

**TRENDS IN JOB OPPORTUNITIES FOR
MID-MARYLAND WELFARE RECIPIENTS:
Including divergent trends in Temporary Cash
Assistance (TCA) and Supplemental
Nutrition Assistance Program (SNAP) caseloads**

Anne Arundel County, Baltimore City, Baltimore County,
Montgomery County and Prince George's County

Submitted to:

Office of Programs
Family Investment Administration
Maryland Department of Human Resources
311 West Saratoga Street
Baltimore, MD 21201-3521

Submitted by:

David W. Stevens
The Jacob France Institute
University of Baltimore
1420 North Charles Street, BC-368
Baltimore, MD 21201-5779
dstevens@ubalt.edu
410-837-4729

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The author of this report is David Stevens. He accepts full responsibility for the accuracy of the data presented, statements made and conclusions reached. This is the seventh in a series of Institute reports that deliver new decision-making tools to DHR/FIA and local DSS staffs. John Janak and Stacey Lee contributed to the updating and presentation of data included here.

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1.0 INTRODUCTION

This report is the seventh in a series of Jacob France Institute (JFI) technical assistance reports that document local differences in the ratio¹ of welfare recipients to business hires.² These updated estimates can improve local Department of Social Services staff understanding of job-finding prospects for work-eligible welfare recipients.

This report updates three important policy-relevant trend figures first introduced in the 2009-2010 report in the series: County-specific trends³ (July 2006-March 2011) in the ratio of TCA recipients to business hires, of TCA recipients, and of SNAP recipients, are presented and discussed. This time coverage spans pre-recession, recession and post-recession economic conditions.

Differences in local labor market opportunities for work-eligible welfare recipients are important because the February 2008 *Reauthorization of the Temporary Assistance for Needy Families (TANF) Program; Final Rule*⁴ defined personal responsibility and serious effort to work expectations for work-eligible welfare recipients. No recognition was given to local differences in labor market conditions that impact whether and how a commitment to personal responsibility and serious effort to work is rewarded with success.

Section 2 describes the data sources used to calculate ratios of welfare recipients to local business hires and defines three basic terms used to present the local ratio estimates—work-eligible welfare recipients, age groups and industries ranked by local private business hires of women in these age groups. The ratio estimates and trend calculations appear in Section 3. Conclusions follow in Section 4.

¹ The **ratio** of welfare—temporary cash assistance (TCA)—recipients (numerator) to hire transactions (denominator), as each term is defined in this report, is a convenient way to show local differences in hiring prospects. A ratio value > 1 means there are more welfare recipients than hires. A ratio value < 1 indicates that there are more hires than welfare recipients.

² The previous six reports in this series are: David W. Stevens (2006), *New Information to Promote Successful Job Search by Temporary Cash Assistance Recipients*, Baltimore, MD: The Jacob France Institute, University of Baltimore, 18 pp. (available at <http://www.ubalt.edu/jfi>); David W. Stevens (2007), *Maryland Local Departments of Social Services Face Different Job Opportunity Challenges When Assisting Work-Eligible TCA Recipients to Find Employment*, Baltimore, MD: The Jacob France Institute, University of Baltimore, 13 pp. (available at <http://www.ubalt.edu/jfi>); Jane Staveley and David W. Stevens (2008), *Mid-State Differences in Job Opportunities for Maryland Welfare Recipients*, Baltimore, MD: The Jacob France Institute, University of Baltimore, 15 pp. (available at <http://www.ubalt.edu/jfi>); Jane Staveley and David W. Stevens (2009), *Mid-State Differences in Job Opportunities for Maryland Welfare Recipients*, Baltimore, MD: The Jacob France Institute, University of Baltimore, 15 pp. (available at <http://www.ubalt.edu/jfi>); Jane Staveley and David Stevens (2010), *Mid-State Differences in Job Opportunities for Maryland Welfare Recipients*, Baltimore, MD: The Jacob France Institute, University of Baltimore, 14 pp. (available at <http://www.ubalt.edu/jfi>); and Jane Staveley and David Stevens (2011), *Pre-recession Through Post-recession Trends in Job Opportunities for Mid-Maryland Welfare Recipients: Including divergent trends in Temporary Cash Assistance (TCA) and Supplemental Nutrition Assistance Program (SNAP) caseloads*, Baltimore, MD, The Jacob France Institute, University of Baltimore, 25 pp. (available at <http://www.ubalt.edu/jfi>).

³ The 2006 and 2007 reports in the series differed from the more recent releases in geographic coverage, defined age groupings and industry designations of hires included in the ratio calculations.

⁴ *Federal Register*, Volume 73, Number 24, February 5, 2008, pp. 6771-6828.

2.0 DATA SOURCES AND DEFINITIONS

2.1 Welfare recipient data source

An *Interagency Agreement* between the Maryland Department of Human Resources Family Investment Administration and JFI supports JFI maintenance and updating of monthly Client Automated Resource and Eligibility System (CARES)⁵ record extracts. For the new ratio calculations in this report we used data fields from the April 2010-March 2011 monthly CARES records.

2.2 Work-eligible welfare recipients

Our definition of *work-eligible* welfare recipients is female household heads ages 19-34⁶ with related children that received cash assistance in any month or combination of months between April 2010 and March 2011.⁷

Coverage of work-eligible female head-of-household welfare recipients ages 19-34 with related children is split into two age groups—ages 19-24 and ages 25-34—that align with defined age groups in the available local business hiring data described in subsection 2.4 below.

2.3 Local area coverage

The 2006 report in this series included only Baltimore City and Baltimore County.⁸ The 2007 report offered statewide coverage.⁹ The 2008, 2009, 2010 and 2011 reports contained welfare recipient to local business hires ratio estimates for five local Department of Social Services jurisdictions—Anne Arundel County, Baltimore City, Baltimore County, Montgomery County, and Prince George’s County. These five counties account for a high percentage of the Maryland work-eligible welfare recipient caseload. This 2012 report includes the same five-county coverage as the 2008—2011 reports.

⁵ The CARES is a data system maintained by the DHR Office of Technology for Human Services.

⁶ Age is defined at the time of first TCA benefit received during these 12 months.

⁷ Two parent households, disabled cases and domestic violence cases, as these are defined in a CARES data field labeled ‘stratum’, are excluded from this work-eligible subpopulation definition.

⁸ The 2006 report used a restricted access DVD data source that required many hours of JFI staff time to extract and work with defined local areas, so the ratio estimates were limited to these two contiguous DSS jurisdictions and a single ‘core’ labor market.

⁹ The 2007 report took advantage of the web-based availability of statewide hires estimates by industry, gender and age group that could easily be rank ordered for each of the 12 local Workforce Investment Board jurisdictions in Maryland.

2.4 The local business hires data source¹⁰

The Census Bureau began a new Longitudinal Employer-Household Dynamics (LEHD) Program in 1998. A Local Employment Dynamics (LED) initiative within the LEHD Program is a state-federal partnership that collects, organizes and makes accessible indicators of local labor market activity and conditions. A feature of this initiative, Industry Focus¹¹, is particularly useful to study differences and changes in local employment opportunities for welfare recipients.

January-March 2011 Industry Focus information was the most recent available when we selected indicator values to calculate local labor market differences for this report. Updates and modifications of the summary tables that appear here can be delivered with little delay as new quarterly releases of data are posted.

Eight indicators of labor market conditions are available at Industry Focus:

- | | |
|---|---|
| 1. Total employment | 2. Growth in employment |
| 3. Growth in hiring | 4. Number of new hires |
| 5. Firm job change | 6. Average monthly earnings for all workers |
| 7. Growth in average monthly earnings for all workers | 8. Average monthly earnings for new hires |

The Industry Focus online feature allows selection from the following options:

- Predefined age group (8 groups);
- Gender;
- Industry—North American Industry Classification System (NAICS)¹² sector (two-digit code) or subsector (three-digit code);
- Geography (State, county, Workforce Investment Act local area designation, or defined metro area).

We selected number of new hires¹³ of women ages 19-24 and ages 25-34, by NAICS subsector, reported separately for Anne Arundel County, Baltimore City, Baltimore County, Montgomery County, and Prince George's County.¹⁴

¹⁰ This subsection repeats relevant data source descriptive text and data field definitions from the 2006—2011 reports in this series; ensuring that new first-time readers of the current report have an opportunity to receive full information about the business hires data source without having to refer back to an earlier report in the series.

¹¹ The Industry Focus data are available at <http://lehd.ces.census.gov>. Under Quick Links, click on Industry Focus and select from available drill-down options.

¹² See: <http://www.census.gov/epcd/naics07/naics07.xls>. In addition to the two-digit sectors and three-digit subsectors the NAICS taxonomy includes four-digit industry groups and five-digit industries and six-digit United States detail industries. The Census Bureau LEHD Program Industry Focus online site contains only two-digit and three-digit NAICS coded data.

¹³ The official Industry Focus indicator label is 'new hires', but caution is urged—the actual value that is reported at Industry Focus is number of **stable** new hires, not all new hires.

2.5 The stable new hires indicator

The Census Bureau LEHD Program software detects employer-employee pairings that are sustained for three consecutive quarters— t , $t+1$ and $t+2$. Employment in the middle quarter, $t+1$, of a three-quarter series is defined as a stable employment observation.¹⁵ If the same employer-employee pairing is not found for the $t-1$ quarter—the quarter before quarter t —this is defined as a hire event in quarter t . The label new hire is added to indicate when an employee counted as a hire in quarter t had not been reported as an employee by the same employer in any of the three quarters prior to $t-1$; that is, $t-2$, $t-3$ and $t-4$.

We summarize the previous paragraph—a stable new hire occurs when an employee begins work in reference quarter t and then is reported by the same employer as still being employed in both quarter $t+1$ and quarter $t+2$. Our intent here is to focus attention on mutually satisfied employers and employees—those that have maintained their paired status for more than three months.¹⁶ Employee churning—frequent turnover after little time on the job—is not included in the ratio estimates presented in this report.

2.6 The unachievable ideal and the available substitute

Ideally, for a defined date, we would like to be able to compare an exact count of local work-eligible welfare recipients with an exact count of local job openings that satisfy practical access and candidate qualification criteria. Such job opening and access information is not available.

By definition a job opening is unfilled. We do not know what combination of candidate attributes, worksite location and job descriptors may hypothetically result in a successful hire—a combination that satisfies both the employer and the job applicant.

There is no consensus about what access means, exemplified by ongoing commuter responses to fluctuating fuel prices. Individuals respond in unpredictable ways to distance, time, out-of-pocket costs, and changes in these attributes of access.

In this report we substitute Industry Focus stable new hires information organized by county, industry subsector, age group and gender for the unmeasured exact count of local job openings that satisfy practical access and candidate qualification criteria.

¹⁴ The 2006 report included different age groups—ages 19-34 and ages 35-54—and NAICS industry group (four-digit) detail. The 2007 report included a single age group, ages 25-34, and NAICS subsector (three-digit) detail. The 2008-2011 reports included the same two age groups as the current report.

¹⁵ This label of stable employment cannot be assigned to the first or third quarters in the three-quarter sequence without additional information about the existence of the employer-employee pairing in the quarter preceding the first quarter or the quarter following the third quarter.

¹⁶ A person could begin work on the last day of quarter t and be reported as employed by the hiring employer for that quarter, then continue through all of quarter $t+1$ and be reported as employed for a second consecutive quarter, and finally work one day in quarter $t+2$ and leave for another job or activity but be reported as employed for the third consecutive quarter.

2.7 A guide to the calculations that follow in section 3

Section 3 presents: Six single-year data tables (April 2010-March 2011); two trend tables (July 2006-March 2011); five county-specific graphs, showing each county's TCA and SNAP trend calculations for ease of understanding; and two figures showing the respective TCA and SNAP caseload trends for each of the five mid-Maryland counties for ease of comparisons among the five counties:

- Table 1a—Ranking of top 10 industries¹⁷ based on average quarterly local stable new hires, April 2010-March 2011, women ages 19-24 for each of five counties.
- Table 1b—Ranking of top 10 industries based on average quarterly local stable new hires, April 2010-March 2011, women ages 25-34 for each of five counties.
- Table 2a—Average quarterly number of local stable new hires, April 2010-March 2011, in top 10 ranked industries, women ages 19-24 for each of five counties.
- Table 2b—Average quarterly number of local stable new hires, April 2010-March 2011, in top 10 ranked industries, women ages 25-34 for each of five counties.
- Table 3a—Ratios of work-eligible TCA women ages 19-24 to sum of top 10 local industry subsector stable new hires and to all local industry subsector stable new hires. Both ratios are age group-specific and represent averages over April 2010-March 2011. Ratio numerator and denominator definitions and time alignment assumptions are explained in Section 3.3.
- Table 3b— Ratios of work-eligible TCA women ages 25-34 to: (1) sum of top 10 local industry subsector stable new hires; and (2) all local industry subsector stable new hires. Both ratios are age group-specific and represent averages over April 2010-March 2011. Again, the ratio numerator and denominator definitions and time alignment assumptions are explained in Section 3.3.

¹⁷ NAICS subsector (three-digit) designations.

- Table 4a -- Trends in Top 10 Hires Ratios of Work-Eligible TCA Women Ages 19-24 July 2006-March 2011
- Table 4b -- Trends in Top 10 Hires Ratios of Work-Eligible TCA Women Ages 25-34 July 2006-March 2011
- Figure 1— Trends in Top 10 Hires Ratios of Work-Eligible TCA Women Ages 19-24, and Ages 25-34, July 2006-March 2011
- Figure 2— TCA & SNAP: Paid Cases, Paid Recipients (Adults & Children) July 2006-March 2011
- Figure 3— TCA Paid Cases, Paid Recipients (Adults & Children) July 2006-March 2011
- Figure 4— SNAP Paid Cases, Paid Recipients (Adults & Children) July 2006-March 2011

Each of the four numbered (a) and (b) series tables appears on a single page for ease of comparison between the two age groups and among the five counties. The progression from Table 1, through Table 2 and Table 3, to Table 4 answers four questions in a logical sequence.

1. Table 1(a) and Table 1(b) answer the question: What is the county-specific top 10 ranking of local industry subsectors based on number of stable new hires of women in a defined age group?
2. Table 2(a) and Table 2(b) answer the question: How many county-specific stable new hires of women in a defined age group were there in an average quarter from April 2010 to March 2011 in each of these ranked industry subsectors?
3. Table 3(a) and Table 3(b) answer the question: What are the county-specific ratios of work-eligible welfare recipients to: (1) the sum of local stable new hires of women in the top 10 ranked industry subsectors; and (2) the sum of all local industry subsector stable new hires?
4. Table 4(a) and Table 4(b) answer the question: What are the county-specific trends for the ratios of work-eligible welfare recipients to the sum of local stable new hires of women in the top 10 ranked industry subsectors?

3.0 FINDINGS

3.1 Top 10 industry subsectors ranked based on local stable new hires

Table 1(a) in the upper half of the next page shows industry subsectors (three-digit NAICS codes and titles) ranked 1 through 10 based on county average quarterly stable new hires of women ages 19-24 from April 2010 through March 2011. This table, and Table 1(b) in the lower half of the same page for women ages 25-34, includes a combined 16 NAICS industry subsector codes.

A combined total of 16 three-digit 2007 North American Industry Classification System (NAICS) industry subsector codes appear in Table 1(a) and Table 1(b):

- 445—food and beverage stores
- 448—clothing and clothing accessories stores
- 452—general merchandise stores
- 453—miscellaneous store retailers
- 522—credit intermediation and related activities
- 541—professional, scientific, and technical services
- 561—administrative and support services
- 611—educational services
- 621—ambulatory health care services
- 622—hospitals
- 623—nursing and residential care facilities
- 624—social assistance
- 721—accommodation
- 722—food services and drinking places
- 812—personal and laundry services
- 813—religious, grant-making, civic, professional, and similar organizations

The 16 pairings of NAICS industry subsector codes indicate that the age-specific county rankings based on local stable new hires are not identical. If the rankings were uniform only 10 NAICS codes would appear in the combination of Table 1(a) and Table 1(b). Actually, 13 of the 16 three-digit NAICS codes appear in the top 10 ranking of stable new hires for both age groups. Code 453 (miscellaneous store retailers) appears only in the top 10 list of stable new hires for the younger age group (ages 19-24), and code 721 (accommodation) and code 813 (religious, grant making, civic, professional, and similar organizations) appears in the top 10 ranking of stable new hires for only the women in the older age group (ages 25-34).

Look, for example, at the NAICS industry subsector code ranked number one—the first column reading from left to right. In Table 1(a) for women ages 19-24 NAICS industry subsector code 722 (food services and drinking places) is ranked first in all five counties; but in Table 1(b) for women ages 25-34 the top ranking is distributed across four three-digit NAICS industry subsector codes, only one of which is code 722.

TABLE 1(a)										
TOP 10 INDUSTRY (NAICS) SUBSECTORS BASED ON										
AVERAGE QUARTERLY LOCAL STABLE NEW HIRES OF WOMEN AGES 19-24										
April 2010 - March 2011										
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>	<u>9</u>	<u>10</u>
BALTIMORE CITY	722	622	611	561	541	621	448	623	624	445
PRINCE GEORGES COUNTY	722	452	561	448	541	621	445	624	522	623
BALTIMORE COUNTY	722	452	561	621	448	541	623	624	445	812
ANNE ARUNDEL COUNTY	722	448	452	541	621	561	445	624	623	453
MONTGOMERY COUNTY	722	541	561	621	448	452	624	623	445	622

TABLE 1(b)										
TOP 10 INDUSTRY (NAICS) SUBSECTORS BASED ON										
AVERAGE QUARTERLY LOCAL STABLE NEW HIRES OF WOMEN AGES 25-34										
April 2010 - March 2011										
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>	<u>9</u>	<u>10</u>
BALTIMORE CITY	622	611	561	621	722	541	623	624	813	721
PRINCE GEORGES COUNTY	541	722	561	621	623	452	624	522	445	448
BALTIMORE COUNTY	621	561	541	623	722	624	452	611	622	448
ANNE ARUNDEL COUNTY	722	621	541	561	623	622	448	452	624	445
MONTGOMERY COUNTY	541	561	621	722	622	623	611	624	522	452

Source: The Jacob France Institute, University of Baltimore, June 2012

NAICS SUBSECTORS: 445--food and beverage stores; 448--clothing and clothing accessories stores; 452--general merchandise stores; 453- miscellaneous store retailers; 522--credit intermediation and related activities; 541--professional, scientific, and technical services; 561--administrative and support services; 611--educational services; 621--ambulatory health care services; 622--hospitals; 623--nursing and residential care facilities; 624--social assistance; 721-accommodation; 722--food services and drinking places; 812--personal and laundry services; 813--religious, grantmaking, civic,

The Table 1(a) and Table 1(b) rankings should be heeded by local DSS staffs charged with carrying out the February 2008 *Final Rule* personal responsibility and serious effort to work expectations. A work-eligible TCA recipient's age and location should be considered in targeting local office assistance.

3.2 Number of local stable new hires by ranked top 10 industries

The format of Table 2(a) and Table 2(b) is the same as the format for Table 1(a) and Table 1(b) on page 8, except that each row-column cell number in the new tables on page 10 is a local average quarterly stable new hires estimate for the industry subsector in the same row-column cell of the previous table.

The Table 2(a) first row and first column cell number is 320. This is the quarterly average number of NAICS code 722 (food services and drinking places) stable new hires of women ages 19-24 in Baltimore City from April 2010 through March 2011. The same row-column cell figure in our June 2011 report was 309 for the same three-digit NAICS code 722—food services and drinking places.

A five-county comparison of stable new hires profiles for the top 10 ranked industry subsectors within Table 2(a) or Table 2(b) shows interesting similarities and differences. Table 2(a) shows that the quarterly average number of stable new hires of women ages 19-24 is roughly the same in the top ranked food services and drinking places industry subsector in Anne Arundel County and Prince George's County. Baltimore County and Montgomery County show a higher number of stable new hires in this industry subsector, and the Baltimore City hires number falls below the Anne Arundel County and Prince George's County counts in this subsector.

A comparison between Table 2(a) and Table 2(b), looking at the last column reading from left to right, labeled *sum*, there are clear age-related differences in the average quarterly sum of top 10 ranked industry subsector stable new hires. Again, the message for local DSS staffs is that age and location matter in targeting promising industries for work-eligible TCA recipient action.

TABLE 2(a)											
AVERAGE NUMBER OF QUARTERLY LOCAL STABLE NEW HIRES OF WOMEN AGES 19-24											
IN TOP 10 INDUSTRY (NAICS) SUBSECTORS RANKED BY NUMBER OF LOCAL STABLE NEW HIRES											
April 2010 - March 2011											
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>	<u>9</u>	<u>10</u>	<u>SUM</u>
BALTIMORE CITY	320	246	218	187	111	107	69	62	61	55	1,436
PRINCE GEORGES COUNTY	340	132	111	103	97	92	74	53	53	46	1,101
BALTIMORE COUNTY	449	205	199	191	175	168	161	121	93	77	1,839
ANNE ARUNDEL COUNTY	344	162	119	114	104	94	64	59	58	45	1,163
MONTGOMERY COUNTY	438	331	234	209	156	129	99	86	84	80	1,846

TABLE 2(b)											
AVERAGE NUMBER OF QUARTERLY LOCAL STABLE NEW HIRES OF WOMEN AGES 25-34											
IN TOP 10 INDUSTRY (NAICS) SUBSECTORS RANKED BY NUMBER OF LOCAL STABLE NEW HIRES											
April 2010 - March 2011											
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>	<u>9</u>	<u>10</u>	<u>SUM</u>
BALTIMORE CITY	419	282	254	238	231	180	110	104	54	41	1,913
PRINCE GEORGES COUNTY	189	183	171	161	88	69	63	56	55	49	1,084
BALTIMORE COUNTY	292	277	254	231	227	126	107	97	76	70	1,757
ANNE ARUNDEL COUNTY	204	176	175	163	88	68	64	62	56	43	1,099
MONTGOMERY COUNTY	693	415	348	272	159	135	111	111	87	80	2,411

Source: The Jacob France Institute, University of Baltimore, June 2012

3.3 Ratios of work-eligible welfare recipients to: (1) summed local stable new hires in ranked top 10 industry subsectors; and (2) all industry subsectors

Numbers from different sources are brought together next and transformed into clear indicators of local differences in job opportunities for female work-eligible welfare recipients¹⁸. Table 3(a) and Table 3(b) on page 13 show two distinct types of difference relevant for DSS local office targeting of job opportunities for welfare recipients:

- Differences between age groups within a local area; and
- Differences among local areas within an age group.

Look first at Table 3(a) row 1 column 5. The *Top 10 hires ratio* number 0.76 appears for Baltimore City female work-eligible welfare recipients ages 19-24. The following steps were used to calculate this ratio number:

- The ratio numerator calculation started with the row 1 column 1 number 4,365, which is the unduplicated count of Baltimore City female work-eligible welfare recipients ages 19-24, from April 2010 through March 2011. This count over 12 months is intended for alignment with quarterly Baltimore City business hires data to answer the question: How many relevant local hires is a work-eligible recipient 'exposed' to during her TCA benefit spell(s)?

¹⁸ Our phrase "job opportunities for female work-eligible welfare recipients" requires elaboration. The hires numbers we present in this report are defined by location (county), gender (female), age group (ages 19-24 or ages 25-34) and industry subsector (NAICS three-digit). Our decision to compare these hires figures to a count of female work-eligible welfare recipients in the same age ranges implicitly assumes that current and future job opportunities for these work-eligible designees are defined by and only by the local business affiliations of April 2010-March 2011 new hires of women in the same age spans. Unobserved forces work in opposite directions to influence the relevance of our hires estimates for local DSS staff actions. Our hires figures understate local job opportunities for female work-eligible welfare recipients if these welfare recipients can successfully compete for local jobs not previously held by women in the same age range. But our hires figures overstate local job opportunities for female work-eligible welfare recipients if some of the local jobs previously held by women in the same age range are not realistic opportunities because of unobserved differences—such as lower educational attainment, substance abuse history, criminal conviction, and less favorable previous employment profile. There is no occupational descriptor in the Industry Focus data source, so we do not know the occupational distribution of 2010-2011 hires of women in mid-Maryland. Another source of overstatement is that our ratio calculation assumes that the female work-eligible welfare recipients compete for job offers only among themselves, not with the unobserved larger pool of other women and men that compete for the same jobs. Other considerations include: (1) our hires figures in this report cover only private business hires, but we know that a substantial number of local government jobs are held by or potentially available to women; and (2) there is some measurement error of unknown size in the assignment of business hire transactions to a defined location. We do not think that these warnings should cause local DSS staffs to ignore the targeting implications of our Table 3(a) and Table 3(b) findings.

- For this report we assume an average TCA benefit duration of six months between July 2009 and June 2010, so we divided the 4,365 year-long count of recipients by 2 to arrive at a six-month estimate of 2,183 work-eligible female welfare recipients ages 19-24 in Baltimore City—the derived number does not appear in Table 3(a). This number 2,183 is the numerator value used to calculate the Table 3(a) row 1 column 5 ratio result of 0.76.
- To calculate the denominator value of the Table 3(a) row 1 column 5 ratio our next step was to start with the Table 3(a) row 1 column 2 number 1,436, which is the sum of top 10 industry subsector average quarterly stable new hires from April 2010 through March 2011. This is a quarterly value, but we need a six-month denominator number that aligns with the numerator six-month derived estimate of 2,183 work-eligible female welfare recipients in Baltimore City. So we multiplied the average quarterly stable new hires number 1,436 by 2 to arrive at a six-month estimate of 2,872 top 10 industry subsector stable new hires of women ages 19-24 in Baltimore City.
- Our third and final step to arrive at the Table 3(a) row 1 column 5 ratio value of 0.76 was to divide the derived numerator number 2,183 by the derived denominator number 2,872— $2,183/2,872=0.76$.

As we stated on page 1 footnote 1, a ratio value < 1 indicates that there were more Baltimore City stable new hires in the defined industry subsectors of women ages 19-24 than the estimated count of female work-eligible welfare recipients in the same age group, given the cautions we describe on page 11, footnote 18.

The Table 3(a) row 1 column 5 derived ratio value of 0.76 indicates that there were 1.3 stable new hires of women ages 19-24 in Baltimore City for each woman in the defined pool of local work-eligible welfare recipients. This is the same ratio as a year earlier (2009-2010). This compares with 1.6 stable new hires for this age group a year earlier (2008-2009). The trend for this age group of work-eligible welfare recipients in Baltimore City had been a steady decline of opportunities, from 2.3 stable new hires for each work-eligible welfare recipient in 2006-2007, to 1.9 in 2007-2008, 1.6 in 2008-2009, 1.3 in 2009-2010, but has now stabilized in the most recent year-to-year comparison.

TABLE 3a							
RATIOS OF WORK-ELIGIBLE TCA WOMEN AGES 19-24 TO SUM OF TOP 10 LOCAL INDUSTRY SUBSECTOR STABLE NEW HIRES AND TO ALL LOCAL INDUSTRY SUBSECTOR STABLE NEW HIRES BOTH AGE GROUP-SPECIFIC AND AVERAGE APRIL 2010 - MARCH 2011							
	1	2	3	4	5	6	
	Work-eligible	Sum top 10	Sum of all	Column 2/	Top 10	All	
	TCA count	subsector hires	hires	column 3	hires ratio	hires ratio	
BALTIMORE CITY	4,365	1,436	2,740	52	0.76	0.4	
PRINCE GEORGE'S COUNTY	1288	1,101	2,563	43	0.29	0.13	
BALTIMORE COUNTY	802	1,839	4,002	46	0.11	0.05	
ANNE ARUNDEL COUNTY	467	1,163	2,586	45	0.10	0.05	
MONTGOMERY COUNTY	272	1,846	3,905	47	0.04	0.02	

TABLE 3b							
RATIOS OF WORK-ELIGIBLE TCA WOMEN AGES 25-34 TO SUM OF TOP 10 LOCAL INDUSTRY SUBSECTOR STABLE NEW HIRES AND TO ALL LOCAL INDUSTRY SUBSECTOR STABLE NEW HIRES BOTH AGE GROUP-SPECIFIC AND AVERAGE APRIL 2010 - MARCH 2011							
	1	2	3	4	5	6	
	Work-eligible	Sum top 10	Sum of all	Column 2/	Top 10	All	
	TCA count	subsector hires	hires	Column 3	hires ratio	hires ratio	
BALTIMORE CITY	4,638	1,913	2,497	77	0.61	0.46	
PRINCE GEORGE'S COUNTY	1279	1,084	1,709	63	0.29	0.19	
BALTIMORE COUNTY	999	1,757	2,648	66	0.14	0.09	
ANNE ARUNDEL COUNTY	538	1,099	1,674	66	0.12	0.08	
MONTGOMERY COUNTY	379	2,411	3,574	67	0.04	0.03	

Source: The Jacob France Institute, University of Baltimore, June 2012

Column definitions:

1	work-eligible TCA recipients ages 19-24 (Table 3a) or ages 25-34 (Table 3b), April 2010 - March 2011
2	sum of top 10 industry subsectors (NAICS 3-digit) average quarterly local business stable new hires of women in age group
3	sum of all industry subsectors (NAICS 3-digit) average quarterly local business stable new hires of women in age group
4	top 10 industry subsector stable new hires of women in age group as percent of all stable new hires
5	ratio of [column 1 figure in row divided by two]/ [column 2 figure in row multiplied by two]. See explanation in Section 3.3 text.
6	ratio of [column 1 figure in row divided by two]/[column 3 figure in row multiplied by two]. See explanation in Section 3.3 text.

Each of the remaining ratio values shown in columns 5 and 6 of Table 3(a) and Table 3(b) were calculated following the same sequence of steps described above. The difference between columns 5 and 6 in both tables is the scope of industry subsector coverage—column 5 includes only the top 10 ranked industry subsector stable new hires, while column 6 includes all industry subsectors. Our ratio definitions mean that the derived ratio in column 6 of a row must be lower than (or equal to because of rounding) the column 5 ratio value because the column 6 denominator value is larger, including all industry subsector stable new hires.

We highlight the following important differences selected from the ratio values in columns 5 and 6 of Table 3(a) and Table 3(b) on page 13:

- Within each of the tables, the Baltimore City column 5 ratio is much higher than any of the other four county ratio values. This indicates that there are far fewer job opportunities in Baltimore City than in each of the other four counties for female work-eligible welfare recipients in a defined age group. The difference between Baltimore City and Montgomery County job opportunities is extreme. The Prince George's County ratio lies closer to Baltimore City than to the other three counties, and Baltimore County and Anne Arundel County cluster together between Prince George's County and Montgomery County.
- The Table 3(a), row 1, columns 5 and 6, ratio estimates for Baltimore City female work-eligible TCA recipients ages 19-24 are higher than the same row-column ratio estimate in Table 3(b) for Baltimore City female work-eligible TCA recipients ages 25-34. We interpret this to mean that there are fewer job opportunities in Baltimore City for the younger female work-eligible welfare recipients.
- A row-specific comparison of column 5 and column 6 ratio values in either Table 3(a) or Table 3(b) indicates that expansion of denominator coverage from the top 10 ranked industry subsectors to all industry subsectors does not improve local DSS office staff understanding of differences in estimated job opportunities between the age groups and among the counties. DSS staff concentration on the top 10 ranked industry subsectors is recommended for client assistance purposes.

3.4 Trends in county-specific top 10 stable new hires ratios

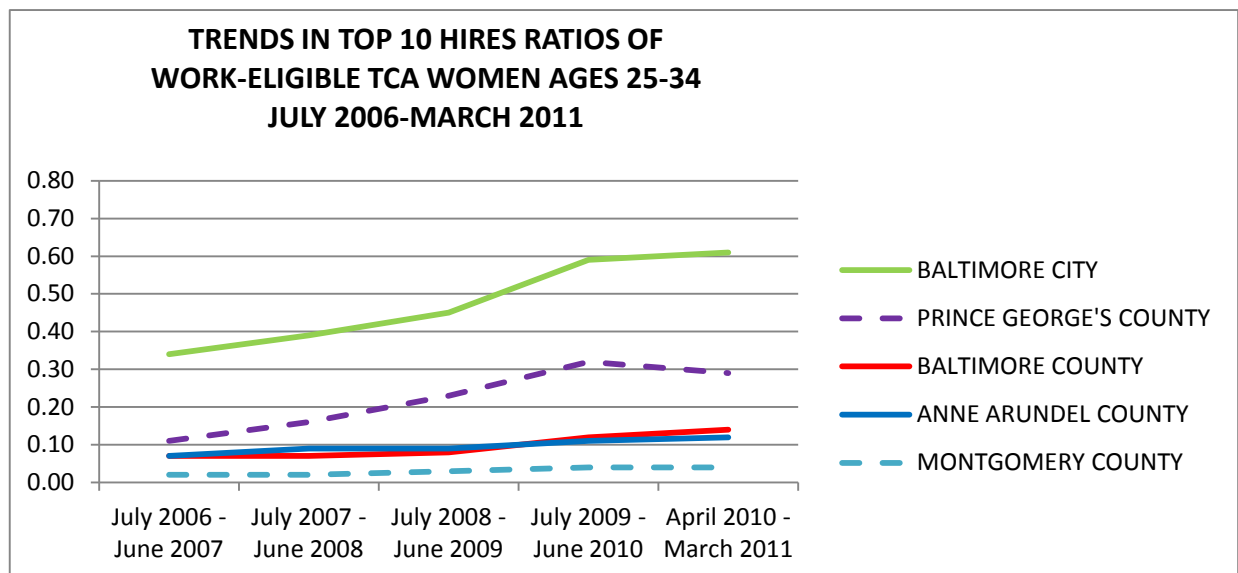
No new information is presented in this subsection. Information from Table 3(a) and Table 3(b), column 5 in both cases, has been extracted from the 2008-2011 and current 2012 reports, and consolidated in Table 4(a) and Table 4(b).

TABLE 4a					
TRENDS IN TOP 10 HIRES RATIOS					
OF WORK-ELIGIBLE TCA WOMEN AGES 19-24					
JULY 2006-MARCH 2011					
	July 2006 - June 2007	July 2007 - June 2008	July 2008 - June 2009	July 2009 - June 2010	April 2010 - March 2011*
BALTIMORE CITY	0.44	0.52	0.62	0.75	0.76
PRINCE GEORGE'S COUNTY	0.11	0.15	0.23	0.31	0.29
BALTIMORE COUNTY	0.06	0.07	0.07	0.09	0.11
ANNE ARUNDEL COUNTY	0.07	0.07	0.08	0.10	0.10
MONTGOMERY COUNTY	0.02	0.02	0.02	0.04	0.04

TABLE 4b					
TRENDS IN TOP 10 HIRES RATIOS					
OF WORK-ELIGIBLE TCA WOMEN AGES 25-34					
JULY 2006-MARCH 2011					
	July 2006 - June 2007	July 2007 - June 2008	July 2008 - June 2009	July 2009 - June 2010	April 2010 - March 2011*
BALTIMORE CITY	0.34	0.39	0.45	0.59	0.61
PRINCE GEORGE'S COUNTY	0.11	0.16	0.23	0.32	0.29
BALTIMORE COUNTY	0.07	0.07	0.08	0.12	0.14
ANNE ARUNDEL COUNTY	0.07	0.09	0.09	0.11	0.12
MONTGOMERY COUNTY	0.02	0.02	0.03	0.04	0.04
Source: The Jacob France Institute, University of Baltimore, June 2011.					
* U S Census Bureau estimates July 2012 release of 2nd Quarter 2011 data.					

Figure 1 below is a graphical representation of the data in Table 4(a) and Table 4(b) on page 15. This two part Figure, separating the county-specific top 10 stable new hire trends for the two age groups of welfare recipients, highlights recent leveling off of the hires ratio trends, particularly in Baltimore City and Prince George's County, and the differences in the ratio levels among the five counties.

Figure 1- Trends in Top 10 Hires Ratios of Work-Eligible TCA Women Ages 19-34 July 2006-March 2011



We alert readers to be careful when interpreting each of the Figure 1 graphs. A **rising** trend line indicates worsening stable new hires conditions. Recall the earlier definition that places new hires in the denominator and welfare recipients in the numerator of the ratio calculations. Therefore, an increasing ratio indicates a growing 'wedge' between recipients and job opportunities.

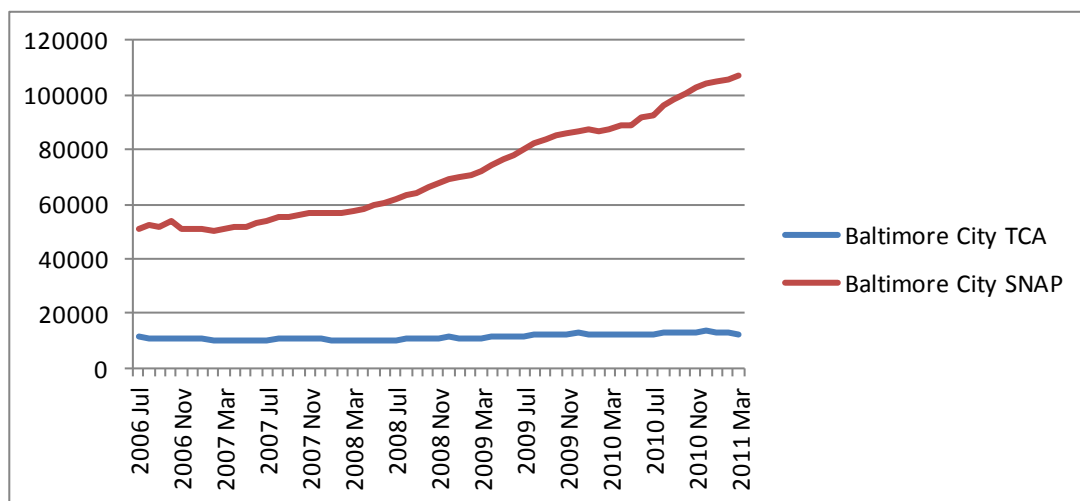
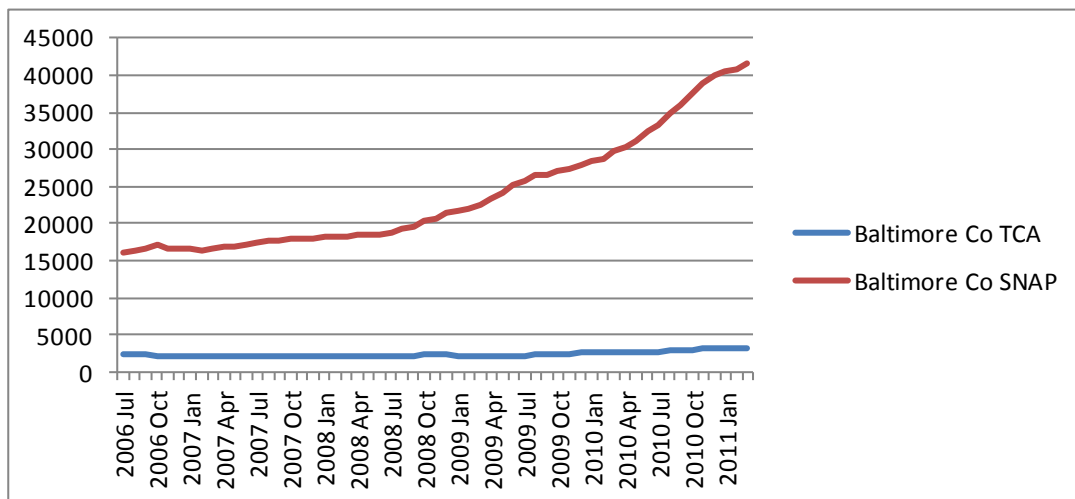
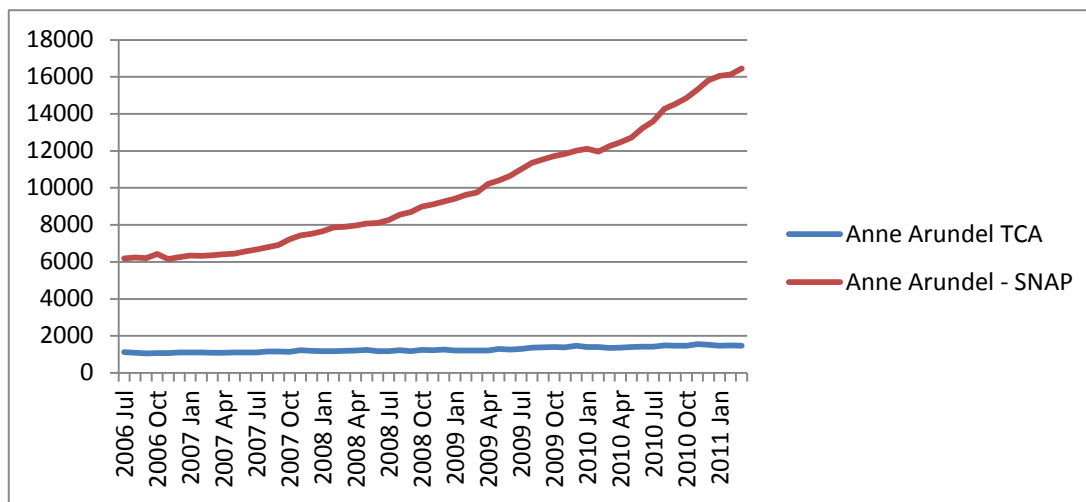
We also alert readers that changes can occur in the denominator number, the numerator number, or both. This means that care must be exercised when drawing program management and policy conclusions from the ratio trends and differences.

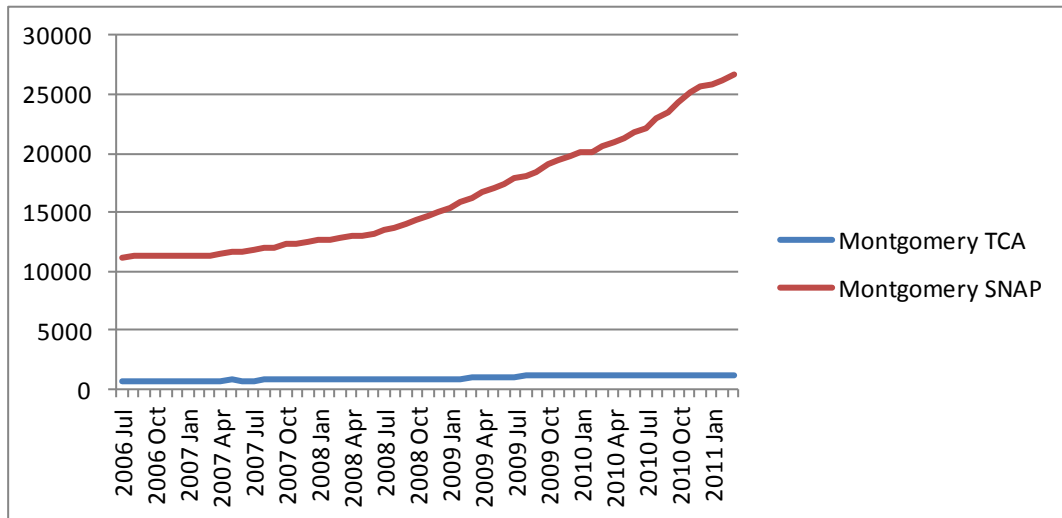
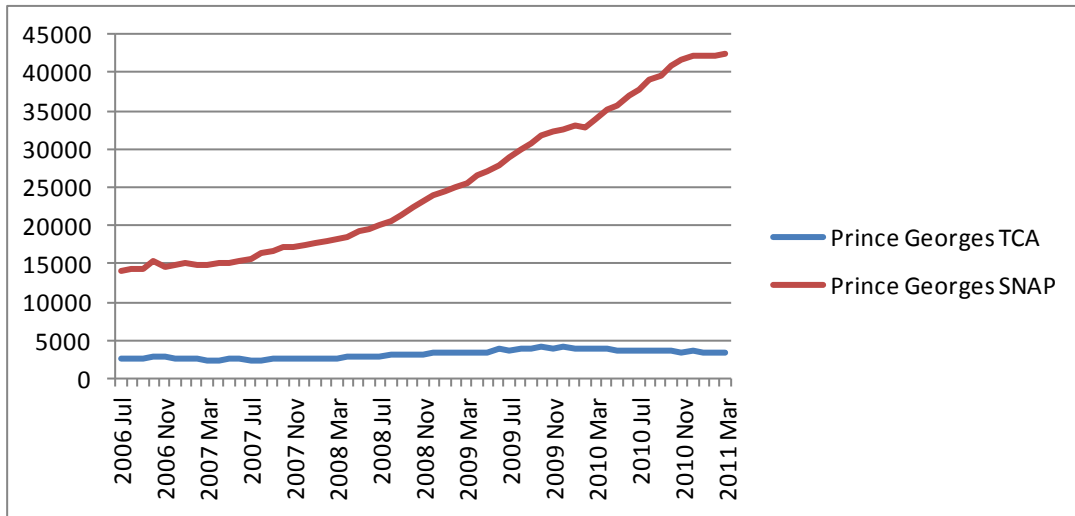
Attention moves in Section 4.0 from the two age groupings (ages 19-24 and ages 25-34) to the county-specific caseload trends for all TCA paid recipients, including adults and children. County-specific SNAP paid caseload trends are also presented to advance understanding of the growing gap between quite stable TCA caseloads and increasing SNAP caseloads.

4.0 TCA AND SNAP CASELOAD TRENDS

Figure 2, showing county-specific TCA and SNAP caseload trends on pages 18 and 19, displays the county-specific trends of TCA paid caseload and SNAP paid caseload. Each county-specific graphic uses a single common y-axis (vertical) scale for ease of interpretation of the TCA and SNAP trends. However, because the magnitude of the respective caseloads is so different among the five counties, the y-axis (vertical) scale differs among the five graphs—no two are the same. The substantial growth of the SNAP paid caseload over the years observed (July 2006-March 2011) is apparent for each of the counties, as is the relative stability, and much lower level, of the TCA paid caseload over the same four years.

Figure 2 - TCA & SNAP: Paid Cases, Paid Recipients (Adults & Children)
July 2006 - March 2011





Figures 3 and 4, on pages 20 and 21 for TCA and SNAP caseloads respectively, offer a different visualization of the same data that underlie Figure 2. However, for ease of interpretation, now the y-axis (vertical) scale is the same in Figure 3 for the five county TCA paid caseload trends graphed together; and a different y-axis (vertical) scale appears in Figure 4 than in Figure 3, because of the large difference in TCA and SNAP caseloads, but the Figure 4 y-axis (vertical) scale is the same for each of the five county SNAP paid caseload trends that are graphed together.

Figure 3 - TCA Paid Cases, Paid Recipients (Adults & Children) July 2006 - March 2011

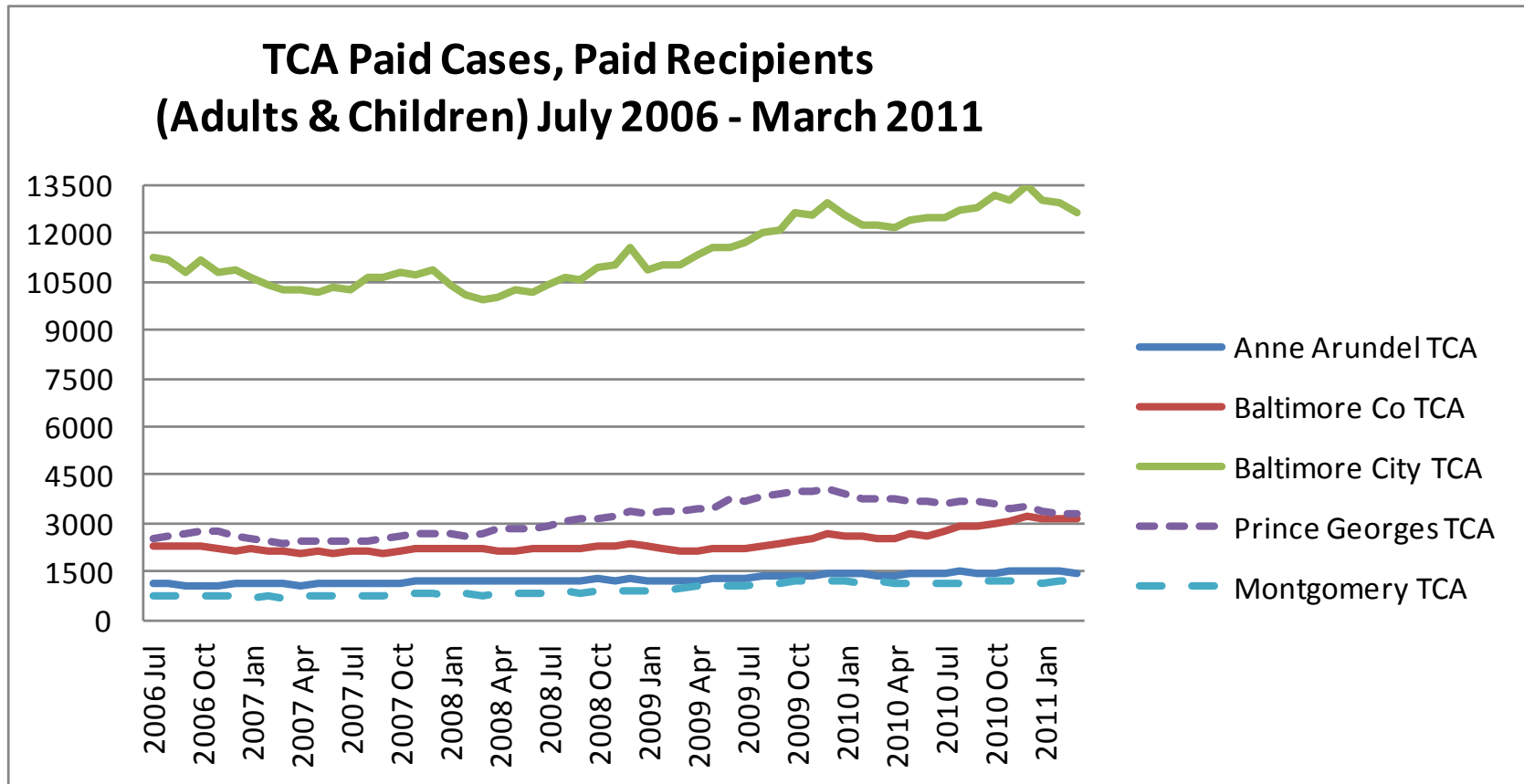
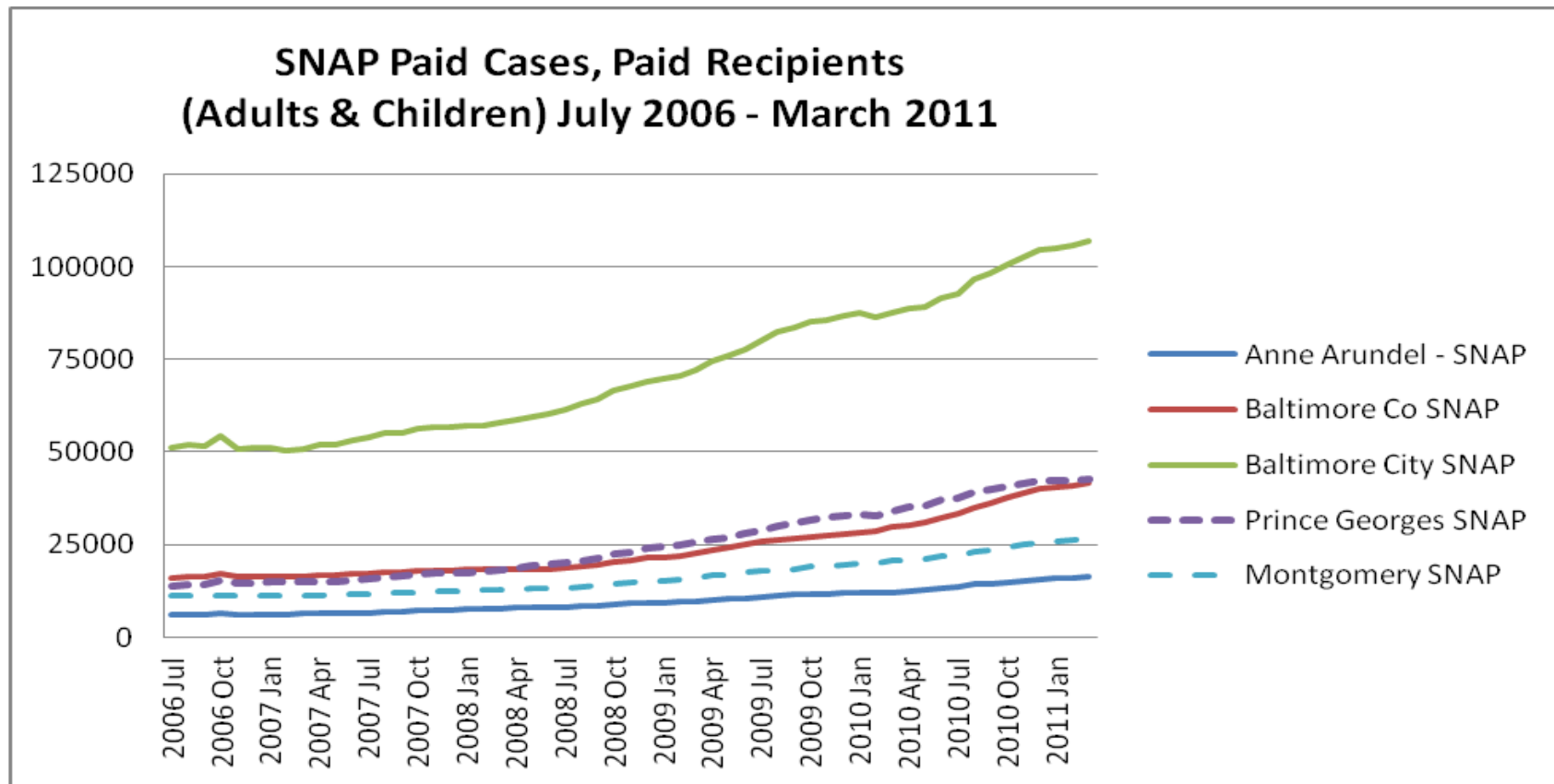


Figure 4 - SNAP Paid Cases, Paid Recipients (Adults & Children) July 2006 - March 2011



5.0 CONCLUSIONS

The effective date of the February 2008 *Reauthorization of the Temporary Assistance for Needy Families (TANF) Program: Final Rule* was October 1, 2008. The last sentence of the supplementary information introduction to the *Final Rule* is: Under this final rule States are accountable for moving more families to self-sufficiency and independence. Of course, we know now that a spike in deteriorating economic conditions occurred at the time when this new *Final Rule* was effective.

We have used the most current available information about mid-Maryland job opportunities for women ages 19-34 to estimate local differences in how many hires can be thought of as 'relevant' for local DSS staff assistance to carry out the mandate to move more families to self-sufficiency and independence. Our opportunity estimates are based on April 2010-March 2011 stable new hires information by mid-Maryland county, gender and age group.

We continue to encourage Maryland Department of Human Resources headquarters staff and local Department of Social Services front-line staffs to use the new information presented here as a starting point for thought and conversation about how local differences in job opportunities should be translated into actions consistent with the mandate to move more families to self-sufficiency and independence. We remain available to participate in this conversation and hasten progress toward the shared goal of TCA recipient self-sufficiency and independence in very challenging economic circumstances.