

CASELOAD EXITS AT THE LOCAL LEVEL
OCTOBER 2011 THROUGH SEPTEMBER 2012

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SEPTEMBER 2013



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ACKNOWLEDGEMENTS

The authors would like to thank Jamie Haskel and Somlak Suvanasorn for their assistance in the collection and processing of data for this report.

This report was prepared by the Family Welfare Research and Training Group, School of Social Work, University of Maryland, 525 West Redwood Street, Baltimore, Maryland 21201 with support from its long time research partner, the Maryland Department of Human Resources. For additional information about our research, please visit our website: <http://www.familywelfare.umaryland.edu/>.

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EXECUTIVE SUMMARY

Maryland has used empirical research to assist policymakers and program managers to better understand and manage Temporary Cash Assistance (TCA) caseloads since well before the welfare reforms of 1996. Today's report, *Caseload Exits at the Local Level*, is the most recent in an annual series of reports by the same name that, each year, present information about the annual population of welfare leavers statewide and, separately, for each of the 23 counties and Baltimore City. The reports focus on the profiles of leavers and the reasons for case closure, highlighting intra-state variation. They provide a useful macro-level snapshot of how many and what types of families leave TCA in each jurisdiction in any given year and why they leave. This is important because, while Maryland is small, there is great diversity among its 24 local jurisdictions, and the intra-state differences are difficult to discern from state-level findings. Today's report examines the universe of all 28,403 unique cases that closed for at least one month between October 2011 and September 2012. Key findings are highlighted below.

Statewide & Jurisdictional Closures

- Case closures this year (n=28,403) were the highest in the past decade and an 8.6% increase over last year.
- In line with their larger caseloads, Baltimore City (44.3%), and the counties of Baltimore (11.3%) and Prince George's (10.8%) together accounted for two-thirds (66.4%) of all case closures during the year.
- The distribution of case closures across the state parallels the intra-state distribution of the active caseload. That is, in all 24 jurisdictions, the share of total case closings mirrors their share of the average annual active caseload; nowhere was the difference greater than one-half of one percent.

Case & Payee Characteristics

- Statewide, case closures typically were two-person assistance units (40.8%), with one adult (79.7%) and one child (48.4%). On average, the youngest child was 5.3 years old. Payees were African-American (75.9%) females (94.5%) about 32 years old, on average. The typical family received TCA in 8 of the last 12 months and in 21 months of the previous 60 months.
- The typical closed case consisted of two to three persons, but in Queen Anne's (26.0%), Wicomico (25.6%), St. Mary's (25.4%), Frederick (24.7%), Howard (23.7%), Somerset (23.4%), and Dorchester (23.1%) counties, one in four had three or more children.
- One-adult cases were most common, but variation was notable in the percentage of two-adult cases. Statewide, 1 in 20 cases had two adults, but the rate was 1 in 10 or higher in five counties: Garrett (18.6%), Allegany (16.0%), Queen Anne's (12.2%), St. Mary's (11.2%), and Cecil (10.0%).

Caseload Designation

- Two-thirds (65.3%) of all closures were designated as work-eligible (i.e., work-mandatory). Half of all closures (50.6%) were among single-parent, work-eligible cases; another 7.9% were cases with earnings.
- Single-parent, work-eligible cases were the most common closures in 23 of 24 jurisdictions (all but Talbot County, where child-only case closures were most common). More than half of closures in the three jurisdictions were single-parent, work-eligible cases: Baltimore City (56.3%), Prince George's County (55.7%), and Dorchester County (52.5%).

Case Closure Reasons

- For the state as a whole, the top three administratively-recorded reasons for case closure were: work sanction (28.8%); eligibility/verification information not provided (25.4%), and income above limit (15.7%).
- Income above limit, a closure code usually associated with work-related closures, was among the top three closure codes in 22 of 24 jurisdictions. Only Baltimore City and Prince George's County did not have this as a frequently used closure code, which are home to the largest and third largest TCA caseloads in Maryland.

Full-Family Sanctions

- The statewide work sanction rate (28.8%) was unchanged from the prior year, primarily because the rate was essentially flat between the two years in three very large jurisdictions (Baltimore City and the counties of Montgomery and Prince George's).
- Work sanctions, as a share of all closure reasons, declined a bit in two counties (Anne Arundel and Wicomico) and went up compared to last year in the 19 other counties. The most dramatic year-to-year increases were in the counties of Allegany (6.8% to 28.1%), Cecil (4.5% to 26.3%), and Frederick (5.4% to 11.0%).

INTRODUCTION

Cash assistance for poor children and their families changed dramatically with enactment of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996. PRWORA abolished the open-ended Aid to Families with Dependent Children (AFDC) program and replaced it with a new program, Temporary Assistance for Needy Families (TANF), characterized by fixed funding, time limits, and work participation requirements. Initially, the thriving economy permitted tens of thousands of families to move from welfare to work. In 2005, TANF was reauthorized via the Deficit Reduction Act (DRA) of 2005 which significantly altered federal work participation requirements and limited states' flexibility to meet the new standards, but did not increase the amount of block grant funding to states. In hindsight it is clear that, for state TANF programs and for clients, the timing could not have been worse. The most severe and generally unexpected economic downturn in more than a half-century began shortly thereafter, characterized by massive job losses, high unemployment, and rising numbers of families applying for aid, many for the first time ever. This confluence of events combined to pose quite a stringent test of the work-oriented cash assistance program.

Due to the partnership between the Maryland Department of Human Resources (DHR) and the University of Maryland, School of Social Work, policymakers and program managers have access to numerous reports documenting the implementation, operation, and outcomes of welfare reform since PRWORA. Today's report, *Caseload Exits at the Local Level*, adds to that body of knowledge. It is the latest in a series of annual reports by the same name that, each year, present information about Maryland's annual population of welfare leavers, statewide and, separately, for each local jurisdiction.

The *Caseload Exits* reports focus on the profiles of leavers and the reasons for case closure, highlighting intra-state variation. They provide a snapshot of how many and what types of families leave cash assistance in each jurisdiction in any given year and why they leave. Reports within this series have documented the changes occurring during and after the Great Recession, including the slow recovery. For example, more cases have closed each year since the 2006-2007 study year, which is reflective of the growing number of families receiving cash assistance. sanctions since the 2009-2010 study year.

This latest *Caseload Exits* report covers the 12-month period from October 2011 through September 2012 and presents findings on the universe of 28,403 cases which closed for at least one month during that time period. We examine the following questions throughout the report for the state and each jurisdiction:

1. What are the trends in case closure during the year?
2. What are the characteristics of case closures and their payees?
3. What is the distribution of caseload designations among the exiting TANF cases?
4. What are the most frequently recorded case closure reasons?
5. How many cases closed because of a work or child support sanction?

METHODS

This study is the 18th in the *Caseload Exits at the Local Level* series. As such, the description of the sample and data sources used is similar to that of previous reports, reflecting minor changes when necessary.

Sample

The sample used for this report includes every TANF case that closed in Maryland between October 2011 and September 2012, 16 years after the implementation of the Personal Responsibility and Work Opportunity Act (PRWORA). If an assistance unit stopped receiving Temporary Cash Assistance (TCA, Maryland's TANF program) for at least one month during this study period, then it is considered a case closure. An assistance unit was included in the sample only once, even if their case may have closed on more than one occasion during the study period. For those cases with multiple closures, we randomly select one of those closures for inclusion in our analyses. By randomly selecting one closing record per case, we ensure no systematic effect of removing duplicates on the number of closings by month. Between October 2011 and September 2012, there were 28,403 unique case closures¹.

This report also provides information on cases that were receiving TCA in October 2011 in order to make comparisons between the active caseload and case closures. Data reflecting the active TCA caseload in Maryland come from the universe of cases receiving TCA in October 2011 (n=27,281), originally drawn for our *Life on Welfare* series (Nicoli, Passarella, & Born, 2012). Additionally, the report makes a comparison to the number and

jurisdictional proportion of all cases that received TCA during this study period; an average of this 12-month period was obtained directly from the Department of Human Resources' (DHR) website.

Data Sources

Study findings are based on analyses of administrative data retrieved from computerized management information systems maintained by the State of Maryland, specifically the Client Automated Resources and Eligibility System (CARES).

CARES

CARES became the statewide automated data system for certain DHR programs in March 1998. CARES provides individual and case level program participation data for cash assistance (AFDC or TCA), Food Supplement (formerly known as Food Stamps), Medical Assistance, and other services. Demographic data are provided, as well as information about the type of program, application and disposition (denial or closure), dates for each service episode, and codes indicating the relationship of each individual to the head of the assistance unit.

Analyses

Throughout this report, descriptive analyses are used to provide an overall picture of case closures occurring between October 2011 and September 2012 at both the state and jurisdictional level.

¹ The total number of closures reported here (n=28,403) may differ from the total number of closures reported by the Family Investment Administration for the same period; this is due, in large part, to our counting each case only once during the 12-month study period.

FINDINGS: OVERVIEW OF CASE CLOSURES

This report examines the 28,403 unique TCA cases that experienced a closure of at least one month's duration between October 2011 and September 2012. In this first findings chapter we focus on a few key topics. The first is how the number of case closures this year compares to the number in prior years, before, during and after the recession. The second is how closures during our study year were distributed across months. The third is how closures were distributed across jurisdictions and how each jurisdiction's share of case closures compares to its share of the active caseload.

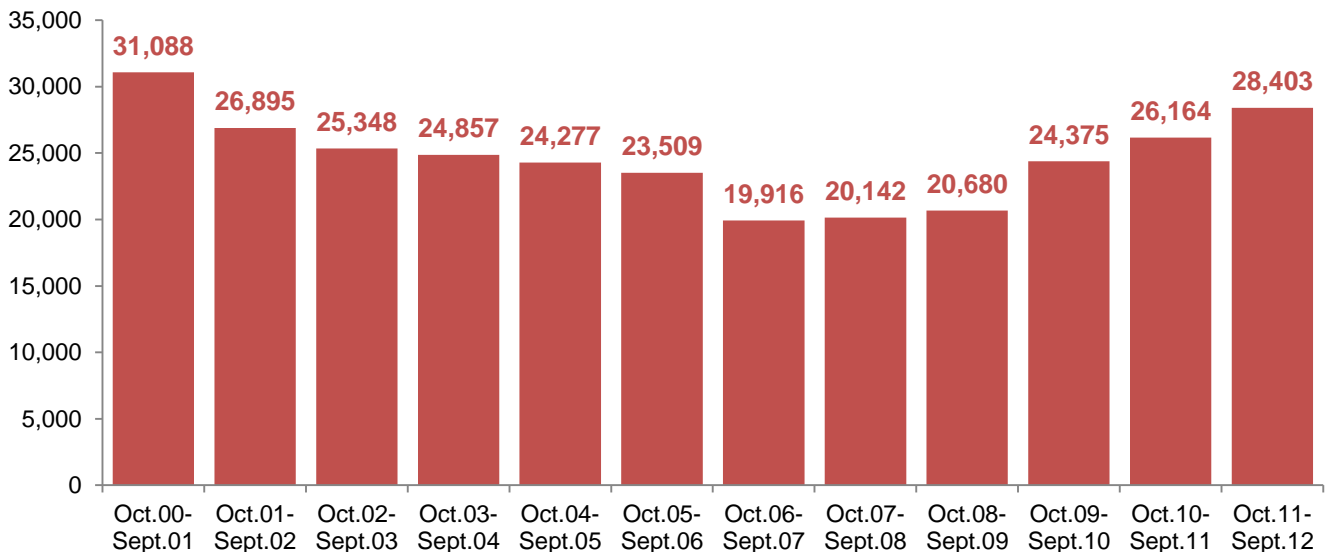
Case Closures by Year

Since welfare reform, case closures steadily declined largely due to the decreasing TCA caseload. As the size of the TCA caseload decreased, the population of possible case closures also decreased. In Maryland, the size of the overall caseload was at a historically high level at the outset of welfare reform, but decreased every year since that point and reached all-time lows in 2007. Of course, this was before the Great Recession. Since 2007, Maryland saw a

34.9% increase in the number of families receiving TCA (from October 2007 to October 2011), the first caseload increase since welfare reform (Nicoli, Passarella, & Born, 2012).

This increase in cases receiving cash assistance is also reflected in the rising numbers of case closures, as shown in Figure 1, which provides the number of unduplicated case closures from the current and previous *Caseload Exits at the Local Level* reports. Closures in the current study year—28,403—is the largest, single-year number of unique case closures recorded in the past decade. It also represents an 8.6% increase over the October 2010 through September 2011 period when 26,164 unique closures were recorded. Not surprisingly, Figure 1 also shows that the fewest cases closed in the years most closely associated with the Great Recession, but that closures have been ticking upward since then. This lends support to the oft-voiced aphorism that welfare caseloads are a leading indicator of recession and a lagging indicator of recovery.

Figure 1. Statewide Case Closures by Year: 2000-2001 to 2011-2012

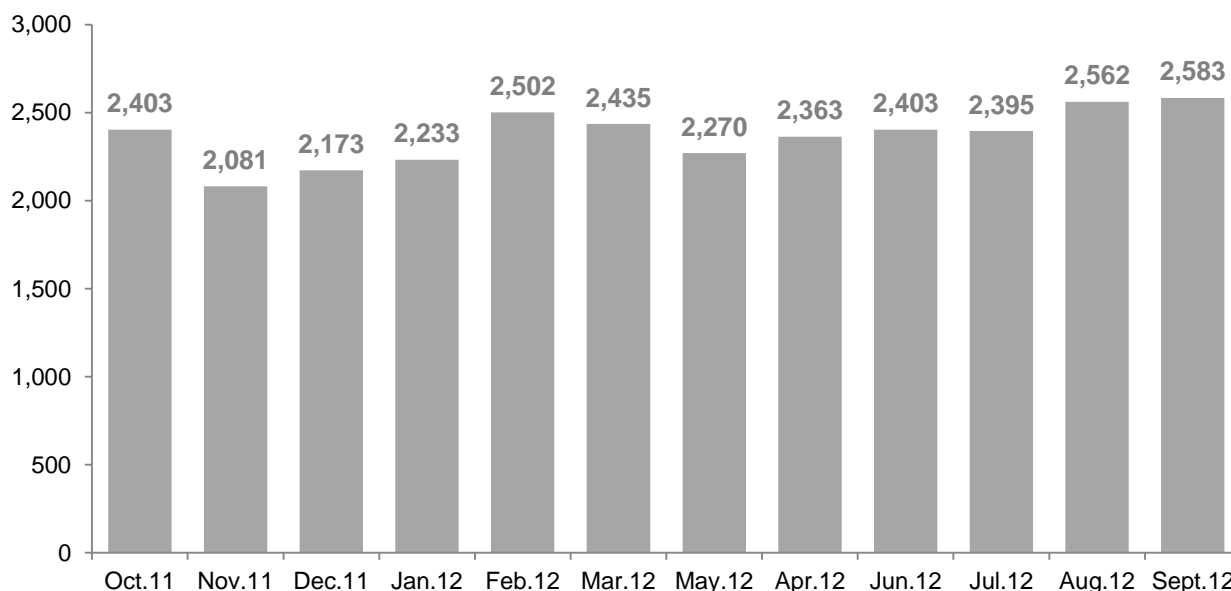


Case Closures by Month

Figure 2 depicts the number of case closures for each month between October 2011 and September 2012. The average number of closures per month (n=2,367) for this study year was higher than the

preceding study year (n=2,180), which is expected due to the increase in closures. The number of closures ebbs and flows throughout the year, with the annual low of 2,081 occurring in November 2011 and the peak number of 2,583 closures recorded in September 2012.

Figure 2. Statewide Case Closures by Month: October 2011 to September 2012



Case Closures by Jurisdiction

Maryland is a small but diverse state with respect to local economic conditions, employment opportunities, culture, population sizes and demographics, and the number of families receiving cash assistance. This intra-state diversity was and still is explicitly recognized, and its importance acknowledged, in the “one size does not fit all” feature of Maryland’s reformed cash assistance program. Thus, it is important to take a look at jurisdictional data to gain a better understanding of caseload and case closure patterns at the sub-state level.

Table 1, following this discussion, presents several important pieces of information about statewide and local TCA caseloads

and case closures during the study year. By far, the largest number of closures (n=12,579) occurred in Baltimore City, accounting for more than two-fifths (44.3%) of all statewide closures. Only two other counties, Baltimore (11.3%) and Prince George’s (10.8%), accounted for 10 percent or more of all statewide closures during the year. Together these three jurisdictions accounted for two-thirds (66.4%) of all Maryland’s unique TCA case closures in the study period. The two other major metropolitan counties, Anne Arundel (5.5%) and Montgomery (4.8%), each had about five percent of all statewide closures during the year so that, collectively, slightly more than three of every four statewide closures (76.7%) were accounted for by these five jurisdictions.

All else equal, one would expect that the distribution of case closures across jurisdiction would be similar to the intra-state distribution of the cases receiving cash assistance—that is, that counties with larger shares of the statewide caseload would have larger shares of statewide closures as well. We examined this assumption and, as also shown in Table 1, it is a valid one, since each jurisdiction’s shares of statewide closures do closely mirror their respective shares of the active statewide caseload. It will be recalled that the top three

jurisdictions in terms of case closures (Baltimore City and the counties of Baltimore and Prince George’s), together, accounted for about two of every three statewide closures (66.4%); Table 1 shows that their combined share of the average, annual active caseload was exactly the same (66.4%). For each of the 24 jurisdictions, in fact, their share of annual case closures closely mirrored their share of the average, annual active caseload; nowhere was the difference greater than one-half of one percent.

Table 1. Percent of Closures and Average Caseload: October 2011 to September 2012

Jurisdiction	Percent of Total Closures (n=28,403)	Percent of Average Caseload (n=27,730)	Percentage Point Difference
Allegany	1.2% (338)	1.3% (352)	-0.1
Anne Arundel	5.5% (1,549)	5.4% (1,509)	0.1
Baltimore County	11.3% (3,200)	11.8% (3,272)	-0.5
Calvert	0.5% (139)	0.5% (141)	0.0
Caroline	0.8% (228)	0.8% (234)	0.0
Carroll	0.9% (247)	0.9% (249)	0.0
Cecil	2.3% (641)	2.2% (620)	0.1
Charles	1.6% (449)	1.4% (402)	0.2
Dorchester	0.9% (242)	1.1% (295)	-0.2
Frederick	1.7% (485)	1.8% (488)	-0.1
Garrett	0.3% (86)	0.3% (89)	0.0
Harford	2.2% (625)	2.3% (624)	-0.1
Howard	2.1% (595)	2.0% (558)	0.1
Kent	0.3% (72)	0.3% (81)	0.0
Montgomery	4.8% (1,363)	4.4% (1,227)	0.4
Prince George's	10.8% (3,065)	10.6% (2,946)	0.2
Queen Anne's	0.5% (131)	0.4% (114)	0.1
St. Mary's	2.3% (650)	2.0% (557)	0.3
Somerset	0.5% (154)	0.7% (205)	-0.2
Talbot	0.2% (70)	0.3% (86)	-0.1
Washington	2.2% (630)	2.4% (658)	-0.2
Wicomico	2.6% (731)	2.6% (726)	0.0
Worcester	0.4% (113)	0.4% (101)	0.0
Baltimore City	44.3% (12,579)	44.0% (12,195)	0.3

Note: Counts may not sum to actual sample size because of missing data. Valid percentages are reported. The Percent of Total Closures is a unique count of cases closing at least one time between October 2011 and September 2012. The Percent of Average Caseload is an average of paid cases across the 12 months between October 2010 and September 2011, retrieved from statistical reports provided by the Maryland Department of Human Resources:

<http://www.dhr.state.md.us/documents/Data%20and%20Reports/FIA/Statistical-Reports-2010.pdf>
<http://www.dhr.state.md.us/documents/Data%20and%20Reports/FIA/Statistical-Reports-2011.pdf>

FINDINGS: CHARACTERISTICS OF CASE CLOSURES

In this chapter, we present profile information about the cases which experienced a TCA closure between October 2011 and September 2012. We present findings related to previous welfare receipt and the demographic characteristics of the payee and the case, including caseload designation at the time of closure. Findings are presented for Maryland as a whole and, separately, for each of the 24 local jurisdictions.

It is important to present case and client-level descriptors for multiple reasons. First, providing this information reminds us that our statistics represent actual, low-income, Maryland families in which children are present. Second, just as jurisdictions vary in the size of their cash assistance caseloads, they also differ in the profile of the families who use TCA and whose cases do or do not subsequently close. For example, since some child-only cases may exit assistance only when the child reaches the age of majority, jurisdictions with a higher percentage of child-only cases may have a different profile and rate of exiting cases than those with lower percentages of child-only cases (Hetling, Saunders, & Born, 2005). Last but certainly not least, because the TCA caseload is concentrated in a few large, metropolitan jurisdictions, statewide analyses almost always mask important intra-state differences. Failing to take local caseload realities into account can confound resource allocation, goal-setting, and outcomes monitoring because, for example, certain types of cases (i.e., work-eligible vs. child-only) could be disproportionately concentrated in just a few jurisdictions, rather than more evenly distributed across the state.

Characteristics of Case Closures and Payees: Statewide

We begin with information about the statewide population of TCA cases which closed at least once between October 2011 and September 2012. This information is presented in Table 2 which, for comparative purposes, also presents information about payees in TCA cases that were active in October 2011, the first month of our study period (Nicoli, Passarella, & Born, 2012).

Table 2 shows that the typical case that closed during the study year was a two-person assistance unit (40.8%), consisting of one adult (79.7%) and one child (48.4%). On average, the youngest child in this assistance unit was 5.34 years of age. The payee in a typical closed case was an African American (75.9%) female (94.5%), who was 32.59 years of age, on average. The typical exiting family had received TCA in about 8 of the 12 preceding months and about 21 months out of the preceding 60 months.

These findings are quite similar to the demographics of Maryland TCA cases that closed in prior years (see, for example, Hall, Kolupanowich, Passarella, & Born, 2012). Compared to the profile of the cases receiving TCA in October 2011, there are some differences as well as similarities, however. Active cases were similar to the closed cases in that the plurality of active assistance units were also comprised of two people (37.8%), with one adult (67.8%) and one child (48.3%). Active cases also had similar patterns of welfare use, averaging 8.5 months of aid within the preceding 12 months and 25.1 months in the preceding 60 months.

The most obvious, but not unexpected, difference between cases which closed during the year and cases active in October 2011 is with regard to child-only cases, where TCA is received only on behalf of the child. Table 2 shows that child-only cases represent a much larger proportion—nearly double—of the active caseload than of case closures. More than one in four (28.9%) active cases had no adult receiving cash

assistance compared to one in six (15.4%) cases among those which closed. This finding makes sense because, in general, child-only TCA cases have longer welfare spells, many headed by a grandparent or other relative who is caring for the child, often in lieu of the child's formal placement in foster care (Hetling, Saunders, & Born, 2005).

Table 2. Case Closures and Payee Characteristics: Statewide

	Case Closures Oct. 11-Sept. 12 (n=28,403)	Active Caseload Oct. 11 (n=27,281)
Payee Characteristics		
% African American [^]	75.9% (21,001)	75.0% (19,314)
% Female	94.5% (26,830)	94.40% (25,762)
Mean Age [Median Age]	32.59 [29.69]	35.14 [31.70]
Case Characteristics		
Number of Adults		
0 (Child-Only)	15.4% (4,372)	28.9% (7,892)
1	79.7% (22,633)	67.8% (18,491)
2	4.9% (1,386)	3.3% (898)
Number of Children		
0	3.0% (842)	2.9% (783)
1	48.4% (13,750)	48.3% (13,184)
2	27.1% (7,705)	27.3% (7,459)
3 or more	21.5% (6,094)	21.5% (5,855)
Size of Assistance unit		
1	12.6% (3,591)	20.0% (5,465)
2	40.8% (11,581)	37.8% (10,314)
3	25.0% (7,103)	22.5% (6,136)
4 or more	21.5% (6,116)	19.7% (5,366)
Average Age of Youngest Child		
Mean [Median]	5.34 [3.56]	5.92 [4.19]
TCA Receipt		
Mean [Median] Months of Receipt in the Previous 12 Months	8.16 [10.00]	8.54 [11.00]
Mean [Median] Months of Receipt in the Previous 60 Months	21.56 [17.00]	25.18 [20.00]

Note: ^ Non-Hispanic. Counts may not sum to actual sample size because of missing data for some variables. Valid percentages are reported. For the closed cases, months of receipt in the last 12 or 60 months refers to the 12 or 60 months prior to case closure; for the active cases this is the 12 or 60 months prior to October 2011.

Characteristics of Case Closures and Payees: Jurisdictional Findings

Table 3 follows this discussion and spans several pages. It presents detailed findings on several important payee and case characteristics for each of the 23 counties and Baltimore City. Our discussion focuses on key differences and similarities among jurisdictions, but studious examination of Table 3 makes clear that while there are certain commonalities, no “one size fits all” description of payees and their cases fits all 24 jurisdictions equally well.

Number of Case Closures

The number of case closures in most jurisdictions (19 of 24) was less than 750 cases for the 12-month study period, consistent with their actual caseload sizes and their absolute numbers and relative shares of all closures. In each of the five jurisdictions with large active caseloads, however, 1,300 or more closures were recorded during the year. Not surprisingly, Baltimore City, with the largest active caseload, had the largest number of closures (12,579) and, by itself, accounted for more than two-fifths (44.3%) of closures in the state during the year, as noted in the preceding chapter. Unique case closures in the other four large jurisdictions were: Baltimore County (n=3,200), Prince George’s County (n=3,065); Anne Arundel County (n=1,549); and Montgomery County (n=1,363). Together, these five jurisdictions represented three-fourths (76.7%) of all closures in the study year.

Assistance Unit Size and Composition

All 24 jurisdictions, like the state as a whole, had an average assistance unit size of two to three persons, ranging from 2.21 persons in Talbot County to 2.90 persons in St. Mary’s County. Statewide, we saw that about one in five cases (21.5%) that closed had three or more children included in the assistance unit. In seven counties, however, roughly one in four families included this

many children: Queen Anne’s (26.0%), Wicomico (25.6%), St. Mary’s (25.4%), Frederick (24.7%), Howard (23.7%), Somerset (23.4%), and Dorchester (23.1%). The smallest percentages of such families were in the counties of Talbot (14.3%), Carroll (15.4%), and Charles (16.9%). In all 24 jurisdictions, however, the most common situation among closed cases was one child in the assistance unit. Statewide, it will be recalled that just under half (48.9%) of all closed cases were one child assistance units. At the jurisdiction level, this ranged from a high of 57.1% in Talbot County to a low of 41.7% in Kent County.

Statewide and in all 24 jurisdictions as well, one adult assistance units predominated among cases closed during the year; this ranged from a low of 62.8% of cases in Garrett County to a high of 83.9% in Baltimore City. Despite the predominance of one adult assistance units, intra-state variation in the percentages of closed cases in which two adults were present was still evident. Only five percent (4.9%) of closed cases statewide had two adults present but, in five smaller, less metropolitan counties, at least 1 of every 10 closed cases had two adults in the assistance unit: Garrett (18.6%), Allegany (16.0%), Queen Anne’s (12.2%), St. Mary’s (11.2%), and Cecil (10.0%) counties. The percentage of child-only case (i.e. no adult) closures varied quite a bit across the state also. St. Mary’s County (12.6%) and Baltimore City (12.7%) had the smallest proportions of child-only case closures, while Talbot (35.7%) and Worcester (25.7%) counties had the highest.

Payee Characteristics

With regard to demographics, there is considerable variation among jurisdictions, depicted in Table 3. In Garrett County, for example, no (0.0%) payees in closed cases were African American, whereas in Baltimore City, the vast majority (91.1%) of closed cases was headed by African-American payees. Between these two

extremes, we find that African Americans accounted for half or more of all payees in closed cases in 13 jurisdictions while Caucasians were the majority in nine jurisdictions. The ethnicity variable is an excellent example of how statewide data can and often do mask important intra-state variation. Statewide, to illustrate, it is true that three of every four (75.9%) exiting payees is African American. However, it is clear from Table 3 that this is not the case in most of the state. In fact, it is only in 3 of 24 jurisdictions that three-quarters or more of payees in closed cases are members of this ethnic group: Baltimore City (91.9%), Prince George's County (91.1%), and Charles County (77.2%). The characteristics of closed cases in Baltimore City and Prince George's County, including ethnicity, exert powerful influence on statewide findings because, together, these two jurisdictions accounted for more than half (55.6%) of all closures statewide.

The mean and median ages of payees in closed cases also varied somewhat across the state but within a fairly narrow range. Statewide, payees had an average age of 32.5 years and their median age was about three years lower (29.6 years). Again, however, these figures are heavily influenced by Baltimore City and, to a lesser extent, Prince George's County, and thus do not necessarily reflect the situations in other counties. In 14 of 24 counties, to illustrate, payees' average age was 33

years or more. Jurisdictions with the lowest average payee ages were the counties of Allegany (31.7), Charles (31.9), Dorchester (31.0), Somerset (31.7), and Wicomico (31.7), and Baltimore City (31.9).

Jurisdictions with a higher percent of child-only cases also tend to have older payees. This may be due to the role of grandparents and older relatives as caretakers. For example, one-third (35.7%) of Talbot County cases were child-only and the average payee age was 36.7 years compared to the statewide average age of 32.5 years. This is also seen in Montgomery County where the average payee age was 34.3 years and one in five (20.8%) cases was child-only. Conversely, Baltimore City had a relatively small child-only population (12.7%) and the average payee age is 31.9 years.

Receipt of TCA

For the state as a whole, the typical family whose TCA case closed during the study year had received assistance in 8 of the most recent 12 months, or about two-thirds of the time during the year. Eighteen jurisdictions, however, had fewer than eight months of TCA receipt in the previous year. Average months of assistance in the year before closure were lowest in Allegany County with 6.10 months, while Baltimore City had the highest average number of months of TCA receipt (8.72 months).

Table 3. Case Closures and Payee Characteristics: Jurisdictions

	Allegany	Anne Arundel	Baltimore County	Calvert	Caroline
Number of Unique Case Closures	338	1,549	3,200	139	228
Payee Characteristics					
% African American [^]	8.9% (30)	56.9% (853)	67.8% (2,093)	43.0% (55)	39.6% (89)
% Female	92.0% (311)	93.3% (1,445)	93.5% (2,992)	95.0% (132)	89.9% (205)
Mean Age [Median]	31.73 [28.79]	33.72 [30.56]	33.36 [30.58]	33.40 [30.22]	33.06 [31.09]
Case Characteristics					
Number of Adults					
0 (Child-Only)	16.0% (54)	16.1% (249)	16.8% (537)	21.6% (30)	24.6% (56)
1	68.0% (230)	78.6% (1,218)	77.8% (2,488)	73.4% (102)	68.9% (157)
2	16.0% (54)	5.3% (82)	5.5% (175)	5.0% (7)	6.6% (15)
Number of Children					
0	3.6% (12)	3.3% (51)	2.8% (91)	0.0% (0)	1.8% (4)
1	45.9% (155)	49.0% (759)	51.3% (1,640)	55.4% (77)	50.9% (116)
2	29.6% (100)	26.3% (407)	27.1% (868)	25.2% (35)	25.9% (59)
3 or more	21.0% (71)	21.4% (332)	18.8% (601)	19.4% (27)	21.5% (49)
Mean Size of Assistance Unit [Median]	2.77 [2.00]	2.68 [2.00]	2.61 [2.00]	2.50 [2.00]	2.58 [2.00]
Average Age of Youngest Child [Median]	4.85 [2.77]	5.40 [3.60]	5.68 [3.98]	4.91 [3.05]	5.52 [3.84]
TCA Receipt					
Mean Months of Receipt in 12 Months before Exit [Median]	6.10 [5.00]	6.89 [7.00]	8.12 [10.00]	6.80 [6.00]	7.45 [9.00]

Note: ^ Non-Hispanic. Counts may not sum to actual sample size because of missing data for some variables. Valid percentages are reported.

	Carroll	Cecil	Charles	Dorchester	Frederick
Number of Unique Case Closures	247	641	449	242	485
Payee Characteristics					
% African American^	12.6% (30)	18.1% (115)	77.2% (322)	72.8% (174)	44.2% (208)
% Female	91.5% (226)	94.1% (603)	96.0% (431)	94.6% (229)	92.0% (446)
Mean Age [Median]	34.06 [30.83]	33.67 [31.18]	31.96 [27.96]	31.06 [28.38]	33.13 [31.24]
Case Characteristics					
Number of Adults					
0 (Child-Only)	22.3% (55)	18.3% (117)	16.9% (76)	16.5% (40)	14.6% (71)
1	72.5% (179)	71.8% (460)	78.6% (353)	77.7% (188)	78.1% (379)
2	5.3% (13)	10.0% (64)	4.5% (20)	5.8% (14)	7.2% (35)
Number of Children					
0	2.0% (5)	3.1% (20)	2.4% (11)	2.5% (6)	3.1% (15)
1	53.0% (131)	46.2% (296)	51.0% (229)	45.0% (109)	47.8% (232)
2	29.6% (73)	29.3% (188)	26.9% (121)	29.3% (71)	24.3% (118)
3 or more	15.4% (38)	21.4% (137)	16.9% (88)	23.1% (56)	24.7% (120)
Mean Size of Assistance Unit [Median]	2.46 [2.00]	2.72 [2.00]	2.60 [2.00]	2.74 [3.00]	2.76 [2.00]
Average Age of Youngest Child [Median]	5.46 [3.51]	5.26 [3.37]	4.89 [3.19]	4.57 [2.80]	4.96 [3.03]
TCA Use					
Mean Months of Receipt in 12 Months before Exit [Median]	7.38 [8.00]	7.50 [8.00]	6.90 [7.00]	8.42 [10.00]	7.03 [7.00]

Note: ^ Non-Hispanic. Counts may not sum to actual sample size because of missing data for some variables. Valid percentages are reported.

	Garrett	Harford	Howard	Kent	Montgomery
Number of Unique Case Closures	86	625	595	72	1,363
Payee Characteristics					
% African American^	0.0% (0)	57.2% (352)	71.1% (393)	49.3% (35)	68.3% (867)
% Female	90.7% (78)	95.7% (598)	93.1% (554)	94.4% (68)	92.9% (1,266)
Mean Age [Median]	32.06 [29.54]	33.23 [29.56]	34.08 [32.09]	33.68 [30.29]	34.31 [31.97]
Case Characteristics					
Number of Adults					
0 (Child-Only)	18.6% (16)	19.2% (120)	14.1% (84)	22.2% (16)	20.8% (284)
1	62.8% (54)	77.4% (484)	76.5% (455)	75.0% (54)	70.9% (966)
2	18.6% (16)	3.4% (21)	9.4% (56)	2.8% (2)	8.3% (113)
Number of Children					
0	3.5% (3)	2.2% (14)	2.0% (12)	2.8% (2)	2.1% (29)
1	51.2% (44)	48.6% (304)	46.7% (278)	41.7% (30)	47.8% (652)
2	24.4% (21)	28.8% (180)	27.6% (164)	37.5% (27)	27.6% (376)
3 or more	20.9% (18)	20.3% (127)	23.7% (141)	18.1% (13)	22.5% (306)
Mean Size of Assistance Unit [Median]	2.71 [2.00]	2.60 [2.00]	2.79 [3.00]	2.65 [2.00]	2.71 [2.00]
Average Age of Youngest Child [Median]	4.58 [3.41]	5.17 [3.33]	5.69 [4.02]	4.59 [3.27]	5.47 [3.41]
TCA Use					
Mean Months of Receipt in 12 Months before Exit [Median]	7.02 [6.00]	7.46 [8.00]	8.20 [10.00]	6.99 [7.00]	7.33 [8.00]

Note: ^ Non-Hispanic. Counts may not sum to actual sample size because of missing data for some variables. Valid percentages are reported.

	Prince George's	Queen Anne's	St. Mary's	Somerset	Talbot
Number of Unique Case Closures	3,065	131	650	154	70
Payee Characteristics					
% African American^	91.1% (2,666)	30.2% (39)	51.8% (328)	64.9% (100)	58.0% (40)
% Female	96.2% (2,947)	87.8% (115)	91.5% (595)	92.2% (142)	97.1% (68)
Mean Age [Median]	32.54 [29.25]	34.96 [33.83]	32.16 [29.27]	31.78 [28.29]	36.76 [32.83]
Case Characteristics					
Number of Adults					
0 (Child-Only)	17.4% (534)	18.3% (24)	12.6% (82)	16.9% (26)	35.7% (25)
1	80.0% (2,452)	69.5% (91)	76.2% (495)	73.4% (113)	62.9% (44)
2	2.6% (79)	12.2% (16)	11.2% (73)	9.7% (15)	1.4% (1)
Number of Children					
0	2.5% (76)	0.0% (0)	2.6% (17)	1.9% (3)	1.4% (1)
1	49.3% (1,511)	47.3% (62)	43.5% (283)	44.2% (68)	57.1% (40)
2	25.6% (786)	26.7% (35)	28.5% (185)	30.5% (47)	27.1% (19)
3 or more	22.6% (692)	26.0% (34)	25.4% (165)	23.4% (36)	14.3% (10)
Mean Size of Assistance Unit [Median]	2.69 [2.00]	2.85 [3.00]	2.90 [3.00]	2.81 [3.00]	2.21 [2.00]
Average Age of Youngest Child [Median]	5.15 [3.21]	5.98 [4.76]	4.96 [3.40]	4.08 [2.46]	5.44 [3.61]
TCA Use					
Mean Months of Receipt in 12 Months before Exit [Median]	8.38 [10.00]	6.50 [6.00]	8.55 [10.00]	7.51 [8.00]	7.31 [8.00]

Note: ^ Non-Hispanic. Counts may not sum to actual sample size because of missing data for some variables. Valid percentages are reported.

	Washington	Wicomico	Worcester	Baltimore City
Number of Unique Case Closures	630	731	113	12,579
Payee Characteristics				
% African American^	31.2% (187)	70.0% (500)	61.7% (66)	91.9% (11,442)
% Female	93.3% (588)	95.9% (701)	95.6% (108)	95.1% (11,963)
Mean Age [Median]	32.47 [29.29]	31.78 [29.25]	35.53 [30.02]	31.93 [29.09]
Case Characteristics				
Number of Adults				
0 (Child-Only)	20.0% (126)	16.3% (119)	25.7% (29)	12.7% (1,596)
1	75.4% (475)	77.4% (566)	70.8% (80)	83.9% (10,547)
2	4.6% (29)	6.3% (46)	3.5% (4)	3.5% (435)
Number of Children				
0	1.4% (9)	3.3% (24)	0.9% (1)	3.5% (436)
1	45.1% (284)	42.3% (309)	50.4% (57)	48.3% (6,077)
2	31.4% (198)	28.9% (211)	29.2% (33)	26.9% (3,381)
3 or more	22.1% (139)	25.6% (187)	19.5% (22)	21.3% (2,684)
Mean Size of Assistance Unit [Median]	2.73 [2.00]	2.83 [3.00]	2.52 [2.00]	2.69 [2.00]
Average Age of Youngest Child [Median]	4.45 [2.74]	4.87 [3.18]	5.47 [3.77]	5.43 [3.73]
TCA Use				
Mean Months of Receipt in 12 Months before Exit [Median]	7.36 [7.00]	7.71 [9.00]	7.05 [7.00]	8.72 [10.00]

Note: ^ Non-Hispanic. Counts may not sum to actual sample size because of missing data for some variables. Valid percentages are reported.

Caseload Designation: Statewide

In Maryland, each TCA case is classified as subject to work requirements (work-eligible) or work-exempt which are cases that require a different case management strategy. The categorization is based on a number of different case and payee characteristics available in the administrative data, and there is a hierarchy that guides which category is the most appropriate in the event that a case meets the criteria for more than one category. Information about the distribution of caseload designations among our universe of closed cases for the study year is important. It provides another perspective on the types of cases that seem most likely to experience a welfare exit in Maryland at this time, shows the extent to which closures are taking place among work-eligible compared to work-exempt cases, and lets us determine if there are intra-state variations on this dimension.

Table 4 provides the statewide distribution of caseload designations among cases that closed between October 2011 and September 2012 and how that distribution compares to that of the October 2011 active caseload (Nicoli, Passarella, & Born, 2012). Half (50.6%) of all case closures were single-parent cases subject to federal work requirements; in contrast, just about one-third (35.6%) of the active caseload were single-parent, work-eligible cases. Another

14.7% of all closures occurred among other types of work-eligible cases, the largest group being earnings cases (7.9%). Altogether, two-thirds (65.3%) of all closures during the study year were among work-eligible cases. In contrast, work-eligible cases as a group accounted for only 44.9% of the active caseload at the start of the study year.

The remaining third (34.7%) of case closures were among work-exempt cases. With the exception of child-only cases, which constituted 29.0% of all active cases, but only 15.4% of all closures, there was no more than a five percentage point difference between case closures and the active caseload for any case category. The underrepresentation of child-only cases among closures is not surprising, however, because it has been well-established that they tend to have longer, uninterrupted spells of welfare receipt, often because placement with a relative along with the child's use of TCA is an alternative to foster care (Hetling, Saunders, & Born, 2005).

Finally, we note that these findings about caseload designations and categories among the universe of welfare leavers are consistent with findings reported in prior years. In particular, single parent, work-eligible cases have accounted for half or more of all closures in each of the past three years, as illustrated in Appendix A of this report.

Table 4. Statewide Case Closures: Caseload Designation

	Case Closures Oct. 11-Sept. 12 (n=28,403)	Active Caseload Oct. 11 (n=27,281)
Work-Eligible Cases	65.3% (18,532)	44.9% (12,257)
Single-Parent Cases	50.6% (14,346)	35.6% (9,719)
Earnings	7.9% (2,236)	4.1% (1,130)
Short-Term Disabled	1.3% (380)	1.5% (402)
Legal Immigrant	0.8% (228)	0.6% (165)
Domestic Violence	1.0% (294)	0.9% (241)
Two-Parent Household	3.7% (1,048)	2.2% (600)
Work-Exempt Cases	34.7% (9,845)	55.1% (15,022)
Child-Only	15.4% (4,368)	29.0% (7,910)
Child Under One	7.6% (2,164)	10.0% (2,715)
Long-Term Disabled	9.0% (2,550)	11.8% (3,232)
Caring for a Disabled Household Member	1.7% (471)	2.4% (662)
Needy Caretaker Relative	1.0% (292)	1.8% (503)

Note: Counts may not sum to actual sample size because of missing data for some variables. Valid percentages are shown.

Caseload Designation: Jurisdictional Findings

Table 5, on the following pages, presents the caseload designation at the local level. Despite the well-documented intra-state variation with regard to cash assistance caseload sizes and composition, there are more similarities than differences across jurisdictions in terms caseload designation. In every jurisdiction, except Talbot County, the largest closures were ones headed by a single parent who was work-eligible. Two-fifths or more of closures in 14 of the 24 jurisdictions were among the single-parent, work-eligible caseload, and three of those jurisdictions had more than half of their closures among this caseload: Baltimore City (56.3%), Prince George's County (55.7%), and Dorchester County (52.5%).

Table 5 also shows that there was a great deal of consistency with regard to the second most common types of case closures. Child-only cases, the most common type of exiting cases in Talbot County (34.8%), were the second most common closures in 21 of the remaining 23 jurisdictions, although tied in Garrett County

with long-term disabled cases (18.6%). Child-only cases were third most common in two other counties: Cecil and St. Mary's. Although their relative shares of local caseloads vary, single-parent and child-only cases, for some years now, have accounted for a plurality, if not the large majority, of families who receive cash assistance in Maryland, regardless of location.

It is also worth noting that there is also some consistency with regard to the third most common caseload designation. Three designations appeared most often in third place among closures: long-term disabled, child under one, and earnings cases. There are some unique caseload designations, however. For example, one in seven (15.1%) closures in Garrett County was among two-parent cases, while these cases represented less than 10 percent of closures in all other jurisdictions. Closures among the legal immigrant caseload were small, as they represent a small portion of the overall active caseload; however, 4.1% of Montgomery County and 1.7% of Prince George's County closures were legal immigrant cases compared to one percent or less of the remaining jurisdictions.

Table 5. Jurisdictional Case Closures: Caseload Designation

	Allegany (n=338)	Anne Arundel (n=1,549)	Baltimore County (n=3,200)	Calvert (n=139)	Caroline (n=228)
Work-Eligible	53.4% (180)	62.0% (958)	66.5% (2,126)	54.0% (75)	54.8% (125)
Single-Parent Cases	33.2% (112)	43.4% (670)	49.9% (1,594)	30.2% (42)	40.8% (93)
Earnings Cases	3.9% (13)	10.1% (156)	8.3% (266)	12.2% (17)	6.6% (15)
Short-term Disabled	4.5% (15)	2.5% (39)	2.2% (71)	- -	- -
Legal Immigrant	- -	0.6% (10)	1.1% (34)	- -	- -
Domestic Violence	- -	1.4% (21)	0.7% (22)	- -	- -
Two-Parent Cases	8.6% (29)	4.0% (62)	4.3% (139)	- -	6.1% (14)
Work-Exempt	46.6% (157)	38.0% (587)	33.5% (1,071)	46.0% (64)	45.2% (103)
Child-Only	15.7% (53)	16.0% (247)	16.7% (535)	22.3% (31)	24.6% (56)
Child under One	12.2% (41)	9.4% (145)	5.8% (185)	15.8% (22)	7.0% (16)
Long-term Disabled	15.4% (52)	9.8% (151)	8.6% (276)	- -	11.4% (26)
Caring for Disabled Family Member	- -	2.2% (34)	1.3% (42)	- -	- -
Needy Caretaker Relative	- -	0.6% (10)	1.0% (33)	- -	- -

	Carroll (n=247)	Cecil (n=641)	Charles (n=449)	Dorchester (n=242)	Frederick (n=485)
Work-Eligible	50.2% (124)	49.8% (319)	66.1% (296)	68.2% (165)	67.8% (328)
Single-Parent Cases	31.2% (77)	35.9% (230)	48.9% (219)	52.5% (127)	46.7% (226)
Earnings Cases	11.3% (28)	6.1% (39)	10.3% (46)	10.3% (25)	8.9% (43)
Short-term Disabled	- -	2.0% (13)	2.2% (10)	- -	2.7% (13)
Legal Immigrant	- -	- -	- -	- -	- -
Domestic Violence	- -	- -	- -	- -	- -
Two-Parent Cases	- -	4.2% (27)	3.3% (15)	5.0% (12)	6.8% (33)
Work-Exempt	49.8% (123)	50.2% (322)	33.9% (152)	31.8% (77)	32.2% (156)
Child-Only	22.3% (55)	18.4% (118)	16.7% (75)	16.5% (40)	14.7% (71)
Child under One	8.9% (22)	10.1% (65)	10.5% (47)	6.6% (16)	9.5% (46)
Long-term Disabled	15.8% (39)	18.7% (120)	5.8% (26)	5.0% (12)	6.6% (32)
Caring for Disabled Family Member	- -	1.6% (10)	- -	- -	- -
Needy Caretaker Relative	- -	- -	- -	- -	- -

Note: Counts may not sum to actual sample size because of missing data. Valid percentages are reported. To protect confidentiality, caseload designations in which the number of cases is fewer than 10 are excluded.

	Garrett (n=86)	Harford (n=625)	Howard (n=595)	Kent (n=72)	Montgomery (n=1,363)
Work-Eligible	54.7% (47)	55.3% (345)	70.1% (417)	54.2% (39)	62.4% (848)
Single-Parent Cases	25.6% (22)	43.4% (271)	49.2% (293)	37.5% (27)	40.4% (549)
Earnings Cases	12.8% (11)	5.6% (35)	8.9% (53)	15.3% (11)	8.2% (111)
Short-term Disabled	- -	2.2% (14)	- -	-- -	1.8% (25)
Legal Immigrant	- -	- -	3.2% (19)	- -	4.1% (56)
Domestic Violence	- -	- -	- -	- -	- -
Two-Parent Cases	15.1% (13)	2.2% (14)	7.6% (45)	- -	7.2% (98)
Work-Exempt	45.3% (39)	44.7% (279)	29.9% (178)	45.8% (33)	37.6% (511)
Child-Only	18.6% (16)	19.1% (119)	13.9% (83)	22.2% (16)	20.9% (284)
Child under One	- -	10.3% (64)	4.2% (25)	- -	7.8% (106)
Long-term Disabled	18.6% (16)	12.5% (78)	10.9% (65)	- -	7.0% (95)
Caring for Disabled Family Member	- -	- -	- -	- -	1.3% (18)
Needy Caretaker Relative	- -	1.6% (10)	- -	- -	- -

	Prince George's (n=3,063)	Queen Anne's (n=131)	St. Mary's (n=650)	Somerset (n=154)	Talbot (n=70)
Work-Eligible	67.6% (2,071)	58.8% (77)	72.9% (473)	62.3% (96)	37.7% (26)
Single-Parent Cases	55.7% (1,707)	35.9% (47)	45.6% (296)	42.2% (65)	23.2% (16)
Earnings Cases	7.5% (231)	13.7% (18)	14.0% (91)	9.7% (15)	- -
Short-term Disabled	- -	- -	- -	- -	-- -
Legal Immigrant	1.7% (52)	- -	- -	- -	- -
Domestic Violence	0.5% (14)	- -	3.7% (24)	- -	- -
Two-Parent Cases	2.0% (62)	8.4% (11)	9.1% (59)	9.1% (14)	- -
Work-Exempt	32.4% (992)	41.2% (54)	27.1% (176)	37.7% (58)	62.3% (43)
Child-Only	17.5% (535)	18.3% (24)	13.1% (85)	16.9% (26)	34.8% (24)
Child under One	8.8% (271)	7.6% (10)	5.4% (35)	9.7% (15)	- -
Long-term Disabled	4.5% (138)	13.7% (18)	7.9% (51)	9.7% (15)	- -
Caring for Disabled Family Member	0.8% (24)	- -	- -	- -	- -
Needy Caretaker Relative	0.8% (24)	- -	- -	- -	- -

Note: Counts may not sum to actual sample size because of missing data. Valid percentages are reported. To protect confidentiality, caseload designations in which the number of cases is fewer than 10 are excluded.

	Washington (n=630)	Wicomico (n=731)	Worcester (n=113)	Baltimore City (n=12,579)
Work-Eligible	50.4% (317)	63.6% (464)	55.4% (62)	68.0% (8,546)
Single-Parent Cases	29.4% (185)	48.2% (352)	39.3% (44)	56.3% (7,078)
Earnings Cases	11.4% (72)	6.8% (50)	11.6% (13)	6.9% (866)
Short-term Disabled	4.9% (31)	- -	- -	1.0% (129)
Legal Immigrant	- -	- -	- -	0.2% (23)
Domestic Violence	1.7% (11)	2.3% (17)	- -	1.0% (127)
Two-Parent Cases	2.2% (14)	5.9% (43)	- -	2.6% (323)
Work-Exempt	49.6% (312)	36.4% (266)	44.6% (50)	32.0% (4,030)
Child-Only	20.0% (126)	16.4% (120)	24.1% (27)	12.7% (1,596)
Child under One	14.9% (94)	11.5% (84)	11.6% (13)	6.5% (819)
Long-term Disabled	12.9% (81)	6.7% (49)	- -	9.3% (1,172)
Caring for Disabled Family Member	1.6% (10)	- -	- -	2.3% (290)
Needy Caretaker Relative	- -	- -	- -	1.2% (153)

Note: Counts may not sum to actual sample size because of missing data. Valid percentages are reported.
To protect confidentiality, caseload designations in which the number of cases is fewer than 10 are excluded.

FINDINGS: REASONS FOR CASE CLOSURE

Previous chapters focused on case closure trends and the characteristics of cases that closed between October 2011 and September 2012. In this chapter, we address the recorded reasons for case closure. Findings are based on administrative case closure codes available to caseworkers in the automated information management system. These are the best available data for providing at least some information about the universe of closures, but are admittedly incomplete. Among other things, we know that administratively-recorded closing codes significantly understate the actual rate of work-related closures and, of course, these codes do not always reflect the complex circumstances that may have led to clients' voluntary or involuntary exit from cash assistance (Ovwigbo, Tracy, & Born, 2004).

Despite their inability to fully convey the individual stories behind families' welfare case closures, previous Maryland studies have consistently shown that administrative closure codes are correlated with important post-closure outcomes such as employment, earnings, and recidivism (see, for example, Nicoli, Logan, & Born, 2012).

With those caveats in mind, we present information in this chapter to describe administratively-recorded case closure reasons for the universe of 28,403 cash assistance cases that closed and remained closed for at least one month between October 2011 and September 2012. We present closure code findings for the state as a whole and, separately, for each local jurisdiction. We also provide statewide and jurisdictional information about another important topic: the extent of full-family sanctioning for non-compliance with work requirements or non-cooperation with child support requirements.

Case Closure Reasons: Statewide

Figure 3, which follows this discussion, shows that, for the state as a whole, work sanctions were the most frequently recorded reason for case closure this year, accounting for not quite 3 of every 10 exits statewide (28.8%). Appendix B shows that work sanctions were also the most frequently used closure code in each of the two prior years. While the current year's rate is identical to last year's rate, the actual number of work sanctioned case closures is higher (8,180 vs. 7,535). This is because the total number of closures this year (28,403) was also considerably higher than the number last year (26,164). The work sanctioning rate, however, is much lower than the 2009-2010 study year (39.0%).

The finding that the statewide work sanctioning rate was unchanged from last year to this year, largely reflects the fact that the work sanctioning rate was essentially static in Baltimore City and Prince George's County which, together, accounted for more than half (55.1%) of all statewide closures. Work sanctions decreased by a fraction (-0.4%) in Baltimore City and increased by the same amount in Prince George's County (0.4%). As will be discussed later in this chapter, however, the statewide figure is not illustrative of what happened in a number of other jurisdictions.

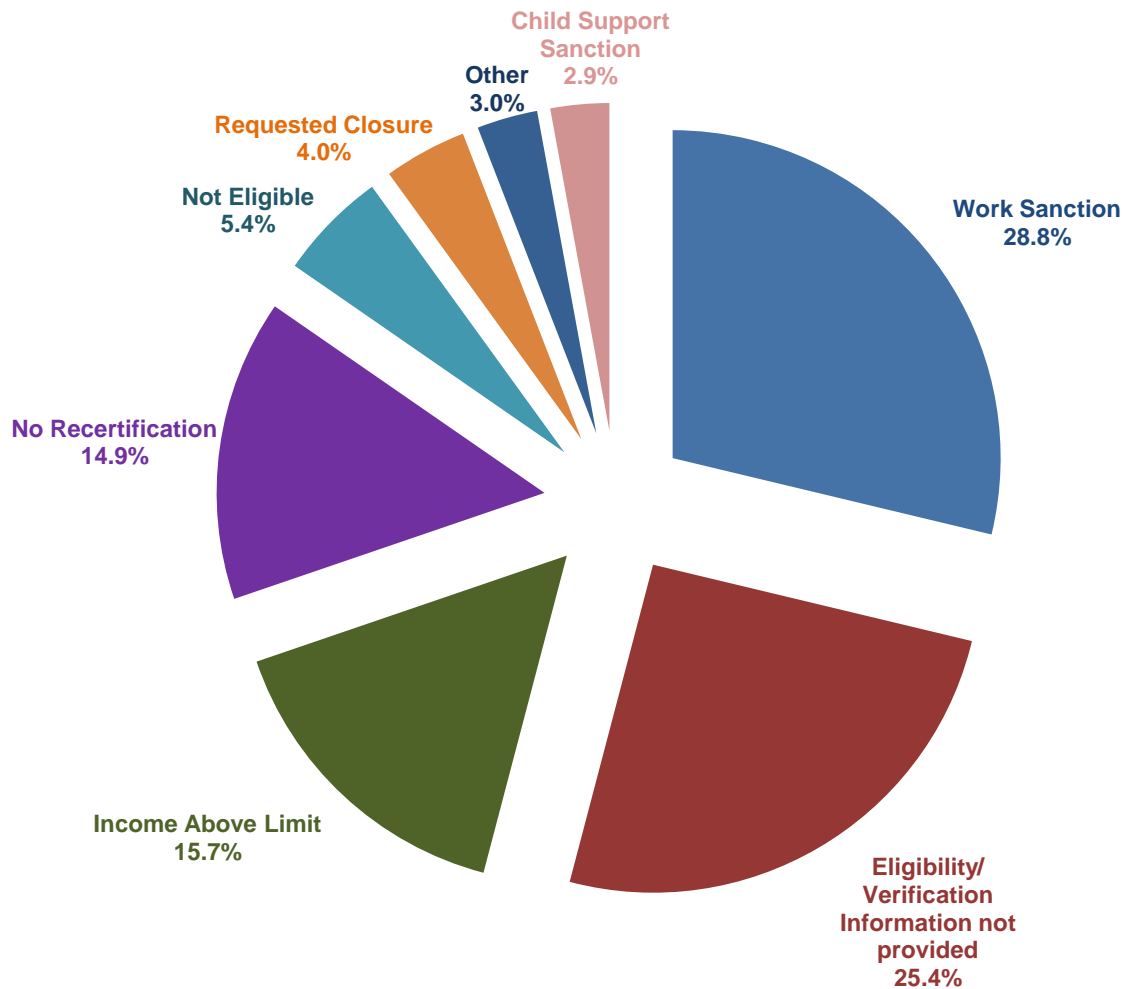
At the statewide level, 'eligibility and verification information not provided' was the second most frequent case closure reason, and a quarter (25.4%) of Maryland cases closed due to this reason. Continuing to demonstrate the consistency between the 2010-2011 and the 2011-2012 study years, this was also the second most common closure reason in the previous study year, accounting for one-fifth (21.9%) of closures. In the 2009-2010 study year, however, more

change was evident, as only one in ten (11.1%) cases closed due to this reason.

In the current study period, the third most common closure code, statewide, was 'income above limit,' the code most often used when a client leaves welfare for work. This particular code accounted for 15.7% of all closures in the state, and its usage remained fairly stable compared to the preceding study year (16.8%). No

recertification (14.9%) closely followed income above limit as a closure code in frequency of use and was the fourth most commonly recorded closure code between October 2011 and September 2012. Finally, Figure 3 also shows that the other available administrative closure codes were used rather infrequently (not eligible, 5.4%; requested closure, 4.0%; other reasons, 3.0%; and child support sanction, 2.9%).

Figure 3: Top Case Closure Reasons: Statewide



Note: "Other" includes: residency, intentional violation, whereabouts unknown, death of head of household or other member, and did not cooperate with quality control.

Case Closure Reasons: Jurisdictions

Table 6, following this discussion, shows the three most frequently used administrative case closure codes in each jurisdiction between October 2011 and September 2012. For comparative purposes, it also shows the numbers and percentages of cases that were closed with these reasons in the preceding study year (October 2010 to September 2011). As was the case last year and in prior years as well, the following administrative closure codes appeared most often on the jurisdictional top three lists: income above limit (22 jurisdictions); eligibility/verification information not provided (19 jurisdictions); work sanctions (15 jurisdictions); and no recertification/redetermination (9 jurisdictions). We briefly summarize key jurisdictional findings about the most common codes in the next few paragraphs.

Income above Limit

As noted, income above limit was among the top three closure codes in 22 of the state's 24 local jurisdictions. Notably, the two places where this code did not appear as one of the three most common case closure reasons were Baltimore City and Prince George's County, home to the largest and third largest cash assistance caseloads in Maryland. In contrast, income above limit was the number one reason for case closure in six counties, accounting for one-quarter or more of their closures: Calvert, Caroline, Frederick, Garrett, Somerset, and Talbot. In 12 other counties, income above limit was the second most common reason cases closed: Allegany, Baltimore, Carroll, Cecil, Charles, Dorchester, Howard, Kent, Montgomery, Queen Anne's, St. Mary's, and Wicomico. In the remaining four counties, it was third: Anne Arundel, Harford, Washington, and Wicomico.

Also illustrated in Table 6 is that, across the 22 counties where income above limit was one of the three most frequently used closure codes, most jurisdictions' use of this code remained within five percentage points compared to the prior year. A few jurisdictions were outside of that range, however. Increases in the use of this code above five percentage points occurred in the counties of Somerset (20.0% vs. 31.3%), Caroline (28.8% vs. 35.8%), and Garrett (30.1% vs. 36.5%). The decreases in the use of income above limit greater than five percentage points occurred in the counties of St. Mary's (28.9% vs. 22.9%), Kent (34.6% vs. 28.2%), Charles (25.0% vs. 19.2%), and Calvert (40.6% vs. 35.3%).

Eligibility/Verification Information not Provided

As in prior years, failure to provide eligibility verification information remains a very common reason for case closure, this year being among the top three closure codes in 19 of 24 jurisdictions. The five counties where this was not among the three most common closure codes were a diverse group: Baltimore; Dorchester; Garrett; Montgomery; and Somerset. Similarly, the 10 counties where this was the single most common administrative closure code this year were also varied group: Anne Arundel, Carroll, Charles, Howard, Kent, Queen Anne's, St. Mary's, Washington, Wicomico, and Worcester. In 8 of these 10 counties (all but Charles and Washington counties), this code accounted for one-third or more of all closures during the study period, but ranged from 27.4% of closures in Charles County to half (47.3%) of all closures in Queen Anne's County.

Also evident from the table is that, on a percentage point-basis, this closure code was used much more often this year in some counties than it had been the year before. Half of all jurisdictions had increased use of this code but in some counties the increase was fairly dramatic. Although the absolute numbers of cases in both years may be small, the year-over-year percentage of cases closed for this reason more than doubled in the counties of Kent (17.3% vs. 35.2%), St. Mary's (15.3% vs. 41.0%), and Worcester (13.5% vs. 32.7%).

Work Sanctions

Not quite 3 of every 10 closures statewide this year (28.8%) were due to a full-family sanction for non-compliance with work requirements, a percentage that is unchanged from the prior year. However, this finding is not representative of the situation in the majority of Maryland counties. This is because Baltimore City, in both years, accounts for half of all statewide work sanctions and Prince George's County for more than 10 percent.

Still, work sanctions are common across the state, being one of the top three closure codes this year in 15 of 24 jurisdictions and the single most commonly used code in eight: Baltimore City and the counties of Allegany, Baltimore, Cecil, Dorchester, Harford, Montgomery, and Prince George's. While the following nine counties had closures due to work sanctions, it was not one of the three most frequently used closure codes: Calvert, Carroll, Charles,

Howard, Queen Anne's, St. Mary's, Talbot, Washington, and Worcester.

Compared to the previous year, the table shows that work sanctioning rates were essentially flat in three very large jurisdictions (Baltimore City and the counties of Montgomery and Prince George's), declined a bit in two counties (Anne Arundel and Wicomico), and increased in the remaining 19 counties. Although the absolute numbers of cases may be small, the most precipitous increases in work sanctioning took place in Allegany (6.8% vs. 28.1%), Cecil (4.5% vs. 26.3%), and Frederick (5.4% vs. 11.0%) counties.

No Recertification or Redetermination

About one in seven (14.9%) cases statewide were closed due to no recertification or redetermination of benefits, making it the fourth most common closure reason. While this closure reason was among the top three reasons for case closure this year in nine jurisdictions, it was not the most frequently used code in any of the nine jurisdictions. In the jurisdictions where this was one of the three most common reasons for case closure, the shares of closures varied widely: Baltimore City (17.2%), and the counties of Washington (24.6%), Charles (17.0%), Baltimore (16.2%), Prince George's (15.6%), Howard (13.5%), Montgomery (13.4%), St. Mary's (12.9%), and Dorchester (8.7%).

Table 6. Top 3 Case Closure Reasons: Jurisdictions

		Oct. 10-Sept 11 (n=26,164)	Oct. 11-Sept. 12 (n=28,403)
Allegany	Work Sanction	6.8% (20)	28.1% (88)
	Income Above Limit	20.1% (59)	21.4% (67)
	Eligibility/Verification Information not Provided	25.6% (75)	19.8% (62)
Anne Arundel	Eligibility/Verification Information not Provided	26.8% (423)	33.5% (514)
	Work Sanction	27.1% (429)	22.3% (342)
	Income Above Limit	18.8% (297)	20.5% (314)
Baltimore County	Work Sanction	34.9% (939)	38.4% (1,221)
	Income Above Limit	21.6% (582)	21.1% (671)
	No Recertification/No Redetermination	13.0% (349)	16.2% (516)
Calvert	Income Above Limit	40.6% (65)	35.3% (49)
	Not Eligible	10.0% (16)	14.4% (20)
	Eligibility/Verification Information not Provided	15.0% (24)	14.4% (20)
Caroline	Income Above Limit	28.8% (55)	35.8% (81)
	Eligibility/Verification Information not Provided	28.3% (54)	24.8% (56)
	Work Sanction	11.5% (22)	14.2% (32)
Carroll	Eligibility/Verification Information not Provided	36.9% (90)	38.0% (93)
	Income Above Limit	23.4% (57)	25.7% (63)
	Requested Closure	12.7% (31)	11.0% (27)
Cecil	Work Sanction	4.5% (11)	26.3% (167)
	Income Above Limit	21.2% (111)	16.4% (104)
	Eligibility/Verification Information not Provided	14.3% (75)	14.7% (93)
Charles	Eligibility/Verification Information not Provided	22.0% (65)	27.4% (121)
	Income Above Limit	25.0% (75)	19.2% (85)
	No Recertification/No Redetermination	13.2% (39)	17.0% (75)
Dorchester	Work Sanction	33.3% (85)	36.0% (87)
	Income Above Limit	19.6% (50)	23.1% (56)
	No Recertification/No Redetermination	13.3% (34)	8.7% (21)
	Not Eligible	7.1% (18)	8.7% (21)
Frederick	Income Above Limit	29.5% (148)	27.5% (133)
	Eligibility/Verification Information not Provided	34.5% (173)	26.7% (129)
	Work Sanction	5.4% (27)	11.0% (53)
Garrett	Income Above Limit	30.1% (22)	36.5% (31)
	Not Eligible	9.6% (7)	15.3% (13)
	Work Sanction	11.0% (8)	14.1% (12)
	Requested Closure	5.5% (4)	14.1% (12)
Harford	Work Sanction	23.3% (147)	26.0% (162)
	Eligibility/Verification Information not Provided	20.4% (129)	20.1% (125)
	Income Above Limit	24.1% (152)	19.9% (124)
Howard	Eligibility/Verification Information not Provided	38.2% (192)	44.3% (260)
	Income Above Limit	24.5% (123)	24.2% (142)
	No Recertification/No Redetermination	12.9% (65)	13.5% (79)
Kent	Eligibility/Verification Information not Provided	17.3% (14)	35.2% (25)
	Income Above Limit	34.6% (28)	28.2% (20)
	Work Sanction	12.3% (10)	14.1% (10)
Montgomery	Work Sanction	38.0% (461)	37.9% (511)
	Income Above Limit	27.1% (328)	25.1% (338)
	No Recertification/No Redetermination	11.6% (141)	13.4% (181)

		Oct. 10-Sept 11 (n=26,164)	Oct. 11-Sept. 12 (n=28,403)
Prince George's	Work Sanction	29.5% (892)	29.9% (910)
	Eligibility/Verification Information not Provided	14.0% (422)	25.5% (776)
	No Recertification/No Redetermination	22.0% (665)	15.6% (475)
Queen Anne's	Eligibility/Verification Information not Provided	52.6% (61)	47.3% (61)
	Income Above Limit	24.1% (28)	20.2% (26)
	Not Eligible	6.9% (8)	10.1% (13)
St. Mary's	Eligibility/Verification Information not Provided	15.3% (79)	41.0% (263)
	Income Above Limit	28.9% (149)	22.9% (147)
	No Recertification/No Redetermination	17.1% (880)	12.9% (83)
Somerset	Income Above Limit	20.0% (26)	31.3% (47)
	Work Sanction	23.1% (30)	27.3% (41)
	Requested Closure	21.5% (28)	16.7% (25)
Talbot	Income Above Limit	27.9% (17)	27.3% (18)
	Eligibility/Verification Information not Provided	19.7% (12)	25.8% (17)
	Not Eligible	23.0% (14)	18.2% (12)
Washington	Eligibility/Verification Information not Provided	28.0% (210)	27.5% (171)
	No Recertification/No Redetermination	22.1% (122)	24.6% (153)
	Income Above Limit	13.9% (77)	15.3% (95)
Wicomico	Eligibility/Verification Information not Provided	20.5% (140)	35.6% (256)
	Work Sanction	27.6% (189)	18.9% (136)
	Income Above Limit	21.1% (144)	17.4% (125)
Worcester	Eligibility/Verification Information not Provided	13.5% (12)	32.7% (36)
	Income Above Limit	28.1% (25)	23.6% (26)
	Not Eligible	13.5% (12)	12.7% (14)
Baltimore City	Work Sanction	33.6% (3,942)	33.2% (4,150)
	Eligibility/Verification Information not Provided	25.9% (3,040)	29.1% (3,638)
	No Recertification/No Redetermination	16.8% (1,979)	17.2% (2,156)
	Income Above Limit	11.2% (1,314)	10.2% (1,274)
Maryland	Work Sanction	28.8% (7,529)	28.8% (8,179)
	Eligibility/Verification Information not Provided	21.9% (5,731)	25.4% (7,216)
	Income Above Limit	16.8% (4,403)	15.7% (4,451)

Note: Due to some instances of missing data, counts may not sum to total cases. Valid percentages reported.

Full-Family Sanctions: Statewide

The last topic is full-family sanctioning, the cessation of the entire assistance unit's benefits when the adult is non-compliant with certain program requirements. Full-family sanctions for non-cooperation with work and child support requirements have been implemented in Maryland and 20 other states (Kassabian, Whitesell, & Huber, 2011). In terms of work sanctions, the penalty was adopted in Maryland at the outset of welfare reform in 1996, largely as a means of signaling to clients that the change from AFDC to TANF was serious, and that the new work participation requirements would be enforced. In other words, the full-family sanction policy was adopted to "get the client's attention" and secure his/her compliance with the work program, not as a vehicle for widespread case closures.

Consistent with the policy's conceptual basis, Maryland implements full-family sanctions on an incremental basis, and includes a conciliation period prior to imposing a sanction for the first instance of non-compliance without good cause. If conciliation is not successful, the full-family sanction is imposed; this results in the loss of cash assistance for at least one day. If and when the adult becomes compliant with the work requirement, assistance is reinstated. If there is a second instance of non-compliance, the sanction results in at least 10 days without assistance, while a third and any subsequent work sanctions require 30 days of compliance before aid is restored.

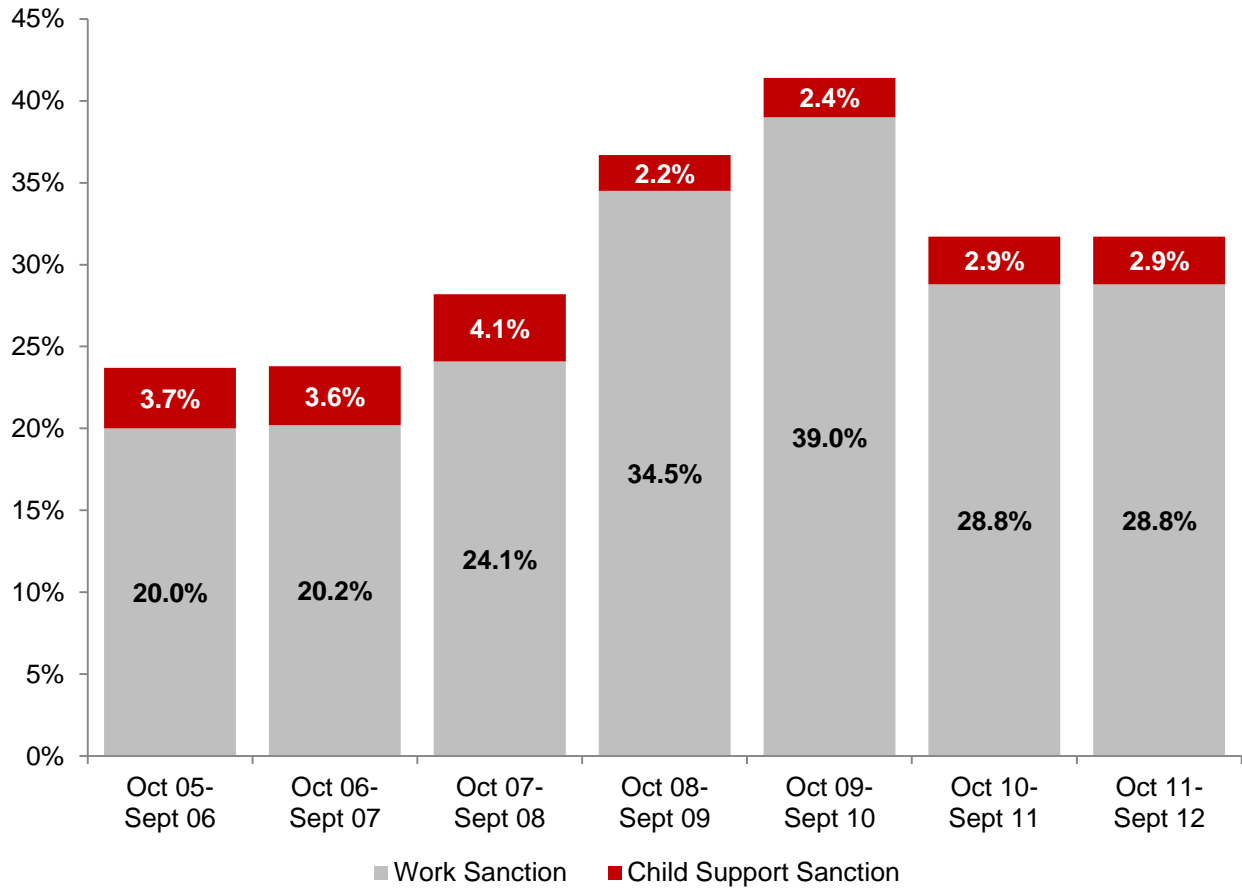
At the request of the Maryland General Assembly and the Department of Human Resources, we have tracked sanction use and sanctioned clients' outcomes since the penalty was first imposed and have issued several reports on the topic. Research has consistently shown that the initial intent of the sanction is often realized. Cases closed due to work sanctioning do return to welfare

at a significantly higher rate than cases closed for other reasons, suggesting that adults do come into compliance with program rules (Williamson, 2011; Nicoli, Logan, & Born, 2012). Our studies have also consistently found that the vast majority of sanctions are work-related, rather than due to clients' non-cooperation with providing information related to the paternity of any children receiving cash assistance for child support enforcement. Furthermore, full-family sanctioning has generally increased over time. More recently, however, the sanctioning rate decreased and now appears to be at a plateau.

These points are illustrated in Figure 4, following, which shows the percent of all annual case closures that have been accounted for by work and child support sanctions in each of the past six years and for the current study year. This year, as in each of the preceding six years, work sanctions are far more common than child support sanctions. For the current study period, more than one in four closures (28.8%) were for non-compliance with work, compared to only 2.9% for non-cooperation with child support. Considered together, these two types of full-family sanctioning accounted for a bit more than 3 of every 10 closures statewide (31.7%).

Child support sanctioning, as Figure 4 shows, has been relatively uncommon. Since the 2005-2006 study year, it has never accounted for more than 4.1% of all annual closures. Work sanctions, in contrast, have shown much greater fluctuation, accounting for about one in five closures in the 2005-2006 and 2006-2007 periods to nearly double that (39.0%) in the 2009-2010 period. As noted, in both the current study year (2011-2012) and the previous one (2010-2011), 28.8% of all closures resulted from a work sanction. This drop from 39.0% was the first decline in the statewide work sanctioning rate since implementation of the more stringent work rules under the Deficit Reduction Act (DRA).

Figure 4. Full-Family Sanctions by Year: Statewide



Full-Family Sanctions: Jurisdictions

In past years, the use of full-family work and child support sanctions has varied considerably across the state. Although the overall statewide work sanctioning rate is the same this year as last year, intra-state variation in the use of full-family sanctioning is evident in this study period as well. Figure 5, which is presented after this narrative discussion, shows this quite clearly.

Baltimore County had the largest percentage of case closures due to work sanctions; nearly two-fifths (38.2%) of its cases closed because of a work sanction. Similarly, two-fifths (37.5%) of Montgomery County's closures were due to work sanctions. Queen Anne's County had the smallest percent of cases closed due to work sanctions (3.1%), though this is an increase because they had no work sanctions in the previous study year. Five jurisdictions (Baltimore City and the counties of Prince George's, Montgomery, Dorchester, and Baltimore) had a higher percentage of work sanctions than the state average of 28.8%, while four counties had fewer than 1 in 10 closures due to a work sanction (Carroll, Howard, Queen Anne's, and St. Mary's).

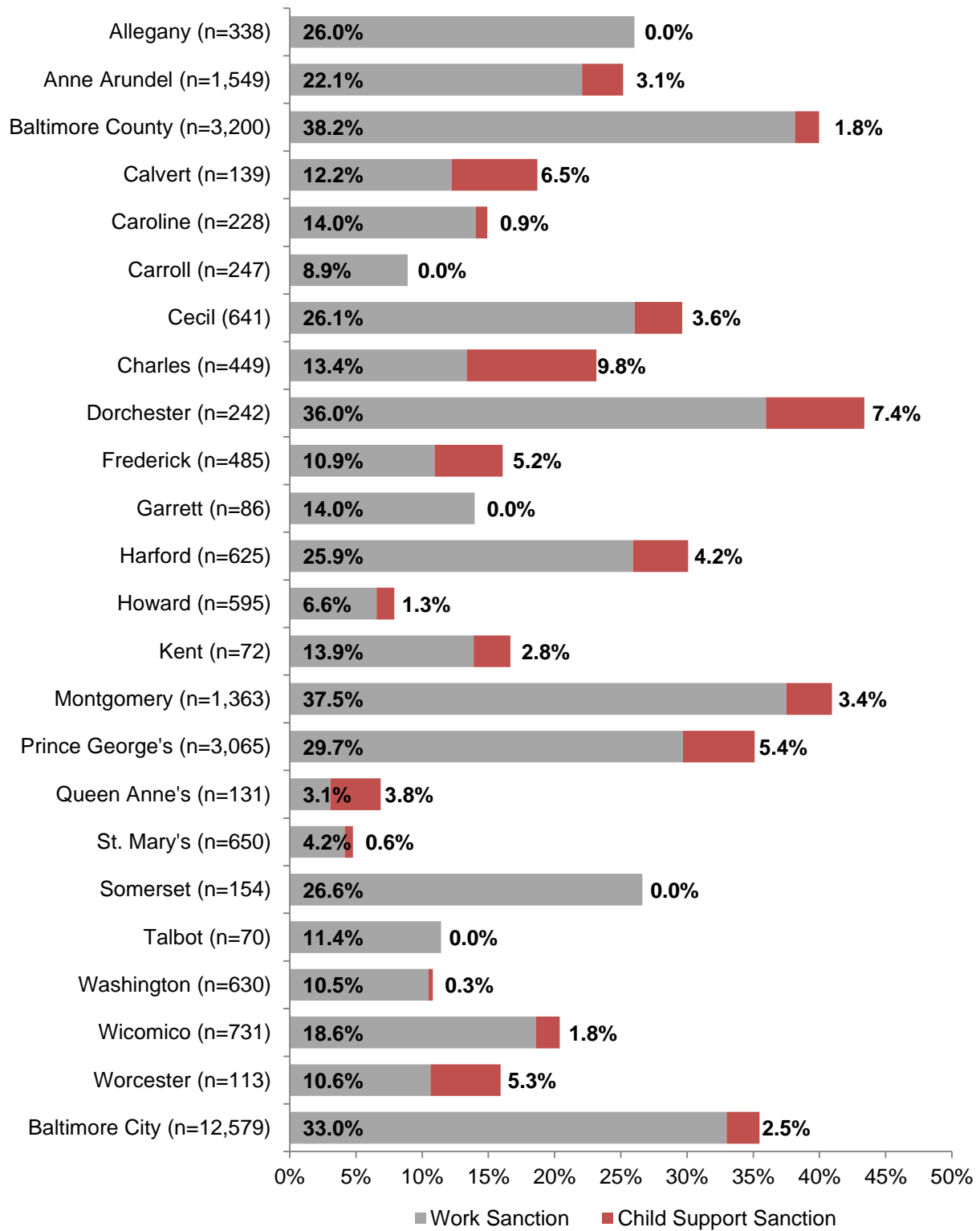
A few jurisdictions saw a great deal of change between the two study years, while others saw very little, as can be seen in Appendix C. Just as the state level findings revealed, work and child support sanctions were relatively consistent with the previous year. Baltimore City (33.0%), like Prince George's County (29.7%), experienced very little change during this study year. This is notable because Prince George's County and Baltimore City made up more than half (55.1%) of all case closures, therefore contributing to the stability in the sanctioning

rate at the state level. Seven other jurisdictions experienced a decrease in work sanctions ranging from 0.1 percentage point in Charles County to 9.0 percentage points in Wicomico County. Among the 16 counties that had an increase in work sanctions—Allegany, Baltimore, Calvert, Caroline, Carroll, Dorchester, Frederick, Garrett, Harford, Howard, Kent, Prince George's, Queen Anne's, Somerset, Talbot, and Washington counties—the increase ranged from 0.2 percentage point to 7.4 percentage points. There was one exception—Allegany County saw an increase of 19.2 percentage points in the use of work sanctions.

Concerning child support sanctions, eleven jurisdictions had a higher percentage of case closures than the state child support sanction rate of 2.9%. Charles County had the highest proportion, with one in ten (9.8%) case closures due to a child support sanction. On the other hand, Allegany, Carroll, Garrett, Somerset, and Talbot counties had no case closures due to a child support sanction. Excluding the highest and lowest, child support sanctions ranged from 0.1% to 7.4% in each of the remaining jurisdictions.

Three jurisdictions showed no change in the use of child support sanctions between the current study year and the previous study year (Garrett, Somerset, and Wicomico counties), as can be seen in Appendix C. Nine jurisdictions had a decrease in child support sanctions (Baltimore City and Allegany, Anne Arundel, Baltimore, Caroline, Cecil, Howard, St. Mary's, and Talbot counties) ranging from 0.1 percentage point decrease to 4.9 percentage points. The remaining twelve counties had an increase in child support sanctions, ranging from 0.3 percentage points to 6.2 percentage points.

Figure 5. Full-Family Sanctions: Jurisdictions



CONCLUSIONS

This report, the most recent in the annual *Caseload Exits at the Local Level* series of reports, presents statewide and jurisdictional information about the universe of 28,403 Maryland Temporary Cash Assistance (TCA) cases that closed for at least one month between October 2011 and September 2012. No red flags are immediately apparent from study findings. In general, individual jurisdictions are closing cases in proportion to their respective shares of the overall, statewide, active TCA caseload and, importantly, the majority of closures (65.3%) occur among cases that are work-eligible. In particular, single-parent, work-eligible cases—the original client group targeted by the PRWORA and, subsequently, DRA work requirements—account for half of all closures this year. Moreover, they were the single largest group of cases that closed in 23 of 24 jurisdictions.²

These findings suggest that local Departments of Social Services are focusing scarce welfare-to-work resources appropriately. This supposition is supported by the fact that single-parent, work-eligible cases make up half of all case closures (50.6%), but just about one-third (35.6%) of the active caseload.

There is some intra-state variation with regard to the types of case closures and the reasons for closure but, in the main, these appear to be consistent with the nature of the local environments and the composition of their caseloads.

Low-income families continue to struggle in today's still wobbly economy, certainly, but there are hints in this and other of our recent research reports that, perhaps, the worst of the recession and its aftereffects may be over for many of our families. This is the third report after the official end of the Great Recession, and the number of case closures continues to grow, but the pace has slowed. This might be an indication that the worst of the recession has impacted this population, confirming the findings from our other recent reports. For example, employment participation among caseheads decreased substantially between the 2007 and 2010 caseloads, but the 2011 caseload has employment participation rates that have begun to stabilize (Nicoli, Passarella, & Born, 2012). This suggests that employment opportunities while still difficult to find, are no longer deteriorating for this population.

² The exception was in Talbot County where child-only cases were the most common type of case closure.

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APPENDIX A. CASE CLOSURES BY CASELOAD DESIGNATION, 3 YEARS

Table A-1. Case Closures by Caseload Designation, 2009-2010 to 2011-2012

	Oct. 09-Sept 10 (n=24,375)	Oct. 10-Sept.11 (n=26,164)	Oct. 11- Sept. 12 (n=28,403)
Work-Eligible Cases	67.0% (16,341)	66.7% (17,434)	65.3% (18,532)
Single-Parent Cases	54.2% (13,196)	52.1% (13,594)	50.6% (14,346)
Earnings	6.9% (1,669)	7.6% (1,985)	7.9% (2,236)
Short-Term Disabled	0.8% (205)	1.1% (279)	1.3% (380)
Legal Immigrant	0.6% (157)	0.8% (201)	0.8% (228)
Domestic Violence	0.9% (228)	1.0% (293)	1.0% (294)
Two-Parent Household	3.6% (886)	4.1% (1,082)	3.7% (1,048)
Work-Exempt Cases	32.9% (8,015)	33.2% (8,640)	34.7% (9,845)
Child-Only	17.7% (4,302)	16.4% (4,288)	15.4% (4,368)
Child Under One	7.1% (1,739)	7.5% (1,970)	7.6% (2,164)
Long-Term Disabled	5.9% (1,430)	7.0% (1,831)	9.0% (2,550)
Caring for a Disabled Household Member	1.2% (304)	1.3% (350)	1.7% (471)
Needy Caretaker Relative	1.0% (240)	1.0% (261)	1.0% (292)

Note: Counts may not sum to actual sample size because of missing data for some variables. Valid percentages are reported.

APPENDIX B: TOP 3 CASE CLOSURE REASONS: STATEWIDE & BY JURISDICTION, 3 YEARS

Table B-1: Top 3 Case Closure Reasons: Statewide & by Jurisdiction, 2009-2010 to 2011-2012

County	Reason for Closure	Oct. 09-Sept. 10 (n=24,375)	Reason for Closure	Oct. 10-Sept. 11 (n=26,164)	Reason for Closure	Oct. 11-Sept. 12 (n=28,403)
Maryland	Work sanction	39.0%	Work sanction	28.8%	Work Sanction	28.8%
	No recertification/No redetermination	16.4%	Eligibility information not provided	21.9%	Eligibility/Verification Information not Provided	25.4%
	Income above limit	16.0%	Income above limit	16.8%	Income Above Limit	15.7%
Allegany	Eligibility/verification information not provided	31.5%	Eligibility information not provided	25.6%	Work Sanction	28.1%
	Requested closure	17.1%	Income above limit	20.1%	Income Above Limit	21.4%
	Income above limit	16.3%	Requested closure	19.8%	Eligibility/Verification Information not Provided	19.8%
Anne Arundel	Work sanction	30.8%	Work sanction	27.1%	Eligibility/Verification Information not Provided	33.5%
	Eligibility/verification information not provided	22.2%	Eligibility information not provided	26.8%	Work Sanction	22.3%
	Income above limit	17.8%	Income above limit	18.8%	Income Above Limit	20.5%
Baltimore County	Work Sanction	36.4%	Work sanction	34.9%	Work Sanction	38.4%
	Income above limit	20.4%	Income above limit	21.6%	Income Above Limit	21.1%
	No recertification/no redetermination	16.1%	No recertification/no redetermination	13.0%	No Recertification/No Redetermination	16.2%
Calvert	Income above limit	36.3%	Income above limit	40.6%	Income Above Limit	35.3%
	Eligibility/verification information not provided	14.1%	Eligibility information not provided	15.0%	Not Eligible	14.4%
	Work sanction	12.6%	Requested closure	13.8%	Eligibility/Verification Information not Provided	14.4%
Caroline	Work sanction	32.7%	Income above limit	28.8%	Income Above Limit	35.8%
	Eligibility/verification information not provided	16.3%	Eligibility information not provided	28.3%	Eligibility/Verification Information not Provided	24.8%
	Income above limit	15.0%	Work sanction	11.5%	Work Sanction	14.2%
			No recertification/no redetermination	11.5%		

County	Reason for Closure	Oct. 09- Sept. 10 (n=24,375)	Reason for Closure	Oct. 10- Sept. 11 (n=26,164)	Reason for Closure	Oct. 11- Sept. 12 (n=28,403)
Carroll	Eligibility/verification information not provided	38.7%	Eligibility information not provided	36.9%	Eligibility/Verification Information not Provided	38.0%
	Income above limit	20.2%	Income above limit	23.4%	Income Above Limit	25.7%
	No recertification/no redetermination	19.8%	Requested closure	12.7%	Requested Closure	11.0%
Cecil	Work sanction	28.0%	Work sanction	31.5%	Work Sanction	26.3%
	Income above limit	20.0%	Income above limit	21.2%	Income Above Limit	16.4%
	Eligibility/verification information not provided	17.3%	Eligibility information not provided	14.3%	Eligibility/Verification Information not Provided	14.7%
Charles	Work sanction	24.6%	Income above limit	25.0%	Eligibility/Verification Information not Provided	27.4%
	Income above limit	23.3%	Eligibility information not provided	22.0%	Income Above Limit	19.2%
	Eligibility/verification information not provided	12.1%	Work sanction	13.5%	No Recertification/No Redetermination	17.0%
Dorchester	Work sanction	37.7%	Work sanction	33.3%	Work Sanction	36.0%
	Income above limit	20.9%	Income above limit	19.6%	Income Above Limit	23.1%
	No recertification/no redetermination	9.3%	No recertification/no redetermination	13.3%	No Recertification/No Redetermination	8.7%
					Not Eligible	8.7%
Frederick	Income above limit	25.0%	Eligibility information not provided	34.5%	Income Above Limit	27.5%
	Eligibility/verification information not provided	21.0%	Income above limit	29.5%	Eligibility/Verification Information not Provided	26.7%
	Work sanction	15.8%	Work sanction	12.4%	Work Sanction	11.0%
Garrett	Income above limit	26.2%	Income above limit	30.1%	Income Above Limit	36.5%
	Work sanction	20.2%	Eligibility information not provided	24.7%	Not Eligible	15.3%
	Requested closure	15.5%	Work sanction	11.0%	Work Sanction	14.1%
					Requested Closure	14.1%

County	Reason for Closure	Oct. 09- Sept. 10 (n=24,375)	Reason for Closure	Oct. 10- Sept. 11 (n=26,164)	Reason for Closure	Oct. 11- Sept. 12 (n=28,403)
Harford	Work sanction	28.4%	Income above limit	24.1%	Work Sanction	26.0%
	Eligibility/verification information not provided	21.2%	Work sanction	23.3%	Eligibility/Verification Information not Provided	20.1%
	Income above limit	20.0%	Eligibility information not provided	20.4%	Income Above Limit	19.9%
Howard	Eligibility/verification information not provided	42.0%	Eligibility information not provided	38.2%	Eligibility/Verification Information not Provided	44.3%
	Income above limit	21.5%	Income above limit	24.5%	Income Above Limit	24.2%
	No recertification/no redetermination	12.2%	No recertification/no redetermination	12.9%	No Recertification/No Redetermination	13.5%
Kent	Income above limit	24.0%	Income above limit	34.6%	Eligibility/Verification Information not Provided	35.2%
	Work sanction	20.0%	Eligibility information not provided	17.3%	Income Above Limit	28.2%
	Eligibility/verification information not provided	14.7%	Work sanction	12.3%	Work Sanction	14.1%
Montgomery	Work sanction	41.2%	Work sanction	38.0%	Work Sanction	37.9%
	Income above limit	23.4%	Income above limit	27.1%	Income Above Limit	25.1%
	No recertification/no redetermination	13.3%	No recertification/no redetermination	11.6%	No Recertification/No Redetermination	13.4%
Prince George's	Work sanction	28.7%	Work sanction	29.5%	Work Sanction	29.9%
	No recertification/no redetermination	19.8%	No recertification/no redetermination	22.0%	Eligibility/Verification Information not Provided	25.5%
	Eligibility/verification information not provided	17.9%	Income above limit	15.6%	No Recertification/No Redetermination	15.6%
Queen Anne's	Income above limit	27.2%	Eligibility information not provided	52.6%	Eligibility/Verification Information not Provided	47.3%
	Eligibility/verification information not provided	24.3%	Income above limit	24.1%	Income Above Limit	20.2%
	Requested closure	12.6%	Requested closure	8.6%	Not Eligible	10.1%

County	Reason for Closure	Oct. 09- Sept. 10 (n=24,375)	Reason for Closure	Oct. 10- Sept. 11 (n=26,164)	Reason for Closure	Oct. 11- Sept. 12 (n=28,403)
St. Mary's	No recertification/no redetermination	26.3%	Income above limit	28.9%	Eligibility/Verification Information not Provided	41.0%
	Income above limit	24.0%	No recertification/no redetermination	17.1%	Income Above Limit	22.9%
	Eligibility/verification information not provided	14.2%	Eligibility information not provided	15.3%	No Recertification/No Redetermination	12.9%
Somerset	Income above limit	30.2%	Work sanction	23.1%	Income Above Limit	31.3%
	Work sanction	18.6%	Requested closure	21.5%	Work Sanction	27.3%
	Requested closure	17.8%	Income above limit	20.0%	Requested Closure	16.7%
Talbot	Income above limit	30.6%	Income above limit	27.9%	Income Above Limit	27.3%
	Eligibility/verification information not provided	26.5%	Not eligible	23.0%	Eligibility/Verification Information not Provided	25.8%
	Not eligible	12.2%	Eligibility information not provided	19.7%	Not Eligible	18.2%
Washington	No recertification/no redetermination	30.2%	Eligibility information not provided	38.0%	Eligibility/Verification Information not Provided	27.5%
	Eligibility/verification information not provided	24.2%	No recertification/no redetermination	22.1%	No Recertification/No Redetermination	24.6%
	Income above limit	14.6%	Income above limit	13.9%	Income Above Limit	15.3%
Wicomico	Work sanction	24.9%	Work sanction	27.6%	Eligibility/Verification Information not Provided	35.6%
	Income above limit	17.9%	Income above limit	21.1%	Work Sanction	18.9%
	No recertification/no redetermination	15.4%	Eligibility information not provided	20.5%	Income Above Limit	17.4%
Worcester	Income above limit	20.5%	Income above limit	28.1%	Eligibility/Verification Information not Provided	32.7%
	Eligibility/verification information not provided	20.5%	Residency	14.6%	Income Above Limit	23.6%
	Work sanction	16.9%	Work sanction	13.5%	Not Eligible	12.7%
			Not eligible	13.5%		
		Eligibility information not provided	13.5%			

County	Reason for Closure	Oct. 09- Sept. 10 (n=24,375)	Reason for Closure	Oct. 10- Sept. 11 (n=26,164)	Reason for Closure	Oct. 11- Sept. 12 (n=28,403)
Baltimore City	Work sanction	53.6%	Work sanction	33.6%	Work Sanction	33.2%
	No recertification/no redetermination	18.1%	Eligibility information not provided	25.9%	Eligibility/Verification Information not Provided	29.1%
	Income above limit	11.7%	No recertification/no redetermination	16.8%	No Recertification/No Redetermination	17.2%
	Eligibility/Verification Information not Provided	4.4%			Income Above Limit	10.2%

Note: Due to some instances of missing data, counts may not sum to total cases. Valid percentages reported. This table differs from Table 5 in text because it includes a third study year, but also because it notes the top three closure reasons from each study year.

APPENDIX C: FULL-FAMILY SANCTIONS: STATEWIDE & BY
JURISDICTION, 3 YEARS

Table C-1: Percent of Full-Family Sanctions: Statewide & by Jurisdiction, 2009-2011 to 2010-2012

Jurisdiction	Oct. 09-Sept. 10 (n=24,375)		Oct. 10-Sept. 11 (n=26,164)		Oct. 11-Sept. 12 (n=28,403)	
	Work Sanction	Child Support Sanction	Work Sanction	Child Support Sanction	Work Sanction	Child Support Sanction
Allegany	8.9%	0.8%	6.8%	0.3%	26.0%	0.0%
Anne Arundel	30.8%	4.6%	27.1%	3.3%	22.1%	3.1%
Baltimore County	36.4%	4.3%	34.9%	3.5%	38.2%	1.8%
Calvert	12.6%	4.4%	11.9%	3.1%	12.2%	6.5%
Caroline	32.7%	2.6%	11.5%	2.6%	14.0%	0.9%
Carroll	4.5%	0.4%	4.5%	0.4%	8.9%	0.0%
Cecil	28.0%	1.1%	35.1%	8.1%	26.1%	3.6%
Charles	24.6%	7.5%	13.5%	8.1%	13.4%	9.8%
Dorchester	37.7%	3.7%	33.3%	1.2%	36.0%	7.4%
Frederick	15.8%	7.5%	5.4%	3.2%	10.9%	5.2%
Garrett	20.2%	3.6%	11.0%	0.0%	14.0%	0.0%
Harford	28.4%	3.4%	23.3%	3.6%	25.9%	4.2%
Howard	10.2%	0.6%	5.2%	4.0%	6.6%	1.3%
Kent	20.0%	2.7%	12.3%	1.2%	13.9%	2.8%
Montgomery	41.2%	2.4%	38.0%	2.9%	37.5%	3.4%
Prince George's	28.7%	2.8%	29.5%	4.1%	29.7%	5.4%
Queen Anne's	7.8%	8.7%	0.0%	3.4%	3.1%	3.8%
St. Mary's	4.2%	1.3%	6.8%	1.4%	4.2%	0.6%
Somerset	18.6%	0.0%	23.1%	0.0%	26.6%	0.0%
Talbot	4.1%	6.1%	4.9%	4.9%	11.4%	0.0%
Washington	5.8%	0.0%	3.1%	0.0%	10.5%	0.3%
Wicomico	24.9%	2.0%	27.6%	1.8%	18.6%	1.8%
Worcester	24.9%	2.0%	13.5%	2.2%	10.6%	5.3%
Baltimore City	53.6%	1.4%	33.6%	2.6%	33.0%	2.5%
Maryland	39.0%	2.4%	28.8%	2.9%	28.8%	2.9%

Note: Due to some instances of missing data, counts may not sum to total cases. Valid percentages reported.