

Aggregate Level Data Analysis

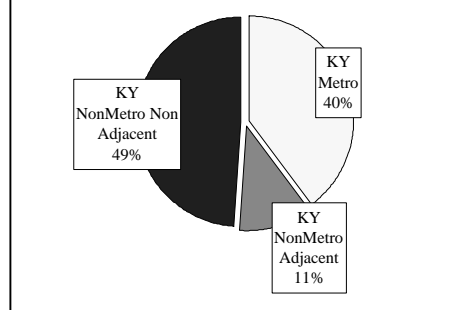
The following section describes the results from the descriptive analysis of the aggregated county level data.

LOCATION

With the focus on employment and 60 month lifetime time limits, the tie between cash assistance and place is more important than ever before. And, just as local economies vary across the state, so too are there patterns in where cash assistance cases are located.

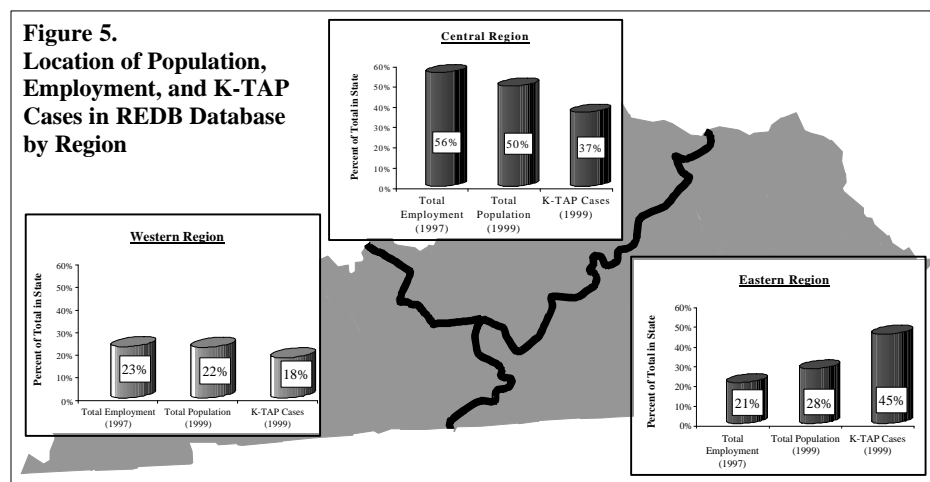
To some degree the location of recipients reflects the location of Kentucky's overall population. Just as Kentucky is a rural state (52% of the population lives in nonmetro areas), so too are K-TAP families mostly located in rural areas, but even more so. In October of 1999, just over 6 in 10 K-TAP families across the state lived in nonmetro areas, with the majority in the most rural (nonmetro nonadjacent) areas (see figure 4). Indeed, in October of 1999, while in metro areas there was 1 work eligible K-TAP adult for every 100 people in the civilian labor force, in rural Kentucky there were 3 adults for every 100 people in the civilian labor force.

Figure 4. Location of K-TAP Cases Across Kentucky: REDB Database, Oct. 1999.



But just as both opportunities and barriers are not equally distributed across the state, the same is true of where K-TAP families are living. Where economic opportunities are most limited, you would likewise expect to find more families needing assistance.

Compared to the other regions, the Eastern region of the state (particularly its most rural areas) has the largest share (45%) of all K-TAP families in our database. This reflects both the largest number of counties of the three regions (49) but more importantly the largest concentration of high poverty areas. For example, while 28% of the state's population is located in the east, only 21% of total employment in the state is located here (see figure 5).



By contrast, the Central region has seen economic growth during this time of national economic expansion. So, while this region has 50% of the state's total population, it has 56% of the state's total employment while 37% of K-TAP families in our database live here.

The degree to which the location of where K-TAP families live reflects the distribution of where all people in the state are living is most evident in the Western region. For the region as a whole, while 22% of the state's population lives there, only 18% of work eligible K-TAP families do. Still, within the region, the proportions are more similar. For example, just as 23%

of the region's population lives in metro areas, so to do 24% of the region's K-TAP families. The same is true of rural areas. In rural parts of the Western region, 77% of the region's population lives there as do 76% of K-TAP families.

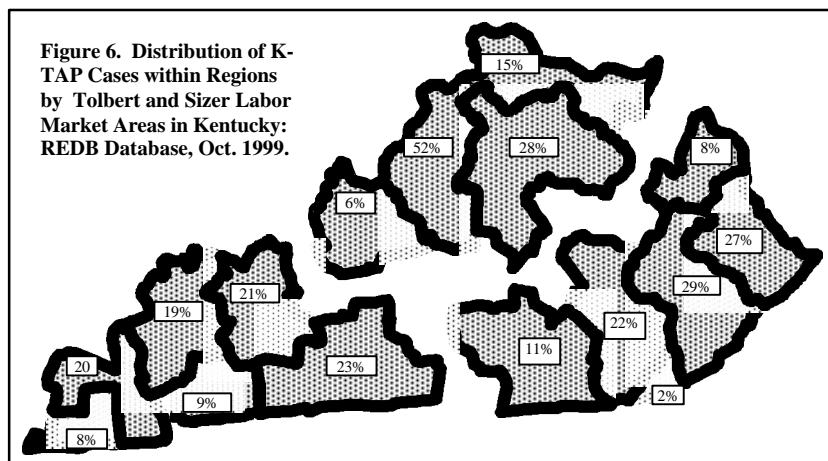
Of the three regions in Kentucky, the Western region is in some ways a complex picture. Local economies across this region are very diverse. Here, all of the metro areas are small, draw on neighboring states, and are distributed around the region. Many of the rural areas are not only adjacent to these small metro areas, but many areas are also tied to neighboring states. And, while Bowling Green in Warren County is currently classified as a nonmetro nonadjacent county, with the growing population there, it is getting closer to crossing over and being classified as a metro area.

Just as the population in the region is predominantly rural, so too is the K-TAP caseload within Western Kentucky a predominantly rural caseload.

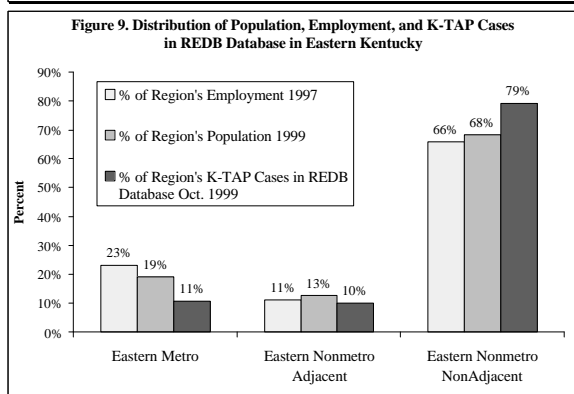
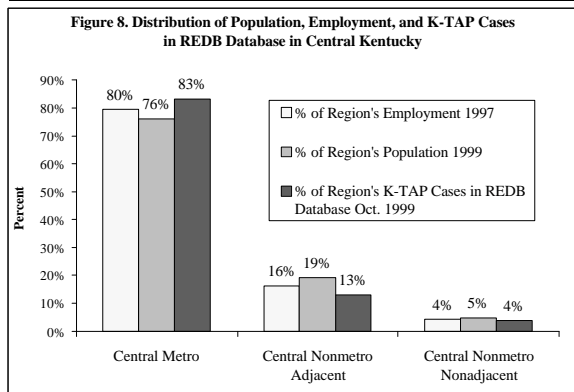
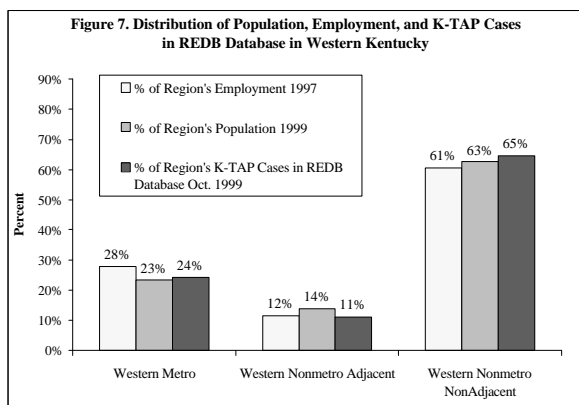
Of the K-TAP cases included in our database, 3/4ths in this region are located in rural areas with a majority of these located in the most rural areas (NonMetro NonAdjacent). Of the labor market areas, the two along the Mississippi river are seeing an increasing share of cases being located there, especially the Paducah area which increased its share by 4 percentage points from 16% to 20% of the region's K-TAP cases in our database being located there (see figure 6).

When we look within the region at the shares of total employment, total population, and K-TAP families in our database, we begin to see some patterns within the Western region. For instance, in metro areas there is a higher percent of all employment compared to both the population living there as well as the percent of K-TAP families in our database (see figure 7). By contrast, in the those rural areas (NonMetro NonAdjacent), we can see a slightly different picture. Here, there is a higher proportion of K-TAP families in our database compared to the area's share of employment.

In contrast to the other regions in Kentucky, the Central region is characterized by both having the largest metro areas (Louisville and Lexington) and the smallest amount of rural areas. It has shared the most of the three regions in the national economic growth and it contains the one county with the largest number of K-TAP families: Jefferson county.



And, just as the population in the region is predominantly urban, so too is the K-TAP caseload within Central Kentucky a predominantly metro caseload. Of the K-TAP cases included in our database, 83% in this region are located in metro areas with a majority of these



located in Jefferson county. Among the labor market areas predominantly located in Central Kentucky, 52% of all cases are located in the labor market containing the city of Louisville; this is up from 50% in Oct. 1996 (see figure 6).

When we look within the region at the shares of total employment, total population, and K-TAP families in our database, we begin to see some patterns. For instance, in contrast to the other two regions, in metro areas there is a higher percent of K-TAP families in our database compared to both total employment and the population living there (see figure 8). However, this is due to the influence of the largest metro area in our state of Louisville located in Jefferson county. This county has a disproportionate share of K-TAP families in our database compared to the population and employment located there. If we look at the rest of the metro area (w/o this county) in the Central region, the pattern is more similar of having a greater share of population and employment compared to the share of K-TAP families in our database.

Of the three regions in Kentucky, it is often most tempting to lump Eastern Kentucky into a single category. However, this region also contains a great deal of diversity within. For example, the city of Richmond is tied to the economy of Central Kentucky while the city of Ashland is tied with West Virginia. And, while some rural areas within the region rely on natural resources, others have seen growth in tourism and services. And finally, the Eastern part of our state

contains the largest amount of not just rural areas, but the largest amount of the most remotely located rural areas in the state.

Just as the population in the region is predominantly rural, so too is the K-TAP caseload within Eastern Kentucky a predominantly rural caseload. Of the K-TAP cases included in our database, 89% in this region are located in nonmetro areas with a majority of these located in the most rural areas (nonmetro nonadjacent). Among the labor market areas, the share of the region's families on assistance located in the two labor market areas in the most distressed part of the region (Harlan and Pikeville areas) has increased.

When we look within the region at the shares of total employment, total population, and K-TAP families in our database, we begin to see some patterns. For instance, in metro areas there

is a higher percent of both total employment and population compared to K-TAP families in our database living there (see figure 9). Among the metro counties, neighboring counties Boyd and Greenup stand out. While Boyd county has a much lower share of population compared to employment and K-TAP cases, Greenup county has the opposite. Here we see a much higher share of population and K-TAP cases than employment. While the city of Ashland is located in Boyd county, this probably reflects the distribution of housing opportunities and commuting between the two metro counties. If we look at the rest of the region, we can see that the most rural areas have a greater share of K-TAP families in our database compared to the share of population and employment.

DECLINING CASELOADS

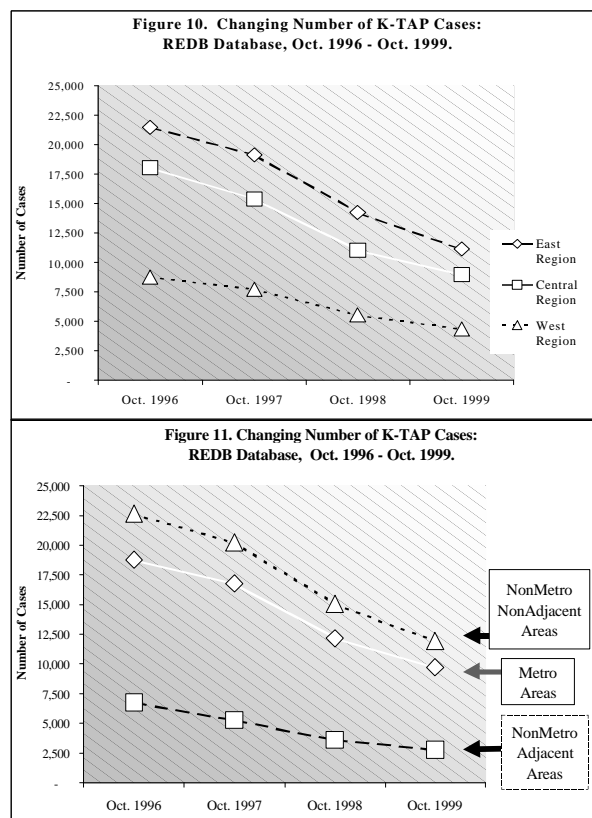
Both in Kentucky and across the nation, the number of families receiving cash assistance is declining. In October, 1996 there were 48,229 K-TAP families in our database whereas in October, 1999 this had declined to 24,417 cases who either are, or were, subject to the new work requirements under welfare reform; a decline of – 49%. This means that more of these families are moving off cash assistance than are coming onto assistance either as new cases or as returning ones.

If we just compare the work eligible adults in our database with the civilian labor force in the state, in October, 1999 there was about 1 work eligible adult K-TAP recipient for every 100 people in the civilian labor force. This is down from about 3 work eligible adults K-TAP recipient for every 100 people in the civilian labor force in October 1996. This is because while the civilian labor force grew by 5% from 1996-1999, the number of K-TAP adults in our database has been cut in half during about the same time.

But just as K-TAP families are not evenly distributed across the state and economic opportunities are not evenly distributed, the rates at which the K-TAP caseloads are changing have also not been evenly shared. In other words, the rates at which caseloads are changing is happening to a greater extent in some areas than others. When we look at the state by region, the Western and Central regions had similar rates of decline at about 50%. The Eastern region, on the other hand, had a lower rate of decline at – 48% (see figure 10).

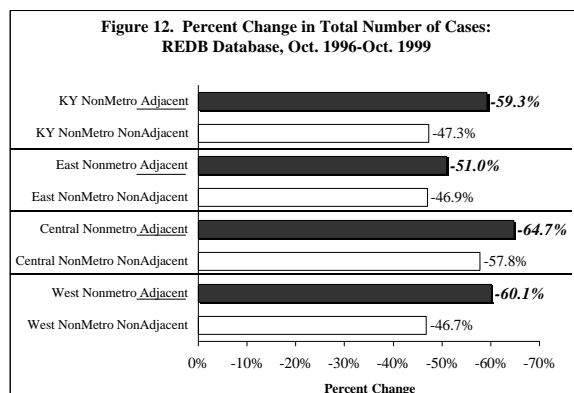
We can also see differences in rural and urban settings. While the rate of declining cases in metro and nonmetro areas are similar, when we look closely at the rural or nonmetro areas, we can see greater differences. For example, in rural areas, those that are the most remotely located had the lowest rates of decline (47% compared to 59%).

In both of these cases, across rural and urban settings and across the three regions, it appears that the gap between those categories with the largest numbers and smallest are decreasing. But



since most of the nonmetro nonadjacent areas are also located in Eastern Kentucky, a closer look is necessary. Furthermore, both of these categories disguise a great deal of variation.

One of the interesting results that we found both in our prior research and with this new database involves the different rates of decline across rural areas regardless of which region they are located in.



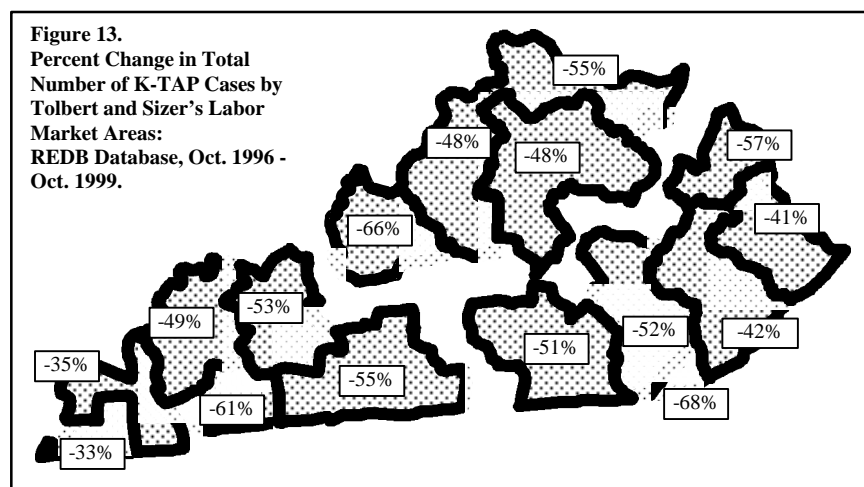
In all three regions and for the state as a whole, those rural areas which are the most remotely located (nonadjacent) had lower overall rates of decline in their caseloads than those areas that are adjacent to a metro area (see figure 12). While this pattern is not consistent in all states (see RUPRI, 1999), this has been a fairly consistent pattern in Kentucky and may reflect the impact of proximity to a metro area and the employment and services available there.

In the Western region, the number of K-TAP cases in our database has been cut in half. While metro areas saw a rate of decline slightly above that for the region as a whole, there are important differences among rural areas in the region. While those rural areas that are adjacent to a metro area have the smallest proportion of K-TAP families, it has seen the greatest rate of decline. In addition to the small numbers, this is probably due in part to their proximity to the metro areas. For rural areas that are not next to a metro area, the rate of decline is the lowest in the region. Still, this rate of decline is just two percentage points lower than the state as a whole (see figure 14).

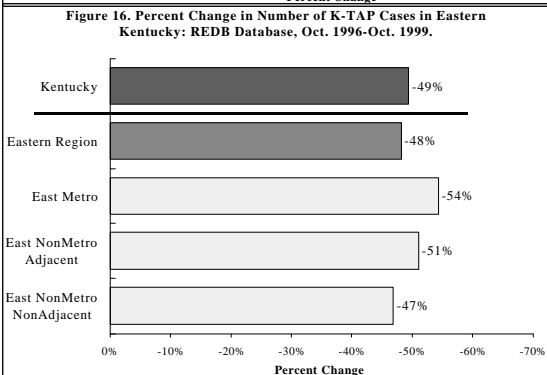
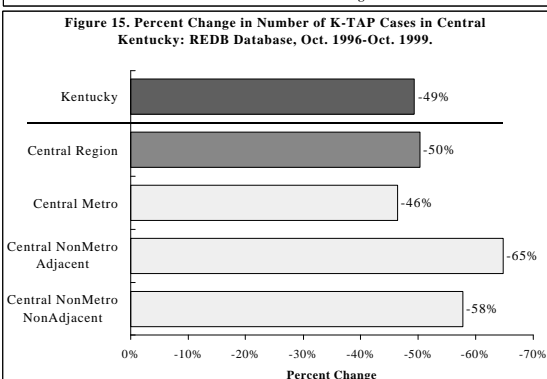
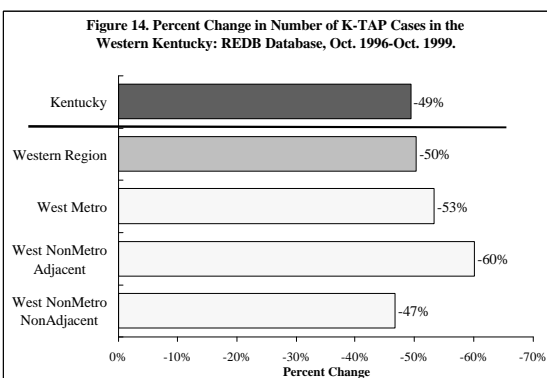
Among the labor market areas, the two which join the Mississippi river saw the lowest rates of decline in the region. The Fulton area labor market and the Paducah area labor market saw declines of 33% and 35% respectively. Of all of the labor market areas, these are the lowest in the state (see figure 13).

Overall, the number of K-TAP cases in our database has also been cut in half in the Central region (see figure 15). While nonmetro areas saw a rate of decline greater than that for the region as a whole, this is probably due, in part, to the small numbers located there as well as their proximity to the metro areas. By contrast, metro areas in the Central region had the lowest rate of decline. While you might expect that Jefferson county would again be influencing this figure, if we compare the rates of decline of metro areas with and without including this county, the impact is actually minimal.

Among the labor market areas in the region, the two with the largest metro areas in the state had the lower rates of decline (see figure 13). Both the Louisville area



labor market and the Lexington area labor markets saw a 48% decline in cases in our database. On the other hand, the labor market area containing Elizabethtown saw the greatest decline (66%) of all the labor market areas in the state.¹



adequacy of that employment. In other words, while former K-TAP families may be employed, they can still be eligible for other forms of assistance. Declining caseloads also say nothing about the chances of being able to progress to better employment. In the past twenty years we have seen explosive growth in the higher incomes, but comparatively small changes in incomes for those at the low end.

While the Eastern region had the lowest rate of decline of all the three regions, the number of K-TAP cases in our database has still been nearly cut in half. Still, this was only one percentage point below that for the state and hides some important differences that are at times contrary to what we might expect (see figure 16). For instance, the metro areas not only had the greatest rate of decline in the region, this rate is also higher than that for metro areas in the Central region and 1 percentage point higher than that in the Western region. On the other hand, while the rate of decline was lower in the rural parts of the Eastern region, the rate in the most rural (nonmetro nonadjacent) was the same as that in Western Kentucky.

Among the labor market areas, the rate of decline was greatest for the Ashland area with a 57% decline (see figure 13). The lowest rates of decline were in the two labor markets located in the heart of the Appalachian mountains. The Pikeville area and Harlan area labor markets saw the lowest rates of decline in the region (41% and 42% respectively). While these were not the lowest rates of labor markets in the state, six of the ten counties with the lowest rates of caseload decline are located in Eastern Kentucky.

But declining caseloads only tell part of the story. While many are leaving assistance because they have found a job, many families also leave without employment. Yet, even if a job was the reason for leaving, this says nothing about the

¹ While the Bell County labor market area in Eastern Kentucky saw a greater decline at 68%, this labor market area is unique in that it contains only one county in Kentucky, the remainder are located in Tennessee.

FAMILIES AND CHILDREN

While welfare reform has placed its key emphasis on adults and their employment, it is often overlooked, especially in popular discussions, that nationally 2/3rds of all cash assistance recipients are children. In Kentucky, according to the REDB database, 63% of all recipients in our database are below the age of 18 years of age (see figure 17). Since Oct. 1996, this has increased by 1 percentage point and is fairly evenly distributed across rural/urban settings and across regions.

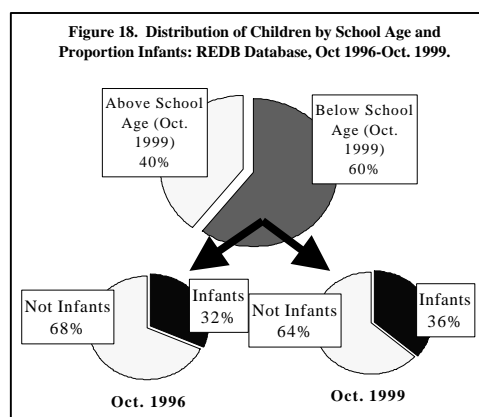
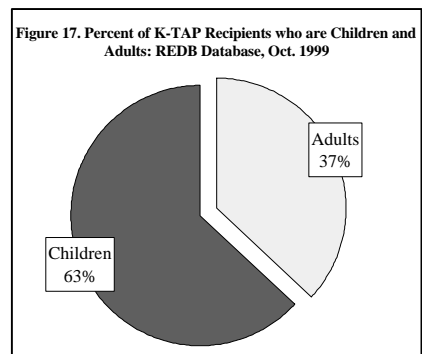
Of these children, the majority continue to be below school age (60% of all children in Oct. 1999). Having children who are below school age is important because during the day time, these children are at home, reflecting the critical need for full time child care.

One feature which has been changing is that since welfare reform, the proportion of those children who are below school age are increasingly infants. In our database, in October 1996, 32% of children below school age were infants. By October, 1999 this had increased to 36% being infants (see figure 18).

The increasing proportion of infants could be because the most employable are leaving assistance and if finding childcare is a barrier to employment anyhow, it is even more difficult to find child care for infants. Nationally, while the labor force participation rates have increased in the last 30 years, only 59% of all mothers with infants are in the labor force compared to 73% of mothers without infants (Bachu and O'Connell, 2000).

While the proportion of children below school age who are infants is increasing everywhere, it appears to be doing so more in some places than others. Across Western Kentucky, in Oct. 1996, 33% of all children in our database who were below school age were infants. By Oct. 1999 this had increased to 38% (see figure 19). The greatest increase in the share of children below school age who were infants was in the most rural areas (increasing nearly 6 percentage points), while the lowest amount of increasing share was in the metro areas (increasing almost 4 percentage points).

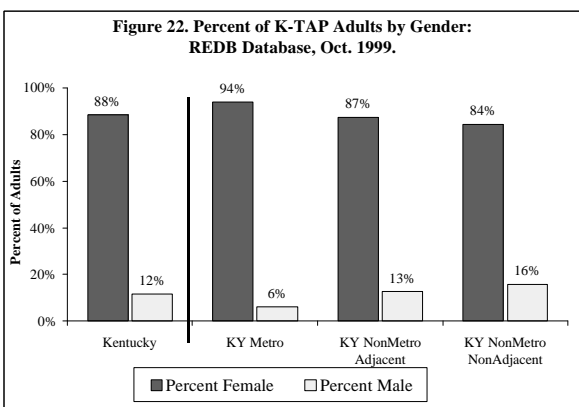
In the Central region, in Oct. 1996, 32% of all children in our database who were below school age were infants. By Oct. 1999 this had increased to 37% (see figure 20). As in the Western region, the greatest increase in the share of children below school age who were infants was in rural areas (increasing 8 percentage points in both adjacent and nonadjacent nonmetro areas). On the other hand, the lowest amount of increasing share was in the metro areas (increasing 4 percentage points).



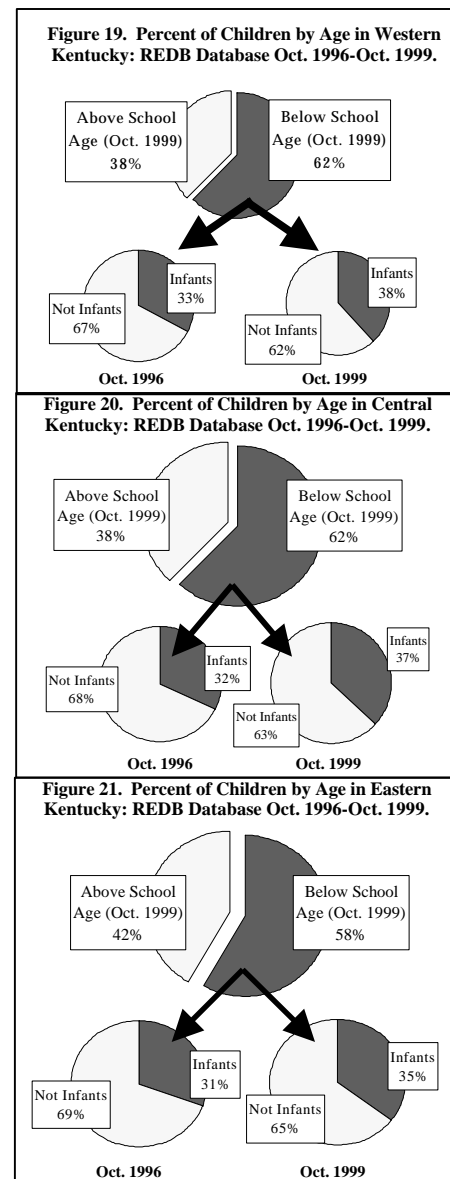
As in the other regions, the proportion of children below school age who are infants has also increased here. In Oct. 1996, 31% of all children in our database who were below school age were infants. By Oct. 1999 this had increased to 35% (see figure 21). However, unlike the other regions, in Eastern Kentucky the greatest increase in the share of children below school age who were infants was in metro areas (increasing 6 percentage points). Following close behind with a 5 percentage point increase (and more similar to the other regions) were the most rural parts of the region. On the other hand, the lowest amount of increasing share was in the nonmetro adjacent areas (increasing only 2 percentage points).

While our database does not tell us how many families are headed by 1 or 2 adults, we do know that it is relatively rare for men to be the single caregiver of children in families receiving assistance. Consequently, it is most likely that the number of males probably reflects the extent of two adult households. And, as with 2 adult families receiving K-TAP, higher proportions of males were more likely to be located in rural areas, particularly those most remotely located (nonmetro nonadjacent) (see figure 22). Since October 1996, the proportion of adults in our database who are men is decreasing and most likely reflects the decline in 2 adult households.²

In the Western region, as elsewhere, the share of adults in our database who are male has decreased and the proportion who are women has increased slightly (see figure 24). While metro areas have a lower proportion of male adults, from Oct. 1996 to Oct. 1999, the greatest change was in the nonmetro adjacent areas in the region. When we look at labor market areas, we find that the Bowling Green area has the highest proportion of adults being male, at 13% of all adults in Oct. 1999 (see figure 23).



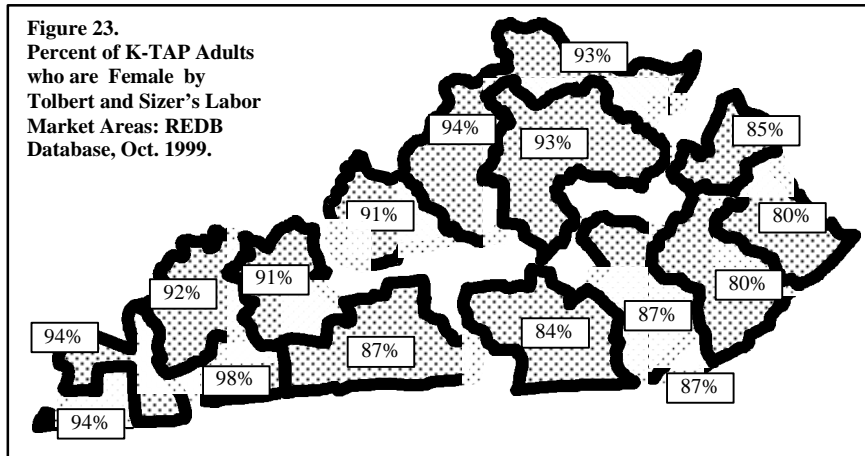
emerges by labor market area (see figure 23). This is probably due to the large amount of metro



While in the Eastern and Western regions, metro areas had a lower proportion of male adults compared to rural areas, in the Central region the pattern is less clear (see figure 25). This is probably because from Oct. 1996 to Oct. 1999, the greatest change was in the most rural areas in the region. Even still, while the share of adults in our database who are male has decreased and the proportion who are women has increased slightly, for the region as a whole, it has done so only marginally. The same pattern

² Two adults households are also subject to higher work participation rates than one adult households.

Figure 23.
Percent of K-TAP Adults
who are Female by
Tolbert and Sizer's Labor
Market Areas: REDB
Database, Oct. 1999.



areas in the region and, as in many metro areas, the proportion of adults who are male was smaller to begin with.

In the Eastern region, as elsewhere, the share of adults in our database who are male has decreased and the proportion who are women has increased (see figure 26). Within the region, from Oct. 1996 to

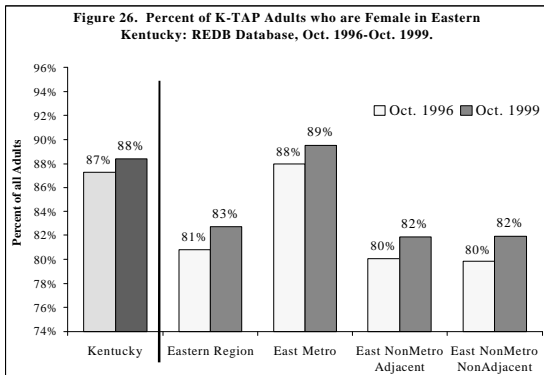
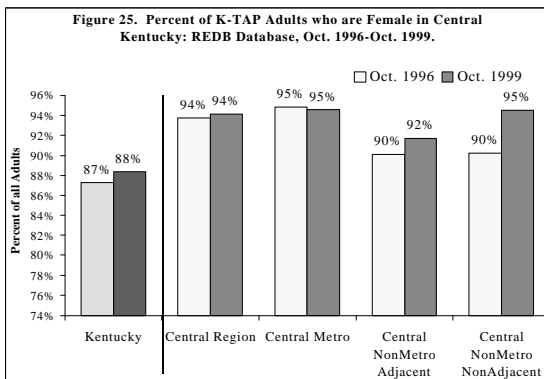
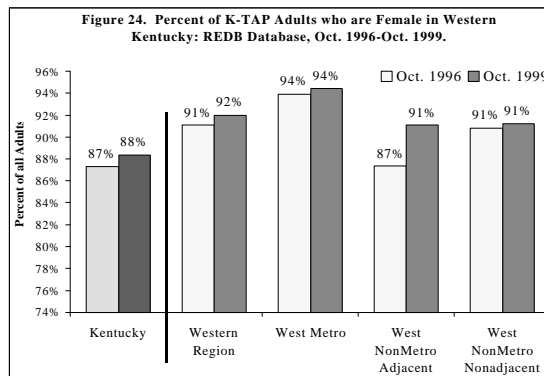
Oct. 1999, the slightly greater change was in the rural areas of the region. Compared to the other

regions, however, the Eastern region has a higher proportion of adults being male to begin with. While this may in part reflect that this region contains the largest amount of the most rural areas and rural caseloads tend to have a higher proportion of two adult households, when we look at labor market areas, all of them have higher proportions of males than found in the other regions (see figure 23). Furthermore, among the labor market areas, the highest proportion of adults being male (20%) are in the most rural but the most distressed parts of the region.

These differences in the proportion of adults who are male and the rates of decline could be because in 2 adult households, as one adult becomes employed, there is still another adult at home available for child care or other needs. The slower rate of change in the most rural areas, on the other hand, could reflect the limits to local employment opportunities regardless of having 2 adults in the household.

ADULTS, EMPLOYMENT, AND EMPLOYABILITY

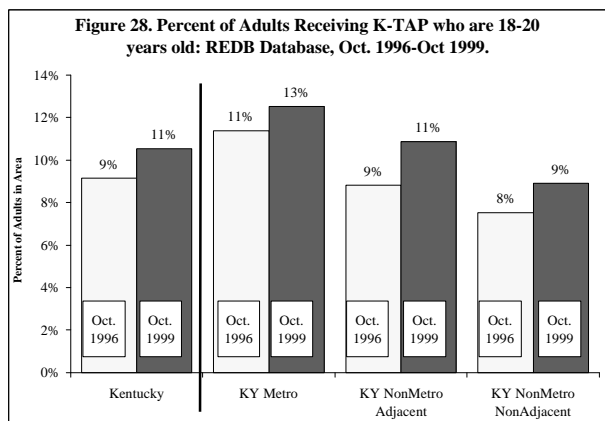
Similar to caseloads nationwide, about 1/3rd of all cash assistance recipients in our database are adults. And, overwhelmingly, the majority of adults receiving assistance continue to be women. This is important because while welfare reform now focuses on employment, women face a different labor market and are more likely to be employed in lower paying jobs than their male counterparts. And, as we saw earlier, as the



proportion of adults who are male is decreasing, the proportion of adults who are women is increasing.

Of all adults in families receiving assistance in our database, the majority are between 21-35 years old (see figure 27). While this remains the largest category, since welfare reform, it looks like there have been changes. For example, a larger proportion of the adults in metro areas are in the youngest age group. Here, 13% of all adults are between the ages of 18-20 years old compared to only 9% of adults in nonmetro areas (see figure 28).

The relationship between age, gender, and employment is even more important when we



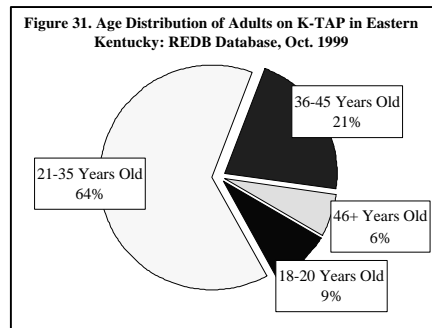
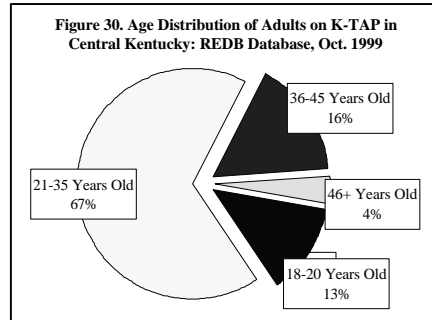
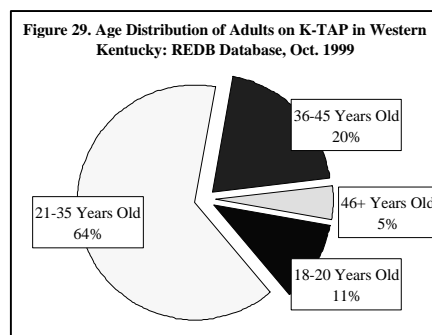
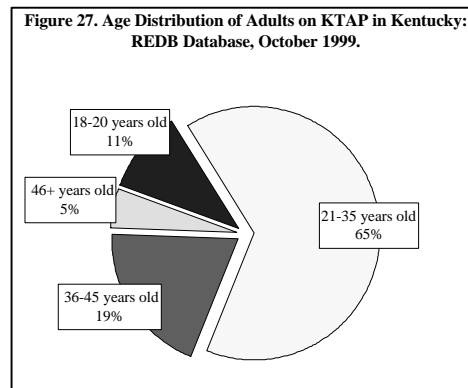
realize that the percent of adults in the youngest age group looks to be increasing. In our database, in October 1996, 9% of adults were in the 18-20 age group while in October 1999 this had increased to 11% (see figure 28).

This increase is probably because the older you are the more time you have had to gain prior work experience, complete some education, and your children are more likely to

be older. All of these can increase your ability to become employed, especially where jobs are available. In areas with fewer employment opportunities, being employable alone may not be enough. As we have seen, in the most rural areas and areas with the fewest opportunities, there are larger proportions of adults in the higher age brackets.

In all three regions, of all adults in families receiving assistance in our database, the majority are between 21-35 years old, especially in the Central region (see figures 29, 30, and 31). On the other hand, the Eastern region had the highest proportion of adults in the older age categories.

While adults ages 21-35 remains the largest category from October 1996 to October 1999, the percent of adults ages 18-20 has been increasing in all of the regions. In the Western region, the nonmetro adjacent areas had the largest increase in the percent of 18-20 year olds in their caseload. This means that it moved from the category with the smallest share to that with the largest share of 18-20 year olds in the region (see figure 32). Compared to the other regions, the Central region contains the largest shares of adults in the two youngest age categories (see figure 33). And, while those adults 18-20 years old are an

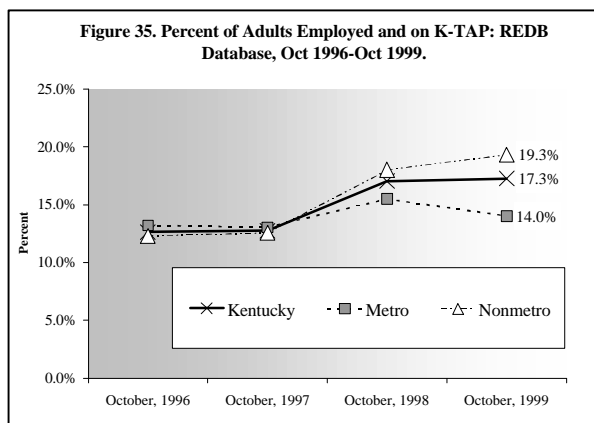
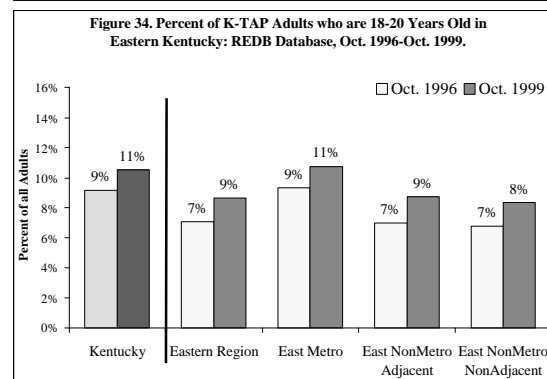
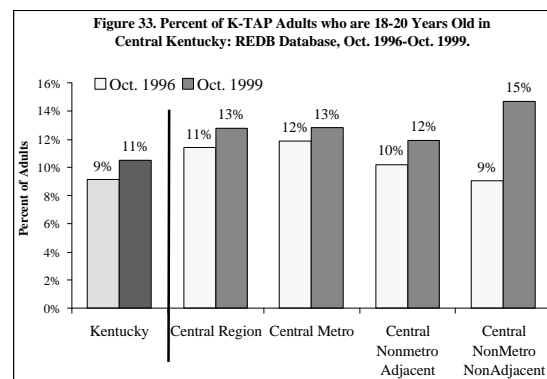
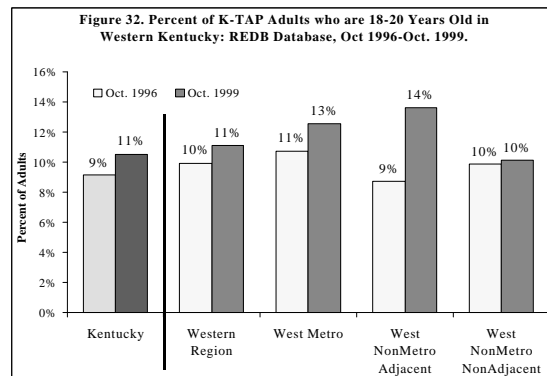


increasing share of adults, the largest change is in the nonmetro nonadjacent areas.

In contrast to the other regions, the Eastern region contains the largest shares of adults in the older age categories. This is probably because this region contains a large share of rural areas and rural caseloads tend on average to be older than their urban counterparts. And, compared to the other regions, this increase in adults 18-20 is more evenly distributed across the region (see figure 34).

While the stereotype is that those receiving cash assistance are not working, this is not the case. You can be employed but because the hours or wages (or both) are so low, you remain eligible for cash or other assistance.

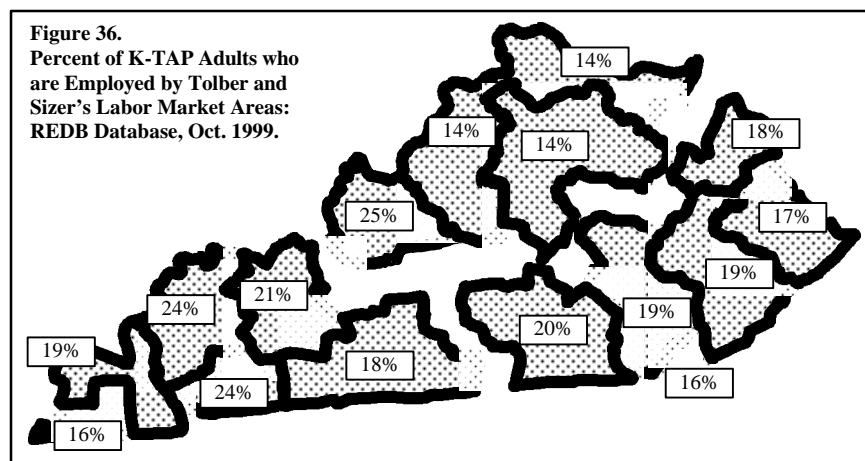
With welfare reform's focus on employment, as you might expect, the proportion of adults employed in our database has increased from 13% in October 1996 to 17% in October 1999. What is interesting is that this increase has not been evenly distributed across the state (see figure 35). And, while in Oct. 1996 the proportions were very similar, by Oct. 1999 there appears to be a gap emerging. Adults in rural or nonmetro areas are employed and still receiving assistance to a greater degree than in metro areas. Here, while in October 1996, 12% of adults were employed and receiving assistance (similar to metro areas), in October 1999 this number had increased to just over 19% in nonmetro areas. And, while on the whole metro areas only saw a 1 percentage point increase in the proportion of adults being employed, both nonmetro adjacent and nonadjacent areas saw a 7 percentage point increase. The reason for may be that in metro areas employment might be more likely to be sufficient for the family to exit cash assistance.



In the Western region, the proportion of adults in our database who are employed has increased from 14% to 20% from Oct. 1996 to Oct. 1999 (see figure 37). Rural areas that are adjacent to urban areas (NonMetro Adjacent) had the greatest increase in the proportion of adults employed, moving it from the category with the lowest proportion to that with the highest from October 1996 to October 1999.

While all labor markets saw an increasing proportion of adults in our database being employed, among the labor market areas there

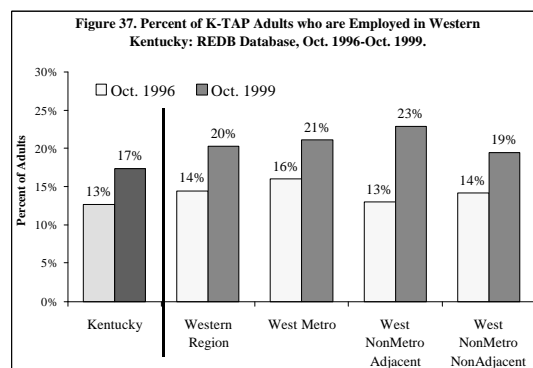
were some variations. Within the Western region, those with a metro area had the largest percent



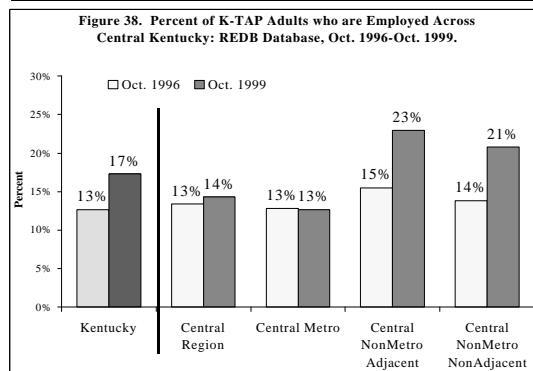
of adults being employed ranging from 21-24 percent (see figure 36). Two of these, Henderson area and Hopkinsville area labor markets, have the second highest share of adults employed in the state compared to the other labor market areas. By contrast, the labor market areas without a metro area all had lower proportions of adults

employed and saw lower rates of increase. Still, these were both near that for the state as a whole.

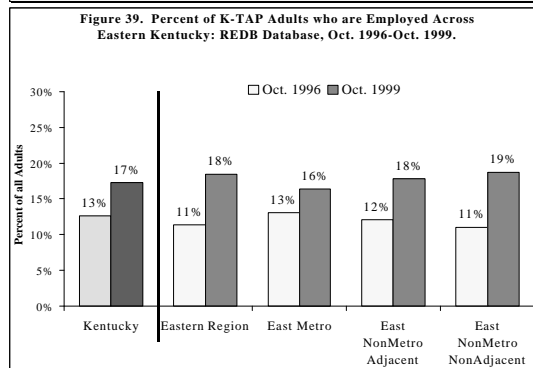
As a whole the Central region has the lowest proportion and has seen the smallest amount of increase; by only one percentage point from Oct. 1996 to Oct. 1999 (see figure 38), in the proportion of adults employed. Within the region, the greatest increase was in the rural areas while metro areas remained relatively constant at 13%; again likely reflecting that those who are most employable have been able to exit assistance.



Among the labor market areas, those associated with a metro area all had the lowest proportion of adults employed (see figure 36). Indeed, the three labor market areas with the lowest proportions in the state are located here. Standing in stark contrast is the labor market that contains Elizabethtown. A rural labor market that borders both the Central and Western regions, here the proportion of adults employed grew from 16% of adults in Oct. 1996 to 25% of adults in Oct. 1999; the highest rate of labor markets in the state.



As a whole the Eastern region has seen the largest rate of increase in the percent of adults in our database who are employed, from 11% to 18% from Oct. 1996 to Oct. 1999 (see figure 39). Like that in the other regions, metro areas saw the smallest increase in the percent of adults employed. Within the region, the greatest increases were in the rural areas; moving them from the areas within Eastern Kentucky with the lowest percent of adults employed to the highest. When

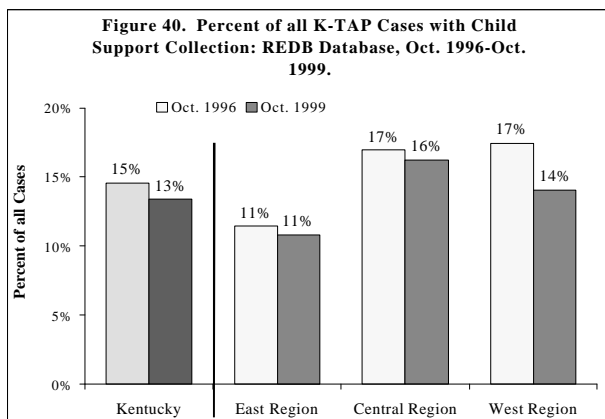


we look across labor market areas in the region, there is less distinct variation (see figure 36). In contrast to the rural/urban labor market patterns in the other regions, here all labor markets had between 16% and 20% of adults being employed.

FOOD STAMPS AND CHILD SUPPORT

While much of welfare reform's focus is on employment, there is also concern that the well-being of families not be jeopardized in the process. And, since the majority of families on assistance are female-headed households, some attention has been directed at fatherhood and child support.

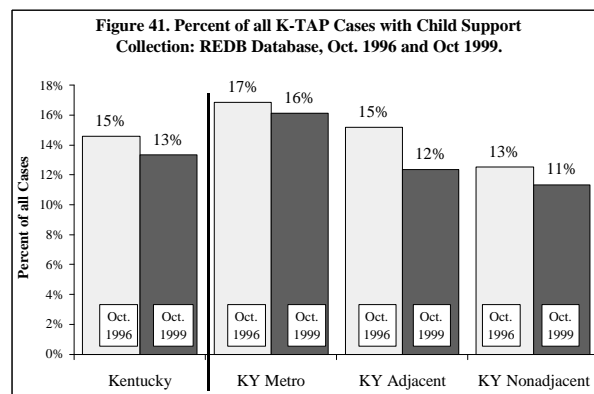
While in Kentucky (as in some other states), child support payments do not provide a source of income in addition to cash assistance, it does indicate a level of support from noncustodial parents (most often fathers). And, upon exiting cash assistance, child support would provide additional support for the family.



In October 1999, our database show 13% of K-TAP families with child support collection. This is down from 15% in October 1996. While all areas in the state also saw some level of a decline, these figures disguise some interesting changes over time and differences across the state. For example, of the three regions, the Central region had the highest percent of cases that had child support collection at 16% of K-TAP cases located in the region (see figure 40). On the

other hand, the Eastern region had the lowest share of its caseload with child support collection at 11%. The Western region was in between at 14%. There are also some rural/urban differences. For instance, 16% of K-TAP cases located in metro areas had child support collection compared to only 11% in the most remote or nonadjacent rural areas (see figure 41).

Within the regions, there were also differences. Of the three regions, in the West the overall proportion of K-TAP cases with child support collection decreased the most from 17% to 14% from October 1996 to October 1999 (see figure 42). Still, like that for the state as a whole, within Western Kentucky there was a greater proportion (17%) of K-TAP families living in metro areas with child support collection than in the nonmetro areas (13% for both nonmetro adjacent and nonmetro nonadjacent areas).



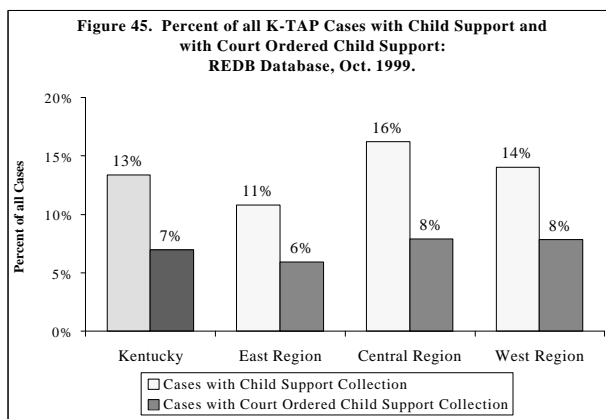
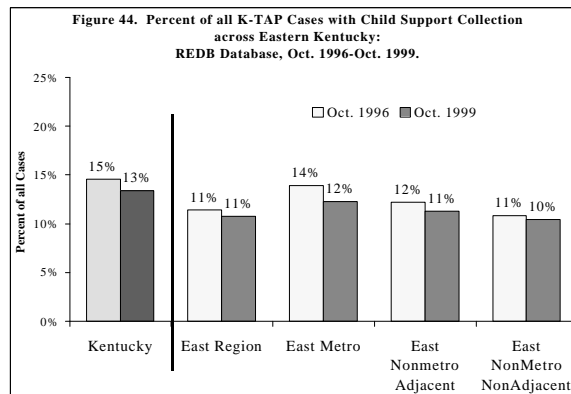
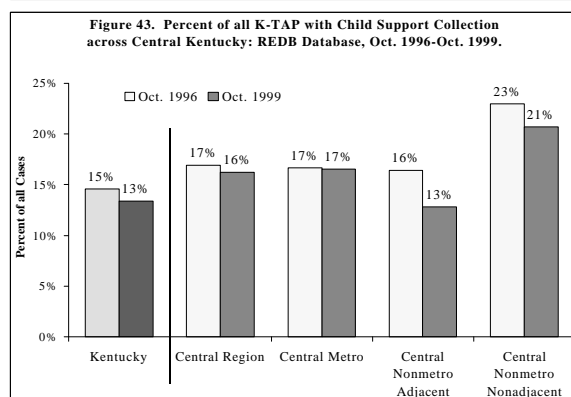
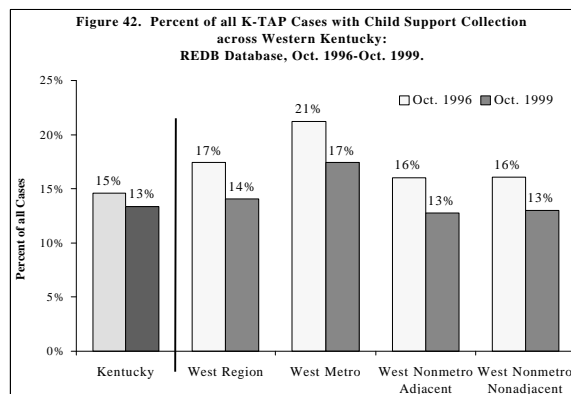
While Central Kentucky had a similar proportion of cases with child support collection as in the Western region, the rate of decrease in the region is very small at -.7% from Oct. 1996 to Oct. 1999 (see figure 43). Within the region, and in contrast to the others, the percent of cases with child support collection did not change substantially in metro areas but decreased in the rural areas instead. While small in size, the most rural area (nonmetro nonadjacent) of the

Central region remained the area with the highest rate of cases with child support collection (23% in Oct. 1996 to 21% in Oct. 1999).

As a whole in Eastern Kentucky, a smaller percent of K-TAP cases in our database had child support collection (11%) compared to the other regions (see figure 44). While over time the overall proportion of K-TAP families in our database receiving child support collection has been decreasing in Kentucky, like in the Central region, the change has been small in the Eastern region as well. Within the region, and similar to both the West and the state as a whole, metro areas had a slightly higher percent of their cases with child support collection than did rural areas. By contrast, the most rural parts of the Eastern region (nonmetro nonadjacent) had the lowest percent of cases with child support collection (10%) of all of the areas in the state. To some degree, this may reflect the lower availability of employment options for both parents in the region.

While the proportion of K-TAP families with child support collection has generally been decreasing, the proportion with court ordered child support collection has been increasing (see figure 45). In October 1996, 4% of all K-TAP cases had court ordered child support collection, increasing to 7% in October 1999. This means that of those cases with child support collection, in October 1996, only 24% of the cases with child support collection were court ordered. By October 1999, this had increased to 52% being court ordered (see figure 46).

In Western Kentucky, the percent of cases with court ordered child support collection increased from 5% to 8% of all K-TAP cases. If we just look at cases with child support collection, this means that those cases with court ordered collection went from 27% to 56% of these cases. By one

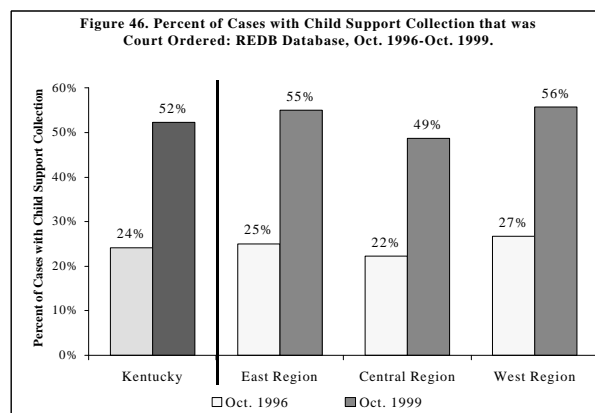


percentage point, this is the highest of the three regions (see figure 48). Within Western Kentucky, metro areas had a higher share of cases with court ordered child support collection compared to the rural areas, and is the highest of all the categories. Here, 69% of all cases with child support collection are court ordered collection.

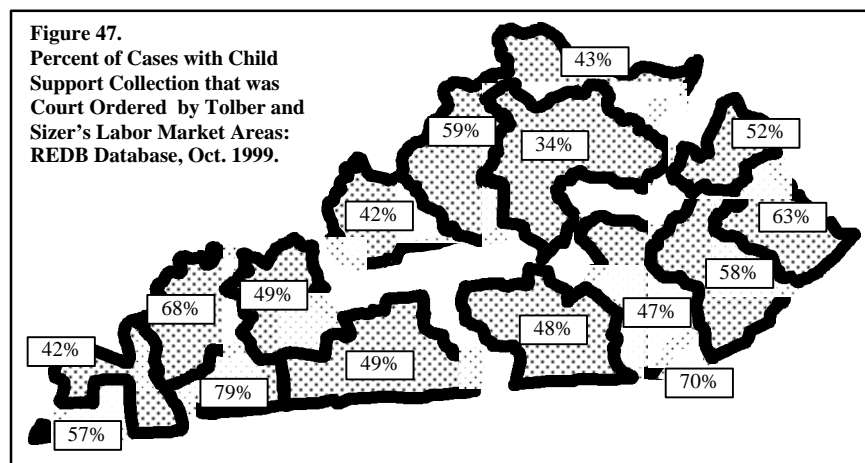
Of the labor market areas predominantly located in the region, in Western Kentucky the

labor market area with Hopkinsville had the largest share of its cases with child support collection being court ordered at 79 percent (see figure 47). This is also the highest of all the labor market areas in the state. By contrast, the labor market areas containing Paducah had the lowest in the region at 42% of cases with child support being court ordered. While this is 10 percentage points below that for the state as a whole, it is not the lowest of all of the labor markets in the state.

In the Central region, while the proportion of cases with child support collection decreased by only a small amount, the proportion whose child support collection is court ordered has been on the rise. The greatest increase is in most rural (nonmetro nonadjacent) moving from 5% of all cases to 10% of all K-TAP cases. While the Central region has the highest percent of its cases with child support collection, if we just look at cases with child support collection, Central Kentucky has the lowest share of cases with child support collection being court ordered (see figure 49). In October 1996, 22% of cases with child support collection were court ordered while in October 1999, 49% of cases with child support collection were court ordered collection.



Of the labor market areas predominantly located in the Central region the two with the largest metro areas in the state provide an interesting contrast (see figure 47). In October 1996, the labor market area containing Louisville had 28% of cases with child support collection being court ordered. In Oct 1999 this had increased to 59% of cases with child support collection being court ordered. This is the highest in the Central region in both Oct 1996 and Oct. 1999. By contrast the labor market area containing Lexington only had 17% of its cases with child support collection being court ordered in Oct. 1996 and by October 1999 this had increased only to 34% of its cases with child support collection being court ordered. This is also the lowest in October 1999 of all the labor market areas in the state.



Of the three regions, the Eastern region had the lowest percent of cases with court ordered child support collection. Still, and similar to the other regions, the percent of cases with court ordered collection has been on the rise moving from 3% to 6% of all K-TAP cases. If we

just look at cases with child support collection, this means that while in Oct. 1996, 25% of cases with child support collection were court ordered, by October 1999, this had increased to 55% of cases with child support being court ordered (see figure 50).

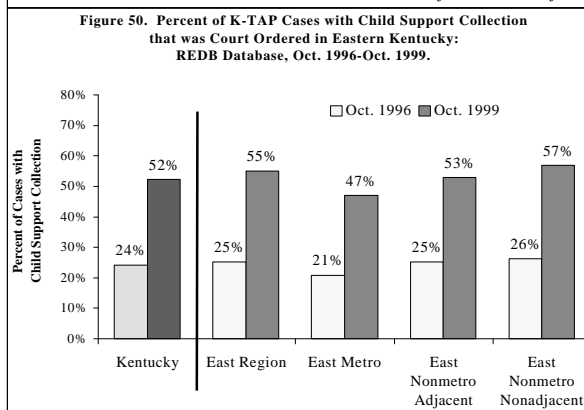
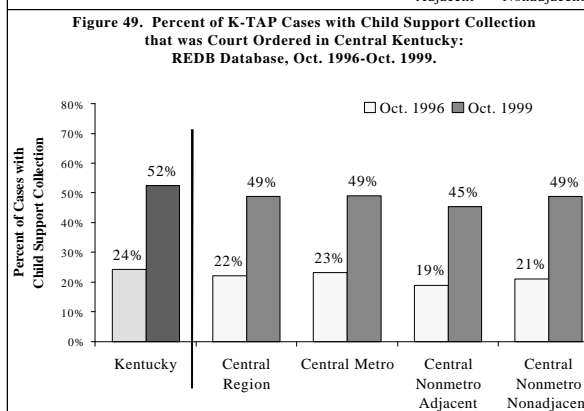
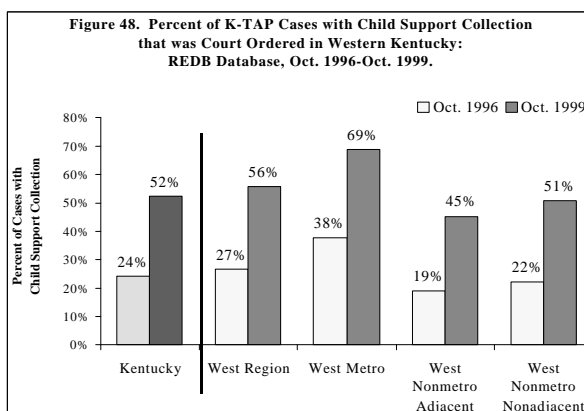
These patterns and changes may reflect the coming together of several trends; increased attention to child support, the location of employment opportunities across the state as well as the tendency of the caseloads to be increasingly characterized by those with the most barriers to employment.

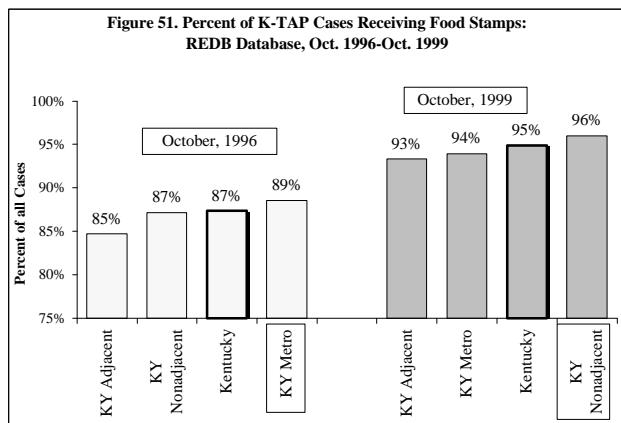
Another indication of the well-being of families may also be found in the extent to which families are also accessing medical assistance and food stamps. While not all states do this, in Kentucky all K-TAP recipients automatically receive a medical card. In terms of food stamps, we can see some changes across time and differences across areas in the state.

Similar to that nationwide, since 1996 the proportion of cases receiving food stamps has been increasing. In our database, in October 1996, 87% of families receiving cash assistance also received food stamps. By October of 1999 this had increased to 95% of all families.

One interesting change over time is that while in October 1996, metro areas had the highest proportion of cases receiving food stamps, in October of 1999, this had shifted to the most remote of rural areas (nonadjacent) having the highest proportion (see figure 51). Most likely this shift in part reflects changes in the Eastern part of the state. This region saw the largest increase in the percent of K-TAP cases receiving food stamps (from 88% to 98% of all cases) (see figure 52).

In the Western region in Oct. 1996, 87% of K-TAP families in our database were receiving food stamps. By Oct. 1999, this had increased to 92% (see figure 54). While all areas in the region saw an increase in the percent of cases receiving food stamps, the metro areas had both the largest share of their cases (96% in Oct. 1999) and the greatest increase (8 percentage points) in the percent of cases receiving food stamps compared to the rural areas in the region. Of the labor market areas, the two with the largest percent of cases receiving food stamps both contained metro areas (Hopkinsville area and Henderson area labor markets, both at 95% of all cases) (see figure 53).

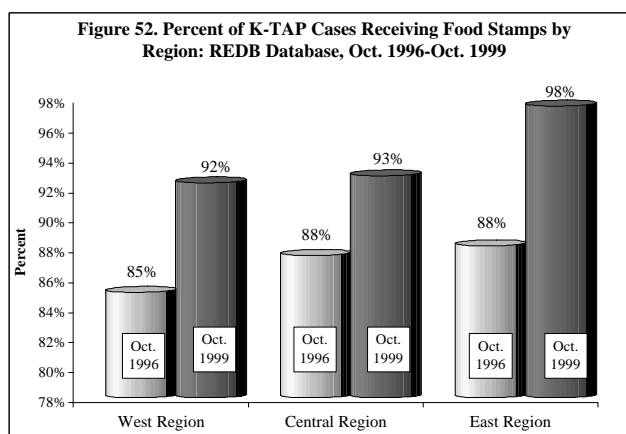




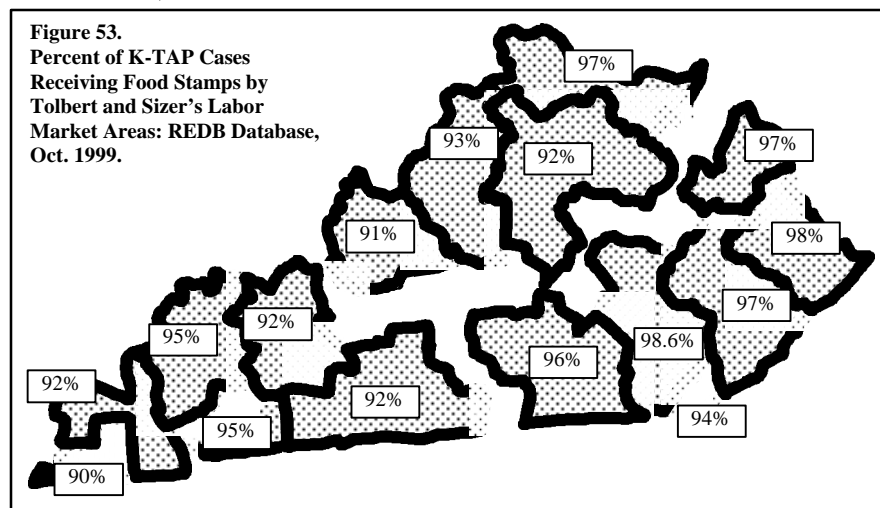
In the Central region in Oct. 1996, 88% of K-TAP families in our database were receiving food stamps. By Oct. 1999, this had increased to 93% (see figure 55). Within the region, in Oct. 1999, a slightly larger proportion of K-TAP families in metro areas were receiving food stamps (93% compared to 91% in nonmetro adjacent areas and 89% in the most rural areas of nonmetro nonadjacent). While this is a similar pattern to that found in the Western region, here the largest share of families receiving food stamps is located in Northern Kentucky area labor market (97% of

all cases) while the labor market areas of the Louisville area and Lexington area were lower at 93% and 92% respectively (see figure 53).

In contrast to the Western and Central regions, in the Eastern region there is a larger share of K-TAP families in our database who were receiving food stamps (nearly 98%) in October 1999. This is up almost 10 percentage points from Oct. 1996, the largest increase of the three regions. And, while the differences between regions were fairly small in 1996, this large increase in Eastern Kentucky has increased the gap between the regions.



Within the Eastern region the differences are less distinct but are also in the opposite direction compared to the other two regions where families in metro areas were a slightly higher proportion of families receiving food stamps (see figure 56). In Oct. 1999, a slightly larger proportion of K-TAP families in rural areas were receiving food stamps (97% in nonmetro adjacent areas and 98% in the most rural areas of nonmetro nonadjacent compared to 96% in metro areas). Of the labor market areas in the state, the one with the highest share of cases



receiving food stamps is located in this region (see figure 53). In Oct. 1999, the labor market area containing Richmond had the largest share of its caseload receiving food stamps at nearly 99% of all K-TAP cases.

These shifts in cash assistance cases receiving food stamps likely reflect two different trends. First, the increasing proportions of cash assistance cases receiving food stamps may reflect that those remaining on assistance may be those with greater needs as the most employable have been leaving. But the shifts in where there is a high percent of cases may also reflect those areas where there are fewer employment opportunities than other parts of the state.

