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Initial Findings on Mobility and Employment of Public Assistance Recipients in Milwaukee County and Factors Relating to Changes in W-2 Regions Over Time

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Initial Findings on Mobility and Employment of Public Assistance Recipients in Milwaukee County and Factors Relating to Changes in W-2 Regions Over Time

A technical assistance paper developed for the Private Industry Council of Milwaukee County to describe the Milwaukee County public assistance caseload and to assess changes in caseload composition and residence by W-2 regions.



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A technical assistance paper developed for the Private Industry Council of Milwaukee County to describe the Milwaukee County public assistance caseload and to assess changes in caseload composition and residence by W-2 regions.

by

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April 1997

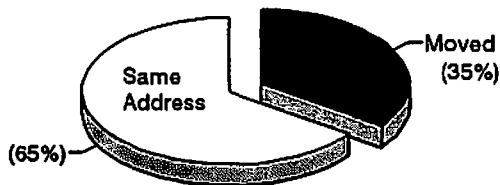
Executive Summary

At the request of the Private Industry Council of Milwaukee County, the Employment and Training Institute examined computerized caseload data of Milwaukee County Aid to Families with Dependent Children (AFDC), Food Stamps and Medical Assistance cases in December 1995 and September 1996. All analyses in this report are limited to families with dependent children expected to work under W-2, the state's new welfare initiative, and exclude families in SSI casehead or kinship care status. Caseload changes were examined for each of six W-2 regions created by the State of Wisconsin to administer welfare programs in Milwaukee County. Residential and employment addresses for all cases were matched with U.S. Census Tiger files to establish a census tract and W-2 region location. Use of December 1995 and September 1996 caseload data allows comparisons of mobility and aid status by W-2 region and provides some initial measure of case closures, recidivism and new cases entering the system. While the volume of cases in and out of assistance groups is only partially captured using two points in time, this approach provides a better picture of population movement and overall volume of public assistance cases in Milwaukee County than a one-month snapshot.

MOBILITY RATES

■ The residential mobility of the AFDC population was measured for those cases on AFDC in December 1995 and also having an address in the September 1996 file. More than one-third (35 percent) of the AFDC cases changed their home address between December 1995 and September 1996, and 21 percent changed W-2 regions.

**AFDC Families Who Changed Addresses
December 1995, September 1996**



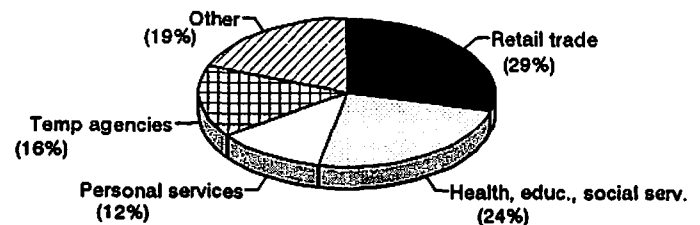
EMPLOYMENT TRENDS

■ The percentage of AFDC cases expected to work with reported earned income rose from 16 percent in December 1995 to 20 percent in September 1996. Almost three-fourths (73 percent) of the AFDC cases which left AFDC and Food Stamps but retained Medical Assistance coverage had earnings.

■ September 1996 AFDC cases reporting earned income and listing an employer were examined to assess the level of employment, wages paid, type of company and distance to work. Most workers were concentrated in low paying jobs in retail trade; health, education and social services; personal

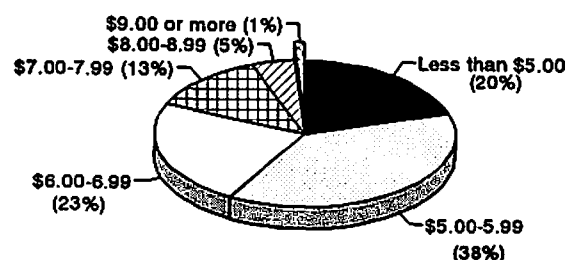
services; and temporary agencies. These included food and beverage jobs; non-food retail sales; hotel and motel related jobs; janitorial and cleaning work; security jobs; entry-level jobs in nursing homes, hospitals and child care centers; clerks and tellers.

**Where Employed AFDC Caseheads Work
September 1996**



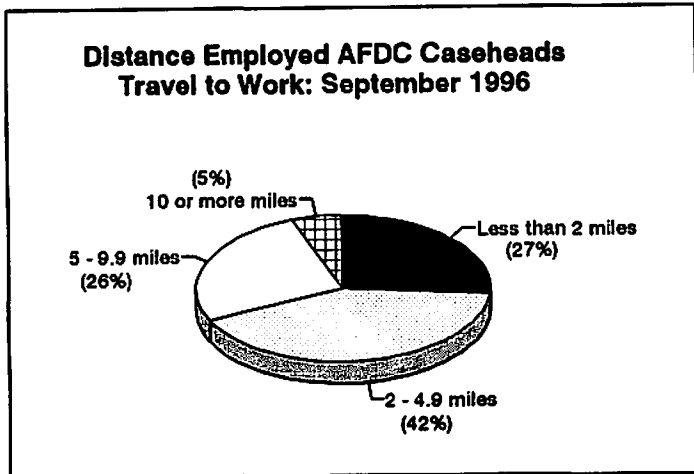
■ The average wage of employed AFDC caseheads was \$5.90 an hour in September 1996; 58 percent of employed cases earned less than \$6.00 an hour, and 81 percent earned less than \$7.00 an hour.

**Hourly Earnings of Employed AFDC Cases
September 1996**



DISTANCE TO WORK

■ Most employed AFDC recipients were working close to their residence. The distance to work for the AFDC-employed population reporting earnings and specifying the employer averaged 4.3 miles.



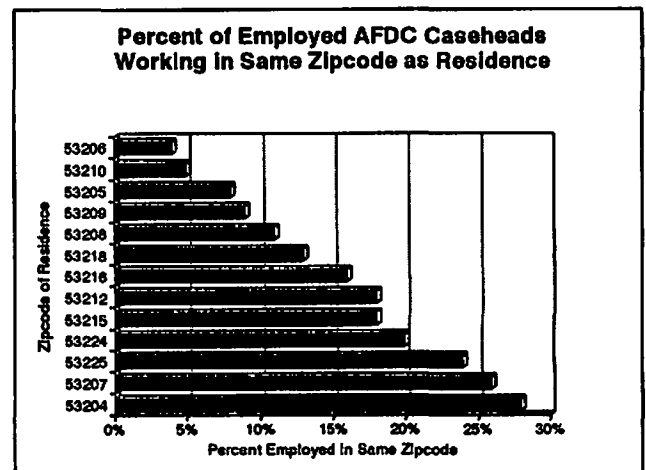
■ Distance traveled related directly to hourly wages with 42 percent of workers earning \$4.00-4.99 an hour employed less than 2 miles from their homes compared to 14 percent of workers earning \$8.00 or more per hour. Individuals traveled further to their place of employment as the wage per hour increased.

**Average Distance to Work by Wages Earned
(Employed AFDC Caseheads, September 1996)**

Hourly Wage Earned	Avg. Distance
Less than \$5.00	3.7 miles
\$5.00 - 5.99	3.8 "
\$6.00 - 6.99	4.9 "
\$7.00 - 7.99	5.2 "
\$8.00 - 8.99	5.3 "
\$9.00 or more	5.8 "

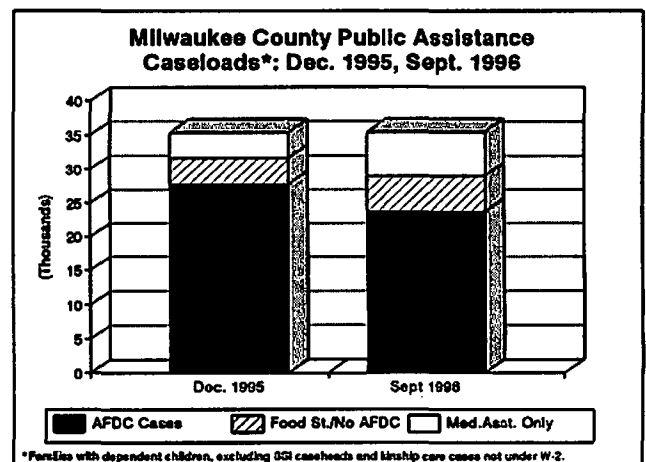
■ Distance to work varied considerably by zip code of residence. Over half of employed caseheads living in zipcode areas 53204, 53205, 53211, 53213 and 53215 worked within a 3-mile radius, while less than one-third of caseheads living in zipcode areas 53209, 53210, 53216, 53218 and 53233 worked within a 3-mile radius.

■ The neighborhoods least likely to have a person living and working in the same zip code were located in the poorest areas of the central city where the AFDC population is most heavily concentrated. Here, the combination of few jobs and large numbers of AFDC recipients results in less than 10 percent of employed caseheads on AFDC living and working in the same zip code. Conversely, cases most likely to live and work in the same zip code reside in neighborhoods which (with the exception of 53204) are less poor and have relatively fewer cases on AFDC.



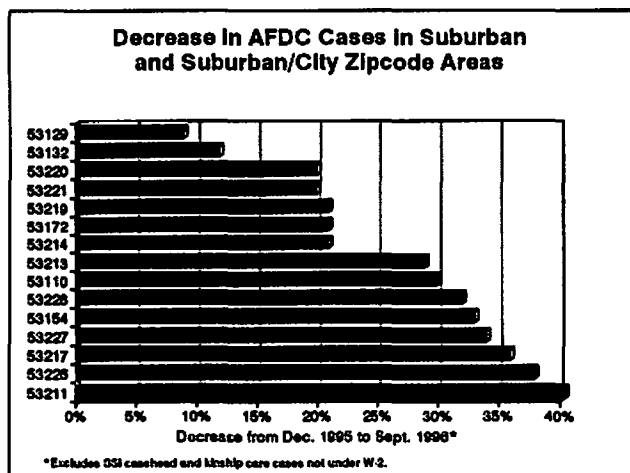
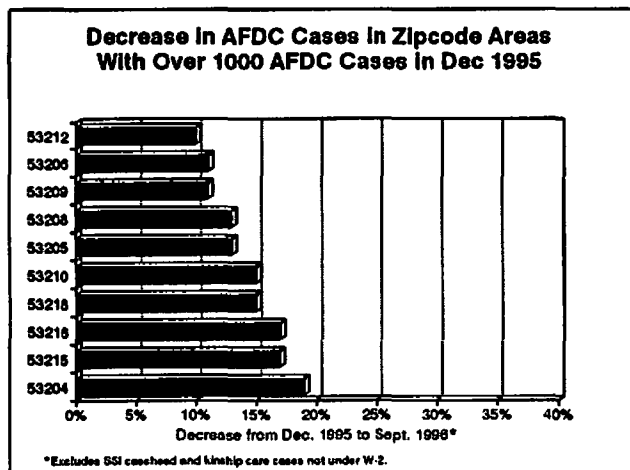
AFDC CASELOAD CHANGES

■ While the AFDC caseload has declined 15 percent, Food Stamps cases not on AFDC have increased 37 percent, and Medical Assistance only cases increased 72 percent. Some public assistance cases closed for all types of aid, but the addition of new cases together with cases previously on assistance has accounted for almost no net change in total public assistance cases in Milwaukee County.



■ Most (87 percent) of the 27,725 cases on AFDC in December 1995 remained on some type of public assistance in September 1996 -- 19,182 remained on AFDC, 2,529 on Food Stamps and 2,409 on Medical Assistance only, while 3,605 cases left all three of the public assistance programs.

■ The AFDC population is heavily concentrated in central city neighborhoods of Milwaukee, with 81 percent living in 10 zip codes. Compared to cases in the rest of Milwaukee County, these cases are much less likely to be employed, have less education, are more likely to stay on AFDC, and are more likely to move.

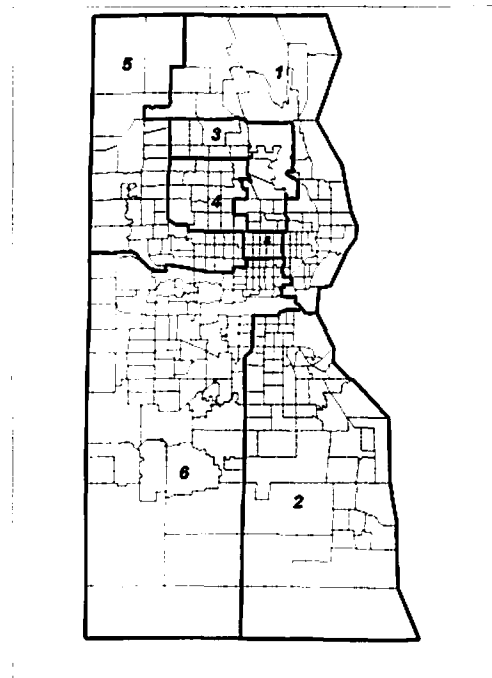


■ Demographic changes were seen in the residual caseload on AFDC in September 1996. AFDC cases were increasingly made up of caseheads with younger children, less education, more minorities and less likely to receive child support.

■ The AFDC case records showed that 8,543 AFDC cases or almost one-third (31 percent) of the 27,725 December 1995 active AFDC cases expected to work under W-2 had left AFDC by

September 1996. Of the closed AFDC cases with active records in September 1996, 68 percent showed earnings, 33 percent had other sources of unearned income, while 18 percent reported no earnings or other income. The importance of SSI for children as a major source of other income was evident in the 15 percent of cases receiving up to \$530 per month for each child eligible.

MILWAUKEE COUNTY W-2 REGIONS



■ Rates of out-migration and in-migration varied considerably by region, with the lowest rates of migration in Region 2 (10 percent moved out and 10 percent moved in). The highest rates of regional migration were in Region 4 (25 percent moved out, 25 percent moved in) and Region 5 (24 percent moved out, 26 percent moved in).

■ The low regional migration in Region 2 is at least partially explained by the presence of the Menomonee River valley and downtown business district which separate it from northside neighborhoods; 70 percent of Region 2 cases which change regions move into Region 6 neighborhoods directly to the west. Other regions have neighborhoods which touch in the heavily concentrated central city north area, thereby increasing the likelihood of regional migration.

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Methodology

Computerized caseload data on the Milwaukee County public assistance population were used to assess the impact of mobility and other factors on the proposed W-2 regions within Milwaukee County. December 1995 and September 1996 data were used to identify the population expected to work under W-2, i.e. families with dependent children not excluded due to SSI casehead or kinship care status. **All analyses in this report are limited to families with dependent children, excluding families in SSI casehead or kinship care status.**

Previous analysis of the W-2 regions attempted to estimate those cases likely to make up the September 1997 initial W-2 population (21,328 cases) and did not include AFDC-sanctioned cases or AFDC cases with very low AFDC checks expected to leave prior to W-2. (See pp. 27-28) Additionally, those cases active in the public assistance file but not currently on AFDC were included in this analysis, expanding the population to include cases eligible for food stamps or medical assistance. Using both the December 1995 and September 1996 caseload data allows comparison of mobility and aid status by region and provides some initial measure of case closures, recidivism and new cases entering the system. Because the analysis is limited to two points in time, however, cases moving in and/or out of the public assistance system during the intervening months are not considered. As a result, the total population active during the nine month period from December 1995 through September 1996 is understated.

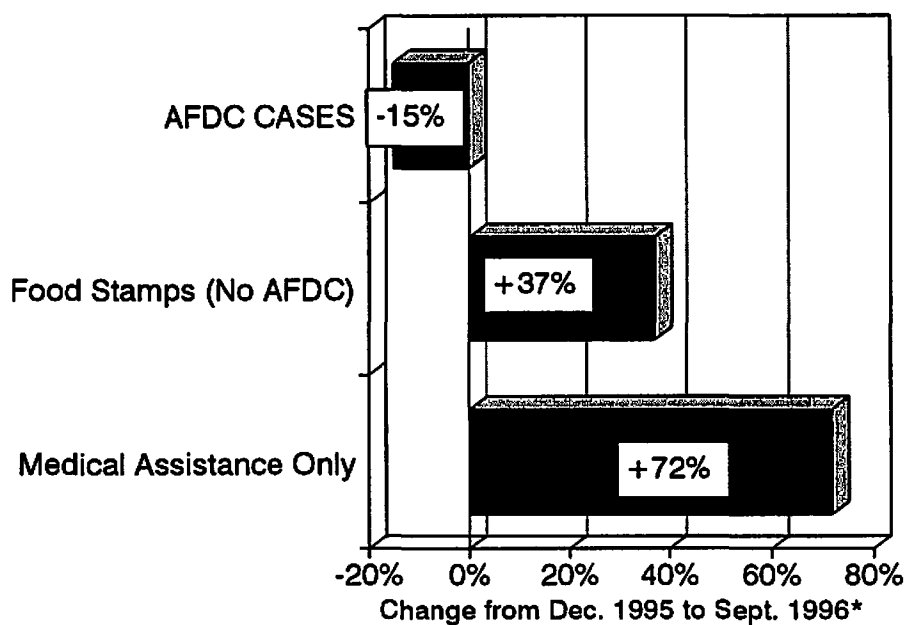
W-2 boundaries were detailed for six regions in Milwaukee County using U.S. census tracts as the basis for dividing the county into demographically similar regions as required by state officials and defined by the Private Industry Council of Milwaukee County. Residential and employment addresses for all cases in the December 1995 and September 1996 public assistance files were matched with U.S. Census Tiger files to establish a geographic census tract location, and W-2 region assignment used for measuring residential and regional mobility.

Public Assistance Caseload Changes: December 1995 and September 1996 ▼

December 1995 and September 1996 caseload data for Milwaukee County were used to provide a picture of caseload changes resulting from the decline in AFDC cases and to describe the movement of cases in and out of the AFDC, Food Stamps and Medical Assistance categories of aid. Overall, caseload records for a given month present only one snapshot of the population active in a year. They do not capture the large number of cases going on or off aid or moving from one level of assistance to another. While the volume of cases in and out of assistance groups is only partially captured using two points in time, it provides a better picture of the movement of the population and the overall volume of public assistance cases than a one-month snapshot.

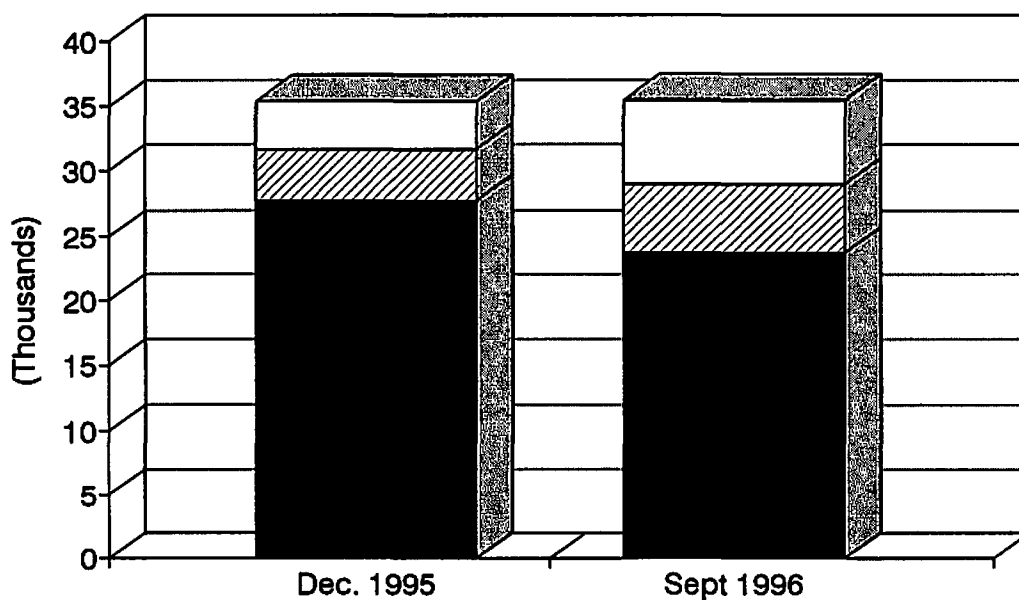
Active assistance groups were compared for December 1995 and September 1996 for cases subject to W-2, i.e., families with dependent children and not excluded due to SSI casehead or NLRR (non-legally responsible relative) status. The comparison shows that while the Milwaukee County AFDC caseload has declined 15 percent, Food Stamps cases not on AFDC have increased 37 percent, and Medical Assistance only cases have increased 72 percent, resulting in almost no net change in the number of cases on assistance. Because almost all AFDC cases are also on Food Stamps and Medical Assistance, the closure of an AFDC group often results in the case remaining open for Food Stamps or Medical Assistance. Similarly, most non-AFDC families on Food Stamps are also on Medical Assistance (84 percent). While some cases closed for all types of aid, the addition of new cases together with cases previously on assistance accounted for almost no net increase or decrease in total public assistance cases in Milwaukee County.

Change in Milwaukee County Public Assistance Cases: Dec. 1995, Sept. 1996



*Excludes SSI casehead and kinship care cases not under W-2.

Milwaukee County Public Assistance Caseloads*: Dec. 1995, Sept. 1996

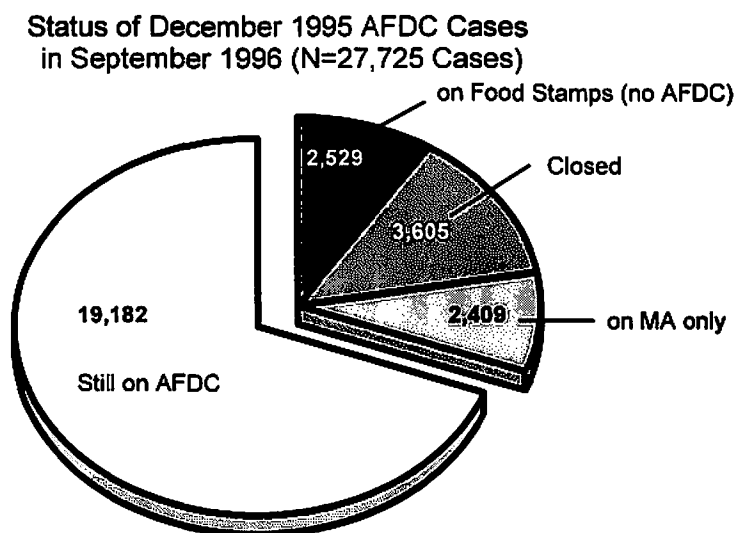


AFDC Cases
 Food St./No AFDC
 Med.Asst. Only

*Families with dependent children, excluding SSI caseheads and kinship care cases not under W-2.

Status of December 1995 AFDC Caseload

The AFDC case records showed that 8,543 AFDC cases or almost one-third (31 percent) of the December 1995 AFDC cases expected to work under W-2 had left AFDC by September 1996. Most (87 percent) of the 27,725 cases on AFDC in December 1995 remained on some type of public assistance in September 1996 with 19,182 remaining on AFDC, 2,529 on Food Stamps (and no AFDC), and 2,409 on Medical Assistance only. 3,605 cases (13 percent) left all three public assistance programs.

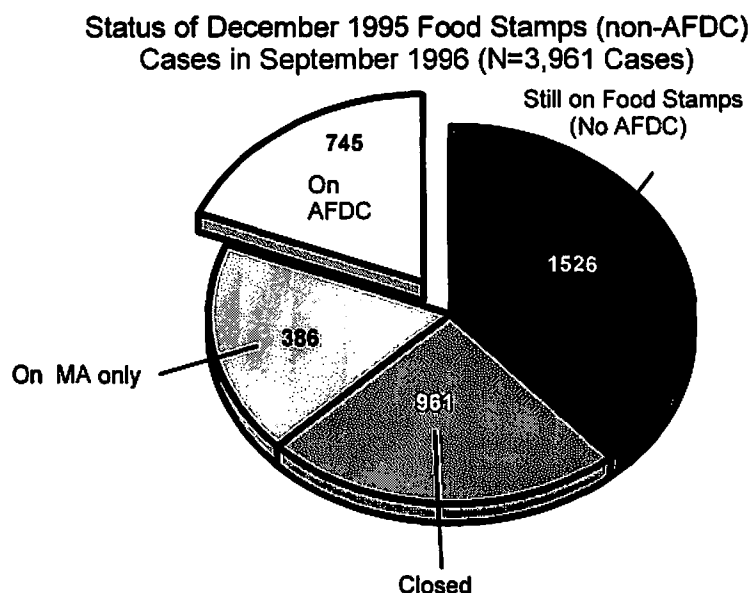


Most of the cases which left AFDC by September 1996 had records in the September files which provide information on sources of earned and unearned income. Of the 5,864 closed AFDC cases with active records in September 1996, 68 percent were working, 33 percent had other sources of unearned income, while 18 percent reported no earnings or other income.¹ Notably, 14 percent of the closed cases had been sanctioned while on AFDC, Food Stamps or both. The importance of SSI for children as a major source of income was evident in the 15 percent of cases receiving up to \$530 per month for each child eligible.

¹ A total of 2,679 cases which left AFDC assistance and were not active in September 1996 had no information on their employment status in the September 1996 file.

Status of December 1995 Food Stamp Cases

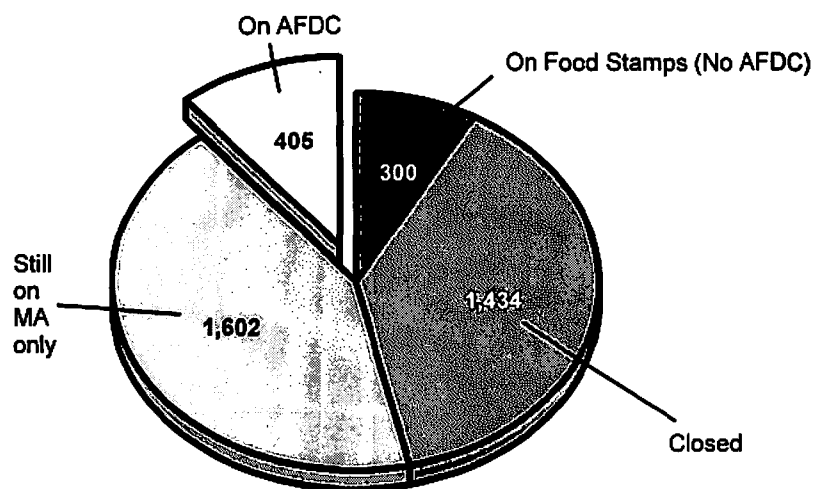
In December 1995, 74 percent of all Food Stamps cases showed earnings and 41 percent showed sources of other income, while 7 percent reported no outside sources of income. Three-fourths of the cases on Food Stamps in December 1995 and eligible for services under W-2 remained on some type of public assistance in September 1996. Of the 3,961 Food Stamp cases active in December 1995 and expected to work under W-2 (i.e., families with dependent children not including SSI caseheads), 39 percent remained on Food Stamps as of September 1996, 19 percent were on AFDC, 18 percent did not receive Food Stamps but remained on Medical Assistance, and 24 percent closed for all types of assistance.



Status of December 1995 Medical Assistance Only Cases

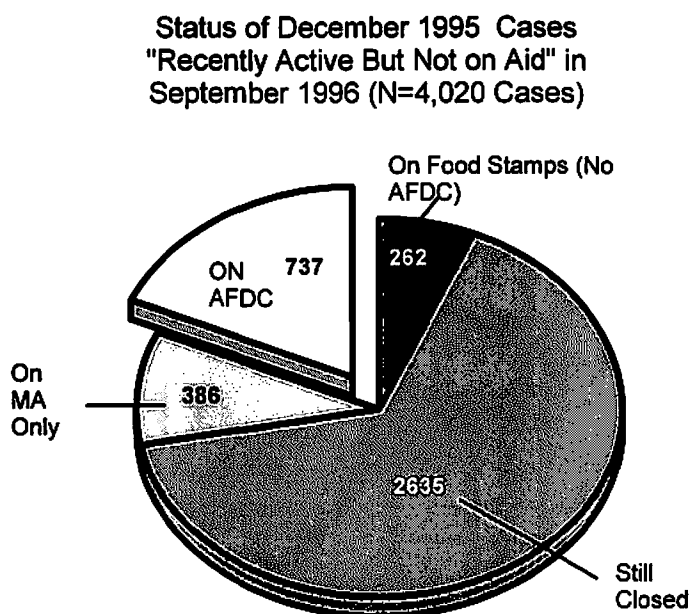
The 3,741 cases which were receiving Medical Assistance and not AFDC or Food Stamps in December 1995 consisted mostly of families reporting earned income in December 1995 (69 percent) and having at least 12 years of schooling (59 percent). Most (62 percent) December 1995 Medical Assistance only cases remained on public assistance in September 1996 with 43 percent (1,602 cases) remaining on Medical Assistance, 11 percent (405 cases) moving onto AFDC, and 8 percent (300 cases) moving onto Food Stamps.

Status of December 1995 MA only Cases in
September 1996 (N=3,741 Cases)



Status of December 1995 Cases Recently Active

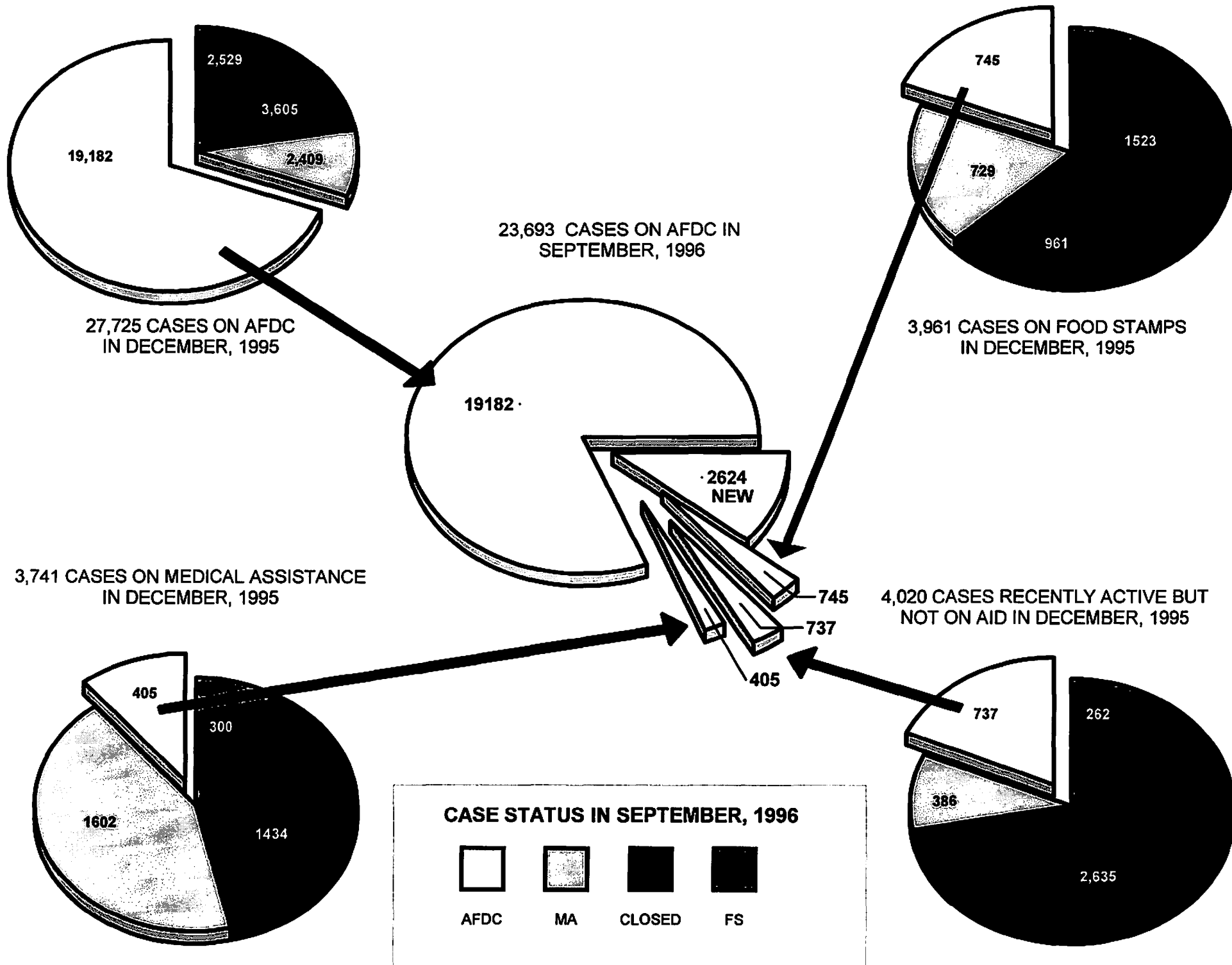
Files for December 1995 included 4,020 cases recently closed or denied aid from October 1995 through December 1995. Over one-third of these cases were on public assistance again in September 1996 with 18 percent (737 cases) on AFDC, 7 percent (262 cases) on Food Stamps and 9 percent (366 cases) on Medical Assistance only.



New Cases on AFDC in September 1996

The September 1996 AFDC caseload included 23,693 cases (excluding cases in SSI casehead and kinship care status). These included: 19,182 AFDC cases active in December 1995, 745 cases on Food Stamps (but not on AFDC) in December, 405 cases on MA only in December, and 737 cases recently active but not on aid in December 1995. In addition, 2,624 cases not in the December 1995 Milwaukee County files were added to the AFDC caseloads.

The graphs on the following page show the movement of cases from one status and assistance group to another focusing on December 1995 cases active or recently active and showing their status and assistance group in September 1996. The movement of cases to AFDC is also shown for September 1996.



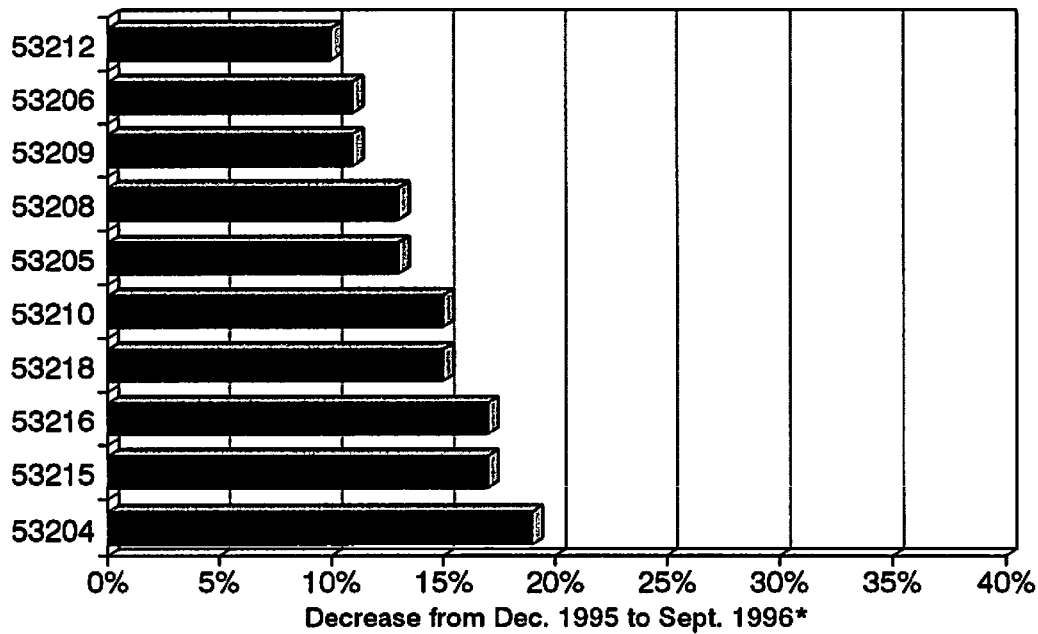
Residential Location and Mobility of the Population on Public Assistance ▼

The residential mobility of the AFDC population was measured for those cases on AFDC in December 1995 and also having an address in the September 1996 file. Overall, 35 percent of cases changed addresses during the nine-month period.

The AFDC population is heavily concentrated in central city neighborhoods of Milwaukee, with 81 percent living in 10 zip code areas: 53204, 53205, 53206, 53208, 53209, 53210, 53212, 53215, 53216 and 53218. The characteristics of cases in these 10 zip code areas are much different than characteristics of cases residing in outlying areas of the county as measured by employment, education, closure rates and mobility.

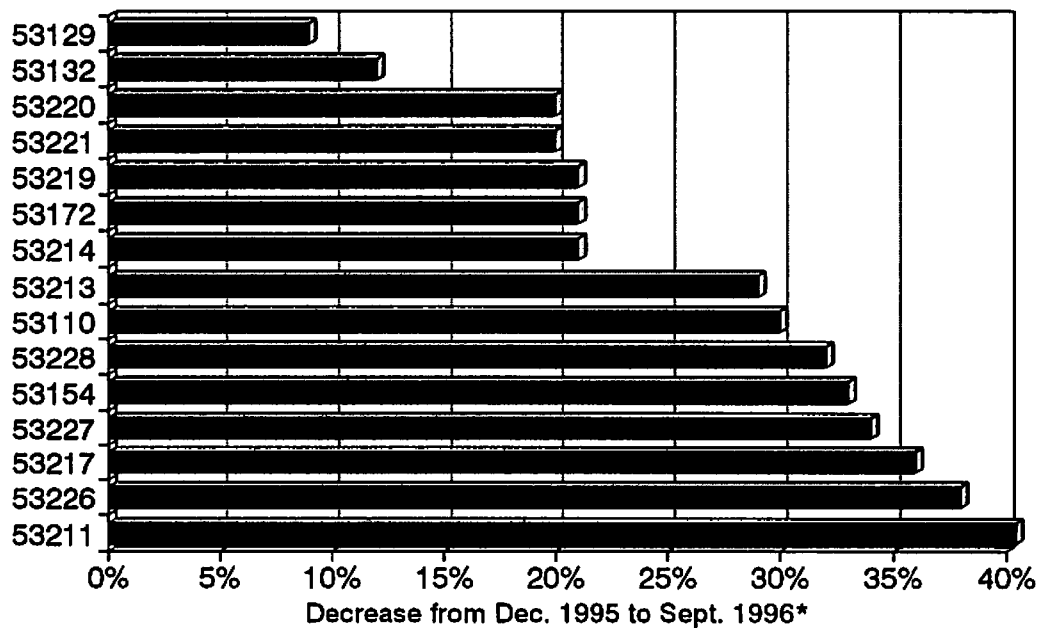
The 19 percent of AFDC cases spread throughout the outlying areas of the county are much more likely to be employed, have more education, are more likely to leave AFDC and are less likely to move. Individual zip code areas, however, vary considerably on closure rates, new cases and net gain/loss in caseload between December 1995 and September 1996. While generally higher AFDC closure rates in outlying zip code areas resulted in large net decreases of cases on AFDC (a 19 percent decrease) during the nine-month period, movement of cases to Food Stamps resulted in larger percent increases in Food Stamps cases (+41 percent) and accounted for an overall percent increase of cases on public assistance (AFDC, Food Stamps, or Medical Assistance) of 3 percent.

Decrease in AFDC Cases in Zipcode Areas With Over 1000 AFDC Cases in Dec 1995



*Excludes SSI casehead and kinship care cases not under W-2.

Decrease in AFDC Cases in Suburban and Suburban/City Zipcode Areas



*Excludes SSI casehead and kinship care cases not under W-2.

Increase in Reported Employment

The percent of AFDC cases reporting earned income rose from 16 percent in December 1995 to 20 percent in September 1996. Thirty-four percent of those December 1995 cases leaving AFDC but remaining on Food Stamps in September 1996 reported earnings (averaging \$457 per month) in December 1995. By September 1996, 75 percent of cases leaving AFDC but remaining on Food Stamps reported earnings (averaging \$953 per month). The importance of other sources of unearned income was evident for the population leaving AFDC but remaining on Food Stamps. There were other sources of unearned income for 35 percent of December 1995 AFDC cases which were no longer on AFDC but remained on Food Stamps in September 1996. For families with earned income, 29 percent reported additional unearned income. Over half (52 percent) of families without earned income reported other income sources. The most commonly reported source of income was SSI for dependent children.

For the 19,182 cases remaining on AFDC in September 1996 the percent with earned income rose to 20 percent. The 2,409 AFDC cases remaining on Medical Assistance only showed reported earnings for 73 percent of cases by September 1996. Without further follow-up, little is known about the balance of cases (3,605) not on any type of aid.

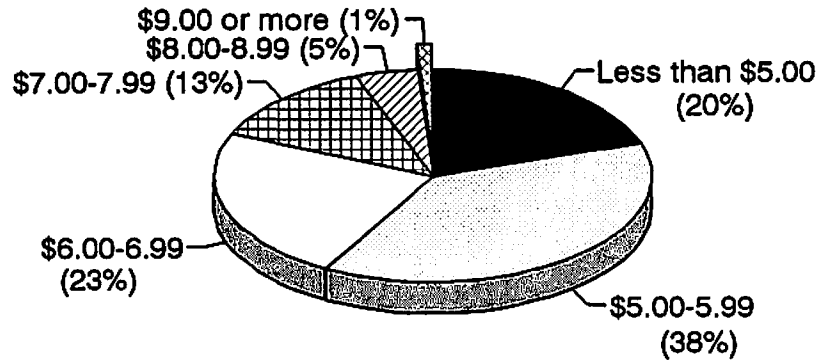
Type of Employment and Reported Wages

September 1996 AFDC cases reporting earned income and listing an employer were examined to assess the level of employment, wages paid, type of company and distance to work. The average wage earned by AFDC recipients was \$5.90 an hour. Most workers earned less than \$7.00 an hour -- with 20 percent earning less than \$5.00, 38 percent earning \$5.00-5.99, and 23 percent earning \$6.00-6.99. Only 6 percent of employed AFDC recipients reported wages of \$8.00 or more an hour. High school graduates fared better than dropouts. Wages for high school dropouts averaged \$5.72 an hour, compared to \$5.97 for high school graduates with no postsecondary education and \$6.12 for graduates with postsecondary education.

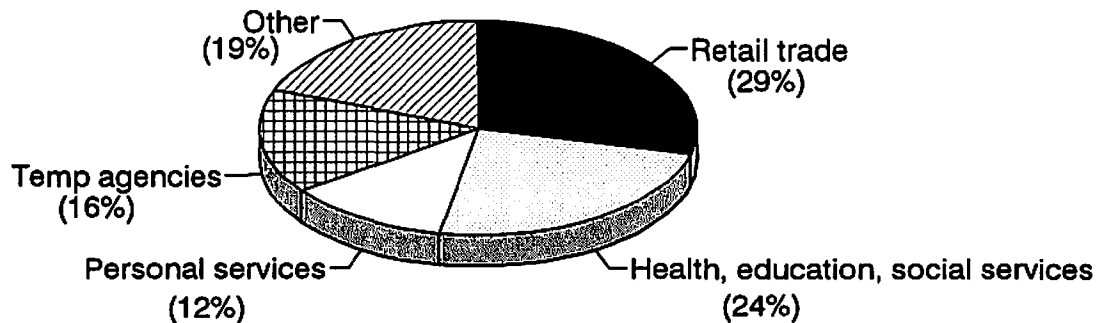
Most workers were concentrated in low paying jobs in the retail trade (29 percent), health, education and social services (24 percent), personal services (12 percent), and temporary agencies (16 percent). Retail sector occupations were most frequently located in food and beverage jobs (56 percent of retail sector jobs) or in retail sales non-food (26 percent). Personal service sector occupations were made up mostly of hotel/motel related jobs (28 percent), janitorial and cleaning work (18 percent), and security jobs (11 percent). Jobs in the health and education service sector consisted primarily of entry-level jobs in nursing homes, hospitals and child care centers. Finance sector occupations were almost all in banking and savings institutions as clerks and tellers.

The retail sector, the largest sector of employment, also paid the lowest wages, with 74 percent of jobs paying less than \$6.00 per hour. The personal services sector was the second in lowest wages paid, with 67 percent below \$6.00 per hour. Somewhat better paying jobs were in finance and transportation sectors with 45 percent of jobs paying \$7.00 or more per hour. In education/health/social services sectors, 33 percent paid \$7.00 per hour or more.

Hourly Earnings of Employed AFDC Cases September 1996



Where Employed AFDC Caseheads Work September 1996



Travel Distance to Work

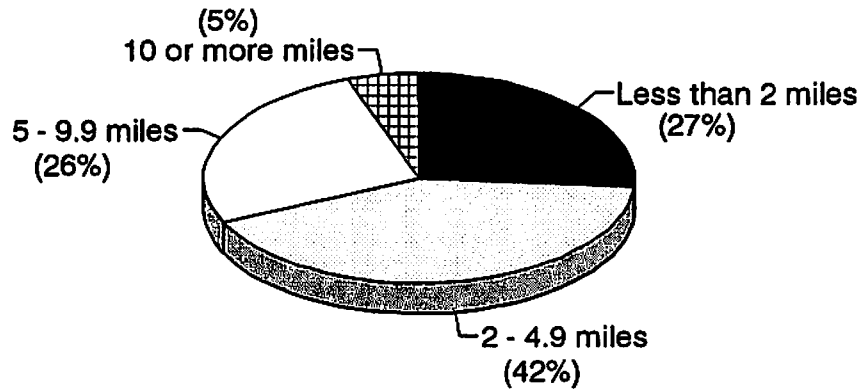
Distance to work for the AFDC-employed population reporting earnings and specifying the employer averaged 4.3 miles. Distance traveled related directly to hourly wages with 42 percent of workers earning \$4.00-4.99 working less than 2 miles of home compared to 13 percent of workers earning \$8.00 or more per hour. Individuals traveled further to their place of employment as the wage per hour increased. Overall, two-thirds of the jobs examined were located less than 5 miles from the home. For lower wage jobs paying \$4.00-\$4.99 per hour, 79 percent were located less than 5 miles from home. For jobs paying \$7.00 per hour or more, 56 percent were within a 5-mile radius.

Average Distance to Work by Wages Earned: Employed AFDC Caseheads, September 1996	
<u>Hourly Wage Earned</u>	<u>Average Miles to Work</u>
Less than \$5.00	3.7 miles
\$5.00 - 5.99	3.8 "
\$6.00 - 6.99	4.9 "
\$7.00 - 7.99	5.2 "
\$8.00 - 8.99	5.3 "
\$9.00 or more	5.8 "

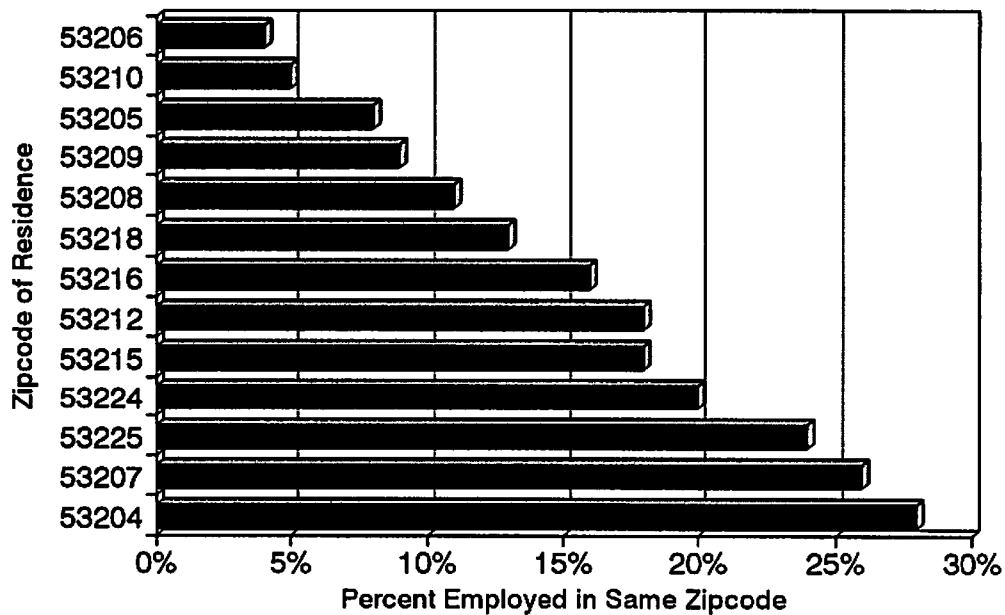
Distance to work varied considerably by zip code of residence. Over half of employed caseheads living in zip code areas 53204, 53205, 53211, 53213 and 53215 worked within a 3-mile radius, compared to less than one-third of employed caseheads living in zip code areas 53209, 53210, 53216, 53218 and 53233.

Travel time to work was also a factor for availability of employment particularly in central city neighborhoods where the concentration of AFDC families is heaviest. Zip codes of both the place of employment and residence were used to gauge availability of jobs compared to residence of employed AFDC caseheads and total population expected to work. The areas least likely to have a person living and working in the same zip code area were located in the poorest neighborhoods of the central city where the AFDC population is most heavily concentrated. Here, the combination of few jobs and large numbers of AFDC recipients results in less than 10 percent of employed AFDC caseheads living and working in the same zip code area. Conversely, cases most likely to live and work in the same zip code live in areas which, with the exception of 53204, are located in less poor neighborhoods and have relatively fewer cases on AFDC.

Distance Employed AFDC Caseheads Travel to Work: September 1996



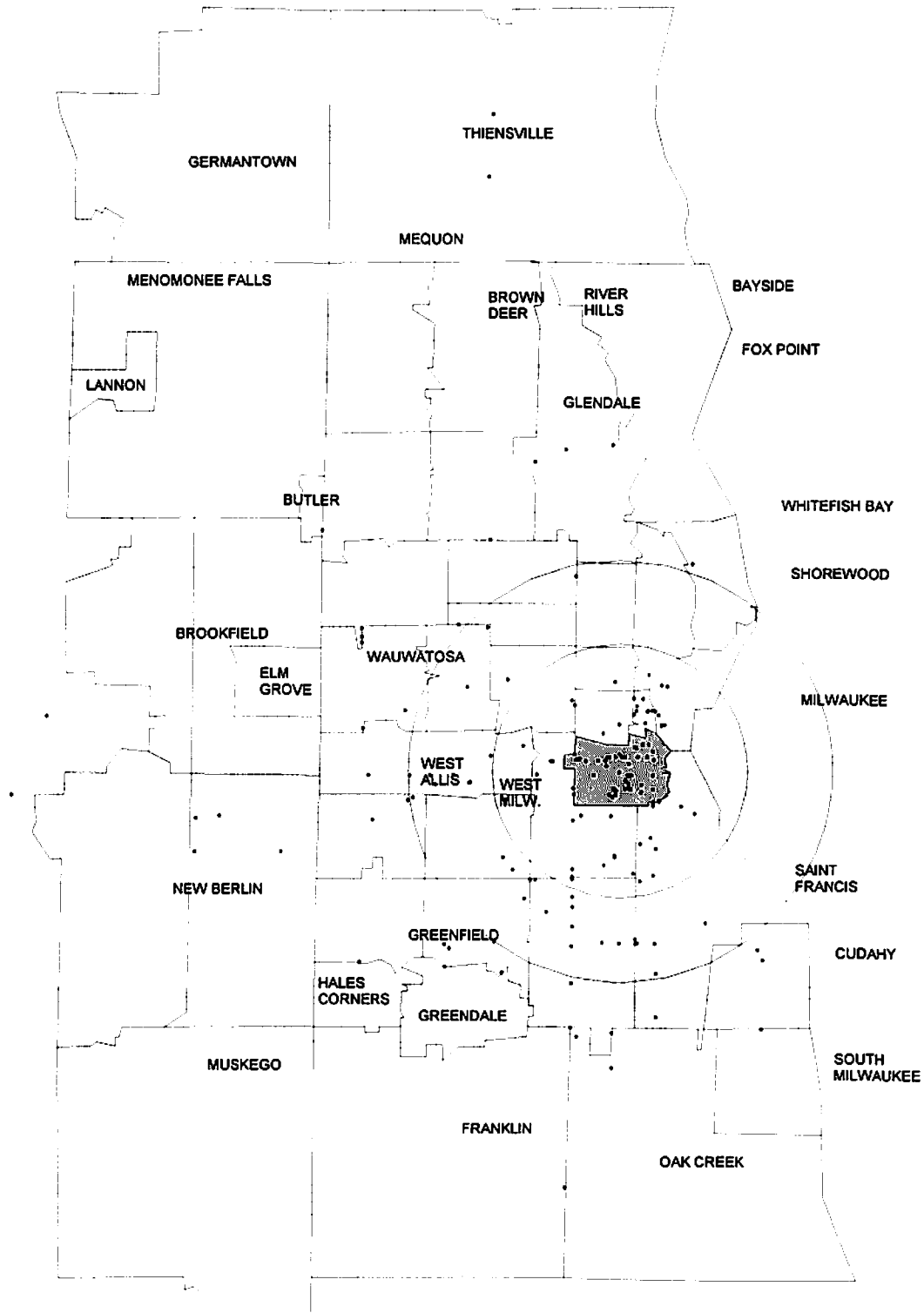
Percent of Employed AFDC Caseheads Working in Same Zipcode as Residence



Place of Work for AFDC Recipients Living in Zipcode 53204

58% within a three mile radius of the center of the zip code

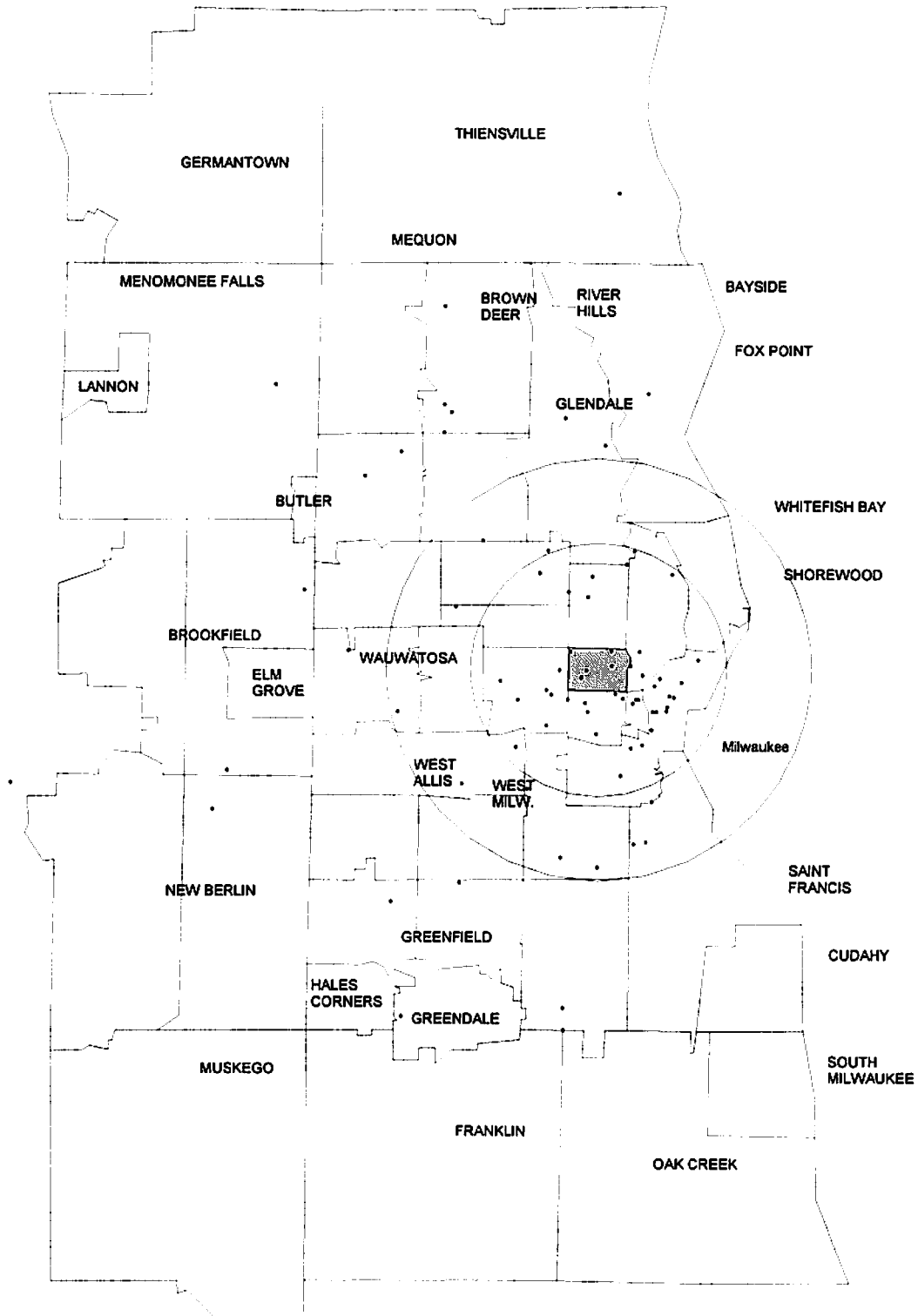
78% within a five mile radius of the center of the zip code



Place of Work for AFDC Recipients Living in Zipcode 53205

57% within a three mile radius of the center of the zip code

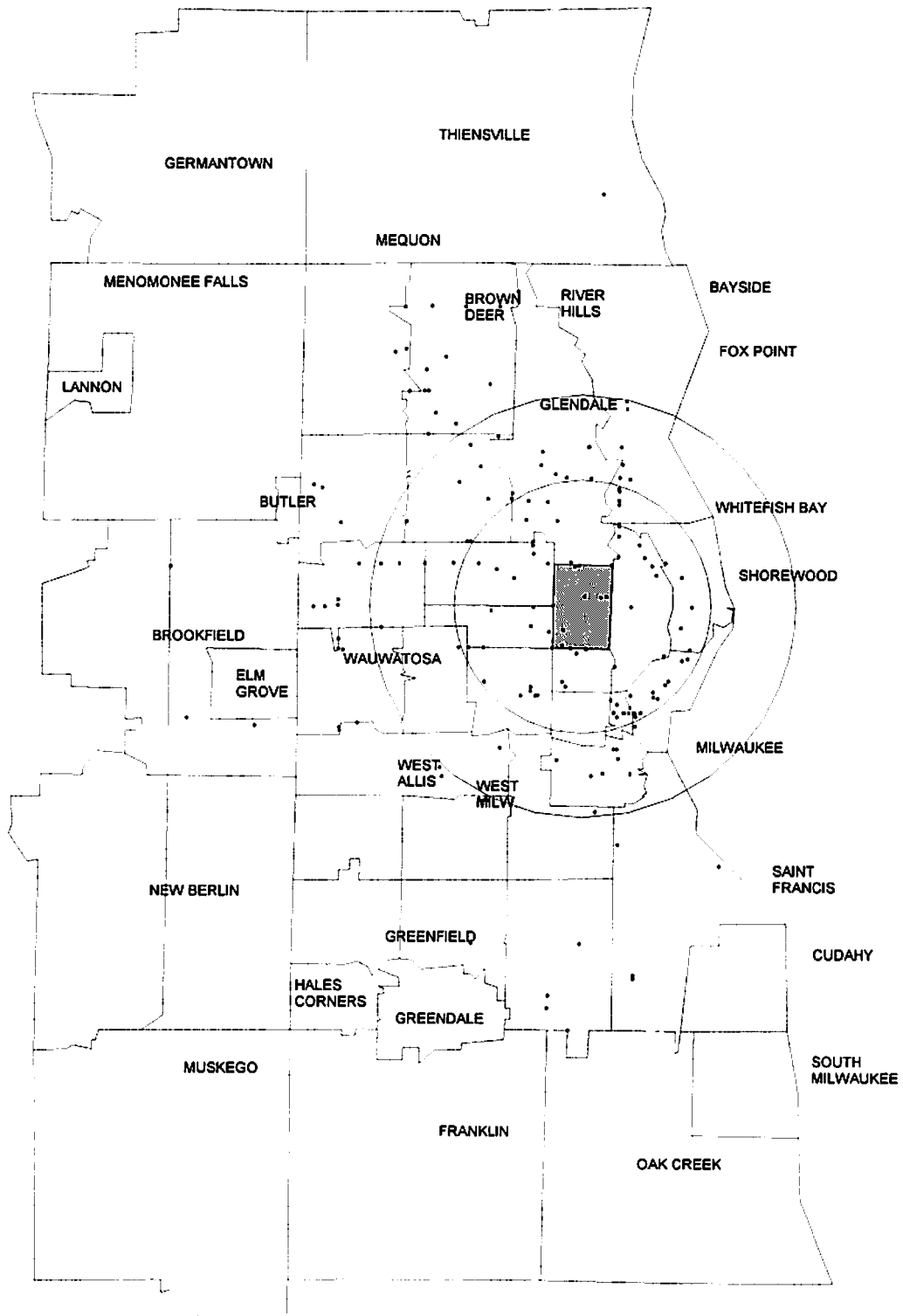
72% within a five mile radius of the center of the zip code



Place of Work for AFDC Recipients Living in Zipcode 53206

50% within a three mile radius of the center of the zip code

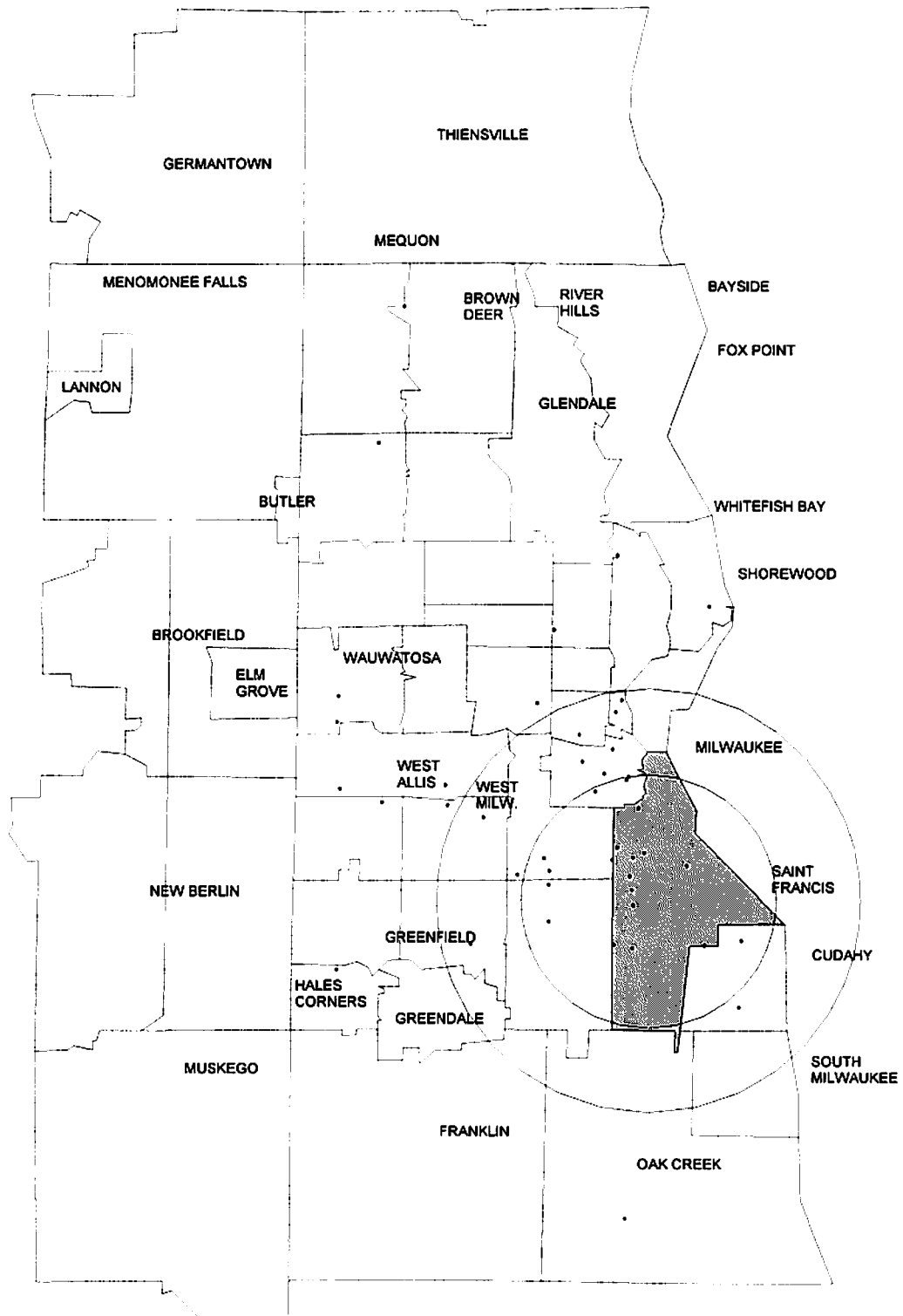
75% within a five mile radius of the center of the zip code



Place of Work for AFDC Recipients Living in Zipcode 53207

47% within a three mile radius of the center of the zip code

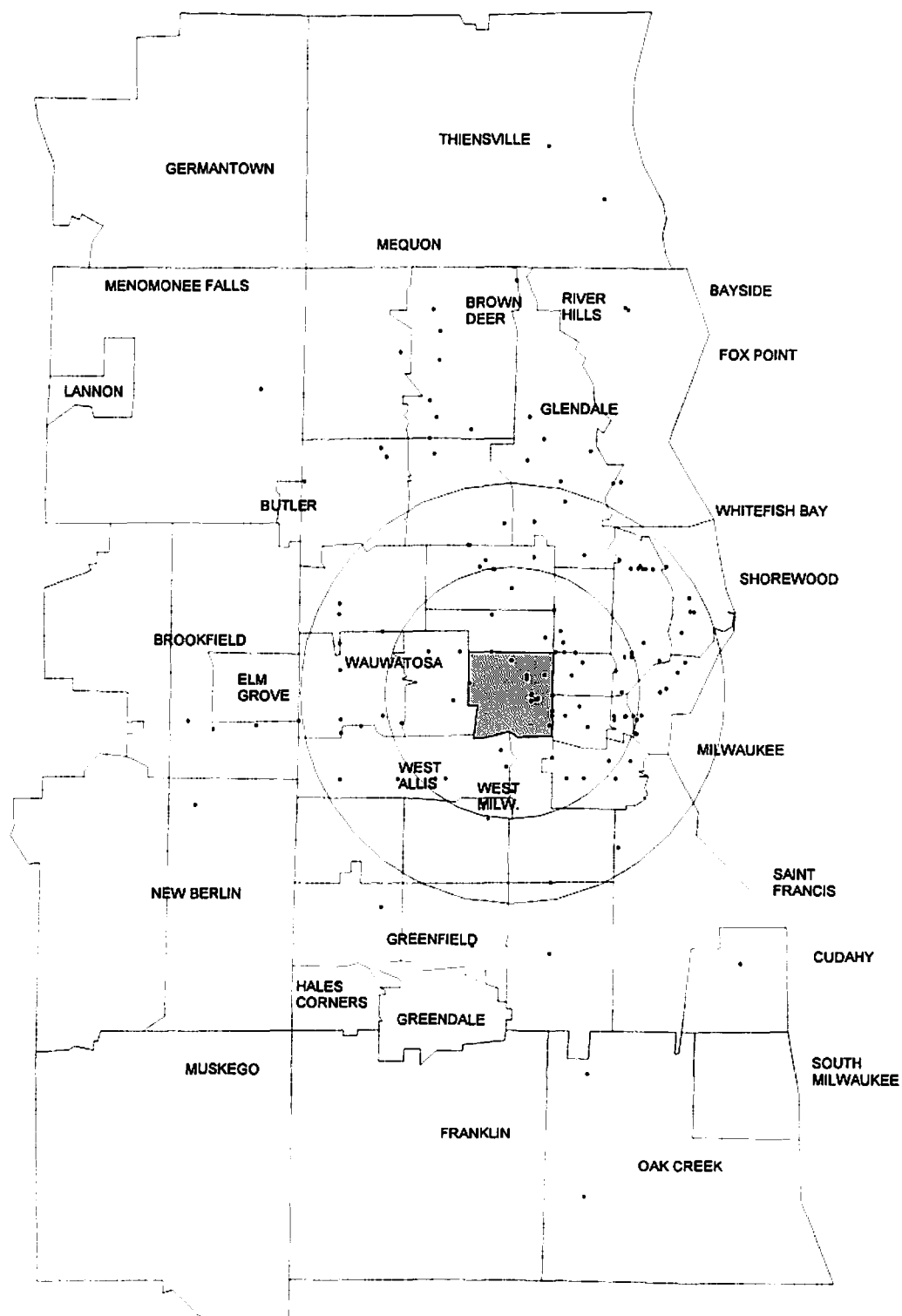
68% within a five mile radius of the center of the zip code



Place of Work for AFDC Recipients Living in Zipcode 53208

43% within a three mile radius of the center of the zip code

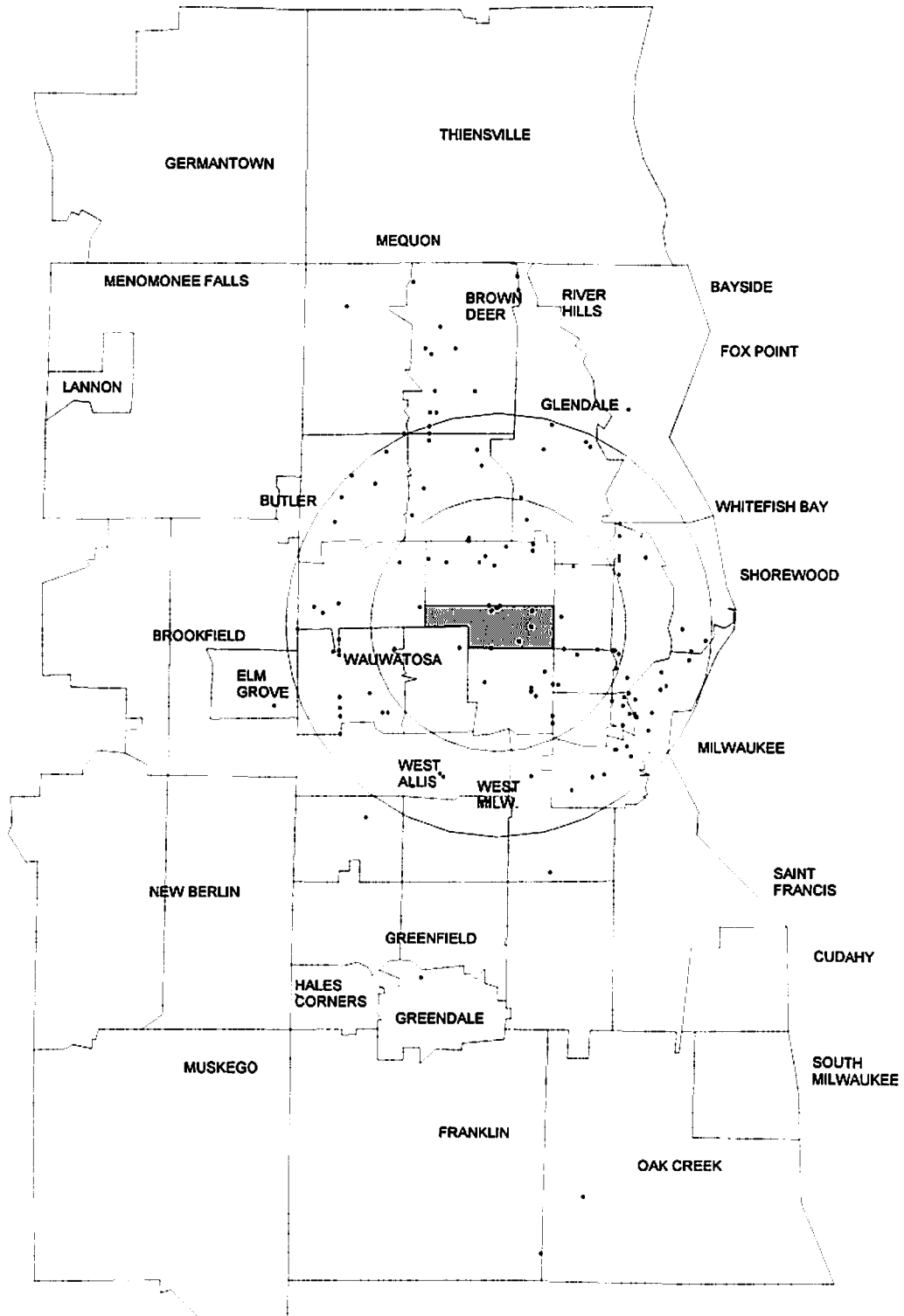
74% within a five mile radius of the center of the zip code



Place of Work for AFDC Recipients Living in Zipcode 53210

32% within a three mile radius of the center of the zip code

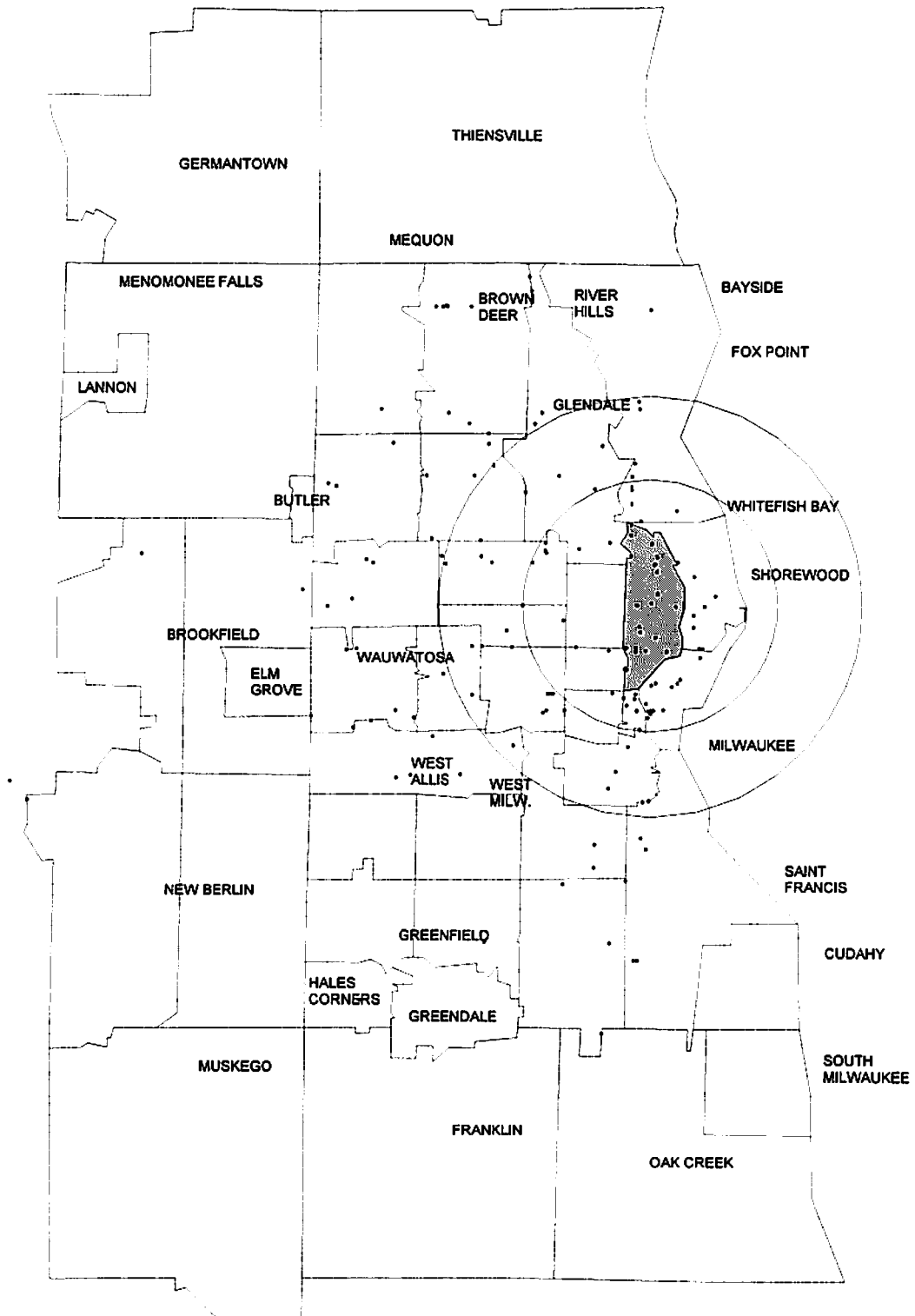
85% within a five mile radius of the center of the zip code



Place of Work for AFDC Recipients Living in Zipcode 53212

46% within a three mile radius of the center of the zip code

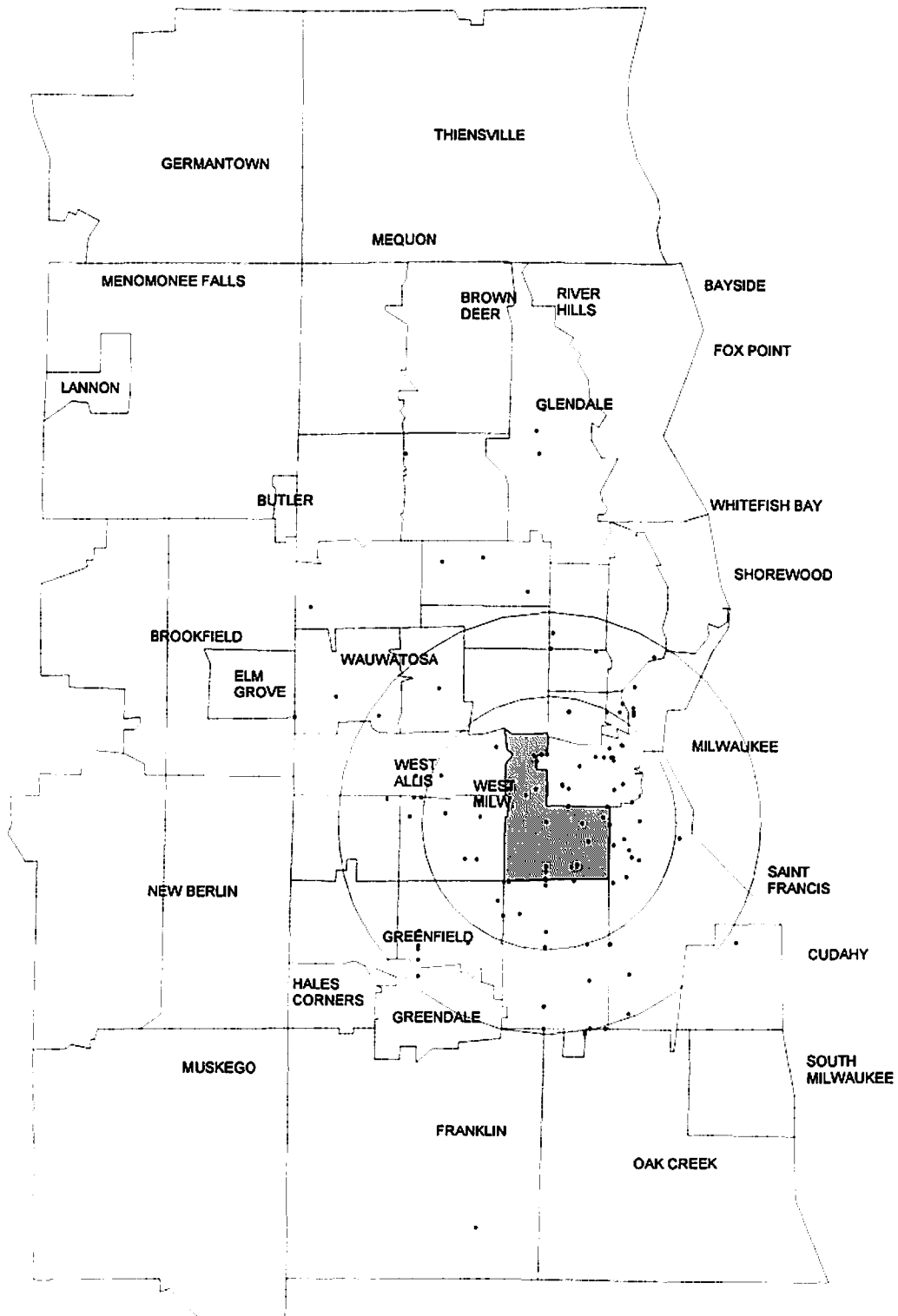
68% within a five mile radius of the center of the zip code



Place of Work for AFDC Recipients Living in Zipcode 53215

61% within a three mile radius of the center of the zip code

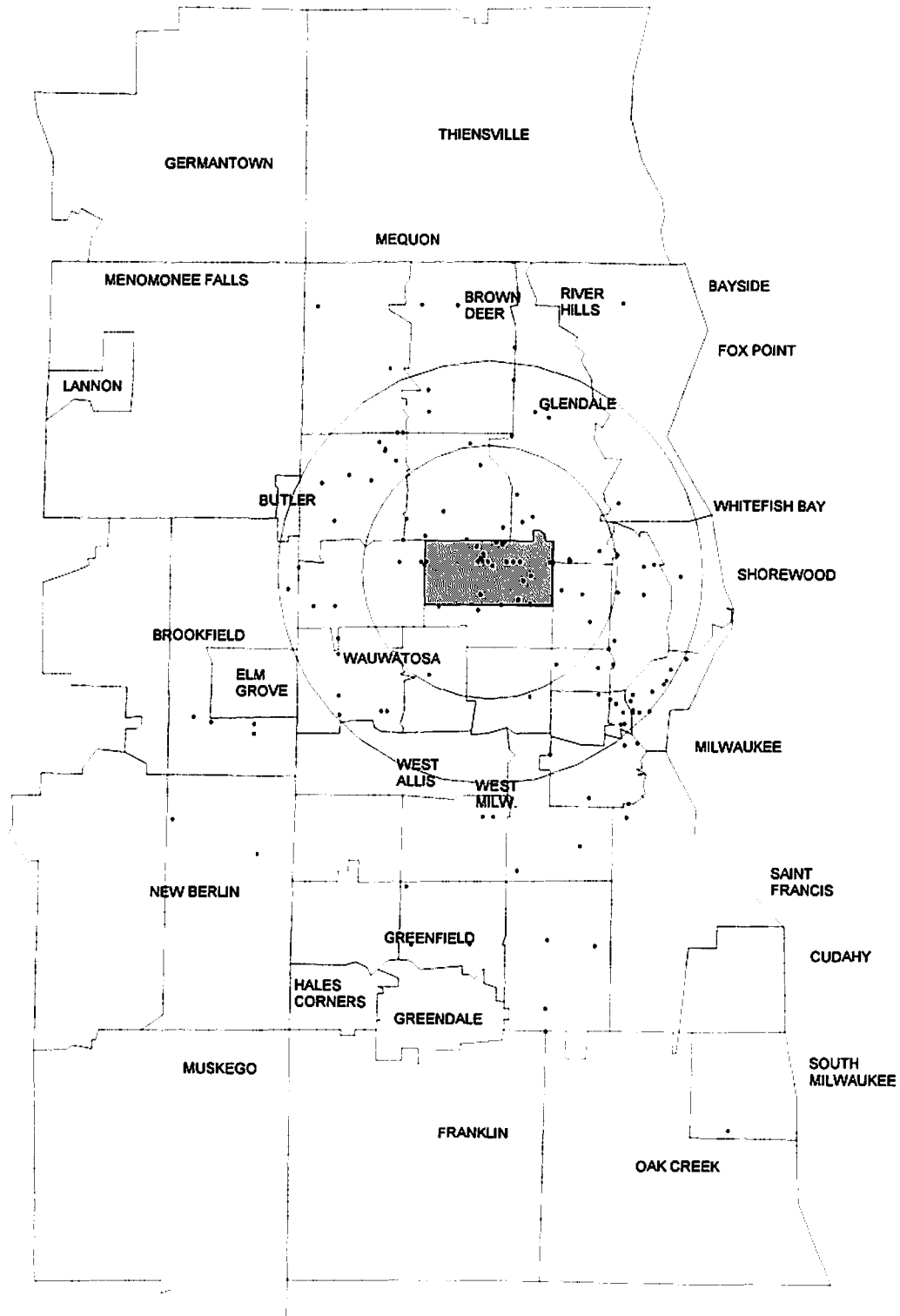
87% within a five mile radius of the center of the zip code



Place of Work for AFDC Recipients Living in Zipcode 53216

35% within a three mile radius of the center of the zip code

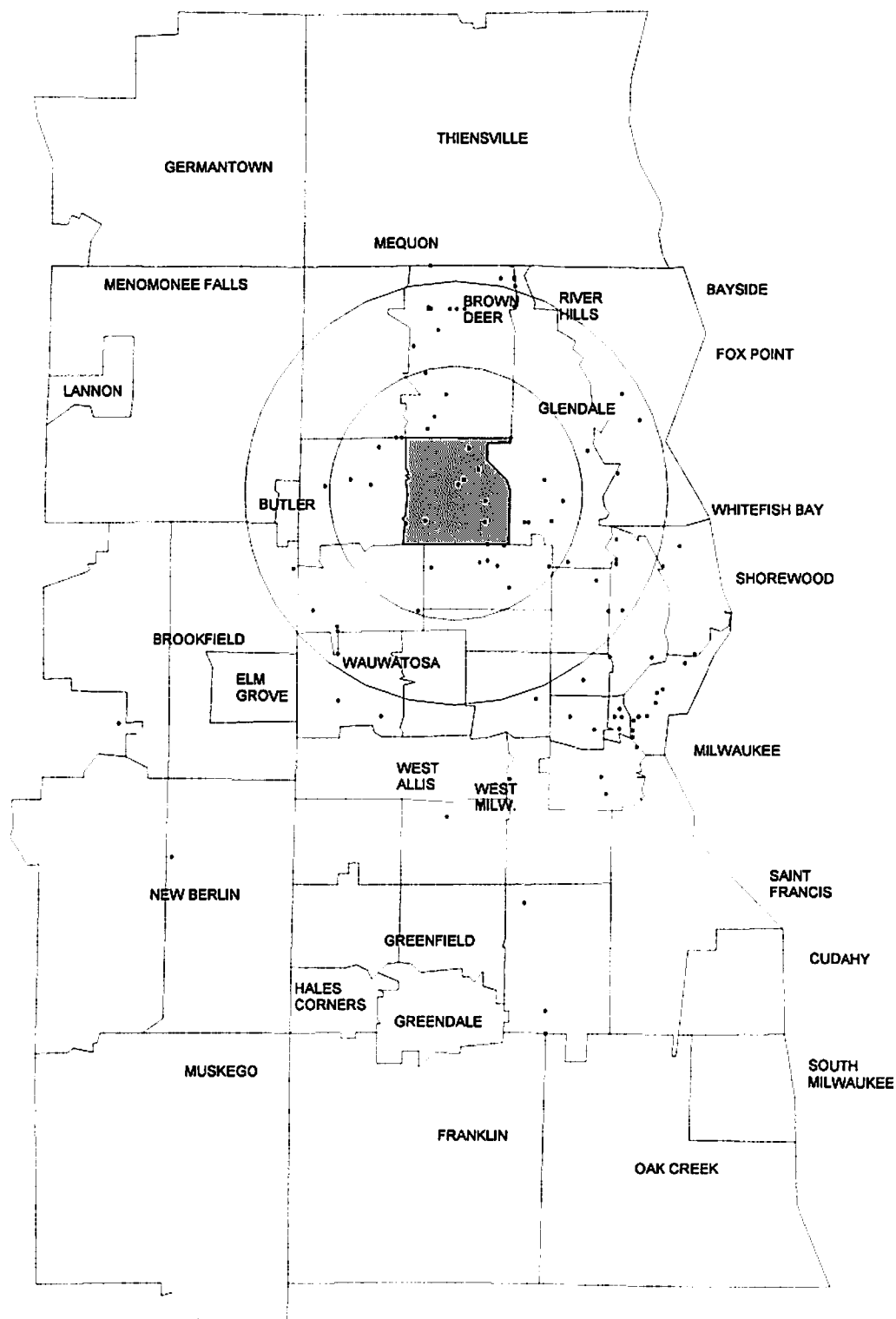
79% within a five mile radius of the center of the zip code



Place of Work for AFDC Recipients Living in Zipcode 53218

36% within a three mile radius of the center of the zip code

61% within a five mile radius of the center of the zip code



Changes in W-2 Regional Populations

The December 1995 AFDC caseload was used to derive an estimate of the number of cases by region expected to remain under W-2. Cases expected to work under W-2 included all cases except those where the casehead was on SSI or NLRR cases where the casehead's own children were not on AFDC. Non-excluded cases were then classified by level of employability based on their likelihood of obtaining an unsubsidized job using recent employment experiences, level of schooling, age and number of children, and any handicapping conditions.

Demographic information on the AFDC population was used to establish levels of employability using definitions developed with Milwaukee County Private Industry Council staff. These categories are needed to estimate the levels of service the W-2 population might require and to gauge the degree of difficulty which may be encountered in attempting to place individuals in subsidized or unsubsidized employment. Levels of employability were defined as follows:

Levels of Employability

Level 5: Cases subject to sanction, or sanctioned for failure to comply with program requirements, and cases with low AFDC check amounts but no earned income.

Level 4: Non-sanctioned cases with caseheads who are incapacitated, pregnant, needed in the home to care for an incapacitated person, and women with children under 3 months of age.

Level 1: Cases with caseheads who are employed or recently employed and not sanctioned.

Level 2: Likely to be employed. Non-sanctioned cases with no earnings, no children under 2 years, the casehead is not incapacitated, and, if there is one child 2 years up to 6 years, the mother has 12 years of more of schooling.

Level 3: Less likely to be employed. Not in any of the above categories and consisting mostly of women with less than 12 years of schooling (63 percent) and a child under 2 years (65 percent).

Additionally, those cases which were in sanction status or which had very low check amounts and were not employed (Level 5) were assumed to be most likely to leave AFDC prior to W-2 and were consequently excluded from the population expected to remain on assistance in September 1997, the anticipated date of program implementation.

A similar analysis was conducted for the September 1996 population. This analysis assessed changes by region in the number and characteristics of cases which may have resulted during the nine-month period when caseloads decreased 15 percent. September 1996 AFDC cases were examined by region using the definitions used in the December 1995 Request for Proposals (RFP) calculations.

Comparison of the two periods (December 1995 and September 1996) showed an uneven decline in regional populations. Region 2 had a reduction in Level 1-4 AFDC caseloads of 24 percent, considerably greater than other areas, while Region 4 had the smallest decline with 13 percent fewer cases in September 1996 than in December 1995.

Changes in overall demographics were also seen in the residual caseload on AFDC. AFDC cases were increasingly made up of families with younger children, caseheads with less education, cases less likely to receive child support, and caseheads more likely to be minorities. When considering levels of employability, the percent of Level 1 cases (those employed or recently employed) increased across all regions, with the largest percent of change in Region 2 where the percent of Level 1 cases went from 25 percent to 33 percent. Level 4 cases (which includes the disabled not on SSI, women with a child less than 3 months, and those caring for a disabled person) also increased across regions except for Region 2 which experienced a net decrease of cases while the percent of such cases made up a larger share of the residual population.

The following table displays the population in each region for December 1995 and September 1996 for the following populations, each of which contain families likely to be eligible for W-2, child care subsidies and/or medical insurance.

Populations Analyzed by W-2 Region

AFDC cases falling into the definitions used by the Private Industry Council for the W-2 RFP which were limited to non-excluded cases falling into Level 1 - 4 categories.

The non-excluded AFDC population including Level 5 cases which were excluded from the RFP (sanctioned cases and cases with low check amounts but no earned income).

Food Stamp cases with dependent children and a non-SSI casehead.

Cases on Medical Assistance only, with dependent children and a non-SSI casehead.

Level 1-5 AFDC cases, Food Stamp cases and Medical Assistance only cases.

Level 1-5 AFDC cases and Food Stamp cases.

Uneven declines in regional AFDC populations were matched with equally uneven increases in regional Food Stamp and Medical Assistance only populations. The total AFDC/FS/MA populations for each region, however, showed much less of a difference, due in part to the shift in population from one aid group to another.

**COMPARISON OF W-2 REGIONS AS OF DECEMBER 1995 AND SEPTEMBER 1996
AFDC, FOOD STAMP AND MEDCAL CASES WITH DEPENDENT CHILDREN
IN MILWAUKEE COUNTY**

ACTIVE CASES AND REGIONS IN DECEMBER 1995		AFDC LEVEL 1-4		AFDC LEVEL 1-5		FOOD STAMPS NOT AFDC		ONLY ON MEDICAL		TOTAL AFDC/FS/MA		TOTAL AFDC/FS
	0	45		62		54		53		169		116
11.26%	1	2635	12%	3304	12%	417	11%	393	11%	4114	12%	3721
19.67%	2	3593	17%	4662	17%	772	19%	844	23%	6278	18%	5434
15.47%	3	3753	17%	4790	17%	603	15%	473	13%	5866	17%	5393
16.89%	4	3802	18%	4985	18%	649	16%	491	13%	6125	17%	5634
17.50%	5	3884	18%	4964	18%	667	17%	621	17%	6252	18%	5631
18.92%	6	3918	18%	4958	18%	799	20%	866	23%	6623	19%	5757
	ALL	21630	100	27725	100	3961	100	3741	100	35427	100	31686

**ACTIVE CASES
AND REGIONS
IN SEPTEMBER 1996**

	0	177		234		75		120		429		309
	1	2229	12%	2885	12%	570	11%	689	11%	4144	12%	3455
	2	2730	15%	3708	16%	1002	18%	1479	23%	6189	17%	4710
	3	3180	18%	4161	18%	853	16%	804	12%	5818	16%	5014
	4	3312	18%	4309	18%	910	17%	879	14%	6098	17%	5219
	5	3261	18%	4217	18%	963	18%	1050	16%	6230	18%	5180
	6	3259	18%	4179	18%	1046	19%	1422	22%	6647	19%	5225
	ALL	18148	100	23693	100	5419	100	6443	100	35555	100	29112

PERCENT INCREASE OR DECREASE FROM DECEMBER 1995

	0											
	1	-15%		-13%		37%		75%		1%		-7%
	2	-24%		-20%		30%		75%		-1%		-13%
	3	-15%		-13%		41%		70%		-1%		-7%
	4	-13%		-14%		40%		79%		-0%		-7%
	5	-16%		-15%		44%		69%		-0%		-8%
	6	-17%		-16%		31%		64%		0%		-9%
	ALL	-16%		-15%		37%		72%		0%		-8%

*DOES NOT INCLUDE SSI CASEHEADS OR NLRR ONLY CASES

DEMOGRAPHICS OF PROPOSED W-2 REGIONS FOR THE POPULATION EXPECTED TO WORK
MILWAUKEE COUNTY AFDC CASES AS OF 9/96

	REGION 1	REGION 2	REGION 3	REGION 4	REGION 5	REGION 6	ALL REGIONS
TOTAL CASES IN REGIONS	2229	2730	3180	3312	3261	3259	18148
LEVEL 1	614	904	921	959	997	1007	5461
LEVEL 2	530	526	762	740	676	674	3944
LEVEL 3	864	918	1223	1294	1259	1203	6832
LEVEL 4	221	382	274	319	329	375	1911
12 OR MORE YEARS OF SCHOOLING	1085	1165	1594	1667	1544	1504	8648
MINORITY	1849	1421	2845	2963	2744	2064	14011
ONE OR MORE CHILDREN ON SSI	296	237	377	441	447	298	2112
CHILD SUPPORT PAYMENTS MADE	141	206	231	208	237	257	1291
ON AFDC OR FOOD STAMPS 3+ YEARS	935	1119	1457	1461	1390	1338	7753
MORE THAN 1 CHILD UNDER 5 YRS	536	640	746	814	901	773	4457
ONE OR MORE CHILDREN UNDER 2 YRS	793	981	1101	1179	1175	1193	6497
	REGION 1	REGION 2	REGION 3	REGION 4	REGION 5	REGION 6	ALL REGIONS
% COLUMN							
TOTAL CASES IN REGIONS							
LEVEL 1 1	28%	33%	29%	29%	31%	31%	30%
LEVEL 2 2	24%	19%	24%	22%	21%	21%	22%
LEVEL 3 3	39%	34%	38%	39%	39%	37%	38%
LEVEL 4 4	10%	14%	9%	10%	10%	12%	11%
12 OR MORE YEARS OF SCHOOLING	49%	43%	50%	50%	47%	46%	48%
MINORITY	83%	52%	89%	89%	84%	63%	77%
ONE OR MORE CHILDREN ON SSI	13%	9%	12%	13%	14%	9%	12%
CHILD SUPPORT PAYMENTS MADE	6%	8%	7%	6%	7%	8%	7%
ON AFDC OR FOOD STAMPS 3+ YEARS	42%	41%	46%	44%	43%	41%	43%
MORE THAN 1 CHILD UNDER 5 YRS	24%	23%	23%	25%	28%	24%	25%
ONE OR MORE CHILDREN UNDER 2 YRS	36%	36%	35%	36%	36%	37%	36%

CASES EXCLUDED IN THE ABOVE TABULATIONS

AFDC CASES WITH AN SSI CASEHEAD
AFDC CASES WITH AN NLRR ONLY STATUS
AFDC CASES IN SANCTION STATUS
AFDC CASES WITH LOW CHECK AMOUNTS BUT NO EARNED INCOME

Mobility Across Regional Boundaries

More than one-third (35 percent) of the AFDC cases changed their home address between December 1995 and September 1996, and 21 percent changed regions during the period. However, the mobility of AFDC cases across regional boundaries appears to be less of a factor in explaining the imbalance of cases in regions over time than was previously assumed. Residential mobility which resulted in movement out of and into other regions was considered for those December 1995 AFDC cases which showed an address in the September 1996 case files. Excluded from the analysis were cases which closed sometime between December 1995 and the creation of the September 1996 extract file. Also excluded were new AFDC cases coming on to assistance after December 1995 and a small number of cases which did not match a Census Bureau file address.

Analysis of regional mobility was conducted on two populations: those who met the definitions of the RFP population (Levels 1 to 4) and the larger population which includes all non-excluded AFDC cases (Levels 1 to 5). Mobility of cases across regional boundaries was 20 to 21 percent overall for both populations and in most cases each region's rate of mobility in and out were also very similar. However, rates of out-migration and in-migration varied considerably by region, with Region 2 showing the lowest rates of migration (10 percent moved out, 10 percent moved in), followed by Region 6 (20 percent moved out, 21 percent moved in). The highest percents of cases in movement were in Region 4 (25 percent moved out, 25 percent moved in) and Region 5 (24 percent moved out, 26 percent moved in) for the two months examined.

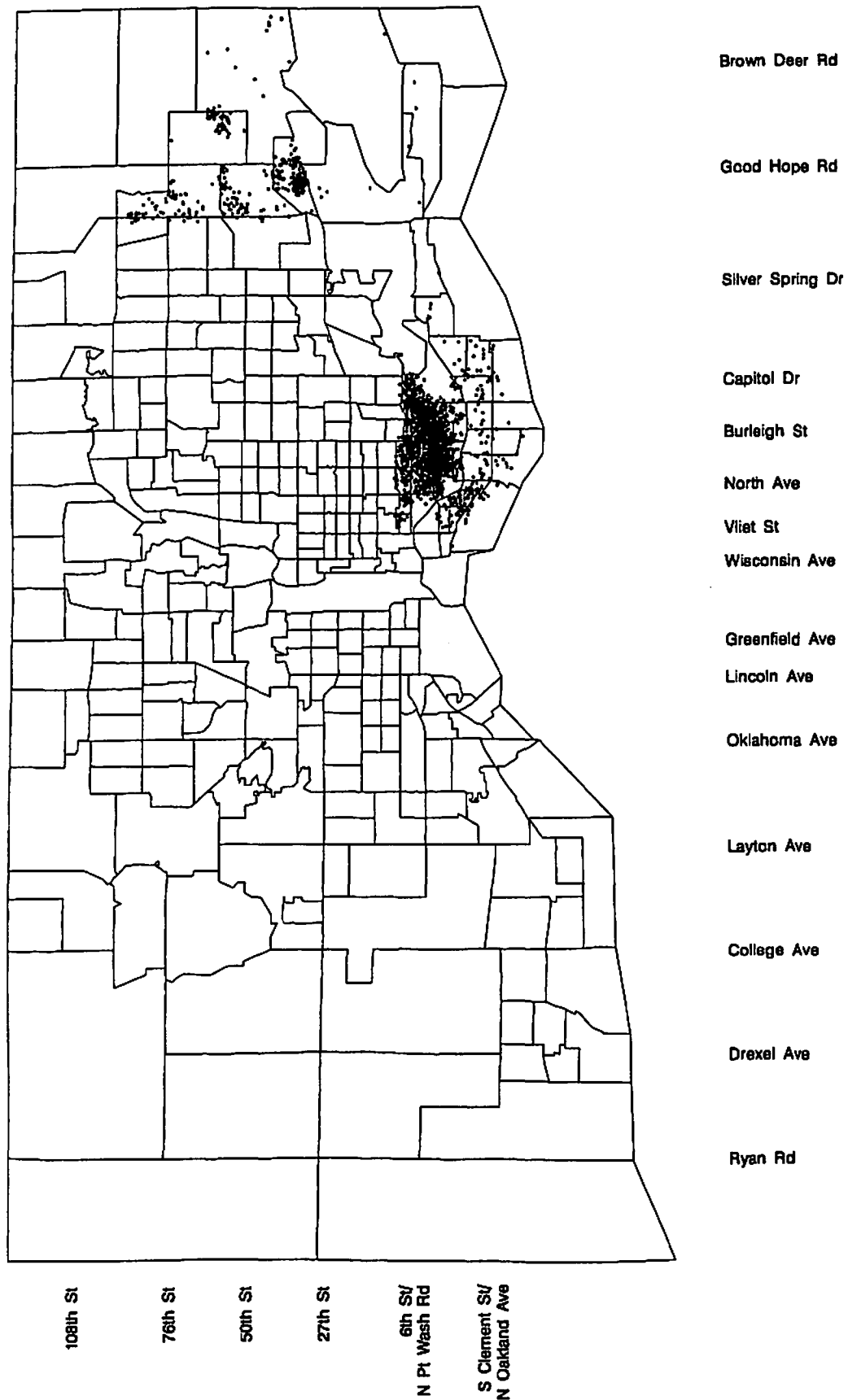
The low regional migration in Region 2 is at least partially explained by the way in which the boundaries of the area are drawn. Region 2 shares neighborhoods with only one other region since the Menomonee River valley and downtown business district separate it from northside neighborhoods. As a result, 70 percent of Region 2 cases which change regions move in Region 6 neighborhoods directly to the west. Other regions have neighborhoods which touch on at least four other regions in the heavily concentrated central city north area, thereby increasing the likelihood of regional migration.

If policies are adopted which require public assistance cases to change W-2 agencies when they move into another region or if their case closes and then reopens, the impact on vendors will vary considerably since duplicative intake and assessment actions would be required on all the regional transfers. In such cases Region 2 and to a certain extent Region 6 are much less likely to experience as many returning cases which change regions.

If policies are adopted which do not change the W-2 agency assignment upon movement to another region, migration will have much less of an impact on regional case totals and transactions due to the small number of net cases resulting from in- and out-migration. Migration appears to have the most impact in Region 1 which showed a net loss of 65 cases or 2.2 percent of 3,004 December 1995 cases examined and Region 5 which showed a net increase of 71 cases or 1.6 percent of the 4,421 December 1995 cases examined for the non-excluded total population. When limited to Levels 1 to 4 or the RFP population, the impact is slightly higher with a 2.7 percent net decline in Region 1 and a 1.9 percent increase in Region 5.

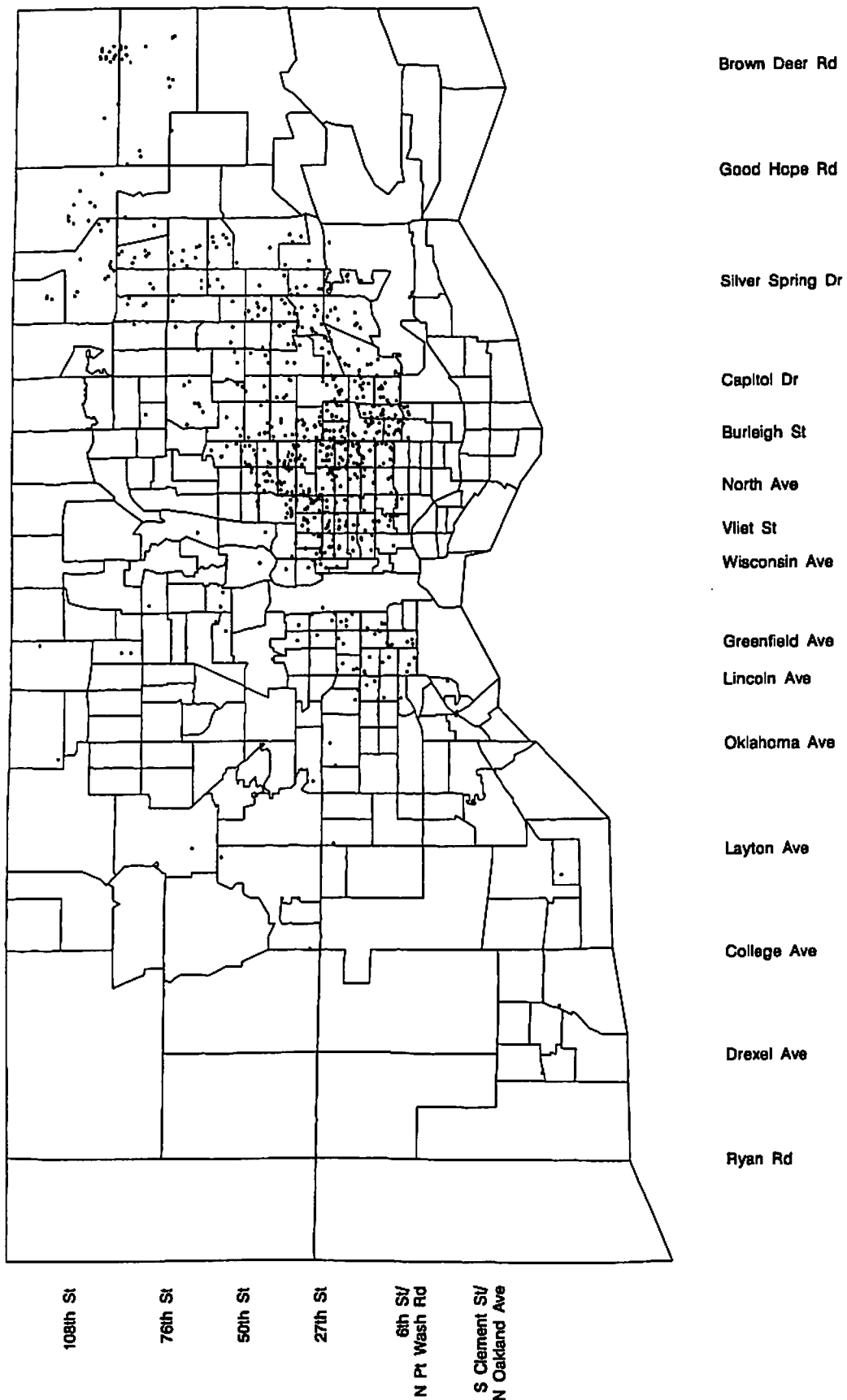
Residences of Clients Remaining in Region 1

December 1995 to September 1996



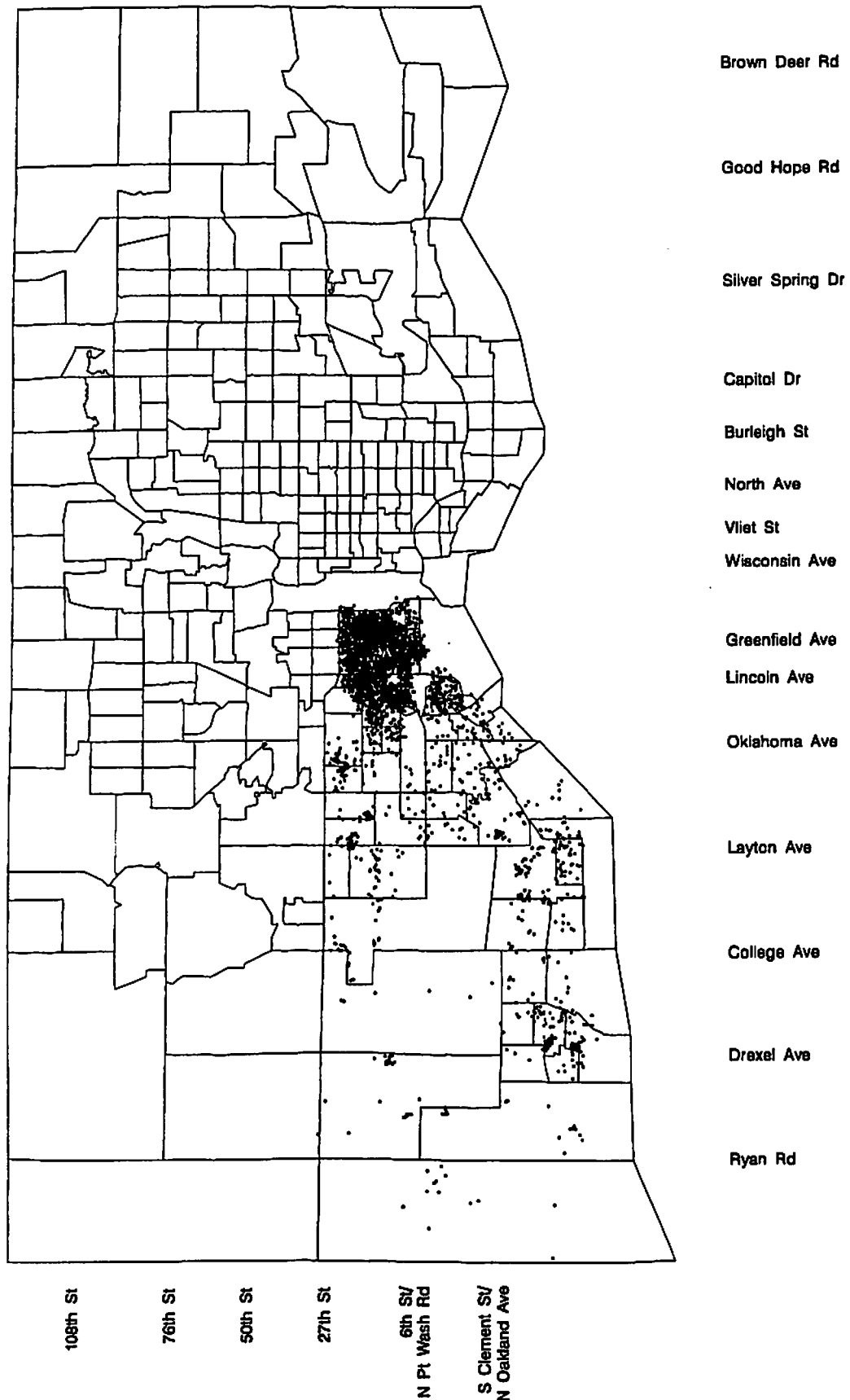
New Residences of Clients Leaving Region 1

December 1995 to September 1996



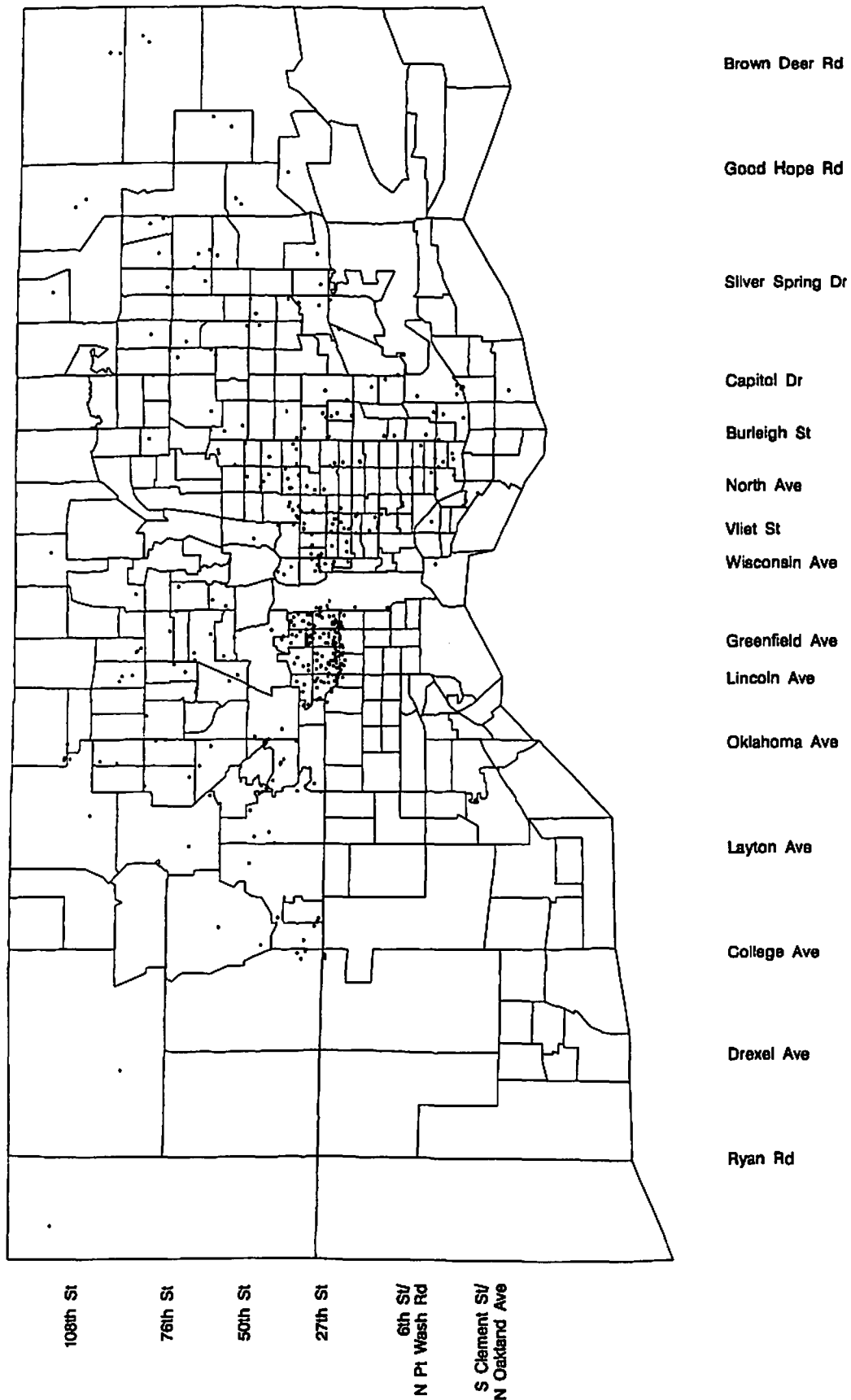
Residences of Clients Remaining in Region 2

December 1995 to September 1996



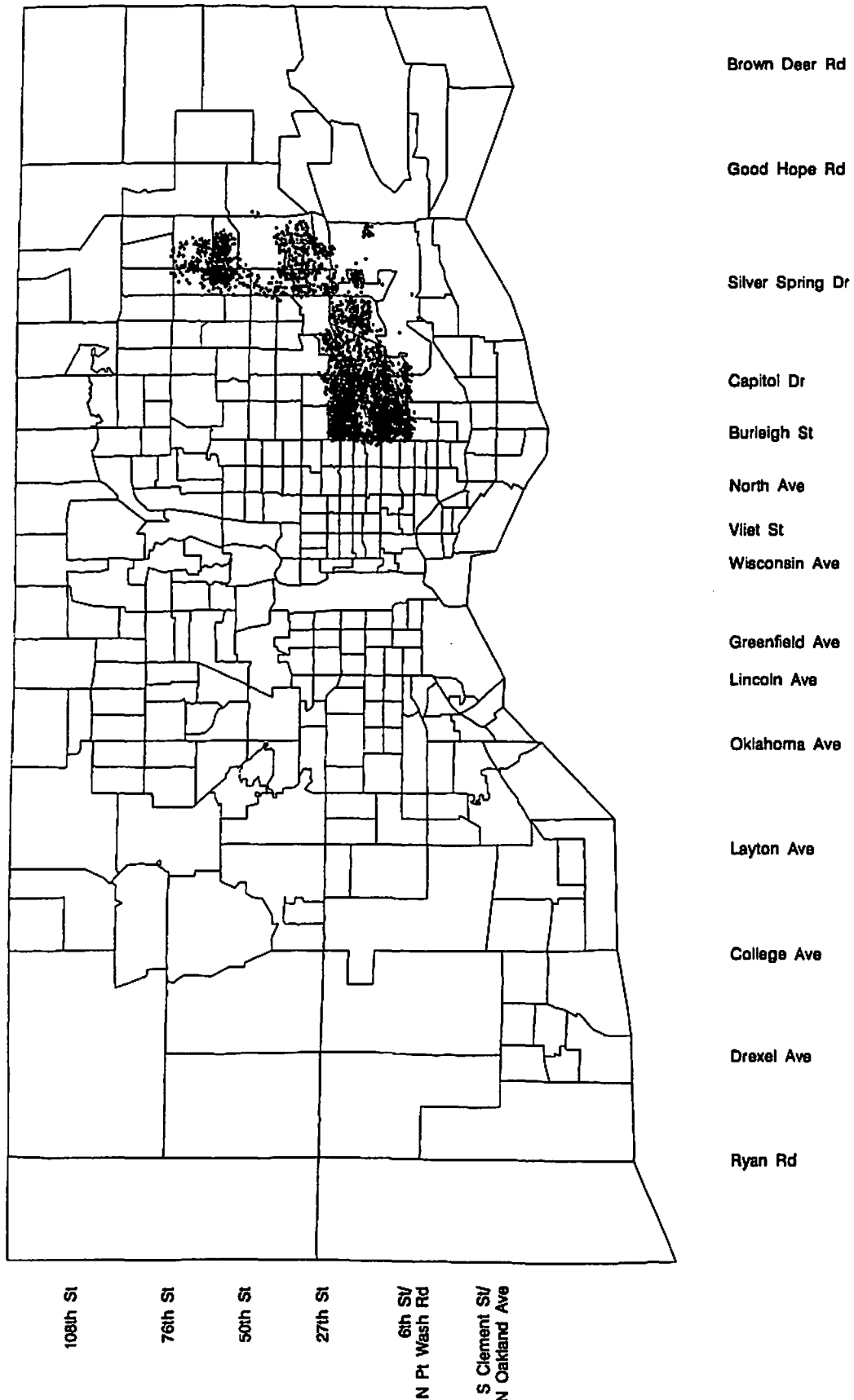
New Residences of Clients Leaving Region 2

December 1995 to September 1996



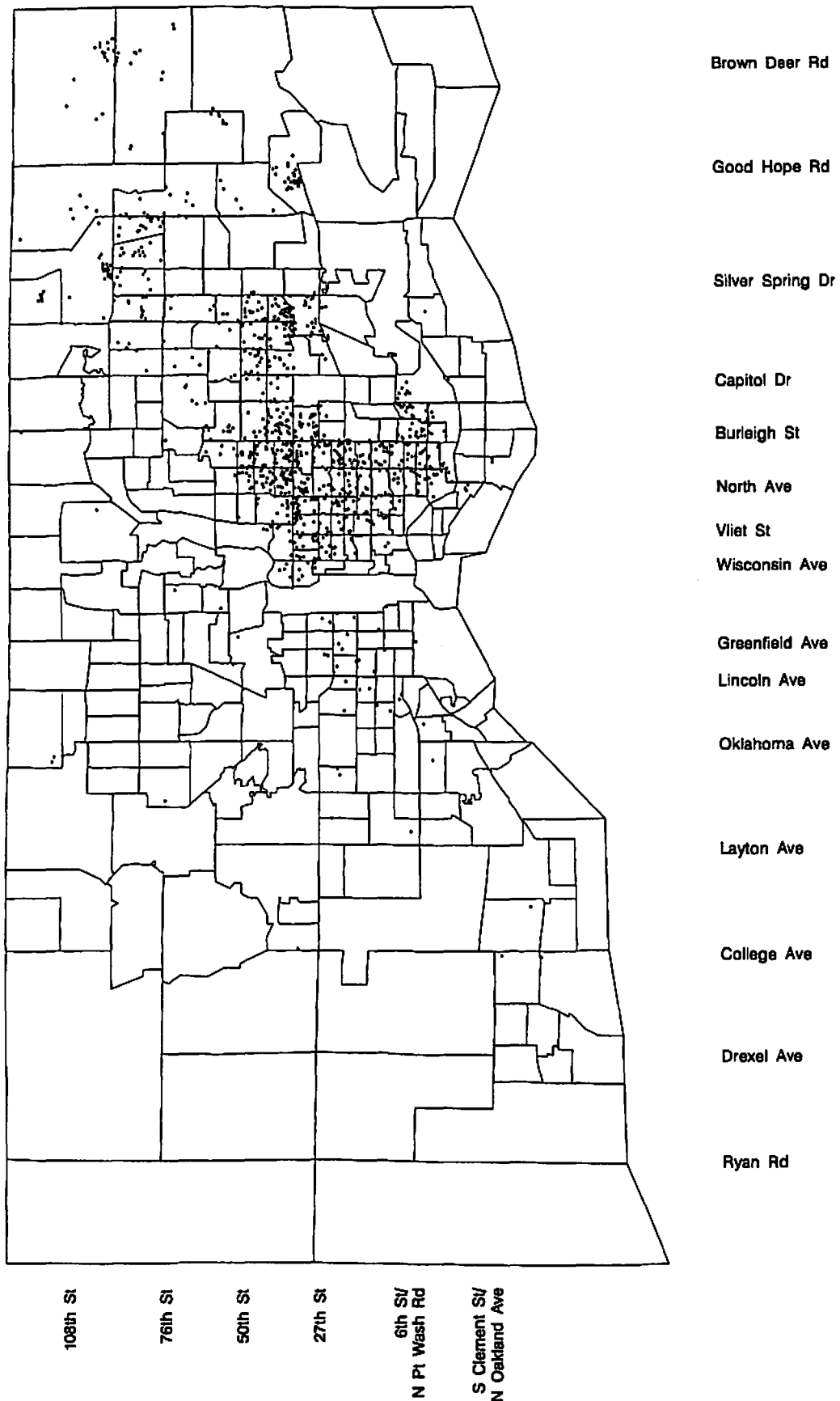
Residences of Clients Remaining in Region 3

December 1995 to September 1996



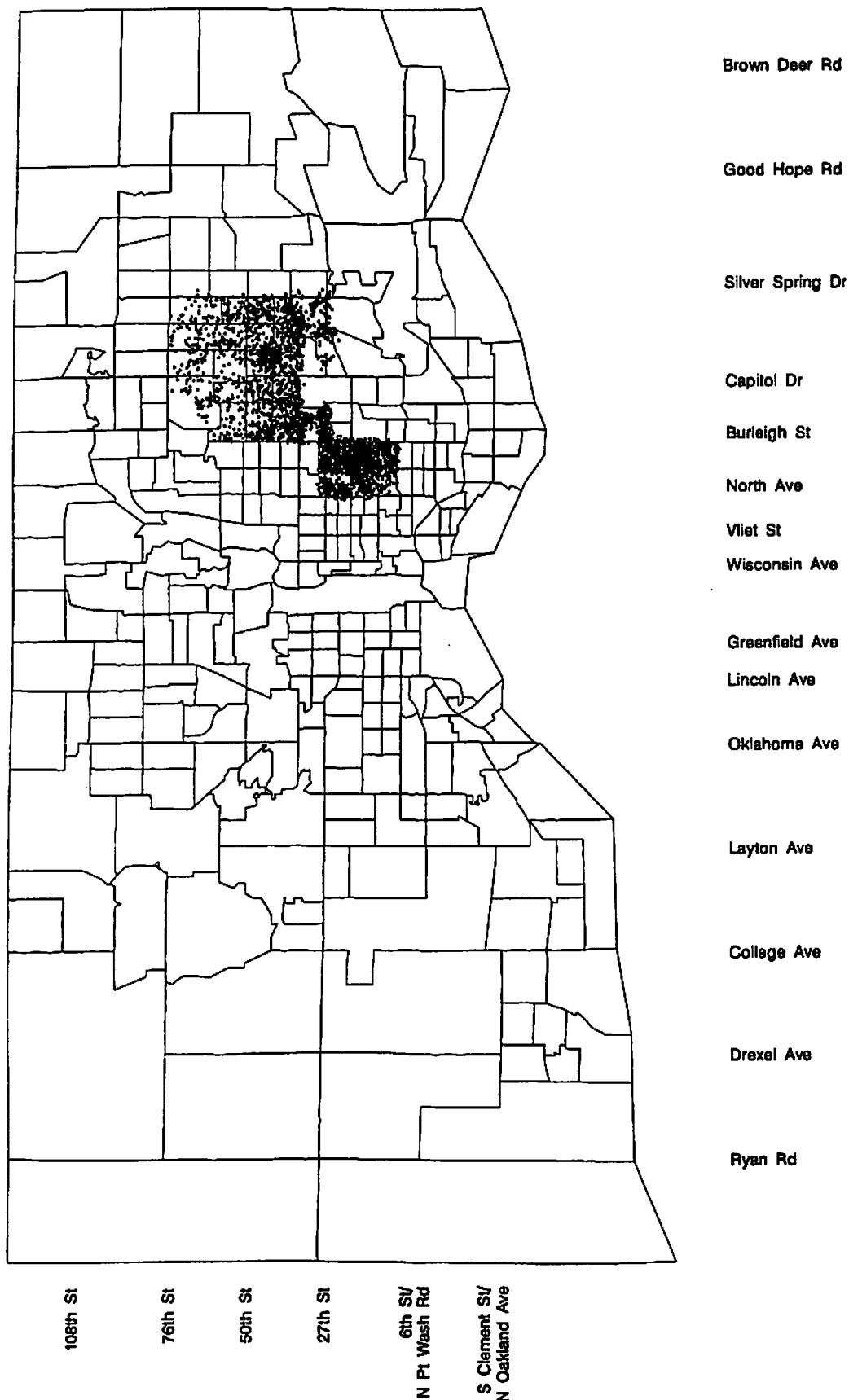
New Residences of Clients Leaving Region 3

December 1995 to September 1996



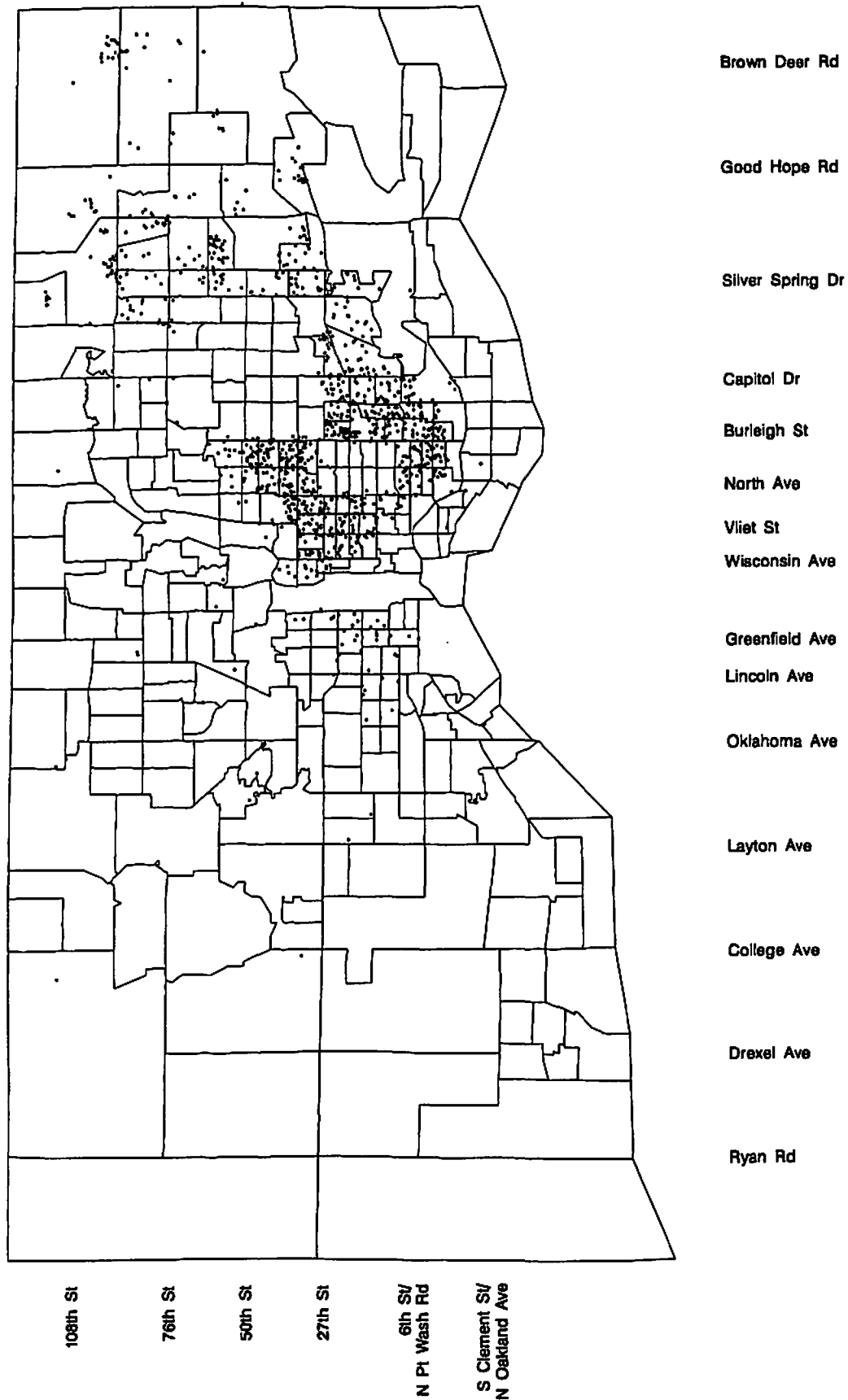
Residences of Clients Remaining in Region 4

December 1995 to September 1996



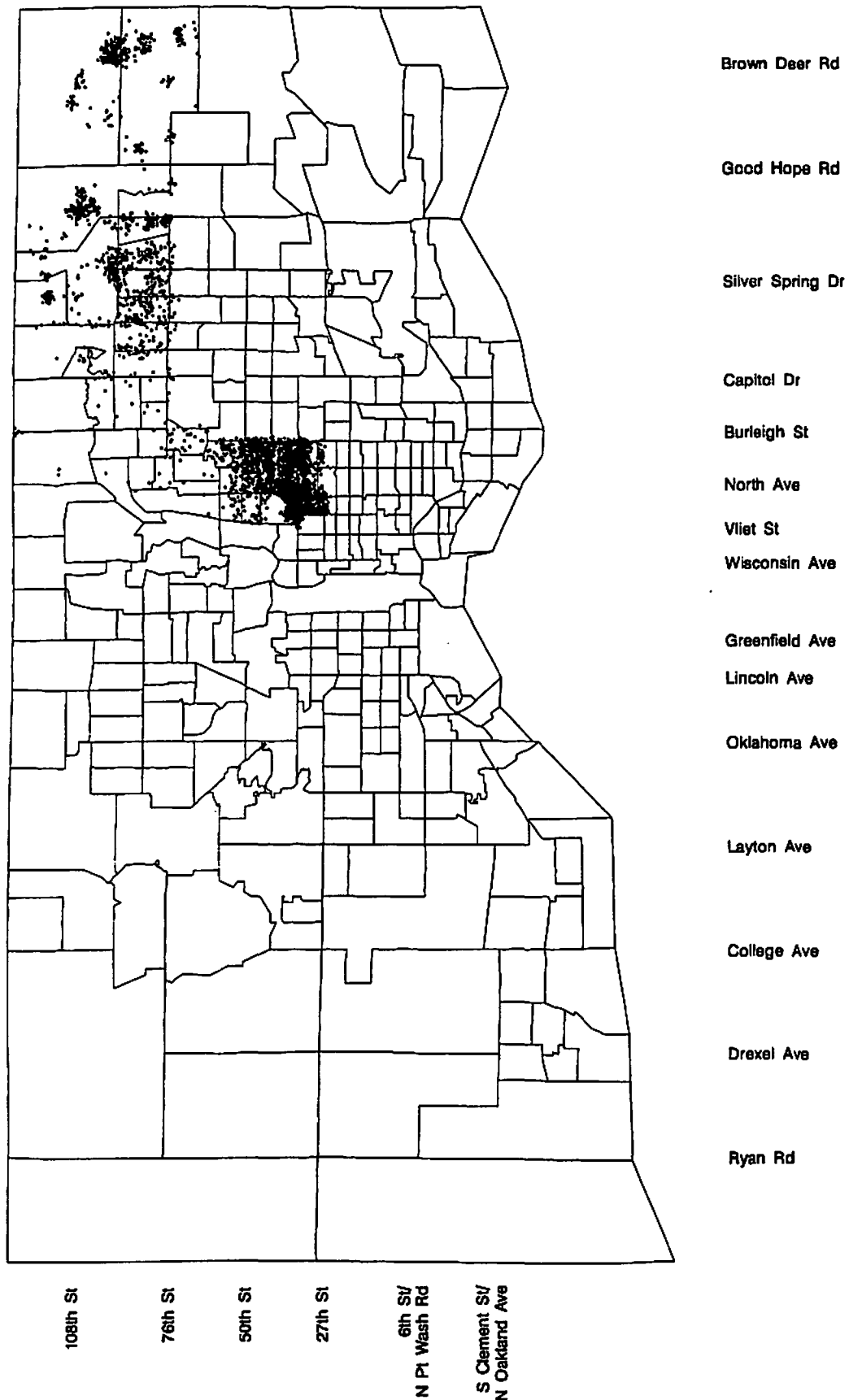
New Residences of Clients Leaving Region 4

December 1995 to September 1996



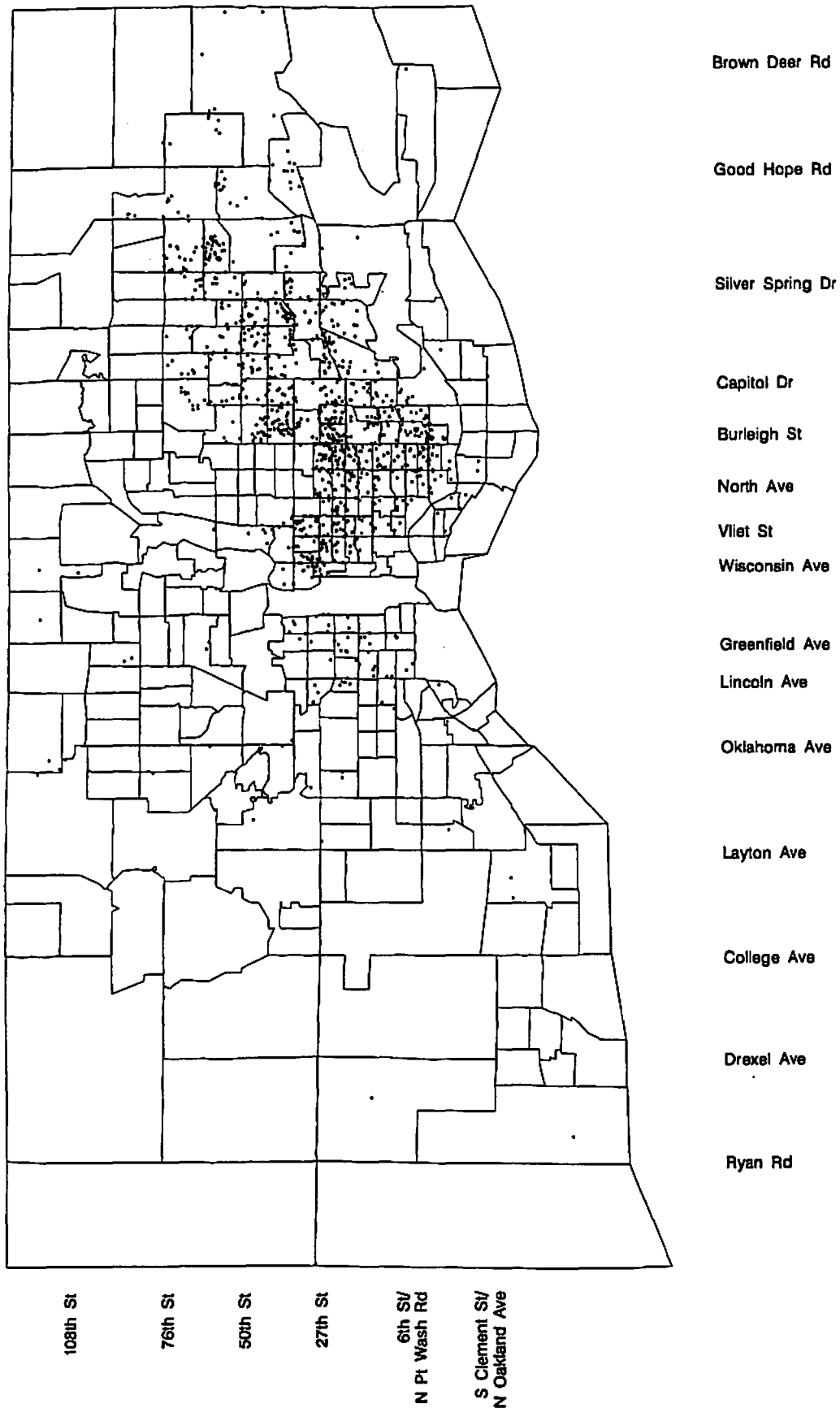
Residences of Clients Remaining in Region 5

December 1995 to September 1996



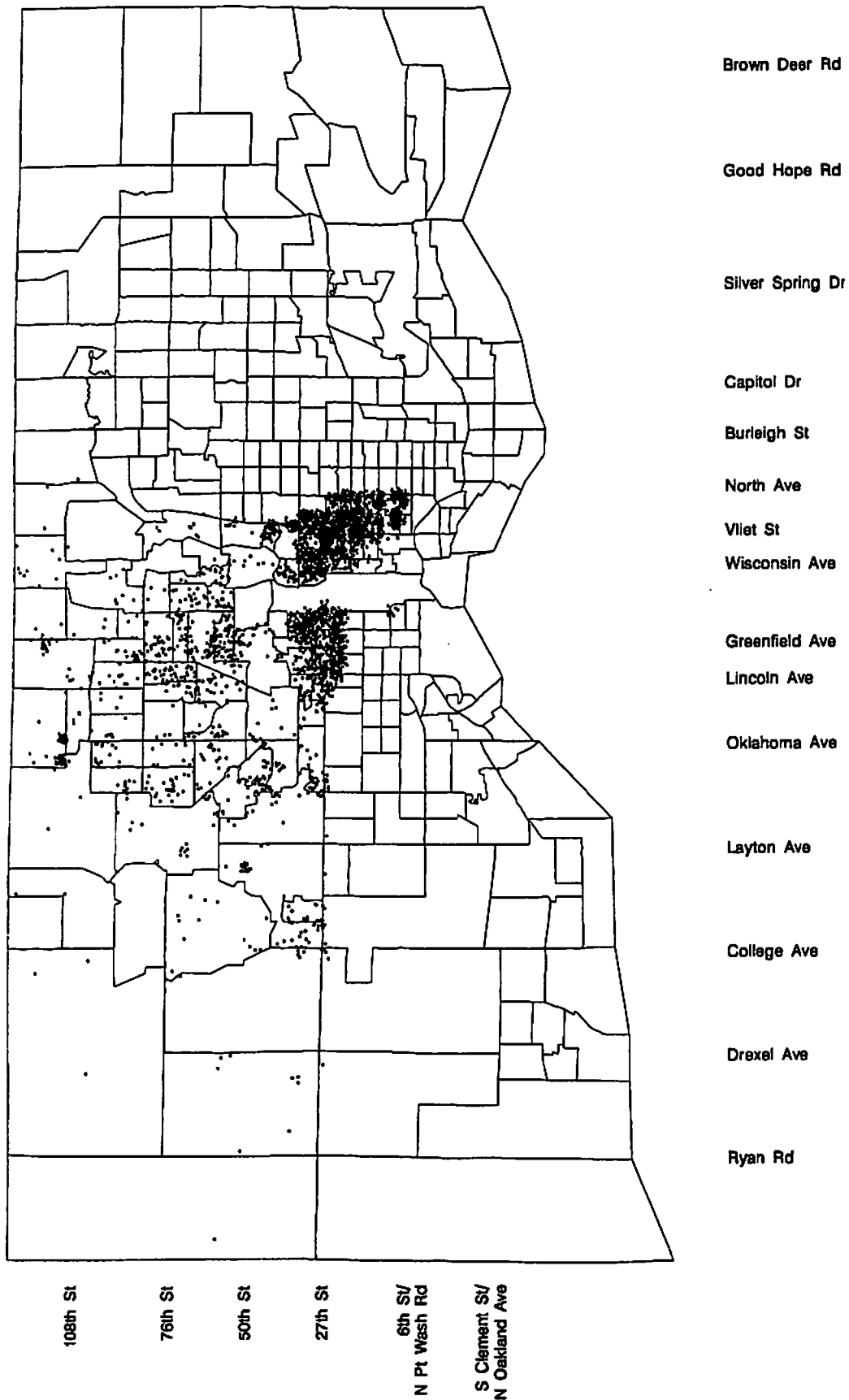
New Residences of Clients Leaving Region 5

December 1995 to September 1996



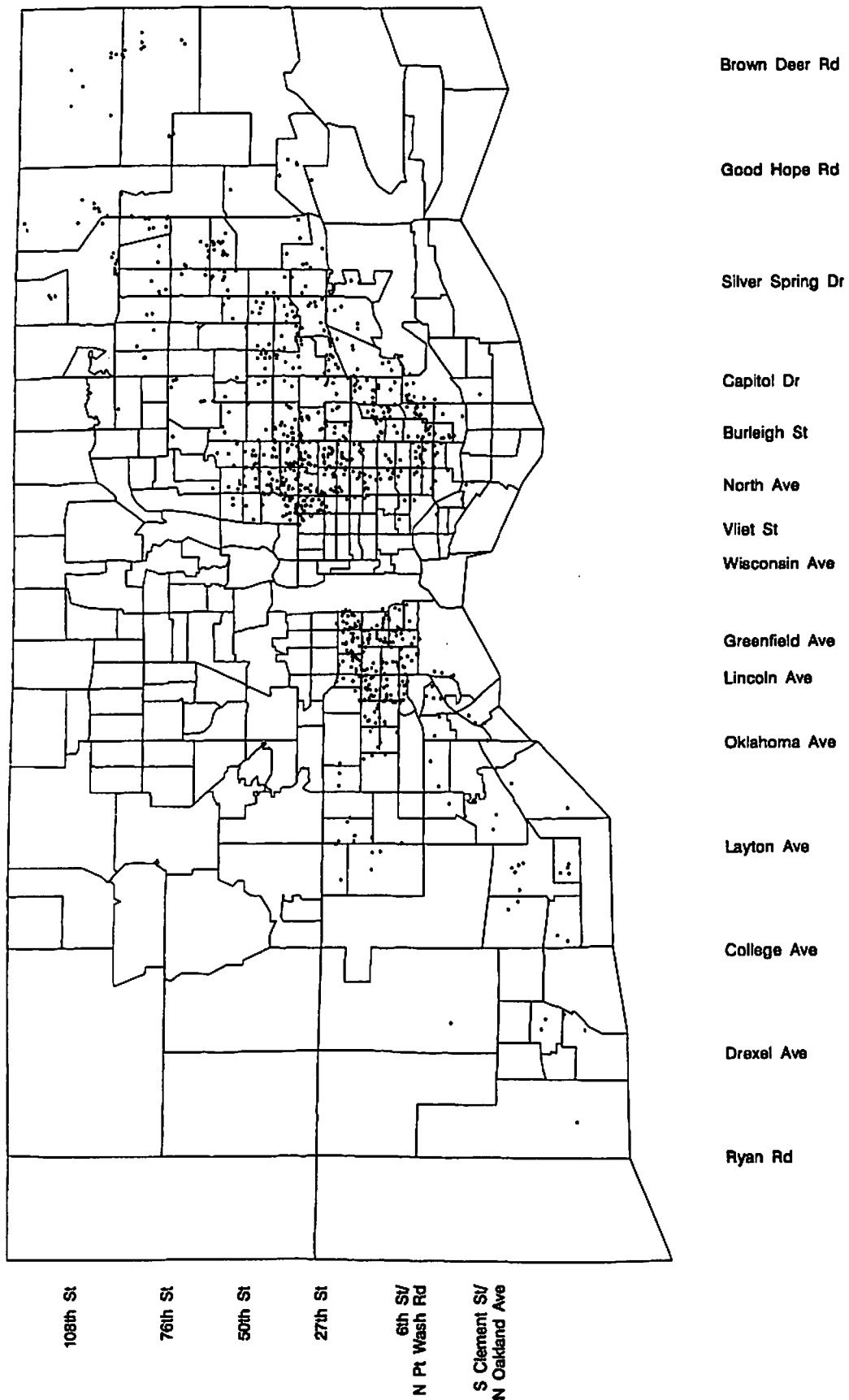
Residences of Clients Remaining in Region 6

December 1995 to September 1996

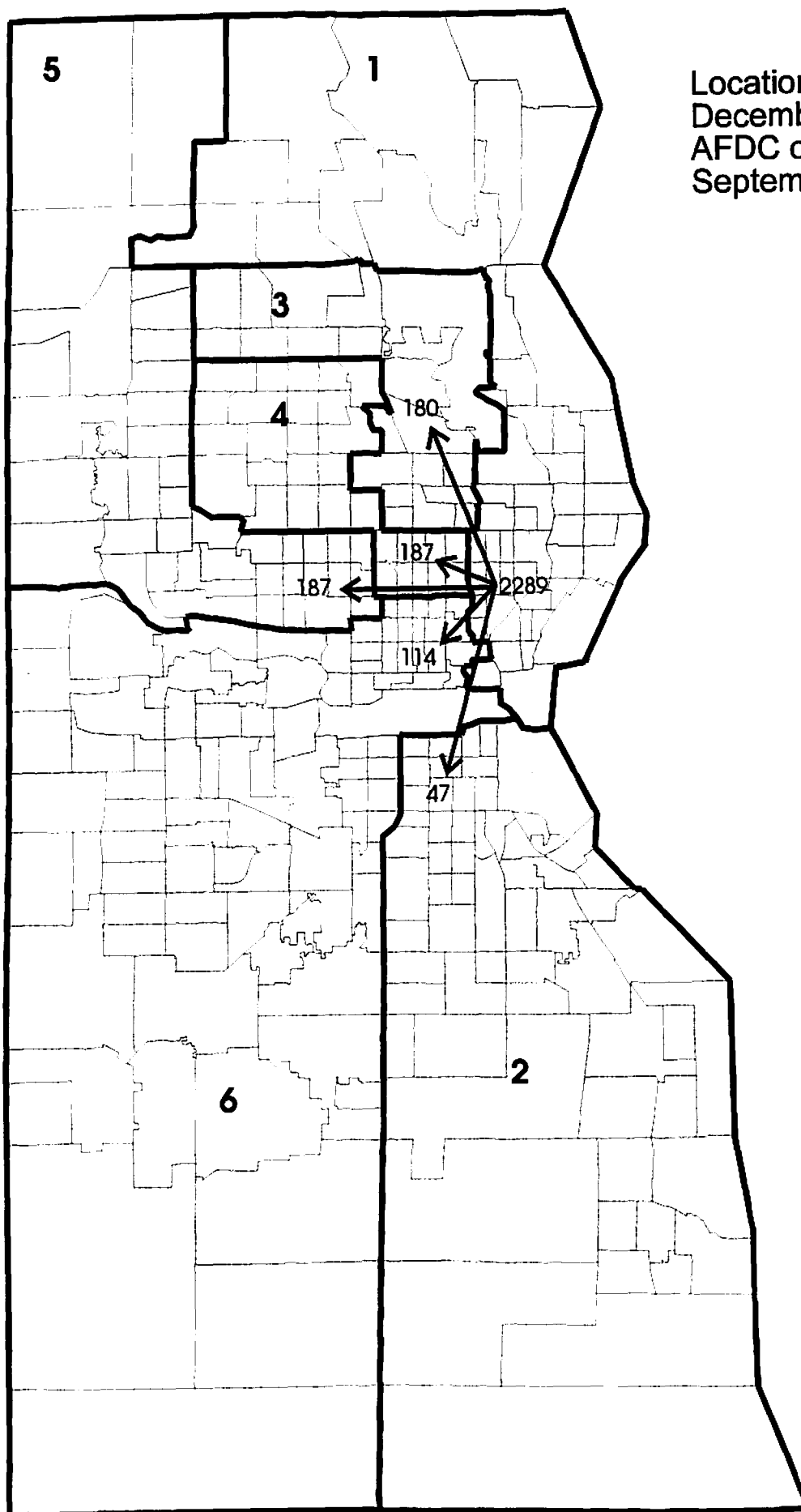


New Residences of Clients Leaving Region 6

December 1995 to September 1996

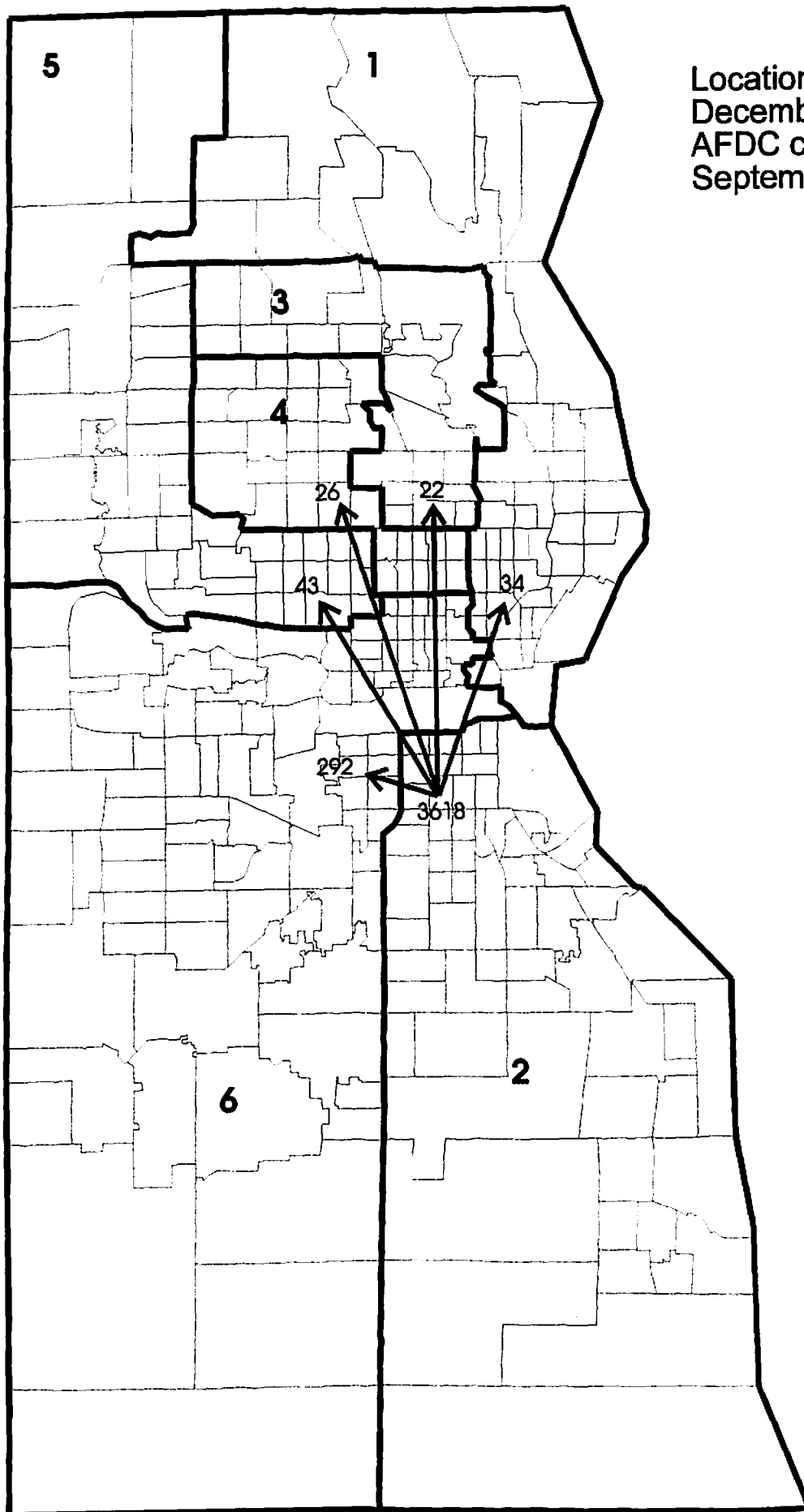


Regional Outmigration in Milwaukee County



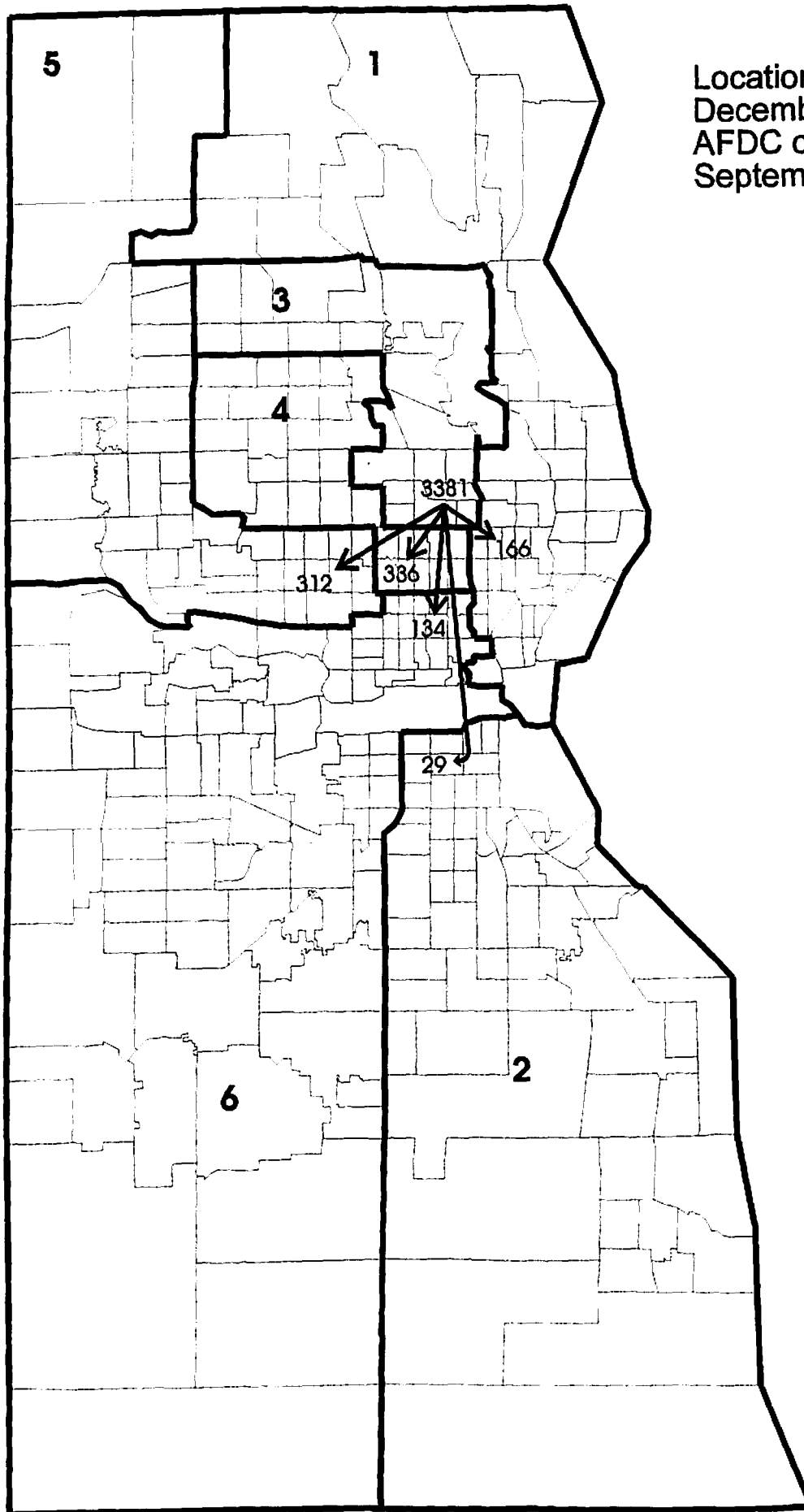
Location of Region 1
December 1995
AFDC cases as of
September 1996

Regional Outmigration in Milwaukee County



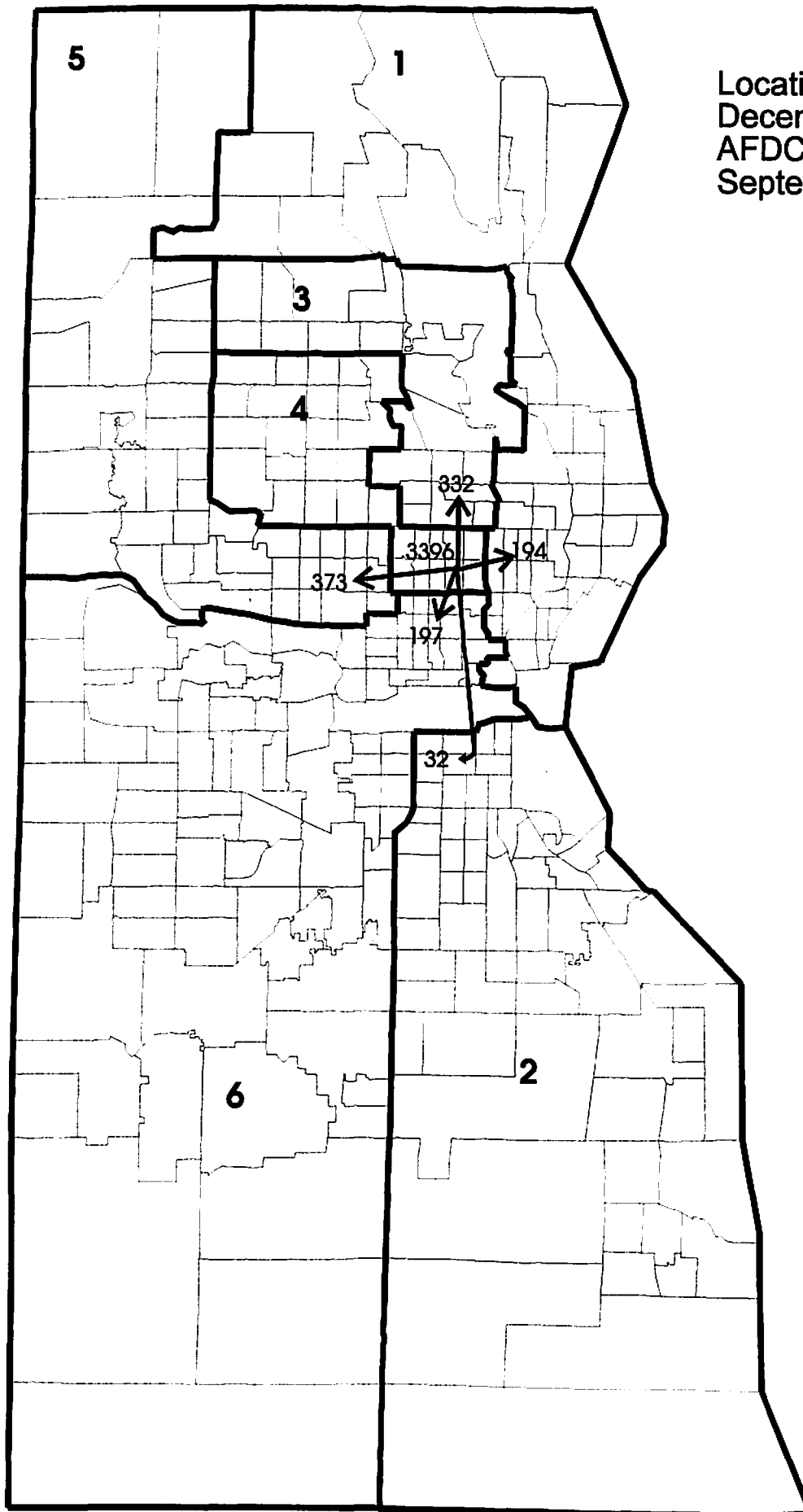
Location of Region 2
December 1995
AFDC cases as of
September 1996

Regional Outmigration in Milwaukee County



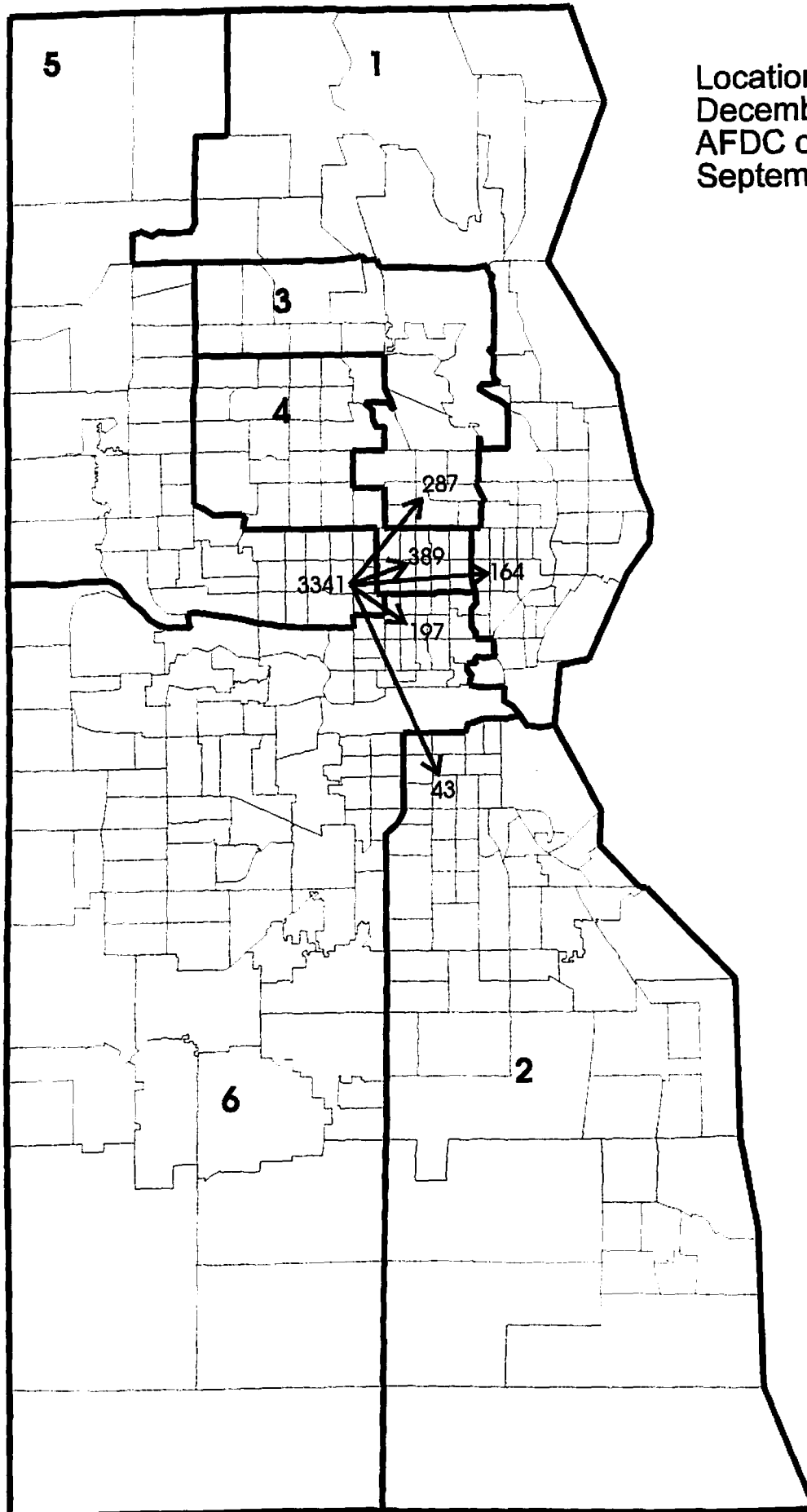
Location of Region 3
December 1995
AFDC cases as of
September 1996

Regional Outmigration in Milwaukee County



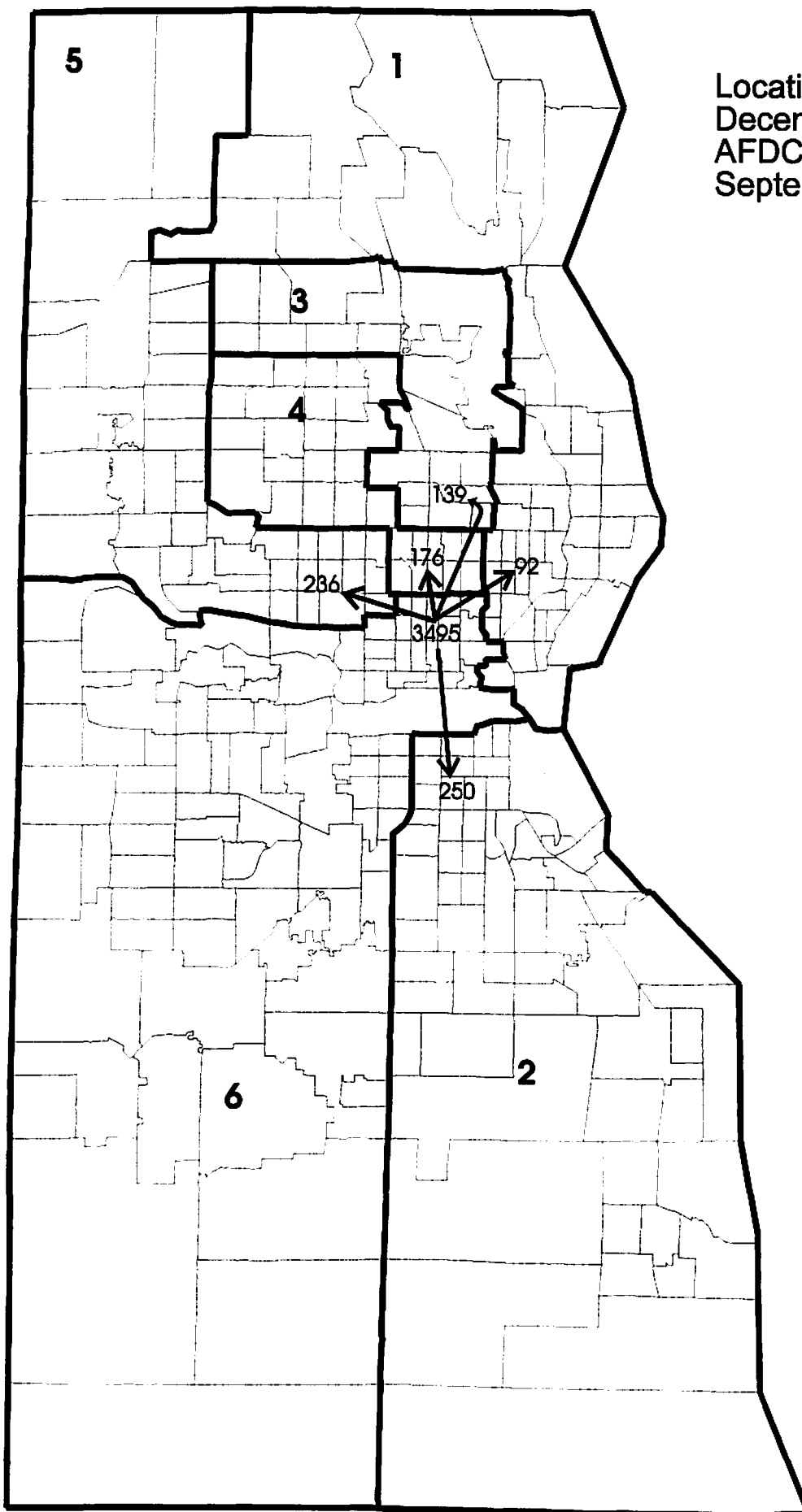
Location of Region 4
December 1995
AFDC cases as of
September 1996

Regional Outmigration in Milwaukee County



Location of Region 5
December 1995
AFDC cases as of
September 1996

Regional Outmigration in Milwaukee County



Location of Region 6
December 1995
AFDC cases as of
September 1996

Changes in Percent Share of Regions Vary with Population

Unequal changes in the regional populations appear to have more to do with the uneven movement of cases on and off public assistance in regions than residential mobility. An examination of the status of December 1995 all non-excluded AFDC cases in September 1996 shows a considerably higher rate of case closures in Regions 2 and 6 than in the balance of the county. Overall, 31 percent or 8,543 of December 1995 AFDC cases were no longer on aid in September 1996. In Region 2, 36 percent of AFDC cases were closed, followed by Region 6 with a 33 percent closure rate; Region 3 had the lowest rate of 28 percent.

Of the 27,725 AFDC cases active in December 1995, 19,182 remained on AFDC in September 1996 and 8,543 closed. Additionally, 4,511 net new AFDC cases were added. The share of new cases compared to the share of December 1995 cases by region shows Regions 1 and 6 getting higher shares of new cases on aid in September 1996 than their share in December 1995. The impact of uneven rates of case closings and the fact that closures outnumbered new cases appear to be the main reason for shifts in the number of cases in each region and the change in percent share for September 1996 AFDC cases.

W-2 Regional Populations for Milwaukee County

ACTIVE AFDC CASES (Levels 1-5) * DEC. 1995 AND SEPT. 1996	MILWAUKEE COUNTY W-2 REGIONS:					
	1	2	3	4	5	6
DEC. 1995 AFDC CASES	3,304	4,662	4,790	4,985	4,964	4,958
PERCENT SHARE	11.94%	16.85%	17.32%	18.02%	17.94%	17.92%
SEPT. 1996 AFDC CASES	2,885	3,708	4,161	4,309	4,217	4,179
PERCENT SHARE	12.30%	15.81%	17.74%	18.37%	17.98%	17.81%
CASES CLOSED (BY SEPT. 1996)	962	1,680	1,322	1,443	1,495	1,616
PERCENT SHARE	11.29%	19.72%	15.52%	16.94%	17.55%	18.97%
NEW CASES (BY SEPT. 1996)	543	726	693	767	748	837
PERCENT SHARE	12.59%	16.83%	16.06%	17.78%	17.34%	19.40%
CLOSED AND CARRY-OVER AND NEW AFDC CASES	3,847	5,388	5,483	5,752	5,712	5,795
PERCENT SHARE	12.03%	16.85%	17.15%	17.99%	17.86%	18.12%
RFP (Levels 1-4) DEC. 1995 POPULATION	2,635	3,593	3,753	3,802	3,884	3,916
PERCENT SHARE	12.21%	16.65%	17.39%	17.61%	17.99%	18.15%
RFP SEPT. 1996 POPULATION	2,229	2,730	3,180	3,312	3,261	3,259
PERCENT SHARE	12.40%	15.19%	17.70%	18.43%	18.15%	18.13%

*Does not include cases lacking a U.S. Census Tiger address match.

The largest change in percent share occurred in Region 2 which declined from 16.85 percent in December 1995 to 15.81 percent in September 1996. Increases in share were largest in Regions 3, 1 and 4. Impacts of changes in regional population are much less, however, if estimates of clients to be served is expanded to include new cases and those leaving AFDC (many of whom remain on Food Stamps and Medical Assistance and are eligible for W-2 child care and health care). Using the combination of AFDC cases closed, active or new during both December 1995 and September 1996 results in less change in regional share with a 0.2 percent share increase in Region 6 and a 0.17 percent share decrease in Region 3 compared to December 1995 AFDC cases.

Finally, using the more limited definitions of the AFDC population for purposes of the RFP for W-2 vendors (i.e., excluding cases with sanction status or low check amounts and no earned income), differences in regional composition were highest when using difference in percent share as the measure. In this comparison the Region 2 population share declines the most with a 1.46 percent drop while the Region 4 population share increased most with 0.82 percent increase in share by September 1996.