

Unfinished Business: Why Cities Matter to Welfare Reform Florida

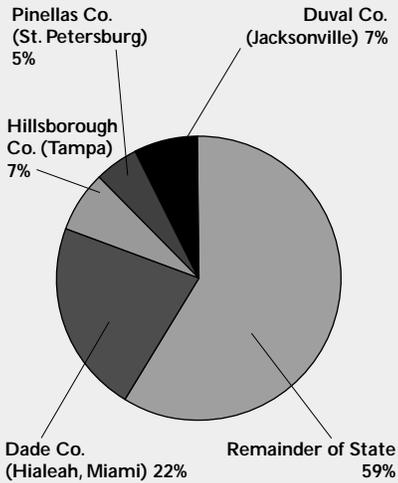
An analysis of welfare caseloads¹ in the 89 urban counties that contain the 100 largest cities² found that:

- In 1999, ten states, including Florida, accounted for nearly 70 percent of the nation's welfare caseloads, up significantly from 42.5 percent in 1994. The bulk of the national welfare population can be found in: California, Florida, Georgia, Illinois, Michigan, New York, Ohio, Pennsylvania, Texas, and Washington. These ten states contained 53 percent of the overall national population in 1999.
- While urban welfare caseloads are declining rapidly, they are shrinking more slowly than national caseloads. Florida has several exceptions to this trend. While the nation's welfare caseloads dropped by 51.5 percent between 1994 and 1999, Florida and its four largest urban counties reduced their caseloads even faster. Florida's caseload declined by 67.1 percent, and Dade County (Hialeah, Miami) caseloads declined only slightly faster than the national rate, at 51.6 percent. Caseloads in Duval County (Jacksonville), Hillsborough County (Tampa) and Pinellas County (St. Petersburg) experienced declines of 81.1 percent, 68.8 percent, and 69.8 percent, respectively.
- Dade County's share of the state's families on welfare grew between 1994 and 1999; Duval, Hillsborough and Pinellas counties remained the same. Dade County contained 31.7 percent of Florida's welfare caseload in 1999, up significantly from 21.6 percent in 1994. State caseload proportions in Duval, Hillsborough, and Pinellas counties stayed relatively stable at 4.2, 7.0, and 4.8 percent, respectively.
- Dade County is shouldering a disproportionate share of its state's welfare cases when compared to its share of the state's total population. Duval and Pinellas counties had less than their "fair share," and Hillsborough County had roughly equivalent percentages of the state welfare and overall populations. While Dade County contained only 14.4 percent of Florida's total population in 1999, it contained 31.7 percent of the state's welfare caseload, more than two times (or 2.2 times) its "fair share." Duval and Pinellas counties both had slightly less than their fair share, with Fair Share Indices of 0.8 in 1999. Hillsborough County had slightly more than its fair share of caseloads: it was home to 6.2 percent of the state's residents and 7.0 percent of its welfare recipients in 1999 (a Fair Share Index of 1.1).ⁱⁱⁱ
- Racial and ethnic minorities are disproportionately represented on the Duval County (Jacksonville) welfare rolls compared to their numbers in the total population. Whites comprised 69 percent of the overall population, but only 58 percent of the welfare rolls in Duval County, the only Florida county for which racial and ethnic data was available. Blacks, on the other hand, comprised 27 percent of the total county population, and 36 percent of the county welfare caseload. Hispanics were also slightly over-represented, comprising 4.9 percent of the caseload and 3.7 percent of the total population.^{iv}

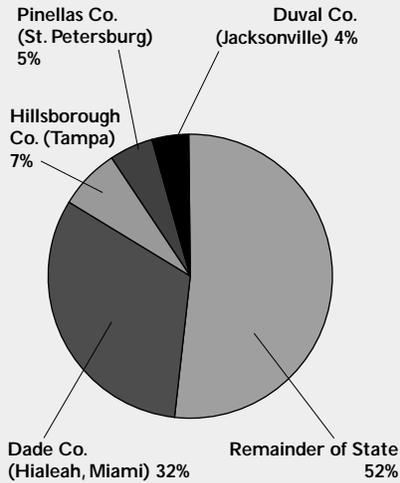




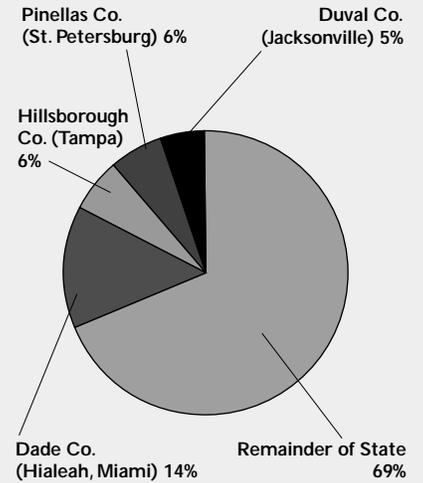
A. Share of Florida's Welfare Caseload, 1994



B. Share of Florida's Welfare Caseload, 1999



C. Share of Florida's Total Population, 1999



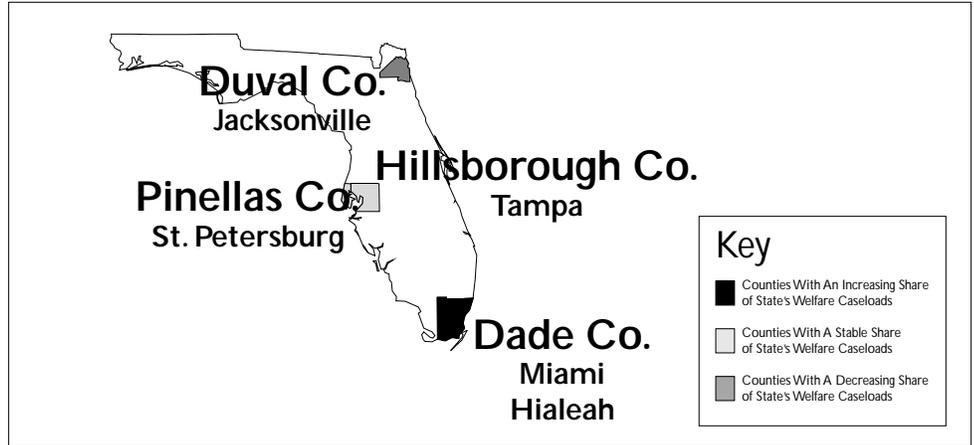
Florida Data Table

	Welfare Cases 1999	% Decline in Welfare Cases 1994-1999	% of State Caseload 1994	% of State Caseload 1999	% of Total State Population 1999	Fair Share Index 1999	City Concentrated Poverty Rate' 1990	% of County Population in Central City ⁱⁱ 1998
Florida	79,974	67.1%						
Dade Co. (Hialeah, Miami)	25,382	51.6%	21.6%	31.7%	14.4%	2.2	25.3%	27.0%
Duval Co. (Jacksonville)	3,324	81.1%	7.2%	4.2%	4.9%	0.8	4.3%	94.4%
Hillsborough Co. (Tampa)	5,604	68.8%	7.4%	7.0%	6.2%	1.1	11.2%	31.2%
Pinellas Co. (St. Petersburg)	3,819	69.8%	5.2%	4.8%	5.8%	0.8	4.3%	26.9%





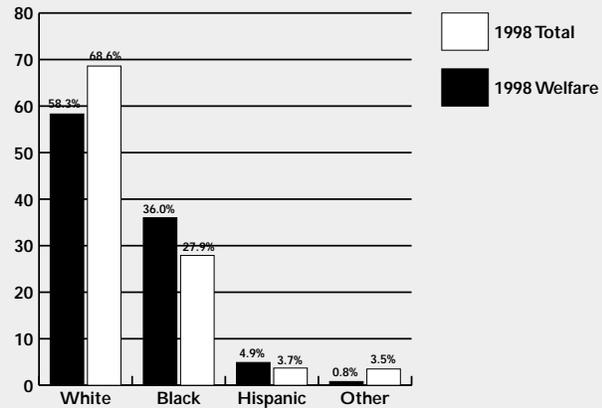
Right: The map indicates the change in concentration of state welfare caseloads in the four Florida counties between 1994 and 1999. Dade County experienced an increased concentration of Florida's welfare cases; Duval County experienced a decrease in concentration of state welfare cases; Hillsborough and Pinellas counties remained stable.



Endnotes

- i The caseload data reflect the number of welfare cases, not individual recipients. Welfare cases may include a two-parent household with children, a single-parent household with children, or cases where there is no adult in the assistance unit (child-only cases). The data also reflect the number of cases that received cash assistance under Aid to Families with Dependent Children (AFDC) and its successor, Temporary Assistance to Needy Families (TANF).
- ii Because welfare programs, both AFDC and TANF, are typically administered at the county-level, the caseload data reflect the county caseloads, not the number of cases within the central cities. For the most part, the use of county-level caseload data may understate the central city welfare trends because of the inclusion of welfare cases from suburbs.
- iii The Fair Share Index conveys the share of the state welfare population contained in a county, compared with the county's share of the overall state population. The Fair Share Index is a ratio of two figures: the county's percentage of the state welfare caseload in 1999 divided by the county's percentage of the state total population in 1999.
- iv Percentages may not add up to 100 percent, since the ethnic category "Hispanic" may overlap with other racial categories.
- v The concentrated poverty rate reflects the percentage of the city population that lived in census tracts where 40 percent of the residents were poor in 1990 (the most recent year for which concentrated poverty data is available). Concentrated poverty is associated with the social characteristics and behaviors that define the so-called "hard-to-serve" welfare population: illiteracy, chronic unemployment, poor work history, no high school diploma, low skills, teenage pregnancy and out-of-wedlock births.

Duval County Racial and Ethnic Composition: Total Population vs. Welfare Caseload, 1998



vi The percentage of the county population that lives in the central city indicates how "urban" the county and, by extension, the welfare caseload actually is. Counties in the Southwest and West are relatively larger than the Northeastern and Midwestern counties and contain larger suburban populations. We would expect that the welfare population is more urban even in relatively more suburban counties. The indicator serves as a rough estimate of how well the county welfare data captures city-specific welfare trends.

Full Report Available at:
www.brookings.edu/urban

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