other spouse and each parent has an equal obligation to support his or her minor children. States are further required, under federal law, to establish a service to locate absent parents utilizing the federal parent locator service in order to establish and enforce orders for support. States may submit information regarding child support arrearages on AFDC cases to the federal Internal Revenue Service (IRS). Any federal tax refund due an individual in arrears may then be intercepted. State income tax refunds may also be intercepted on child support arrears (referred to as state tax set-off distributions).

From the support collected on behalf of a family receiving AFDC, the first \$50 of monthly support is paid to the family without affecting the AFDC payment allowance. Of the remainder, approximately 40% is retained by the state to offset state AFDC expenditures and approximately 60% is reimbursed to the federal government. A portion of the federal share is then passed on to local agencies in the form of child support collection incentive payments. The state/federal reimbursement rate is established at the same level as the state/federal funding rate for AFDC and medical assistance benefit expenditures. (A separate Legislative Fiscal Bureau informational paper discusses the child support program.)

Participants in the work-not-welfare pilot project are not required to assign their child support payments to the state. Instead, child support is treated as unearned income in determining AFDC eligibility and benefits. A disregard is provided for the first \$50 of unearned income.

Table 9 identifies the amount of AFDC child support collections distributed to AFDC recipients and the state and federal governments from federal fiscal year 1986-87 through 1993-94.

TABLE 9: Distributions of AFDC Child Support Collections

Federal Fiscal Year	Recipient* Share	Applied to AFDC Expenditures		Total
		State Share	Federal Share	
1986-87	\$11,442,100	\$19,108,300	\$26,392,200	\$56,942,600
1987-88	11,395,500	20,278,600	29,157,300	60,831,400
1988-89	10,700,800	19,748,800	29,046,500	59,496,100
1989-90	9,874,700	19,979,500	28,836,600	58,690,800
1990-91	9,762,000	20,425,700	30,158,000	60,345,700
1991-92	10,134,500	20,890,300	31,837,700	62,862,500
1992-93	10,060,500	21,490,700	32,806,200	64,357,400
1993-94	9,399,300	22,862,600	34,973,400	67,235,300

*Federal law requires that the first \$50 collected each month on behalf of an AFDC recipient group be paid to the recipient.

Food Stamps. The food stamp program is a federal program established by the Food Stamp Act of 1964. Under the program, single persons and individuals living in households that meet the eligibility criteria are issued coupons that are redeemable for food and accepted at most retail food stores. The U.S. Department of Agriculture's Food and Nutrition Service is responsible for federal administration of the program; states are responsible for determining eligibility and issuing coupons. Although the food stamps are entirely federally funded, state administration of the program is generally 50% state and 50% federally funded.

Table 10 shows the number of Wisconsin households that received food stamp benefits and the total cash value of those benefits for state fiscal years 1982 through 1994.

Eligibility under the food stamp program is primarily based on financial tests, except that households composed entirely of AFDC or SSI recipients are generally automatically eligible for food stamps.

Allowable Assets. In order to be eligible for food stamps, households without an elderly person cannot have assets above \$2,000. Households with an elderly member may have assets up to \$3,000. Counted liquid assets include such items as cash on hand, checking and savings accounts, savings certificates, stocks and bonds, IRAs and Keogh plans and non-recurring lump-sum payments such as income tax refunds. In addition, the fair market value of a vehicle in excess of \$4,550 is counted towards the asset limit.

Assets which are not considered in determining eligibility of a household include a residence (home and surrounding property), business assets, household goods and personal effects, burial plots, and the cash value of life insurance policies and pension funds.

Income Eligibility. In establishing eligibility for households without an elderly or disabled member, the household must meet a monthly gross income test and net income test. To qualify for food stamp benefits, a household must have gross cash income (including AFDC) below 130% of the poverty income guidelines for the household size. Net income must be lower than 100% of the poverty income guidelines for the household size. For households with an elderly or disabled member, only the net income test is applied. Table 11 shows the gross and net income limits for eligibility under the food stamp program.

The actual amount of food stamps a household may receive is based on net income. Net income is determined by subtracting the following deductions from a household's gross monthly income: (a) 20% of earned income; (b) a standard deduction of \$134 in federal fiscal year 1995, regardless of household size; (c) the actual amount of child care up to \$200 per month per dependent for children under age two and \$175 per month for other children when related to work and training; (d) for elderly and disabled persons, medical

**TABLE 10: Food Stamps
(\$ in Millions)**

State Fiscal Year	Average Monthly Number of Households	Federal Expenditures
1982	107,734	\$107.2
1983	123,445	133.8
1984	129,724	142.2
1985	128,528	143.3
1986	130,774	148.8
1987	122,551	146.8
1988	110,509	157.0
1989	100,509	156.2
1990	97,996	174.0
1991	98,839	199.0
1992	117,021	231.1
1993	126,661	231.4
1994	122,797*	206.7

*Through December 31, 1993.

**TABLE 11: Food Stamp Income
Eligibility Limits (10/94
thru 9/95)**

Food Stamp Group Size	Net Income Limit	Gross Income Limit
1	\$614	\$798
2	820	1,066
3	1,027	1,335
4	1,234	1,604
5	1,440	1,872
6	1,647	2,141
7	1,854	2,410
8	2,060	2,678
9	2,267	2,947
10*	2,474	3,216

*For each additional member add \$207 to net income limit and \$269 to gross income limit.

expenses exceeding \$35 per month; and (e) any shelter/utility expense which exceeds 50% of net income after all other deductions, up to a ceiling of \$231 in federal fiscal year 1995. (The amount of the standard deduction and shelter/utility deductions are inflation-indexed each October.)

Table 12 shows the maximum monthly food stamp benefit by food stamp group size. The actual food stamp benefit is calculated by subtracting 30% of net income from the maximum benefit.

County Income Maintenance Administration Aids. Under state law, counties are required to enter into annual contracts with H&SS for the local administration of income maintenance (IM) programs, including AFDC, food stamps, MA and relief to needy Indian persons (RNIP). Income maintenance programs may be administered by a single or multi-county department of social services, a department of human services or by an elected tribal governing body or other American Indian organization, for the administration of RNIP only. Administering agencies are responsible for processing applications, determining eligibility and payment levels, periodically making eligibility redeterminations and maintaining accurate case files regarding recipients of public assistance.

TABLE 12: Food Stamp Benefits (10/94 thru 9/95)

Food Stamp Group Size	Maximum Monthly Allotment
1	\$115
2	212
3	304
4	386
5	459
6	550
7	608
8	695
9	782
10	869*

*Add \$87 for each additional member.

Funding for the administration of income maintenance programs is provided under federal regulations which require that federal funds match local (state and/or county) funds at a 50% rate for AFDC, MA and food stamps. Administration of the RNIP program, which is solely a state program, is funded with 100% state general purpose revenues.

Workload Formula. In July, 1989, H&SS entered into a contract with MAXIMUS, Inc. for the completion of a workload measurement study designed to give the Department a methodology for allocating funds to counties and tribes for income maintenance administration. The study was completed on December 30, 1990. Under 1991 Wisconsin Act 39, H&SS is required to reimburse each county for reasonable costs of income maintenance administration according to a formula based on workload within the limits of available state and federal funds.

County-Federal Addenda. State funds for AFDC, MA and food stamp administration are provided to counties up to the limits of the state sum certain appropriation level matched with federal funds. However, because federal matching funds are not subject to a similar cap, counties which incur costs above the amount reimbursed through the state IM allocations may receive federal funds to match county expenditures for IM administration. As previously indicated, federal funds are generally available at 50% of the cost of administration. This county-federal cost sharing is commonly referred to as a "county/federal addenda" or the "county overmatch" to the county's original contract with the state. A county must apply to H&SS in order to receive

federal matching funds through an addenda. Table 13 shows the total state and federal funds paid to counties for 1983 through 1994.

TABLE 13: Income Maintenance Administration Aids Expenditures

Calendar Year	State/Federal Payment	Federal Share of County/Federal Addenda	Total
1983	\$30,300,000	\$3,355,200	\$33,655,200
1984	31,284,200	3,599,800	34,884,000
1985	35,291,300	4,632,800	39,924,100
1986	40,714,900	3,648,200	44,363,100
1987	41,317,300	4,594,100	45,911,400
1988	43,837,000	4,347,000	48,184,000
1989	45,340,500	5,075,700	50,416,200
1990	43,328,700	6,546,400	49,875,100
1991	45,266,400	7,099,900	52,366,300
1992	47,996,600	8,518,200	56,514,800
1993	49,285,300	11,153,700	60,439,000
1994	52,797,100*	3,850,500 **	56,647,600

*Represents contract amount.

**Represents addenda amount for January through September, 1994.

In each calendar year, counties expended an amount equal to that of the federal share of the county/federal addenda. Total expenditures from all funding sources (federal, state, and county) for basic county IM administration were \$65.0 million in 1992 and \$71.6 million in 1993.

Attachment H shows the total amount of dollars expended for IM administration in each county for 1993 and the percent of the total IM expenditure for each county.

LIST OF ATTACHMENTS

Attachment	Title
A	Counties and Indian Tribes by AFDC Payment Areas
B	AFDC Average Caseload and Benefit Levels
C	AFDC Length of Time Receiving Assistance
D	AFDC Number of Recipients by Age
E	AFDC Benefit Change and Change in CPI
F	AFDC Caseload by County
G	AFDC Maximum Monthly Benefit for Family of Three, by State
H	Income Maintenance Administration Expenditures

ATTACHMENT A

Counties and Indian Tribes by AFDC Payment Areas

AREA I

Brown	Kenosha	Outagamie	Washington
Dane	LaCrosse	Ozaukee	Waukesha
Dodge	Marathon	Racine	Winnebago
Dunn	Manitowoc	Rock	Winnebago Tribe*
Eau Claire	Milwaukee	St. Croix	
Fond du Lac	Oneida Tribe	Sheboygan	

AREA II

Adams	Green Lake	Mole Lake Tribe	Stockbridge-
Ashland	Iowa	Monroe	Munsee Tribe
Bad River	Iron	Oconto	Taylor
Tribe	Jackson	Oneida	Trempealeau
Barron	Jefferson	Pepin	Vernon
Bayfield	Juneau	Pierce	Vilas
Buffalo	Kewaunee	Polk	Walworth
Burnett	Lac Court Oreil-	Portage	Washburn
Calumet	les Tribe	Potawatomi Tribe	Waupaca
Chippewa	Lac du Flambeau	Waushara	Waushara
Clark	Tribe	Price	Winnebago Tribe**
Columbia	Lafayette	Red Cliff Tribe	Wood
Crawford	Langlade	Richland	
Door	Lincoln	Rusk	
Douglas	Marinette	St. Croix Tribe	
Florence	Marquette	Sauk	
Forest	Menominee	Sawyer	
Grant	Menominee	Shawano	
Green	Tribe		

*If residing on tax-free land in LaCrosse or Marathon Counties.

**If residing on tax-free land in counties other than LaCrosse or Marathon.

Area I: Counties with a population of 70,000 or more.

Area II: Counties with a population under 70,000.

ATTACHMENT B

**Aid to Families With Dependent Children
Average Monthly Caseload and Benefit Levels
1980-81 Through 1993-94**

Fiscal Year	<u>AFDC-Regular</u>		<u>AFDC-Unemployed</u>		Total Caseload	Percent Change
	Average Caseload	Average Benefit	Average Caseload	Average Benefit		
1980-81	75,474	\$368	7,263	\$452	82,737	
1981-82	73,396	390	10,658	473	84,054	1.6%
1982-83	69,763	430	15,729	494	85,492	1.7
1983-84	74,306	445	17,859	533	92,165	7.8
1984-85	77,864	462	16,504	555	94,368	2.4
1985-86	81,609	473	16,804	582	98,413	4.3
1986-87	82,470	481	15,377	594	97,841	-0.6
1987-88	78,400	458	12,716	574	91,116	-6.9
1988-89	73,747	453	9,894	573	83,647	-8.2
1989-90	70,975	448	8,561	577	79,536	-4.9
1990-91	71,456	450	8,273	581	79,729	0.1
1991-92	73,135	450	8,628	569	81,763	2.6
1992-93	72,281	448	8,144	568	80,425	-1.6
1993-94*	71,078	446	7,391	575	78,469	-2.4

*Through February, 1994.

ATTACHMENT C

Aid to Families With Dependent Children
Length of Time Receiving Assistance
Cases Open on March 31, 1994

Number Months	Number of Cases	% of Cases	Cumulative % of Cases
Less than 3	15,555	21.3%	21.3%
3-6	11,430	15.7	37.0
7-9	5,874	8.0	45.0
10-12	4,301	5.9	50.9
13-18	7,184	9.8	60.7
19-24	5,019	6.9	67.6
25-36	7,162	9.8	77.4
Over 36	<u>16,513</u>	<u>22.6</u>	100.0
TOTAL	73,038	100.0%	

Source: Department of Health and Social Services, Computer Reporting Network (CRN),
Report I003B.

ATTACHMENT D

**Aid to Families With Dependent Children
Number of Recipients by Age
Cases Open on December 31, 1993**

Age in Years	AFDC-R	AFDC-U	Maternity Only	Nonlegally Responsible Relative
Under 3	30,779	5,799	0	709
3-5	26,913	5,015	0	1,142
6-10	32,396	5,794	0	2,024
11-13	14,674	2,238	0	1,234
14-17	12,844	1,598	30	1,486
18-21	9,123	1,240	584	102
22-25	11,368	2,267	201	31
26-35	21,754	5,116	111	68
36-45	8,185	2,369	13	193
Over 45	<u>1,645</u>	<u>706</u>	<u>1</u>	<u>373</u>
Total	169,681	32,142	940	7,362
Total Dependents	117,757	20,416	0	6,663
Total Caretakers	51,924	11,726	940	699
	Total Recipients	210,125		
	Percent Dependents	69%		
	Percent Caretakers	31%		

Source: Department of Health and Social Services, Computer Reporting Network (CRN), Report 1004A.

ATTACHMENT E

**AFDC Benefit Change for Family Size Three
and Change in Consumer Price Index (CPI)
1980 through 1994**

Year	AFDC Family Size Three Monthly Benefit	% Change in Benefit Level	% Change In All Urban Consumers CPI
1980	\$413	N.A.	N.A.
1981	444	7.5%	10.3%
1982	473	6.5	6.1
1983	503	6.3	3.2
1984	513	2.0	4.4
1985	534	4.1	3.5
1986	545	2.1	1.9
1987	549	0.7	3.7
1988	517	-5.8	4.1
1989	517	0.0	4.8
1990	517	0.0	5.4
1991	517	0.0	4.2
1992	517	0.0	3.1
1993	517	0.0	3.0
1994	517	0.0	2.7*

*1994 figure is an estimate.

Source of CPI data: DRI/McGraw-Hill, Review of the U.S. Economy

ATTACHMENT F

Caseload and Benefits by County and Tribe March, 1994

	Caseload			Total Benefits
	AFDC- Regular	AFDC- Unemployed	Total Cases	
Adams	260	60	320	\$136,902
Ashland	212	27	239	95,982
Barron	447	77	524	212,077
Bayfield	114	14	128	50,117
Brown	1,900	320	2,220	1,029,714
Buffalo	103	15	118	51,207
Burnett	183	36	219	89,819
Calumet	161	10	171	71,763
Chippewa	616	114	730	305,755
Clark	248	28	276	109,664
Columbia	264	25	289	120,523
Crawford	124	11	135	52,039
Dane	2,990	282	3,272	1,473,129
Dodge	458	55	513	221,214
Door	164	29	193	71,249
Douglas	774	152	926	396,929
Dunn	376	117	493	228,931
Eau Claire	1,089	267	1,356	614,233
Florence	70	8	78	31,577
Fond Du Lac	671	108	779	350,415
Forest	155	20	175	76,682
Grant	248	41	289	116,122
Green	171	12	183	70,593
Green Lake	121	23	144	60,246
Iowa	95	12	107	42,862
Iron	46	6	52	21,963
Jackson	186	33	219	91,163
Jefferson	352	37	389	155,711
Juneau	268	41	309	127,029
Kenosha	2,237	230	2,467	1,099,501
Kewaunee	74	10	84	33,474
La Crosse	1,121	267	1,388	661,112
Lafayette	89	13	102	38,522
Langlade	223	42	265	102,687
Lincoln	251	33	284	117,192
Manitowoc	479	105	584	267,187
Marathon	783	325	1,108	569,965
Marinette	426	79	505	209,744
Marquette	126	12	138	53,195
Milwaukee	35,208	2,123	37,331	17,849,900

ATTACHMENT F (continued)

	Caseload		Total Cases	Total Benefits
	AFDC- Regular	AFDC- Unemployed		
Monroe	428	46	474	\$192,130
Oconto	265	54	319	131,317
Oneida	353	55	408	159,831
Outagamie	693	162	855	413,534
Ozaukee	130	8	138	53,005
Pepin	49	10	59	23,381
Pierce	194	16	210	88,587
Polk	402	70	472	199,191
Portage	509	177	686	313,634
Price	138	25	163	65,150
Racine	3,361	172	3,533	1,551,628
Richland	156	28	184	77,382
Rock	2,603	242	2,845	1,263,117
Rusk	173	65	238	103,514
Sauk	377	38	415	169,368
Sawyer	323	56	379	160,436
Shawano	300	46	346	148,197
Sheboygan	637	162	799	376,957
St. Croix	270	31	301	128,458
Taylor	113	15	128	51,190
Trempealeau	234	30	264	108,322
Vernon	189	23	212	82,728
Vilas	119	13	132	52,043
Walworth	476	37	513	202,868
Washburn	167	38	205	81,963
Washington	423	25	448	186,155
Waukesha	1,112	61	1,173	494,943
Waupaca	394	47	441	179,159
Waushara	210	50	260	109,961
Winnebago	1,107	189	1,296	585,516
Wood	663	164	827	377,482
Bad River	76	10	86	37,167
Lac du Flambeau	113	29	142	59,846
Menominee	292	55	347	152,808
Oneida	199	27	226	102,987
Red Cliff	62	19	81	34,427
Stockbridge	<u>30</u>	<u>2</u>	<u>32</u>	<u>14,899</u>
TOTAL	71,223	7,516	78,739	\$36,011,370

ATTACHMENT G

Maximum Monthly AFDC Benefit Family Size Three July 1, 1994

Rank	State	Family of Three	Percent Change From 1993
1	Alaska	\$923	0%
2	Hawaii	712	2.7
3	Vermont	638	-3.2
4	California	607	-2.7
5	Connecticut	581	-14.6
6	Massachusetts	579	7.4
7	Rhode Island	554	0
8	New Hampshire	550	6.6
9	Washington	546	0
10	Minnesota	532	0
11	New York	524	-9.2
12	Wisconsin	517	0
13	South Dakota	491	21.5
14	Oregon	460	0
15	Michigan	459	0
16	Iowa	426	0
17	New Jersey	424	0
18	Pennsylvania	421	0
19	Dist. of Columbia	420	0
20	Maine	418	-7.7
21	Utah	414	3.0
22	North Dakota	409	2.0
23	Kansas	403	-6.1
24	Montana	401	2.8
25	Illinois	382	4.1
26	Maryland	366	1.9
27	Nebraska	364	0
28	Wyoming	360	0
29	New Mexico	357	10.2
30	Colorado	356	0

ATTACHMENT G (continued)

Rank	State	Family of Three	Percent Change From 1993
31	Nevada	\$348	0
32	Arizona	347	0
33	Ohio	341	0
34	Delaware	338	0
35	Oklahoma	324	0
36	Idaho	317	0.6
37	Florida	303	0
38	Virginia	295	-16.7
39	Missouri	292	0
40	Indiana	288	0
41	Georgia	280	0
42	North Carolina	272	0
43	West Virginia	257	3.2
44	Kentucky	228	0
45	Arkansas	204	0
46	South Carolina	200	0
47	Louisiana	190	0
48	Texas	188	2.2
49	Tennessee	185	0
50	Alabama	164	0
51	Mississippi	120	0
	U.S. MEDIAN	\$366	

Source: Department of Health and Social Services

ATTACHMENT H

County Income Maintenance Administration Summary of Expenditures CY 1993

County	Total Income Maintenance Expenditures	Total State/Federal Reimbursement*	County Share Of Total Expenditures	County % Of Total Expenditures
Adams	\$257,473	\$224,908	\$32,565	12.6%
Ashland	258,615	237,963	20,652	8.0
Barron	770,835	599,561	171,274	22.2
Bayfield	319,185	252,890	66,295	20.8
Brown	2,118,824	1,733,516	385,308	18.2
Buffalo	237,738	190,418	47,320	19.9
Burnett	187,302	187,302	0	0.0
Calumet	246,675	213,938	32,737	13.3
Chippewa	592,736	592,271	465	0.1
Clark	369,033	332,184	36,849	10.0
Columbia	563,216	457,171	106,045	18.8
Crawford	232,570	232,570	0	0.0
Dane	8,356,626	5,550,788	2,805,838	33.6
Dodge	853,170	671,140	182,030	21.3
Door	240,471	202,870	37,601	15.6
Douglas	809,068	738,533	70,535	8.7
Dunn	481,642	428,547	53,095	11.0
Eau Claire	1,165,429	1,031,400	134,029	11.5
Florence	173,850	146,831	27,019	15.5
Fond Du Lac	1,045,680	817,483	228,197	21.8
Forest	168,313	152,179	16,134	9.6
Grant	315,721	314,343	1,378	0.4
Green	233,637	225,623	8,014	3.4
Green Lake	162,920	154,162	8,758	5.4
Iowa	233,836	191,066	42,770	18.3
Iron	106,016	96,191	9,825	9.3
Jackson	283,984	283,984	0	0.0
Jefferson	691,712	595,407	96,305	13.9
Juneau	314,618	280,175	34,443	10.9
Kenosha	3,968,177	2,941,775	1,026,402	25.9
Kewaunee	165,395	141,790	23,605	14.3
La Crosse	1,176,251	985,950	190,301	16.2
Lafayette	199,658	146,421	53,237	26.7
Langlade	299,760	262,194	37,566	12.5
Lincoln	334,623	292,993	41,630	12.4
Manitowoc	767,774	634,873	132,901	17.3
Marathon	1,383,099	1,092,084	291,015	21.0
Marinette	653,844	551,112	102,732	15.7
Marquette	227,632	179,780	47,852	21.0
Menomonie	262,413	198,564	63,849	24.3

ATTACHMENT H (continued)

County	Total Income Maintenance Expenditures	Total State/Federal Reimbursement*	County Share Of Total Expenditures	County % Of Total Expenditures
Milwaukee	\$18,435,538	\$17,258,403	\$1,177,135	6.4%
Monroe	742,713	564,804	177,909	24.0
Oconto	426,007	365,328	60,679	14.2
Oneida	426,796	382,802	43,994	10.3
Outagamie	1,125,884	955,986	169,898	15.1
Ozaukee	346,609	303,846	42,763	12.3
Pepin	121,640	101,368	20,272	16.7
Pierce	274,424	252,128	22,296	8.1
Polk	557,216	477,661	79,555	14.3
Portage	692,962	614,674	78,288	11.3
Price	267,431	223,206	44,225	16.5
Racine	3,297,664	2,971,625	326,039	9.9
Richland	281,332	243,188	38,144	13.6
Rock	2,216,048	1,875,985	340,063	15.3
Rusk	213,387	210,800	2,587	1.2
Sauk	428,347	381,760	46,587	10.9
Sawyer	276,402	253,304	23,098	8.4
Shawano	475,510	369,072	106,438	22.4
Sheboygan	1,179,181	918,157	261,024	22.1
St. Croix	689,218	486,213	203,005	29.5
Taylor	199,860	176,010	23,850	11.9
Trempealeau	304,770	285,614	19,156	6.3
Vernon	375,449	314,279	61,170	16.3
Vilas	167,267	167,267	0	0.0
Walworth	647,719	567,373	80,346	12.4
Washburn	224,932	205,286	19,646	8.7
Washington	635,915	551,863	84,052	13.2
Waukesha	2,041,456	1,564,829	476,627	23.3
Waupaca	654,351	513,491	140,860	21.5
Waushara	255,227	236,168	19,059	7.5
Winnebago	1,616,412	1,367,313	249,099	15.4
Wood	<u>765,504</u>	<u>716,286</u>	<u>49,218</u>	<u>6.4</u>
TOTAL	\$71,592,692	\$60,439,039	\$11,153,653	15.6%
AVERAGE	994,343	839,431	154,912	15.6

*Includes the initial state/federal contract amount and the federal share of the county/federal addenda.

Source: Department of Health and Social Services, Community Aids Reporting System (CARS).