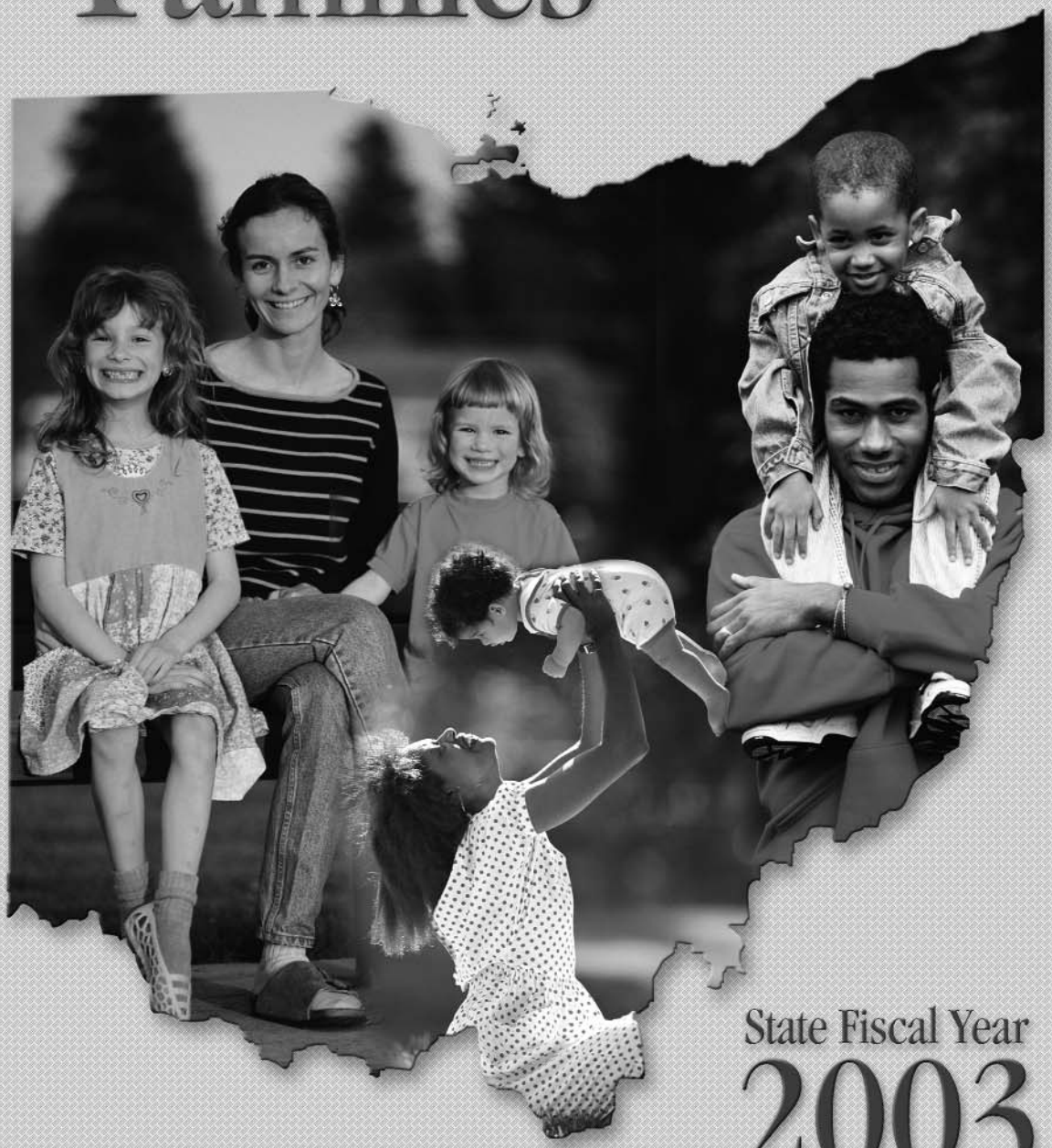
THE OHIO DEPARTMENT OF JOB AND FAMILY SERVICES

Investing in Ohio's Families



State Fiscal Year

2003

A Summary of Ohio's TANF Program

FROM THE DIRECTOR

With the completion of the Ohio Department of Job and Family Service's (ODJFS) Strategic Plan, Ohio's Temporary Assistance to Needy Families (TANF) program continues to play a major role in accomplishing the first three goals of the Strategic Plan:

- Goal #1: Children will grow up safe and healthy.
- Goal #2: Youth will become responsible adults.
- Goal #3: Individuals and businesses will realize their greatest degree of economic well-being.

TANF, through Ohio's 88 counties, has successfully helped thousands of Ohio families by providing the following:

- Help Me Grow developmental services for children from birth to age three;
- Incentives to teen parents to complete high school;
- A variety of transitional support services made available through the Prevention, Retention and Contingency (PRC) program to families moving into the labor market;
- Assurance that families can achieve self-sufficiency through gainful employment, individual skills development and family services.

Performance in achieving the departmental goals must now be measured through a number of outcome indicators. For example, Ohio Works First's (OWF) cash assistance caseload continues at a record low level despite the economic downturn, but success cannot be measured solely by this positive indicator. It must also be measured in terms of the number of families entering and retaining employment and wage progression. Outcome measures will become better defined as the ODJFS's performance management role and responsibility becomes more distinct.

This report provides a comprehensive overview of Ohio's TANF program for state fiscal year 2003. It provides an analysis of estimated expenditures and populations served by TANF service type. The report reflects the continued success Ohio has experienced in helping families become self-sufficient.

Tom Hayes
Director, ODJFS
December 2003

TABLE OF CONTENTS

Introduction 1

Funding 3

Expenditures 4

1. Ohio Works First (OWF) 5

2. Prevention, Retention and Contingency (PRC) 6

3. Separate State Allocations 10

4. Child Care 11

5. Title XX Transfer 12

6. State Administration 12

TANF: A Success Story 13

Appendix A: State Spending Plan 14

Appendix B: Glossary 15

INTRODUCTION

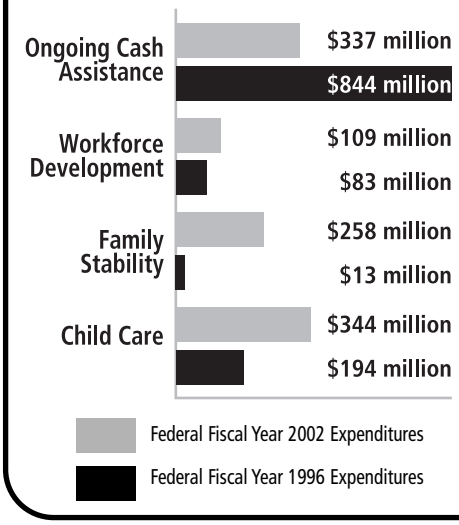
Six years ago, the Ohio General Assembly enacted landmark legislation, House Bill 408, that fundamentally changed the nature of welfare assistance in Ohio. House Bill 408 built on welfare reform provisions in the federal Personal Responsibility and Work Opportunity Reconciliation Act enacted by Congress in 1996. The law eliminated the Aid to Families With Dependent Children program and replaced it with the federal Temporary Assistance for Needy Families (TANF) program.

The Four Purposes of TANF

- Provide assistance to needy families so that children may be cared for in their own homes or in the homes of relatives.
- End needy parents' dependence on government benefits by promoting job preparation, work and marriage.
- Reduce the incidence of out-of-wedlock pregnancies and establish annual numeric goals for decreased incidence of these pregnancies.
- Encourage the formation and maintenance of two-parent families.

Figure 1

Changes in TANF Expenditures



To address the four purposes of TANF, Ohio created two innovative Programs—Ohio Works First (OWF) and Prevention, Retention and Contingency (PRC).

OWF is a county-administered, state-supervised program serving families in every political subdivision in the state. OWF provides time-limited cash assistance to needy families with (or expecting) children and furnishes parents with work training and other support services they need to attain permanent self-sufficiency. Ongoing OWF cash assistance is also provided to child-only cases.

PRC is a county-designed and county-administered, state-supervised program serving families in every political subdivision in the state. PRC programs help individuals and families avoid the need for cash assistance by providing ongoing services and nonrecurring short-term benefits to address barriers to self-sufficiency.

While OWF focuses on families with incomes below 100 percent of the federal poverty level, PRC focuses especially on families with incomes between 100 percent and 200 percent of the federal poverty level who have previously received OWF assistance or are at risk of becoming eligible for OWF. The intent is to provide the necessary

supports—workforce training, transportation to jobs, child care, family counseling, etc.—to help those at-risk families move up the economic ladder, achieve self sufficiency and end dependency.

OWF and PRC have transformed Ohio's public assistance from a system focused on entitlement to one focused on personal responsibility and sustained self-sufficiency by emphasizing three areas: workforce development, family stability and child care.

Investments in workforce development services prepare recipients for employment, assist them in the labor market and sustain their attachment to the world of work. Investments in family stability help build stronger families, foster the development of children and youth and address counterproductive behaviors. Investments in child care provide payments for child care services as well as support the costs of developing child care slots, improving the quality of child care and helping parents find appropriate child care.

Figure 1 demonstrates the dramatic shift from investments in ongoing cash assistance to investments in family self-sufficiency and prevention through workforce development, family stability and child care services. The strategy has worked. According to Ohio Department of Job and Family Services (ODJFS) figures, the number of families receiving OWF benefits has dropped from nearly 210,000 in January 1996 to a little more than 86,000 in June 2003—a 59 percent decline (see Figure 2).

For the 2002-03 biennium, the Ohio General Assembly designated separate TANF allocations, or carve-outs, in addition to OWF and PRC for special purpose funding of specific programs. These separate allocations included funding for programs operated by other state agencies as well as for county allocations targeted for specific purposes. Information regarding the separate TANF allocations is contained in the following pages.

This report is intended to provide a comprehensive overview of Ohio's TANF program for state fiscal year (SFY) 2003. It identifies the source of funds for SFY 2003 and the distribution or allocation of those funds. Additionally, this report examines the estimated expenditures and program participation by expenditure category.

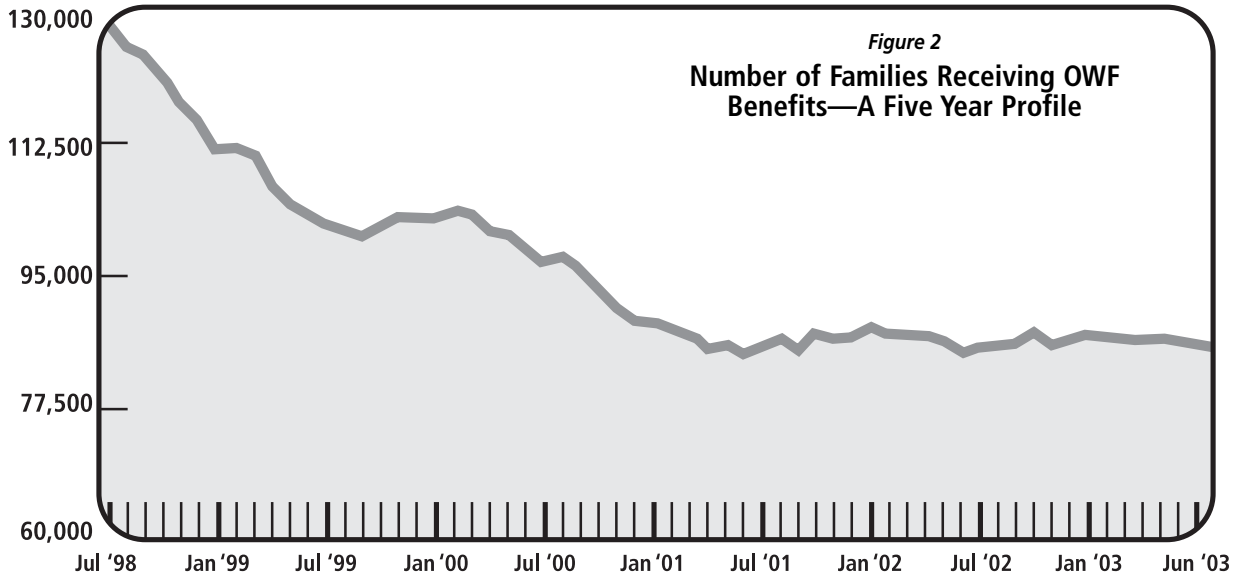


Figure 2

Number of Families Receiving OWF Benefits—A Five Year Profile

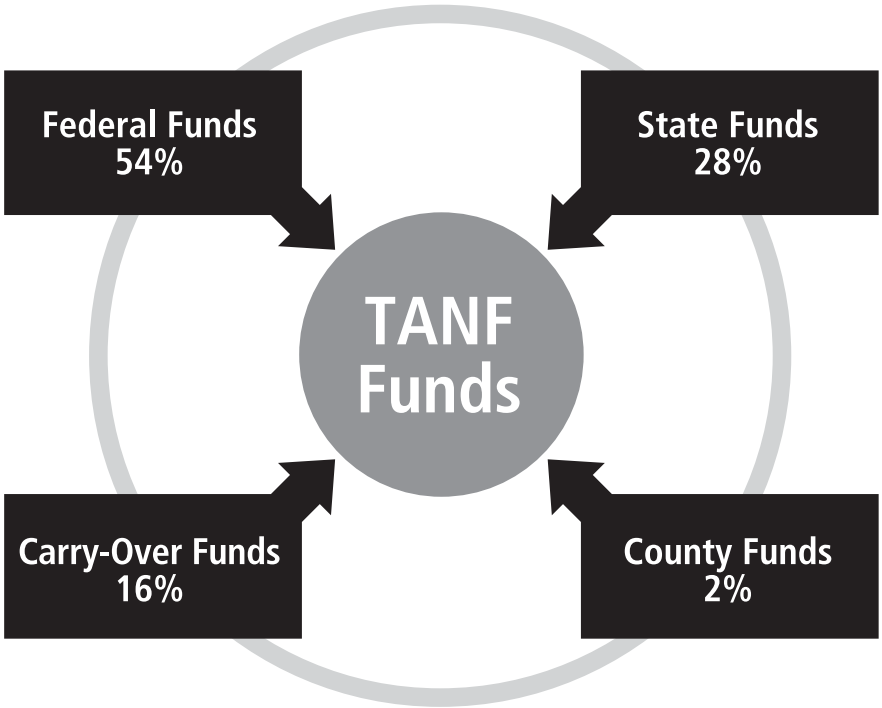
FUNDING

The TANF resources available for SFY 2003 include the following sources and amounts:

Federal Funds	**$ 727,968,260**
State Funds (Maintenance of Effort)	**371,968,672**
County Funds (Maintenance of Effort)	**29,219,024**
Carry-Over Funds (Prior Period)	
Caseload Emergency Reserve	**217,799,285**
Total TANF Resources Available	**$ 1,346,955,241**

Figure 3

Source of TANF Funds

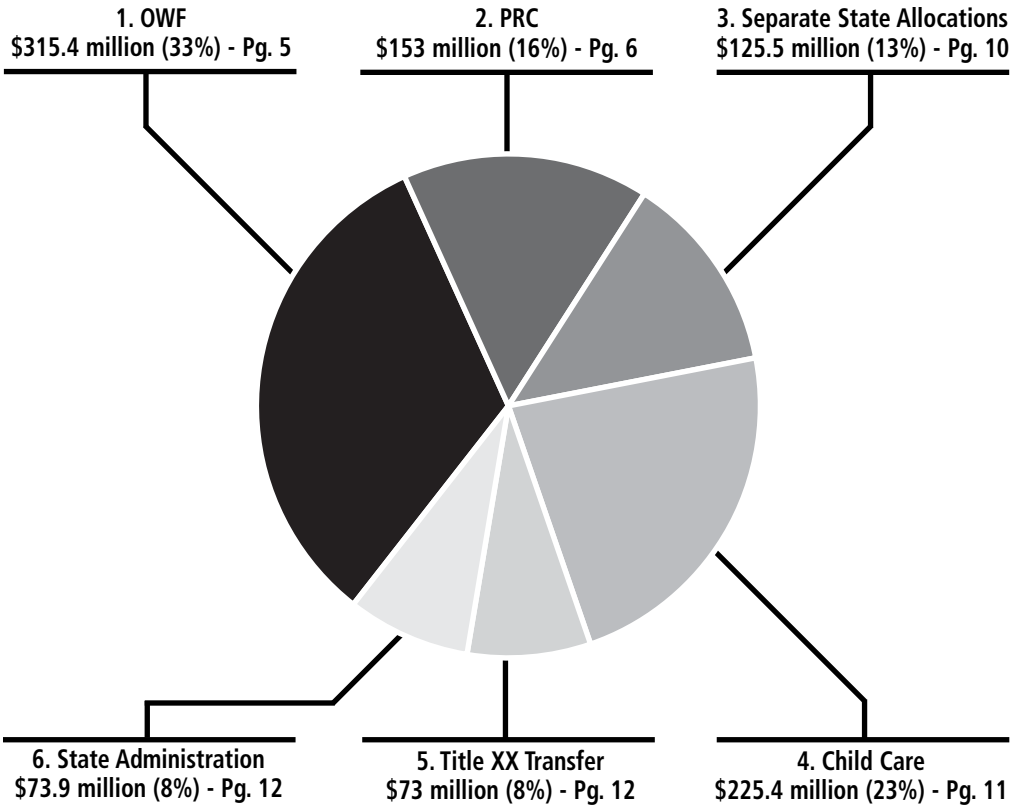


EXPENDITURES

During SFY 2003, TANF appropriations were expended on TANF services through six expenditure categories: 1) OWF, 2) PRC, 3) Separate State Allocations, 4) Child Care, 5) Title XX Transfer and 6) State Administration. This section describes the six TANF expenditure categories and identifies dollars expended as well as the number of participants[1] served. Expenditures[2] are those reported by the ODJFS as of November 15, 2003, in the ACF 196 report, the official financial report for the TANF program which is filed with the U.S. Department of Health and Human Services.

Figure 4

TANF Expenditure Categories



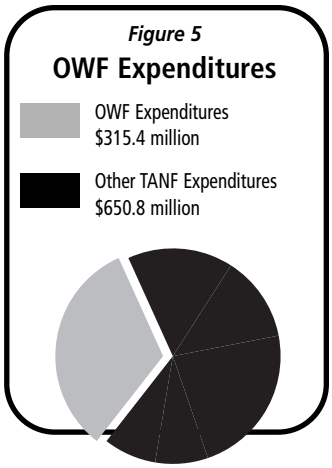
[1] Participant numbers may reflect individuals or all members of a family. The number of participants served may reflect duplicate numbers served across multiple categories and/or reporting periods.

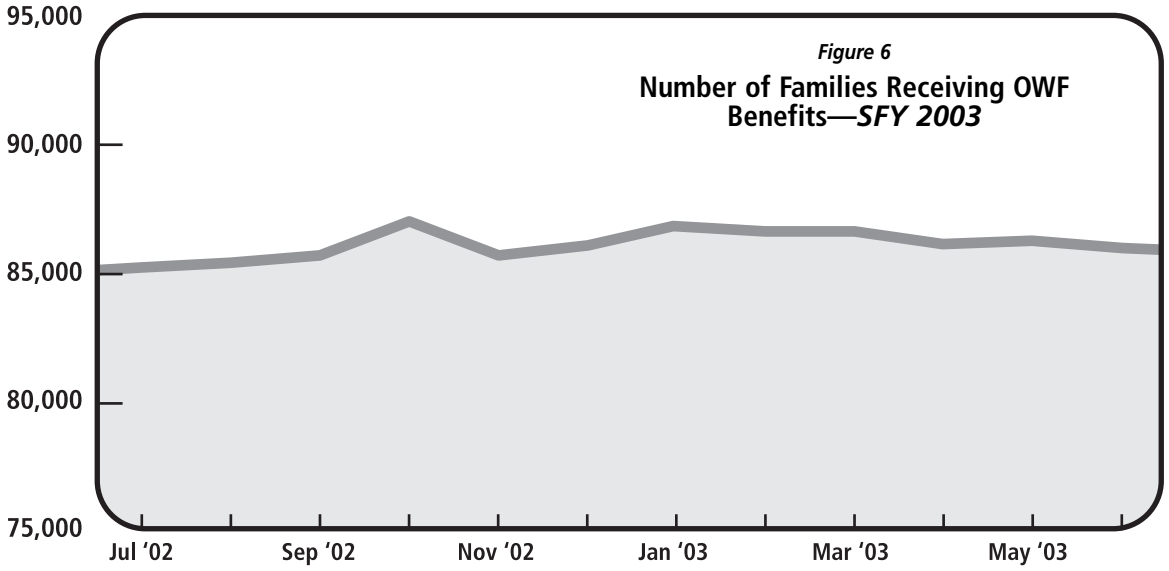
[2] Expenditures may not sum to totals due to rounding.

1 Ohio Works First (OWF)

OWF's emphases are self-sufficiency, personal responsibility and employment. Applications and eligibility determinations for OWF take place at County Departments of Job and Family Services (CDJFSs). Eligibility determinations are based on the provisions contained in the Ohio Revised Code and the Ohio Administrative Code.

The OWF program provides cash benefits to eligible needy families for up to 36 months, after which a family cannot receive additional OWF cash assistance unless the CDJFS approves an extension. There are two kinds of extensions: hardship and good cause. A family can receive a hardship extension any time after its 36-month limit. A family can receive a good-cause extension only after a 24-month waiting period following the 36-month limit. Each CDJFS sets its own policy, within the bounds of state regulations, for hardship and good cause. At the beginning of SFY 2003, there were approximately 85,200 families receiving OWF benefits. Although some minor fluctuations in program participation occurred during the year, approximately 86,000 families — a relatively unchanged number from the beginning of the year — were receiving OWF benefits at the end of SFY 2003 (see Figure 6).





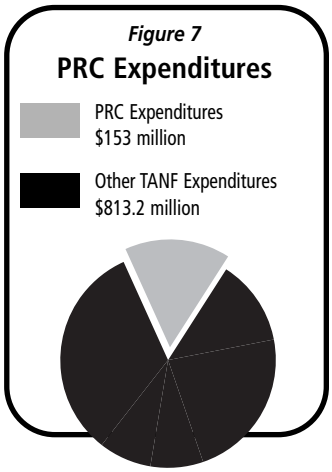
The Learning, Earning and Parenting Program Makes A Difference.

Natessa was a teen parent and high school dropout. Along with receiving cash assistance and child care, Natessa completed requirements for a GED and is pursuing a career in cosmetology. "If it were not for my caseworker and the support from my county job and family services agency, I would have given up," she said.

❷ Prevention, Retention and Contingency (PRC)

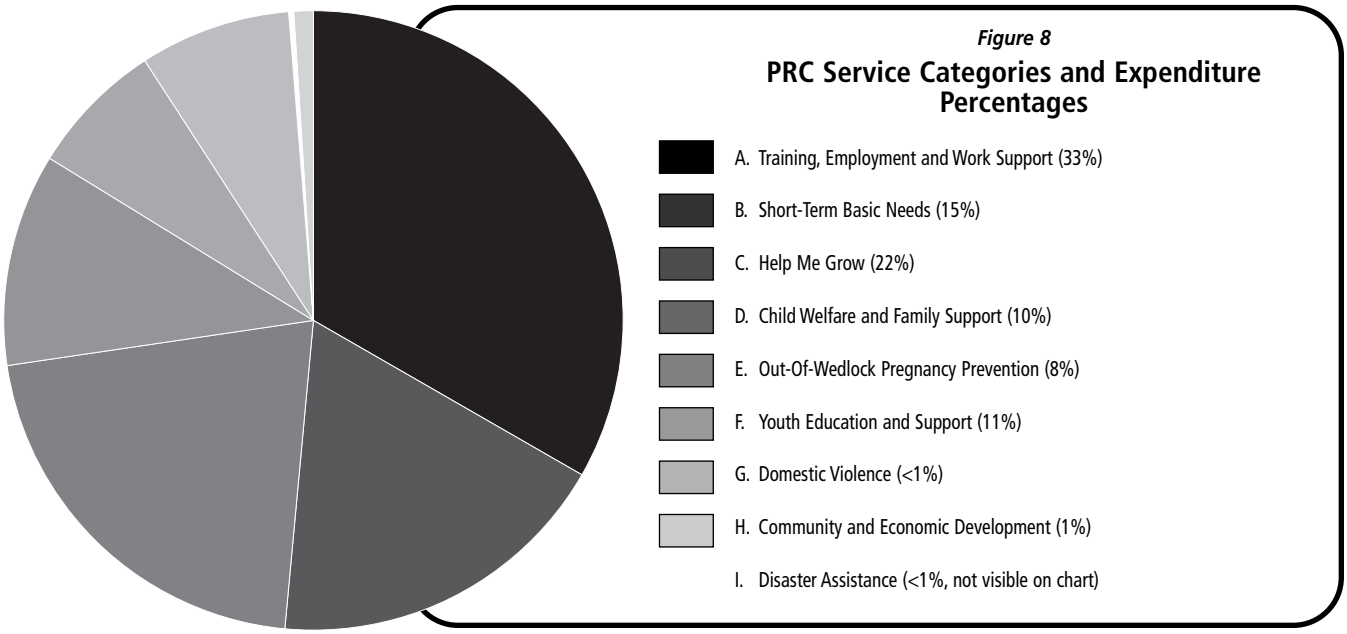
PRC provides benefits and services to low-income working families to help them move out of poverty and achieve self-sufficiency. The services provided through PRC are designed to achieve the following:

- Prevent families from having to apply for OWF cash assistance when crisis situations arise.
- Help family members retain employment by enhancing their job skills, helping them overcome barriers and providing short-term assistance or wage supplementation, if necessary.
- Provide for family contingencies that, if left unattended, may result in families needing long-term public assistance.



Each county has the flexibility to decide which services will best meet the needs of families in their communities. In addition to receiving a consolidated allocation, each county also may receive separate allocations targeted for specific purposes. These separate allocations are for services falling within PRC's broad definition and identified within the appropriate PRC categories in this report. The types of services offered through PRC are categorized into nine service categories and 26 subcategories (See Figure 8).

During SFY 2003, $153 million was expended for Ohio's PRC programs. This accounts for approximately 16 percent of the state's TANF budget.



One Stop Leads Single Mom to Full Time Job

In an Appalachian county, a single mom with one child was receiving OWF cash assistance. She had been through job development and expressed no desire to go to formal schooling but wanted some training in a field that would support her family. The CDJFS job developer received a job referral from the One Stop office of a job opening that the employer was unable to fill. The position was in an upholstery shop and the employer was willing to train someone. A subsidized employment placement was made during the training period, and after four months the individual was hired full time with a pay increase.

A. Training, Employment and Work Support

Training, employment and work support programs provide services (e.g., education and training, job skills development and wage subsidy) designed to help individuals obtain or retain employment or enhance their job skills and earning capabilities. This category comprises three subcategories of services: employment, placement and work support; education and training; and transportation.

Service Subcategories	Average # of Participants per Month	Expenditures (in millions)
Employment, Placement & Work Support	8,341	28.6
Education and Training	3,890	12.6
Transportation	4,188	8.7
Total	**16,419**	**$50.0**

B. Short-Term Basic Needs

These programs provide families with limited, nonrecurring financial assistance, which enables them to cope with specific crisis situations or episodes of need. These services (e.g., provision of clothing, home repairs or car repairs) are designed to help families resolve a one-time urgent problem that could, if left unattended, result in the family needing long-term public assistance. The short-term basic needs category comprises two subcategories of services: clothing and shelter and diversion from long-term cash assistance.

Service Subcategories	Average # of Participants per Month	Expenditures (in millions)
Clothing and Shelter	13,477	21.2
Diversion from Long-Term Cash Assistance	596	1.6
Total	**14,073**	**$22.8**

PRC Keeps the Wheels Rolling

In a rural county, a husband and wife (parents of two children) came to the One Stop to apply for training dollars. During orientation, they were advised of available support services. The wife was employed part time and attended school part time but was going to have to leave the job and school because their one vehicle was in need of repair and they had no money to repair it. They were referred to the CDJFS and were able to get PRC assistance to repair the vehicle, thus allowing the wife to keep her job and remain in school.

C. Help Me Grow

Help Me Grow, a collaborative effort with the Ohio Department of Health, promotes health, learning and child safety for children up to three years old. All 88 counties were provided a separate allocation to provide Help Me Grow services. This category comprises four subcategories of services: welcome-home visits to provide infant information to parents of newborns, early start services to promote child health and development, early intervention to identify developmental delays and community outreach.

Service Subcategories	Average # of Participants per Month	Expenditures (in millions)
Welcome-Home Visits for Newborns	2,552	3.9
Early Start	16,469	23.6
Early Intervention	3,645	4.8
Community Outreach	n/a	.5
Total	**22,666**	**$32.9**

County Provides a Professional Career Opportunity

Shannon was working full time to support her two children, 9 and 15 years old, when her work hours were cut to 16 per week. She turned to the CDJFS, which helped her with living expenses, child care and tuition for ten months to become trained as an LPN. She now works full time making $17.10 per hour. "I finally have a job that is personally fulfilling and that provides the income I need for my family," she said.

D. Child Welfare and Family Support

Child welfare and family support services focus on the preservation of the family as a unit with the goal of preventing the unnecessary placement of children in foster care, group homes or other living arrangements outside of their families. Where placement is necessary, these services support relative caregivers and effective reunification. The child welfare and family support category comprises five subcategories of services: family preservation (e.g., counseling and parent education); family reunification aimed at reuniting families with children in foster care; kinship care and kinship navigator services for relatives acting as caregivers; visitation and mediation where parent/child visits require supervision; and community outreach.

Service Subcategories	Average # of Participants per Month	Expenditures (in millions)
Family Preservation	6,377	10.5
Family Reunification	431	.4
Kinship Care and Kinship Navigator	2,334	2.1
Visitation and Mediation	606	1.1
Community Outreach	n/a	.6
Total	**9,748**	**$14.7**

E. Out-of-Wedlock Pregnancy Prevention

These programs provide family planning, education and support services designed to promote healthy attitudes and behaviors regarding sexuality and prevent unwanted out-of-wedlock pregnancies. The out-of-wedlock pregnancy prevention category comprises three subcategories of services: family planning; education outreach and mentoring; and community outreach.

Service Subcategories	Average # of Participants per Month	Expenditures (in millions)
Family Planning	1,760	1.1
Education, Outreach and Mentoring	30,955	10.5
Community Outreach	n/a	.7
Total	**32,715**	**$12.3**

County Orientation to Non-Traditional Occupations for Women Builds Confidence

Lucy was divorced and needed to provide for her two sons. Through the CDJFS's confidence-building and technical training, Lucy is now a certified technician for a cable company. "When I first entered the program, I felt like maybe even God didn't want me," Lucy said. "But at the end of the program, I had a new sense of self-worth and purpose for my life."

F. Youth Education and Support

Youth education and support services are designed to help school-age children develop to their fullest potential and grow into healthy, educated, responsible and productive adults. This category comprises three subcategories of services: before-school and after-school activities; family and youth intervention (e.g., counseling, tutoring and self-esteem building); and youth workforce services (e.g., career planning and job search techniques).

Service Subcategories	Average # of Participants per Month	Expenditures (in millions)
Before and After-School	2,325	2.4
Family and Youth Intervention	12,170	8.6
Youth Workforce	1,287	5.6
Total	**15,782**	**$16.6**

G. Domestic Violence

Domestic violence programs provide emergency shelter, relocation and support services for adults and children who have experienced domestic violence. This category comprises four subcategories of services: shelter; personal and family support; housing relocation and household expense assistance; and community outreach.

Service Subcategories	Average # of Participants per Month	Expenditures (in millions)
Shelter	99	.2
Personal and Family Support	231	.3
Housing Relocation and Household Expense Assistance	7	.02
Total	**337**	**$.6**

H. Community and Economic Development

These programs enhance local communities by supporting public and private organizations responsible for providing human services and/or economic development, especially as they relate to low-income families in the community. The community and economic development category comprises two subcategories of services: organizational development planning and activity coordination; and employer recruitment and sustainment.

Service Subcategories	Average # of Participants per Month	Expenditures (in millions)
Organization Development Planning	n/a	1.8
Employer Recruitment and Sustainment	252	.4
Total	**252**	**$2.2**

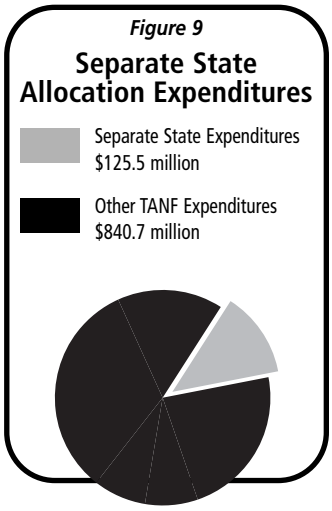
I. Disaster Assistance

This program provides benefits to needy families who have sustained losses as a result of state-declared natural disasters. Examples of benefits a county might provide include food, clothing, bedding and cooking utensils.

Service Category	Average # of Participants per Month	Expenditures (in millions)
Total	**229**	**$.9**

❸ Separate State Allocations

In Ohio, TANF funds have been allocated for several specific programs. These programs are administered at the state level through state and local agencies, and the services they provide are available to TANF-eligible individuals within the state.



A. Head Start

The Head Start program, administered by the Ohio Department of Education (ODE), focuses on early childhood education and development. The program provides eligible 3 to 5 year olds with activities and opportunities that are designed to improve their cognitive abilities and prepare them for entry into kindergarten.

Service Category	Number of slots for SFY 2003	Expenditures (in millions)
Total	**18,173**	**$81.3**

B. Student Intervention

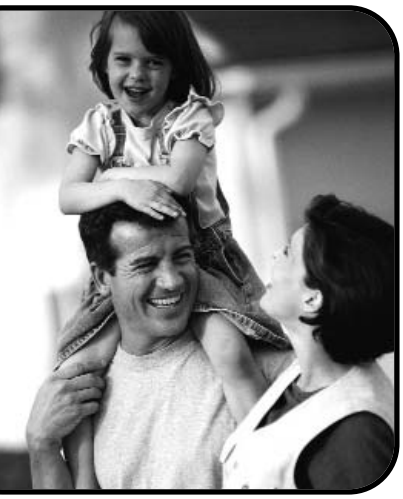
This program, administered by ODE, provides student intervention services to TANF-eligible students with demonstrated reading deficiencies.

Service Category	Average # of Students per Month	Expenditures (in millions)
Total	**1,835**	**$17.9**

C. Appalachian Workforce Development and JobTraining (ATWDI)

ATWDI provides funds for workforce and economic development, technology expansion, technical assistance and training, job creation and retention activities for the 29 Appalachian counties.

Service Category	Average # of Participants per Month	Expenditures (in millions)
Total	**2,570**	**$12.5**

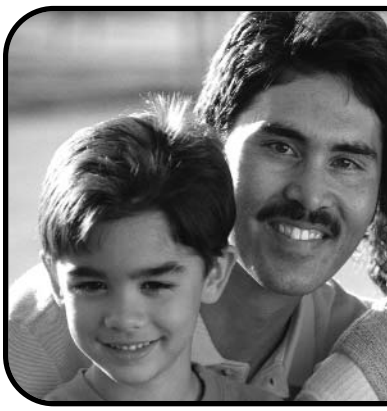


D. Family Planning

The TANF Family Planning program is administered by the Ohio Department of Health (ODH) through grants to county health departments of local family planning clinics for services to TANF-eligible families with incomes at or below 200 percent of the federal poverty guideline through grantees of the Ohio Department of Health.

Service Category	Number of clients served during SFY 2003	Expenditures (in millions)
Total	**2,000**	**$.25**

E. TANF Housing Program



The Ohio Department of Development (ODOD) provides grants to nonprofit organizations that assist TANF-eligible families with housing-related services including emergency home repair, family emergency shelters and housing down-payment assistance programs.

Service Category	Number of families served during SFY 2003	Expenditures (in millions)
Total	**7,351**	**$4.3**

F. AdoptOhio

AdoptOhio, which TANF partially funds, focuses on strengthening collaborations between public and private adoption agencies to recruit, develop and retain adoptive families for children in foster care.

Service Category	Number of children served during SFY 2003	Expenditures (in millions)
Total	**3,270**	**$4.7**

G.Substance Abuse Treatment and Mentoring

The Ohio Department of Alcohol and Drug Addiction Services (ODADAS) administers this separate state program. It provides youth and adult prevention, treatment and mentoring services to families that have dependent children and whose incomes are less than 200 percent of the federal poverty guideline.

Service Category	Number of clients served during SFY 2003	Expenditures (in millions)
Total	**5,760**	**$4.5**

4 Child Care

Child care assistance is available for children of eligible parents to support the parents' work and training efforts and help families achieve self-sufficiency. Ohio's 88 CDJFS agencies determine eligibility for child care assistance and aid parents in locating certified homes or licensed centers.

The following child care expenditures for TANF-eligible families for SFY 2003 were confirmed at the time this report was prepared:

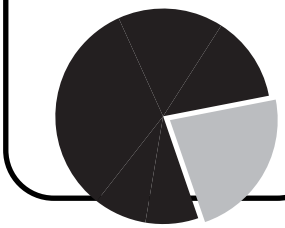
TANF Direct Federal Expenditure **$164.0**
TANF MOE Expenditure **$45.4**
TANF Transfer to Child Care Development Fund **$16.0**

Total TANF Expenditures **$225.4**

TANF provides $225.4 million or 40% of $558.8 million for publicly funded child care in Ohio.

Figure 10

Child Care Expenditures



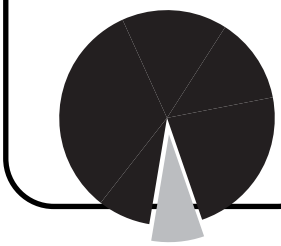
❺ Title XX Transfer

Current federal law allows a state to transfer up to 10 percent of its TANF grant to Title XX of the Social Security Act, which provides funding to counties for local social service programs that assist families, children and adults. The transfer reimburses the state for Title XX expenditures that occurred over the Title XX award. In authorizing the transfer of TANF funds to Title XX, the Ohio General Assembly also designated the transferred funds be used for specific purposes. Primarily, these designations fell into the areas of county funding, interagency fund transfers and targeted subsidies.

Title XX Transfer $72,797,000

Figure 11

Title XX Transfer



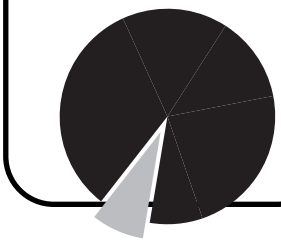
❻ State Administration

State administrative expenditures primarily consist of state-level administrative costs, county-level administrative costs and information technology systems costs. The first two categories must fall within a federally required 15 percent cap. The information technology systems costs are allowable costs outside the federal cap.

State-Level Administrative Expenditures	**$20.8**
County-Level Administrative Expenditures	**$40.8**
Information Technology Systems Expenditures	**$12.3**
Total Administration Expenditures	**$73.9**

Figure 12

State Administration Expenditures



Child Care Certification Promotes Self-Sufficiency

Certification as a childcare provider made it possible for Brenda to stay at home with her children while caring for children of other working parents. "My friend helped me realize that I could be with my children and make a living too," she said. "Thanks to the Job and Family Services, I am now a certified home day care provider."

TANF: A SUCCESS STORY

With two daughters, ages 4 and 9, Renea was separated from her husband and had been unemployed for a year. The first time she sought public assistance, she cried. "My kids and I were down to eating eggs," Renea said. "My family told me I really should ask for help. I thought 'No way.'"

Despite her hesitancy, Renea sought help from the Fairfield County Department of Job and Family Services (FCDJFS). After her initial meetings with FCDJFS staff, supportive services including cash assistance, food stamps, child care and medical coverage became a lifeline for Renea. "My self esteem was so low," she said. "It became a real confidence builder."

In addition to providing support services, FCDJFS staff also made a concerted effort to help Renea move toward self-sufficiency. At the staff's suggestion, Renea enrolled in and completed the STARS program, a TANF-funded work readiness program that prepares people to enter the workforce by helping them develop their resume and improve their job skills.

"I was supposed to go to a work site, but I got hired soon after I completed STARS," Renea said. "I was on my job for three weeks and they made me a manager. I really believe I got this job because of the (STARS) program."

But simply obtaining a job does not necessarily assure successful movement toward self-sufficiency. Related long-term barriers must also be addressed. Laura Holton, director of the FCDJFS community services division, said supportive services are critical to welfare reform and are integral to the long-term solutions that enable success. Although Renea now works full time, she receives TANF-funded child care assistance, along with medical coverage and food stamps.

"It's so expensive," Renea said. "It's hard to pay for these things when you're a single parent." She is very grateful for the assistance she received from the county staff in putting together the support services package that helps her maintain employment and care for her children.[3]

[3] This article, in its entirety, was originally published at www.lancastereaglegazette.com/news/stories/20030915/localnews/262100.html

State Spending Plan

The following reflects the allocation of TANF funds for SFY 2003 based on the ODJFS 2002-03 biennial TANF spending plan. This listing has aggregated a number of specific allocations into larger categories for simplification purposes.

1. County Funding

County Allocations	$277,857,220
County MOE—Mandated Share	29,219,024
Help Me Grow	38,120,402
TANF—WIA Supplement	35,109,178
Child Welfare	24,810,189
Wellness	14,337,515
Remaining Separate Designations	24,130,500

2. State Allocations

Cash Assistance and Work Activities—OWF	$316,806,000
MIS Designations	22,103,585
State Operating	15,556,641
Targeted Subsidies	17,000,000

3. Transfers

Child Care Development Fund Transfer	$145,593,652
Child Care (TANF-eligible—direct charge)	122,516,739
Child Care MOE—CCDF	45,403,944
Title XX Transfer	72,796,826
Head Start—ODE	98,843,826
Student Intervention	35,000,000
Housing Assistance—ODOD	6,500,000
Drug & Alcoholism Services—ODADAS	5,000,000
Family Planning—ODH	250,000
Total Obligations	$1,346,955,241

APPENDIX B

Glossary

ATWDI
Appalachian Workforce Development and Job Training. Provides funds for workforce and economic development, technology expansion, technical assistance and training, job creation and retention activities for the 29 Appalachian counties.

Carve-outs
TANF-funded programs, established by the Ohio General Assembly or by an executive order from the governor, that provide benefits and services to TANF-eligible individuals. Counties must use this money in a state-defined manner only.

CCDF
Child Care Development Fund.

Child-only cases
Cases in which a child receives OWF benefits but the child's parent(s), legal guardian(s), legal custodian(s) or other specified relative(s) is/are not eligible for OWF benefits.

MOE
Maintenance of effort. The level of state funding that qualifies the state to receive the federal TANF block grant.

ODADAS
Ohio Department of Alcohol and Drug Addiction Services.

ODOD
Ohio Department of Development.

ODE
Ohio Department of Education.

ODH
Ohio Department of Health.

OWF
Ohio Works First. Ohio's time-limited TANF cash assistance program for eligible families with dependent children.

Poverty guidelines
Established by the United States Secretary of Health and Human Services and updated annually. Used to evaluate eligibility for certain income-based programs.

PRC
Prevention, Retention and Contingency. A TANF-funded program that provides support services to Ohio's low-income families with dependent children to increase self-sufficiency and eliminate the need for OWF cash assistance.

Separate state programs
Programs supported by the state's MOE funds and exempt from many of the TANF requirements.

Slots
Subsidized program openings reserved for TANF-eligible participants.

SFY
State fiscal year, which runs from July 1 through June 30 of the following year. SFY 2003 refers to July 1, 2002 through June 30, 2003.

TANF
Temporary Assistance for Needy Families. A federal program that provides funds for time-limited cash assistance to needy families with dependent children and support services to low-income families at risk of becoming eligible to receive cash assistance through OWF (See page 1 for The Four Purposes of TANF).

Time-limited
A service or program available for a pre-specified duration.

Title XX
A federal program that provides services to families, children and adults to strengthen family life and restore, maintain or improve their capacities for independent living.

WIA
Workforce Investment Act. The federal act that consolidated and coordinated workforce programs administered by the Federal Department of Labor.

Prepared by
The Ohio Department of Job and Family Services
Office of Family Stability
in cooperation with
the Insitute for Local Government Administration and Rural Development at
Ohio University's Voinovich Center for Leadership and Public Affairs

Find this report online at www.jfs.ohio.gov/0001infocenter.stm#reports/