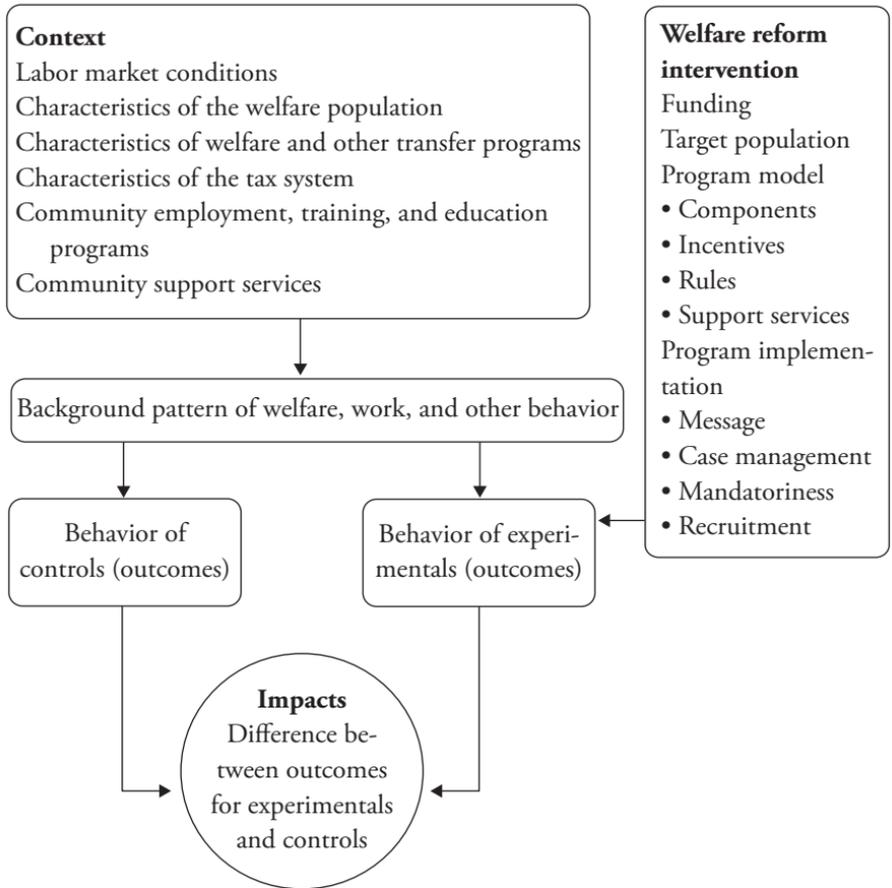


Figure 1.1 Factors Affecting the Impacts of Welfare Reform Programs



Source: Authors' adaptation based on Gueron and Pauly (1991, figure 2.1).

Table 2.1 **Timeline of the National Supported Work Demonstration and Related Events**

Date	Event
January 1974	Six-member advisory committee first meets
June 1974	Creation of Manpower Demonstration Research Corporation (MDRC)
August 1974	MDRC selects Mathematica Policy Research to conduct impact and benefit-cost analysis
October 1974	Grinker becomes first president of MDRC
March 1975	Start of program operations
1975–1981	Publication of reports on implementation and impacts
1980	Publication of MDRC's summary book on Supported Work demonstration
November 1980	Ronald Reagan elected president

Source: Author's compilation.

Table 2.2 **Percentage Employed Some Time Between Nineteenth and Twenty-Seventh Month after Random Assignment in Supported Work**

Target group	Program group	Control group	Difference
AFDC recipients	49.1	40.6	8.5**
Former addicts	56.5	53.0	3.5
Former offenders	56.5	53.3	3.2
Youth	62.6	62.6	0.0

Source: Author's compilation based on MDRC Board of Directors (1980, tables 9-1, 9-2, 9-3, and 9-4).

**Statistically significant at the 5 percent level.

Table 3.1 **Timeline of the WIN Labs and Related Events**

Date	Event
Spring 1977	Department of Labor invites MDRC to oversee the WIN Labs and approves planning proposal
November 1978	Random assignment begins in Louisville study of individual job search
1980–1983	MDRC publishes findings on individual job search experiment
October 1980	Random assignment begins in Louisville study of group job search (job clubs)
January 1981	Ronald Reagan inaugurated
1981	Reagan administration begins to close down the WIN labs

Source: Author's compilation.

Table 4.1 **Timeline of the Work/Welfare Demonstration and Related Events**

Date	Event
November 1980	Ronald Reagan elected president
May 1981	MDRC lays off 45 percent of staff
August 1981	Congress passes Omnibus Budget Reconciliation Act (OBRA)
October 1981	HHS cancels planned federal study of OBRA changes
October and November 1981	Grinker announces resignation; Nathan replaces Ginzberg as MDRC board chair
May 1982	MDRC submits proposal to Ford Foundation for challenge grant to fund Work/Welfare demonstration
July 1982	Blum becomes president of MDRC
1982–1984	Eight states sign on
1984–1988	MDRC publishes interim and final state reports
August 1986	Gueron becomes president of MDRC
1986–1987	MDRC and Ford publish synthesis monographs
October 1988	Reagan signs Family Support Act

Source: Author's compilation.

Table 4.2 Key Characteristics of Projects in the Work/Welfare Demonstration

Location and program	Model	Study area	Target group	Sample size
Arkansas WORK program	Mandatory. Job search workshop followed by individual job search and twelve weeks of unpaid work experience	Two of seventy-five counties (includes Little Rock)	AFDC applicants and recipients with children aged three or older	1,153
Baltimore Options program	Mandatory. Choice of individual or group job search, thirteen weeks of unpaid work experience, education, job skills training, on-the-job training	Ten of eighteen welfare offices	AFDC applicants and recipients with children aged six or older	2,823
			AFDC-UP applicants and recipients with children of any age	349
Cook County WIN demonstration	Mandatory. Two programs: individual job search, and individual job search followed by thirteen weeks of unpaid work experience	Countywide (includes Chicago)	AFDC applicants and recipients with children aged six or older	11,912

San Diego Job Search and Work Experience demonstration	Mandatory. Two programs: job search workshop and job search workshop followed by thirteen weeks of unpaid work experience	Countywide	AFDC applicants with children aged six or older	3,591
			AFDC-UP applicants with children of any age	3,406
Virginia Employment Services program	Mandatory. Individual or group job search followed by thirteen weeks of unpaid work experience	Eleven of 124 local welfare agencies representing the statewide program	AFDC applicants and recipients with children aged six or older	3,149
West Virginia Community Work Experience Program	Mandatory. Unpaid work experience of unlimited duration	Nine of twenty-seven administrative areas	AFDC applicants and recipients with children aged six or older	3,695
Maine Training Opportunities in the Private Sector program	Voluntary. Employability training, twelve weeks of unpaid work experience, and on-the-job training funded by grant diversion	Statewide	AFDC recipients on welfare for at least six months with children of any age	456
New Jersey Grant Diversion program	Voluntary. On-the-job training funded by grant diversion	Nine of twenty-one counties	AFDC recipients over the age of eighteen with children of any age	1,943

Source: Author's adaptation, based on Gueron 1987, Table 1, and Gueron and Pauly 1991, Table 3.1.

Table 5.1 Institutional Home of Howard Rolston Within HHS, 1978 to 2004

Date	Event
1978–1980	Welfare Reform Planning Group, Social Security Administration
1980–1986	Office of Family Assistance, Social Security Administration —State Data and Program Characteristics Branch, 1980–1981 —Division of Research, Evaluation, and Statistics, 1981–1985 —Office of Policy and Evaluation, 1985–1986
1986–1991	Office of Policy and Evaluation, Family Support Administration
1991–1995	Office of Policy and Evaluation, Administration for Children and Families
1995–2004	Office of Planning, Research, and Evaluation, Administration for Children and Families

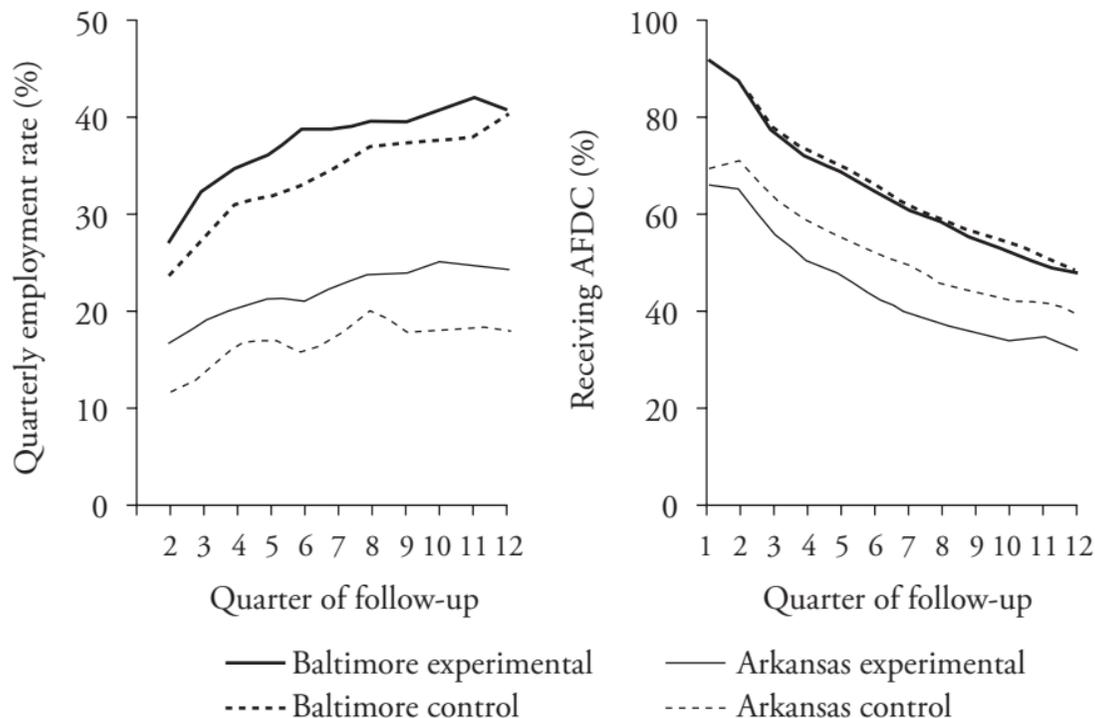
Source: Author's compilation.

Table 5.2 **Timeline of the Rebuilding of HHS Research Capacity and Related Events**

Date	Event
June 1981	First CWEP request for proposals issued
August 1981	OBRA becomes law
October 1981	First CWEP request for proposals canceled
May 1982	Second CWEP request for proposals issued
July 1982	MDRC briefs OFA on Work/Welfare demonstration
Fall 1982	All-day briefing at MDRC on Work/Welfare demonstration
December 1982	Research authorities and budgets transferred to OFA
Spring 1983	Jo Anne Barnhart becomes associate commissioner for family assistance
May 1983	Grant diversion request for proposals issued
June 1984	Saturation Work request for proposals issued
April 1986	Family Support Administration is created, with Wayne Stanton as its assistant secretary
May 1986	Teen Parent demonstration request for proposals issued

Source: Author's compilation.

Figure 6.1 Trends in Average Quarterly Employment Rates and AFDC Receipt, Arkansas and Baltimore



Source: Author's compilation based on Gueron and Pauly (1991, figures 4.4 and 4.6).

Table 7.1 **Timeline of the Welfare Waiver Story and Related Events**

Date	Event
July 1985	HHS offers North Carolina waivers for random assignment
February 1987	Reagan administration budget proposes waiver authority for a number of low-income programs
February 1987	Wisconsin governor Tommy Thompson meets with HHS secretary Otis Bowen to describe upcoming waiver request
July 1987	President Reagan creates ILIOAB
August 1987	OMB proposes randomly assigned cost control group
September 1987	HHS approves New Jersey demonstration without random assignment
November 1987	ILIOAB adopts guidelines with random assignment as the preferred design
April 1989	President George H. W. Bush creates the LIOB and directs it to provide substantial deference to state requests for nonrandom assignment designs
February 1992	Bush administration budget announces states as laboratories initiative
April 1992	Wisconsin governor Tommy Thompson agrees to random assignment for Bridefare
February 1993	President Bill Clinton tells governors of his support for waiver flexibility
August 1996	Temporary Assistance for Needy Families (TANF) becomes law, rendering waivers irrelevant

Source: Author's compilation.

Table 8.1 MDRC Welfare Experiments, by Priority Question, 1986 to 2000

Welfare-to-Work Programs					
Emphasizing Basic Education	Universal or Including Mothers of Small Children	Learnfare, Teen Mothers	Financial Work Incentives	Noncustodial Fathers	Time Limits on Welfare
California GAIN ² Florida PI ² HHS JOBS evaluation ² Los Angeles Jobs-First GAIN		Ohio LEAP, New Chance ¹	MFIP ² New Hope ² Canada SSP ²	Parents' Fair Share ¹	Vermont Welfare Restructuring Project Florida Family Restructuring Program Connecticut Jobs First Program

Source: Author's compilation.

¹Homegrown demonstrations in multiple sites.

²Focus of chapters 8, 9, or 10.

Table 8.2 **Timeline of California GAIN Evaluation and Related Events**

Date	Event
1982–1988	MDRC's Work/Welfare demonstration, includes first San Diego random assignment study
1984–1988	MDRC shares results from San Diego and other sites
1985–1989	San Diego SWIM experiment
September 1985	California passes GAIN legislation
January 1986	MDRC begins GAIN evaluation
1987–1991	MDRC publishes GAIN implementation and participation findings
March 1988	Random assignment starts in first GAIN county
October 1988	President Reagan signs Family Support Act establishing JOBS program
1989	GAIN becomes largest state JOBS program
1992–1994	MDRC publishes GAIN impact and benefit-cost findings
July 1996	MDRC publishes working paper on five-year GAIN impacts
August 1996	President Clinton signs PRWORA, replacing AFDC entitlement with TANF block grants to states, tougher work requirements, and a lifetime five-year limit on federal assistance

Source: Author's compilation.

Table 8.3 **GAIN's Impact on Average Earnings of Single Mothers**

Country and subgroup	GAIN group (\$)	Control group (\$)	Difference (\$)	Percentage change
Riverside	16,974	11,936	5,038***	42
Do not need education	24,046	18,121	5,924***	33
Need education	12,307	7,797	4,510***	58
San Diego	18,193	15,318	2,875***	19
All six counties	15,067	12,215	2,853***	23

Source: Author's compilation based on Freedman et al. (1996, tables 1, 2, and 3).

Note: Data are average total earnings of single mothers in the five years following random assignment. Averages include zero values for women who were not employed.

***Statistically significant at the 1 percent level.

Table 8.4 **Timeline of Florida Project Independence Evaluation and Related Events**

Date	Event
June 1987	Florida legislature creates Project Independence
May 1988	Ford Foundation awards MDRC second welfare challenge grant
October 1988	President Reagan signs Family Support Act, creating JOBS program
September 1989	HHS selects MDRC to evaluate the JOBS program
October 1989	MDRC starts Project Independence evaluation
January 24, 1990	Florida assemblyman proposes ban on control group research
February 11, 1990	Texas newspaper condemns HHS random assignment study
February 12, 1990	HHS secretary halts Texas study
March 7, 1990	Florida legislature lets random assignment study proceed
April 1995	MDRC publishes final Project Independence impact and benefit-cost report

Source: Author's compilation.

Table 9.1 **Timeline of JOBS Evaluation Design Planning and Related Events**

Date	Event
October 1988	Family Support Act signed
March 1989	Decision memorandum recommends initiating the JOBS evaluation
June 1989	Request for proposals issued
September 1989	Contract awarded to MDRC
Fall 1989 through the end of 1990	Postaward redesign period
November 9–10, 1989	National Academy of Sciences meeting
March 1990	Contract modified to include JOBS Child Impact study
June 1995	First impact report on three labor force–human capital sites issued
December 2001	Final report issued

Source: Author's compilation.

Table 10.1 **Timeline of Earnings Supplement Experiments and Related Events**

Date	Event
June 1991	Canadian government invites MDRC to help set up and test the Self-Sufficiency Project (SSP)
December 1991	Social Research and Demonstration Corporation (SRDC) created
September 1992	Ford Foundation approves third welfare challenge grant
November 1992	Bill Clinton elected president
November 1992	SSP operations begin
1993	Minnesota (MFIP) and New Hope studies begin
1993	Congress substantially increases EITC
1995–2003	SRDC publishes results on SSP
1995–2005	MDRC publishes results on MFIP and New Hope
August 1996	President Clinton signs Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA)
1999	MDRC launches the Next Generation collaboration to synthesize child and family impacts
2001–2002	MDRC publishes reports and briefs from Next Generation collaboration

Source: Author's compilation.

Table 10.2 Trade-Off in Benefits from Two Reform Strategies

Goal	Earnings supplement	Welfare-to-work mandate
Reduces poverty	Yes	Usually no; at best, small
Benefits young children	Yes	No
Increases work	Usually yes	Yes
Saves money	No	Often yes, but depends on design
Reduces welfare	Depends on design	Yes

Source: Author's compilation.

Table 11.1 **Timeline of the Post-TANF Story and Related Events**

Date	Event
April 1993	Decision to initiate the Post-Employment Services demonstration
June 1996	Initiation of Project to Evaluate Child Impacts of State Waiver Policies
August 1996	TANF replaces AFDC
November 1996	ACF Announces Funding to Continue State Waiver Evaluations
November 1996	First meeting of states and evaluators to design Child Impact study measures
September 1997	Five states awarded funds to measure child impacts in random assignment waiver evaluations
November 1998	First meeting with states to plan Employment Retention and Advancement project
September 1999	Contract awarded to MDRC for Employment Retention and Advancement demonstration
September 2001	Contract awarded to MDRC for Enhanced Services for the Hard-to-Employ demonstration
March 2004	Final Five-State Child Impact study report issued
April 2010	Final Employment Retention and Advancement demonstration report issued
March 2012	Final Hard-to-Employ demonstration report issued

Source: Author's compilation.

Table 11.2 Six Major Features of AFDC and TANF

Substantive area	AFDC	TANF
Definition of family unit and how income and resources affect eligibility and benefits	Highly prescriptive federal rules	State determined, except for requirement that family include a minor child
Individual receipt of benefits	Indefinite individual entitlement to benefits	No individual entitlement; federal benefits limited to five years (with 20 percent exception for state)
Federal and state funding	State entitlement with federal funds matching state dollars on an open-ended basis	State entitlement to a fixed block grant and requirement for state maintenance of effort
Work requirements on states	Modest participation rate standards with flexible activities	Higher participation rate standards with narrower list of countable activities
Existing waiver demonstrations	States required to comply with terms and conditions, including evaluation (usually random assignment)	State able to temporarily continue policies even where inconsistent with TANF with no evaluation requirement (section 415)
Research funding	State evaluation costs matched 50-50 with federal dollars	Federal research funding of \$15 million annually (section 413)

Source: Author's compilation.