



Minnesota Department of **Human Services** _____

**At the Limit:
December 2010 Minnesota Family Investment Program (MFIP)
Cases that Reached the 60-Month Time Limit**

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Introduction

With passage of the federal Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 and its creation of Temporary Assistance for Needy Families (TANF), cash assistance to poor families was no longer a federal entitlement. Among other requirements, the PRWORA mandated a lifetime limit of 60 months for receipt of cash assistance; it can be extended for certain hardship cases. The legislation allowed states to create their own TANF programs within certain guidelines. Minnesota implemented the Minnesota Family Investment Program (MFIP) in early 1998 and started counting months of cash assistance receipt toward the limit in July 1997, the latest allowed. Other states enacted shorter limits and some states started counting months as early as September 1996, the earliest allowed under PRWORA.

Minnesota Department of Human Services Reports on the Time Limit

Since PRWORA was enacted, there has been interest about what would happen to families once they can no longer receive cash assistance from MFIP. The Minnesota Department of Human Services (DHS) has examined this issue, beginning with the report, *The Welfare Time Limit: A survey of families who lost MFIP eligibility as a result of the five-year time limit*,¹ which looked at the very first families affected by the lifetime limit. DHS also conducted a longitudinal study of MFIP-recipients and studied a subset of participants with long-term cash assistance cases, reported in *Minnesota Family Investment Program Longitudinal Study: Approaching the 60-Month Time Limit*.²

This report – the sixth in a series of annual reports that focus on a one-month snapshot of cases at their lifetime limit of MFIP receipt – focuses on two groups in December 2010: (1) all cases that already have 60 counted months and continue to receive MFIP and (2) cases that reached their 60th counted month in that December

The first section starts by giving the status of all MFIP caregivers who have ever reached 60 counted months, and then turns to the subset of those cases that were active in December 2010. It looks at the reasons for continued case eligibility, extensions, work hours and income, number of caregivers in these households, and Family Stabilization Services³ (FSS) eligibility and then breaks down extension reasons by number of months extended. Next come counts of active cases that had reached 60 counted months by county and, for the largest eight counties, data like that reported earlier in the section for cases statewide.

¹ This report is available at <http://edocs.dhs.state.mn.us/lfsrserver/Legacy/DM-0176-ENG>.

² This report is available at <http://edocs.dhs.state.mn.us/lfsrserver/Legacy/DHS-4450G-ENG>.

³ FSS is a MFIP service track for the hard-to-employ.

The second section summarizes the following data on all eligible adults in the group (1) cases and compares them with all other adults eligible in December 2010: demographic characteristics and the prevalence of chemical and mental health diagnoses of adults.

The final section focuses on group (2), the 106 households that reached their 60th counted month in December 2010. After showing the trend for counts of month 60 cases for the previous five years, it tells what happens to families in relation to MFIP in the month after they reach month 60, and assistance and employment outcomes for these families in their first six months after reaching the time limit.

Federal and State Time Limit Exceptions, Exemptions, and Extensions

The remainder of the introduction defines terms and explains policies related to the time limit. Under PRWORA, the federal government allowed certain exceptions from the time limit and states were allowed to create state-funded exceptions or exemptions from the time limit, as well as extensions beyond 60 months for documented hardships. An exception is a month that is not counted toward the limit. The federal government provides exceptions for families that live in Indian Country with a not-employed rate of at least 50 percent and for participants with a family violence waiver. In December 2010, residents of Red Lake and Prairie Island Reservations were exempt from the time limit due to their not-employed rate. Minnesota provides additional exceptions for persons aged 60 or older, minor parents complying with educational requirements, and 18 or 19-year old parents complying with high school education requirements.

A case may receive a future exemption in the form of a month counted toward the limit but “banked.” These banked months are credited back after the case reaches its 60th month. Hence, if a case is using a banked month it is using a credit that was received at an earlier time when the caregiver met the exemption criteria. Cases can receive a banked month if an adult or child meets any of certain special medical criteria that prevent otherwise work-eligible caregivers from participating in work activities because they are providing care to family members.

States were also allowed to provide TANF-funded extensions for up to 20 percent of their caseloads for documented hardships. Minnesota provides extensions for persons experiencing barriers to work such as an illness lasting more than 30 days, caring for an ill or incapacitated relative for more than 30 days, an IQ lower than 80, or a disability, as well as for working families not earning enough to exit MFIP although working the required number of hours.

Other Months Not Counted Toward the Time Limit

There are also other cases where MFIP months are not counted toward the limit. Child-only cases are cases where parents are not eligible for MFIP, but who continue to receive a cash grant under MFIP for their children or cases where children are cared for by other relatives who are not personally MFIP eligible. The most common reason for caregiver ineligibility is receipt of Supplemental Security Income (SSI) for a disability. Child-only cases with 60 counted months are cases where the caregiver either was in extension or reapplied after becoming ineligible for another reason, most often because of receiving Supplemental Security Income (SSI).

Months are not counted for “MFIP food-only” cases because these cases do not receive a cash grant. A federal waiver allows Minnesota to provide Food Support⁴ to households receiving MFIP as a combined program. As families work their way toward leaving assistance, their cash grant is decreased first so that some families only receive a food portion. Caregivers can also opt out of the cash portion, receiving only the food portion, and those months do not count toward their lifetime limit. Food-only cases with 60 months would have been in extension had they received a MFIP cash grant for the month.

Food-only and child-only cases described in this report are cases where the caregiver has 60 counted months, but meets the eligibility requirements for a food-only or child-only grant.

⁴ Food Support is Minnesota’s federal Food Stamps program. In 2008, the Food Stamps program was renamed the Supplemental Nutrition Assistance Program (SNAP).

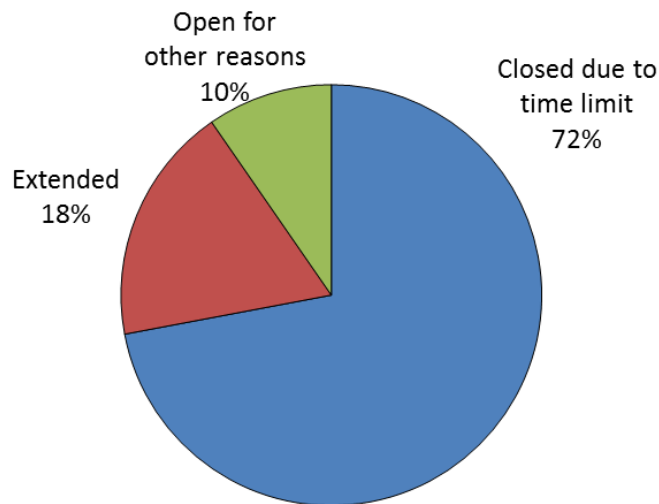
I. MFIP Cases that Reached 60 Counted Months

All Caregivers with 60 Counted Months

As of December 2010, 16,536 adults had reached the lifetime limit for MFIP cash receipt, about 7 percent of all adults ever eligible for MFIP up to that time. This was an increase of 1,526 from December 2009. As Figure 1 shows, 72 percent had their cases closed and were not currently receiving assistance. Some of these people had their MFIP cases extended and then closed rather than closing immediately following their 60th month.

In December 2010, 18 percent of all eligible adults with 60 months were extended⁵ and 10 percent were open for other reasons. This report will focus on these 4,625 cases that remained active and their eligible adults.

Figure 1. MFIP Status of the 16,536 Adults that Had 60 Counted Months, December 2010



Cases with 60 Counted Months and Active in December 2010

- In December 2010, of the 4,625 MFIP cases with 60 counted months, 66 percent were extended, 25 percent were child-only, 5 percent were food-only, and 2 percent were using a banked month. The remaining 2 percent (106 cases) were in their 60th counted month and, therefore, still within the time limit. (Table 1)

⁵ TANF legislation allows up to 20 percent of a state's TANF-funded caseload to be extended. Most of Minnesota's extended cases are funded through state, non-maintenance of effort funds and therefore are not counted toward the 20 percent limit. This includes FSS cases that make up two-thirds of the extended cases.

Table 1. December 2010 MFIP Cases that Had 60 Counted Months: Reason for Continued Eligibility, Extension Reason, Months in Extension, Reported Wages, Number of Caregivers, and Family Stabilization Services

| MFIP Cases with 60 Months | | Count of Cases | Percent |
|---|--|----------------|---------|
| Number of Cases and Percent of Total MFIP | | 4,625 | 12.4% |
| MFIP-eligibility Reason with Percent of 60-Month Cases | Extended Case | 3,031 | 65.5% |
| | Child-only Case | 1,159 | 25.1% |
| | MFIP Food-only | 225 | 4.9% |
| | 60th Counted Month | 106 | 2.3% |
| | Banked Month | 104 | 2.2% |
| Extended Cases: Total Extended Cases | | 3,031 | 65.5% |
| Extension Reason in December 2010 with Percent of Extended Cases | Ill or Incapacitated More than 30 Days | 1,026 | 33.9% |
| | Mentally Ill | 741 | 24.4% |
| | Special Medical Criteria | 553 | 18.2% |
| | Care of Ill or Incapacitated Relative | 302 | 10.0% |
| | Caregiver(s) Employed Enough Hours | 134 | 4.4% |
| | IQ Less than 80 | 118 | 3.9% |
| | Family Violence | 91 | 3.0% |
| | Unemployable | 20 | 0.7% |
| | Learning Disabled | 24 | 0.8% |
| | Developmentally Disabled | 19 | 0.6% |
| Appeal of MFIP Closure | 7 | 0.2% | |
| Extended Cases: Number of Extension Months with Percent of Extended Cases | 1 to 12 | 844 | 27.8% |
| | 13 to 24 | 537 | 17.7% |
| | 25 to 36 | 454 | 15.0% |
| | 37 or More | 1,196 | 39.5% |
| | Mean | 34.1 | |
| Median | 28 | | |
| Maximum | 109 | | |
| Cases with at Least One Caregiver with Paid Work | | 723 | 15.6% |
| Earned Income | Mean | \$953 | |
| | Median | \$817 | |
| Work Hours | Mean | 101.5 | |
| | Median | 93 | |
| Number of Caregivers (Eligible and Ineligible) | One | 3,940 | 85.2% |
| | Two | 685 | 14.8% |
| Family Stabilization Services | Yes | 3,148 | 68.1% |

- The most common extension reason was being ill or incapacitated for more than 30 days (34 percent of extended cases), followed by mental illness (24 percent) and Special Medical Criteria⁶ (18 percent). (Table 1)
- The percentage of 60-month cases with at least one working caregiver has remained about the same since December 2008 at 16 percent. Average December income was \$953 and average reported monthly work hours for employed cases were 102 hours.
- Sixty-eight percent of cases were eligible for FSS.⁷ This large proportion was expected as participants who are extended as ill or incapacitated or in a hard-to-employ category meet criteria for FSS services⁸ and this group makes up the largest proportion of 60-month cases. Also, half or more of food-only and cases that had just reached their 60th month were potentially FSS-eligible. Few child-only cases were eligible for FSS because most ineligible caregivers are not subject to MFIP's work requirements.
- The percentage of cases extended for three years or more continued to increase, going up by 10 percentage points since December 2007 to 40 percent of extended cases in December 2010. Cases extended for having an IQ less than 80 and Special Medical Criteria were most likely to be extended for three years or more; 63 percent of cases extended for IQ less than 80 and 51 percent of cases extended for Special Medical Criteria were extended for three years or more. (Table 1a)

Table 1a. Extension Months by Extension Reason, December 2010

| December 2010 Extended Cases | Total Extended Cases | Extension Reason | | | | | |
|------------------------------|----------------------|----------------------|--------------|-----------------|-------------|-----------------|-------|
| | | Ill or Incapacitated | Mentally Ill | Special Medical | Care of Ill | IQ Less than 80 | Other |
| All Extended Cases | 3,031 | 1,026 | 740 | 551 | 302 | 117 | 295 |
| Percent of Row | 100.0% | 33.9% | 24.4% | 18.2% | 10.0% | 3.9% | 9.7% |
| Extension Months 1 to 12 | 844 | 356 | 184 | 112 | 69 | 15 | 108 |
| Percent of Column | 27.8% | 34.7% | 24.9% | 20.3% | 22.8% | 12.8% | 36.6% |
| 13 to 24 | 537 | 213 | 112 | 78 | 63 | 13 | 58 |
| | 17.7% | 20.8% | 15.1% | 14.2% | 20.9% | 11.1% | 19.7% |
| 25 to 36 | 454 | 146 | 123 | 81 | 51 | 15 | 38 |
| | 15.0% | 14.2% | 16.6% | 14.7% | 16.9% | 12.8% | 12.9% |
| 37 or More | 1,196 | 311 | 321 | 280 | 119 | 74 | 91 |
| | 39.5% | 30.3% | 43.4% | 50.8% | 39.4% | 63.2% | 30.8% |

⁶ Special Medical Criteria are met when a child or adult in the household is eligible for Home Care Services, a Medical Assistance home or community-based waiver; has a severe emotional disturbance, or has a serious or persistent mental illness. If an adult meets Special Medical Criteria, there must be a second caregiver who provides the care. Single caregiver households would be extended. See the DHS Combined Manual 0011.36.

⁷ MFIP participants who are extended as ill or incapacitated or in a hard-to-employ category are required to follow FSS service requirements. See DHS Employment Services Manual 13.15.

⁸ DHS Combined Manual 0011.33.

MFIP Cases that Reached 60 Counted Months: County Data

- Twenty-one percent of Ramsey County MFIP cases and 14 percent of Hennepin County MFIP cases were in extension. (Table 2)
- Ramsey County accounted for 35 percent of December 2010 MFIP cases with 60 counted months, but 21 percent of all statewide MFIP cases that month.⁹ Hennepin County accounted for 34 percent of all cases with 60 counted months while their share of the total MFIP caseload was 30 percent. (Table 3)
- In the eight largest counties, around two-thirds of 60-month cases with continued eligibility were extended and one-quarter were child-only cases. In Beltrami County and Olmsted County, 58 percent were extended, with child-only cases about one-third. These two counties had the smallest numbers of active 60-month cases among the large counties. In Beltrami County, this was in part because MFIP participants living on Red Lake Reservation are not subject to the time limit.
- Among these eight largest counties, between 11 and 24 percent of cases with 60 counted months had at least one caregiver who reported employment in December 2010. Seventy-nine percent of food-only cases with 60 counted months reported work, while 5 percent of child-only and 15 percent of extended cases reported income. The large percentage of food-only cases with reported income makes sense because without that income the case most likely would have received a MFIP cash grant and been in extension.
- Being ill or incapacitated for more than 30 days was the most common extension reason in all the large counties except for Ramsey and Washington Counties. In Ramsey County the most common extension reason was mental illness (46 percent) followed by Special Medical Criteria (21 percent). In previous years the most common extension reason in Ramsey County was an IQ less than 80, but this decreased from 28 percent in December 2008 to 16 percent of December 2009 to 4 percent in December 2010. Washington County only had 44 extended cases; 39 percent were extended due to Special Medical Criteria and 23 percent due to illness or incapacitation. (Table 4)
- Statewide, 28 percent of extended cases had been extended for one year or less and 40 percent had been extended for three years or more. Ramsey County had the largest proportion of its extended cases in extension for three years or more; 50 percent compared to between 20 and 39 percent of other large counties.

⁹ For data on all MFIP cases in December 2010, see the 2010 version of the annual December reports on MFIP and DWP cases and adults at <https://edocs.dhs.state.mn.us/lfserver/Public/DHS-4219M-ENG>, or www.dhs.state.mn.us / top menu: Economic Supports, left menu: MFIP / Reports .

Table 2. Servicing County of December 2010 MFIP Cases that Had 60 Counted Months

| Service County | Cases with 60 Counted Months | | Service County | Cases with 60 Counted Months | |
|-------------------|------------------------------|---|-----------------|------------------------------|---|
| | Count of Cases | Percent of Total MFIP Cases within County | | Count of Cases | Percent of Total MFIP Cases within County |
| Aitkin | 2 | 2.2% | Martin | 3 | 3.5% |
| Anoka | 239 | 12.5% | Meeker | 5 | 5.7% |
| Becker | 28 | 9.0% | Mille Lacs | 9 | 6.5% |
| Beltrami | 41 | 2.7% | Morrison | 2 | 1.6% |
| Benton | 19 | 8.9% | Mower | 7 | 2.6% |
| Big Stone | 4 | 19.0% | Murray | 2 | 8.3% |
| Blue Earth | 29 | 11.2% | Nicollet | 13 | 6.8% |
| Brown | 4 | 6.1% | Nobles | 5 | 2.8% |
| Carlton | 12 | 6.7% | Norman | 1 | 2.3% |
| Carver | 8 | 5.7% | Olmsted | 43 | 5.2% |
| Cass | 32 | 9.9% | Otter Tail | 9 | 4.7% |
| Chippewa | 2 | 3.0% | Pennington | 3 | 4.3% |
| Chisago | 10 | 8.5% | Pine | 8 | 3.9% |
| Clay | 31 | 10.3% | Pipestone | 0 | 0.0% |
| Clearwater | 8 | 9.6% | Polk | 14 | 6.4% |
| Cook | 1 | 7.7% | Pope | 1 | 2.8% |
| Cottonwood | 3 | 5.3% | Ramsey | 1,622 | 20.5% |
| Crow Wing | 15 | 4.7% | Red Lake | 0 | 0.0% |
| Dakota | 168 | 11.0% | Redwood | 2 | 3.6% |
| Dodge | 1 | 1.3% | Renville | 2 | 2.8% |
| Douglas | 13 | 9.6% | Rice | 17 | 4.8% |
| Faribault | 2 | 2.8% | Rock | 1 | 2.6% |
| Fillmore | 0 | 0.0% | Roseau | 3 | 6.8% |
| Freeborn | 5 | 2.7% | St Louis | 208 | 13.6% |
| Goodhue | 20 | 11.8% | Scott | 32 | 9.5% |
| Grant | 4 | 13.3% | Sherburne | 20 | 7.8% |
| Hennepin | 1,565 | 14.0% | Sibley | 1 | 2.4% |
| Houston | 4 | 5.0% | Stearns | 65 | 8.2% |
| Hubbard | 10 | 7.1% | Steele | 7 | 4.0% |
| Isanti | 5 | 3.0% | Stevens | 0 | 0.0% |
| Itasca | 33 | 9.7% | Swift | 1 | 2.7% |
| Jackson | 1 | 2.8% | Todd | 3 | 3.4% |
| Kanabec | 5 | 4.8% | Traverse | 1 | 5.9% |
| Kandiyohi | 14 | 5.0% | Wabasha | 2 | 3.6% |
| Kittson | 0 | 0.0% | Wadena | 5 | 4.0% |
| Koochiching | 3 | 4.9% | Waseca | 6 | 6.9% |
| Lac Qui Parle | 1 | 5.9% | Washington | 66 | 10.2% |
| Lake | 1 | 3.6% | Watonwan | 0 | 0.0% |
| Lake of the Woods | 1 | 8.3% | Wilkin | 1 | 4.5% |
| Le Sueur | 6 | 7.7% | Winona | 22 | 11.5% |
| Lincoln | 1 | 12.5% | Wright | 14 | 5.0% |
| Lyon | 8 | 7.0% | Yellow Medicine | 2 | 5.3% |
| Mcleod | 6 | 5.6% | Statewide Total | 4,625 | 12.4% |
| Mahnomen | 32 | 14.7% | | | |
| Marshall | 0 | 0.0% | | | |

Table 3. MFIP Cases that Had 60 Counted Months: Eligibility Reason, Reported Employment, and Two-caregiver Cases by Large County and Reported Employment, December 2010

| December 2010 60-Month Cases | Total Cases with 60 Counted Months | Eligibility Reason | | | | | One or More Working Caregivers | Cases with Two Caregivers |
|------------------------------|------------------------------------|--------------------|------------|-----------|---------|--------|--------------------------------|---------------------------|
| | | Extended | Child-only | Food-only | Counted | Banked | | |
| All Cases with 60 Months | 4,625 | 3,031 | 1,159 | 225 | 106 | 104 | 723 | 685 |
| Percent of Row | 100.0% | 65.5% | 25.1% | 4.9% | 2.3% | 2.2% | 15.6% | 14.8% |
| Anoka | 239 | 157 | 65 | 2 | 5 | 10 | 26 | 33 |
| | 5.2% | 65.7% | 27.2% | 0.8% | 2.1% | 4.2% | 10.9% | 13.8% |
| Beltrami | 41 | 24 | 14 | 2 | 1 | 0 | 10 | 7 |
| | 0.9% | 58.5% | 34.1% | 4.9% | 2.4% | 0.0% | 24.4% | 17.1% |
| Dakota | 168 | 114 | 39 | 8 | 5 | 2 | 37 | 13 |
| | 3.6% | 67.9% | 23.2% | 4.8% | 3.0% | 1.2% | 22.0% | 7.7% |
| Hennepin | 1,565 | 1,015 | 402 | 78 | 37 | 33 | 205 | 169 |
| | 33.8% | 64.9% | 25.7% | 5.0% | 2.4% | 2.1% | 13.1% | 10.8% |
| Olmsted | 43 | 25 | 16 | 1 | 1 | 0 | 6 | 9 |
| | 0.9% | 58.1% | 37.2% | 2.3% | 2.3% | 0.0% | 14.0% | 20.9% |
| Ramsey | 1,622 | 1,077 | 381 | 104 | 22 | 38 | 287 | 300 |
| | 35.1% | 66.4% | 23.5% | 6.4% | 1.4% | 2.3% | 17.7% | 18.5% |
| St. Louis | 208 | 144 | 50 | 6 | 7 | 1 | 28 | 34 |
| | 4.5% | 69.2% | 24.0% | 2.9% | 3.4% | 0.5% | 13.5% | 16.3% |
| Washington | 66 | 44 | 16 | 4 | 2 | 0 | 16 | 13 |
| | 1.4% | 66.7% | 24.2% | 6.1% | 3.0% | 0.0% | 24.2% | 19.7% |
| All Other Counties | 673 | 431 | 176 | 20 | 26 | 20 | 108 | 107 |
| | 14.6% | 64.0% | 26.2% | 3.0% | 3.9% | 3.0% | 16.0% | 15.9% |
| Working Caregiver(s) | 723 | 438 | 56 | 177 | 25 | 27 | 723 | 163 |
| Percent of Column | 15.6% | 14.5% | 4.8% | 78.7% | 23.6% | 26.0% | 100.0% | 23.8% |
| FSS | 3,148 | 2,882 | 10 | 139 | 53 | 64 | 467 | 439 |
| Percent of Column | 68.1% | 95.1% | 0.9% | 61.8% | 50.0% | 61.5% | 64.6% | 64.1% |

Table 4. December 2010 Extended Cases: Extension Reason and Extension Months by Large County and Reported Employment

| December 2010 Extended Cases | Total Extended Cases | Extension Reason | | | | | | Extension Months | | | |
|---------------------------------|----------------------------|-------------------------|--------------|--------------------|-------------|--------------------|-------|------------------|----------|----------|------------|
| | | Ill or Incapacitated | Mentally Ill | Special Medical | Care of Ill | IQ Less than 80 | Other | 1 to 12 | 13 to 24 | 25 to 36 | 37 or More |
| All Extended Cases | 3,031 | 1,026 | 740 | 551 | 302 | 117 | 295 | 844 | 537 | 454 | 1,196 |
| Percent of Row | 100.0% | 33.9% | 24.4% | 18.2% | 10.0% | 3.9% | 9.7% | 27.8% | 17.7% | 15.0% | 39.5% |
| Anoka | 157 | 67 | 31 | 32 | 18 | 4 | 5 | 41 | 33 | 22 | 61 |
| | 5.2% | 42.7% | 19.7% | 20.4% | 11.5% | 2.5% | 3.2% | 26.1% | 21.0% | 14.0% | 38.9% |
| Beltrami | 24 | 17 | 2 | 0 | 0 | 1 | 4 | 10 | 6 | 3 | 5 |
| | 0.8% | 70.8% | 8.3% | 0.0% | 0.0% | 4.2% | 16.7% | 41.7% | 25.0% | 12.5% | 20.8% |
| Dakota | 114 | 42 | 20 | 15 | 18 | 8 | 11 | 33 | 20 | 19 | 42 |
| | 3.8% | 36.8% | 17.5% | 13.2% | 15.8% | 7.0% | 9.6% | 28.9% | 17.5% | 16.7% | 36.8% |
| Hennepin | 1,015 | 456 | 110 | 182 | 145 | 35 | 87 | 295 | 187 | 165 | 368 |
| | 33.5% | 44.9% | 10.8% | 17.9% | 14.3% | 3.4% | 8.6% | 29.1% | 18.4% | 16.3% | 36.3% |
| Olmsted | 25 | 18 | 0 | 0 | 1 | 0 | 6 | 13 | 4 | 3 | 5 |
| | 0.8% | 72.0% | 0.0% | 0.0% | 4.0% | 0.0% | 24.0% | 52.0% | 16.0% | 12.0% | 20.0% |
| Ramsey | 1,077 | 128 | 500 | 228 | 65 | 47 | 109 | 233 | 151 | 158 | 535 |
| | 35.5% | 11.9% | 46.4% | 21.2% | 6.0% | 4.4% | 10.1% | 21.6% | 14.0% | 14.7% | 49.7% |
| St. Louis | 144 | 78 | 24 | 5 | 17 | 7 | 13 | 49 | 29 | 23 | 43 |
| | 4.8% | 54.2% | 16.7% | 3.5% | 11.8% | 4.9% | 9.0% | 34.0% | 20.1% | 16.0% | 29.9% |
| Washington | 44 | 10 | 8 | 17 | 3 | 0 | 6 | 11 | 9 | 8 | 16 |
| | 1.5% | 22.7% | 18.2% | 38.6% | 6.8% | 0.0% | 13.6% | 25.0% | 20.5% | 18.2% | 36.4% |
| All Other Counties | 431 | 210 | 45 | 72 | 35 | 15 | 54 | 159 | 98 | 53 | 121 |
| | 14.2% | 48.7% | 10.4% | 16.7% | 8.1% | 3.5% | 12.5% | 36.9% | 22.7% | 12.3% | 28.1% |
| Working Caregiver(s) | 438 | 82 | 67 | 79 | 40 | 27 | 143 | 130 | 84 | 63 | 161 |
| Percent of Column | 14.5% | 8.0% | 9.1% | 14.3% | 13.2% | 23.1% | 48.5% | 15.4% | 15.6% | 13.9% | 13.5% |

II. MFIP-eligible Adults that Reached 60 Counted Months

- In December 2010, eligible adults who had reached the time limit were more likely than eligible adults with fewer than 60 counted months to belong to each of these groups: female, African American, a U.S. citizen, known chemical dependency diagnosis, and known serious mental health diagnosis. They were also older, with an average age of 36 compared to 29 for adults with fewer than 60 months.¹⁰ (Table 5)
- Blacks were 51 percent of eligible adults with 60 counted months, but 34 percent of eligible adults with fewer than 60 months. This disproportion was only present in the African American subgroup of blacks, not the Somali or Other African Immigrant groups.
- Eligible adults with 60 counted months were as likely as adults with fewer months to have graduated from high school (64 percent compared to 61 percent) and as likely never to have been married (65 percent compared to 66 percent).
- Eligible adults with 60 counted months were much more likely to have received a chemical dependency or serious mental health diagnosis during 2008 to 2010 than their peers with fewer than 60 months; 38 percent compared to 25 percent with a chemical dependency diagnosis and 74 percent versus 43 percent with a serious mental health diagnosis.¹¹

¹⁰ There are fewer eligible adults than total cases included in this report due to the 1,159 child-only cases that have no MFIP-eligible adults. Because some cases had more than one eligible caregiver, the number of cases minus the number of eligible adults does not equal the number of child-only cases.

¹¹ While these measures may underestimate the actual incidence of mental and chemical health disorders because they only include people who received publicly paid health care that was billed for in the state administrative database, adults nearing 60 months may be more likely to receive a diagnosis for an existing condition than adults with fewer months because of more intensive case reviews by county workers at or after 48 counted months. Since the creation of FSS, earlier screening may be occurring more frequently.

Table 5. Demographic Characteristics, Chemical Dependency Diagnosis, and Serious Mental Health Diagnosis of MFIP-eligible Adults by Counted Months, December 2010

| Characteristics of MFIP-Eligible Adults | | MFIP-Eligible Adults with 60 Months | | MFIP-Eligible Adults with 1 to 59 Counted Months | |
|---|-----------------------------|-------------------------------------|---------|--|---------|
| | | Count of Persons | Percent | Count of Persons | Percent |
| Total | | 3,700 | 12.4% | 26,095 | 87.6% |
| Gender | Male | 465 | 12.6% | 5,461 | 20.9% |
| | Female | 3,235 | 87.4% | 20,634 | 79.1% |
| Age | 19 and younger | 1 | 0.0% | 2,398 | 9.2% |
| | 20 to 29 | 727 | 19.6% | 13,592 | 52.1% |
| | 30 to 39 | 1,905 | 51.5% | 6,251 | 24.0% |
| | 40 to 49 | 856 | 23.1% | 2,934 | 11.2% |
| | 50 to 59 | 196 | 5.3% | 803 | 3.1% |
| | 60 and older | 15 | 0.4% | 117 | 0.4% |
| | Mean | 35.8 | | 28.9 | |
| | Median | 35 | | 26 | |
| Minimum | 21 | | 14 | | |
| Maximum | 64 | | 80 | | |
| Race | Asian | 224 | 6.1% | 1,813 | 6.9% |
| | Black | 1,869 | 50.5% | 8,933 | 34.2% |
| | American Indian | 318 | 8.6% | 2,342 | 9.0% |
| | Hispanic | 156 | 4.2% | 1,519 | 5.8% |
| | White | 1,082 | 29.2% | 10,996 | 42.1% |
| | Multiple/Unknown | 51 | 1.4% | 492 | 1.9% |
| Asian Subgroups | Asian American | 19 | 0.5% | 446 | 1.7% |
| | Hmong | 176 | 4.8% | 493 | 1.9% |
| | Other Asian Immigrant | 29 | 0.8% | 874 | 3.3% |
| Black Subgroups | African American | 1,680 | 45.4% | 6,354 | 24.3% |
| | Somali | 135 | 3.6% | 1,686 | 6.5% |
| | Other African Immigrant | 54 | 1.5% | 893 | 3.4% |
| Education | Less than 1st Grade/Unknown | 166 | 4.5% | 1,792 | 6.9% |
| | Grade School | 74 | 2.0% | 550 | 2.1% |
| | Some High School | 1,097 | 29.6% | 7,824 | 30.0% |
| | High School Graduate | 1,990 | 53.8% | 13,698 | 52.5% |
| | Some Post-Secondary | 331 | 8.9% | 1,857 | 7.1% |
| | College Graduate | 23 | 0.6% | 204 | 0.8% |
| | Graduate Degree | 19 | 0.5% | 170 | 0.7% |
| | High School or Greater | 2,363 | 63.9% | 15,929 | 61.0% |
| Marital Status | Divorced | 300 | 8.1% | 1,417 | 5.4% |
| | Legally Separated | 5 | 0.1% | 75 | 0.3% |
| | Married, Living Apart | 514 | 13.9% | 2,774 | 10.6% |
| | Married, Living Together | 434 | 11.7% | 4,351 | 16.7% |
| | Never Married | 2,415 | 65.3% | 17,311 | 66.3% |
| | Widowed | 32 | 0.9% | 166 | 0.6% |
| Citizenship Status | US Citizen | 3,431 | 92.7% | 22,287 | 85.4% |
| | Non-Citizen | 269 | 7.3% | 3,808 | 14.6% |
| Chemical Dependency Diagnosis | During 2010 | 891 | 24.1% | 4,116 | 15.8% |
| | During 2008 to 2010 | 1,395 | 37.7% | 6,573 | 25.2% |
| Serious Mental Health Diagnosis | During 2010 | 2,314 | 62.5% | 8,721 | 33.4% |
| | During 2008 to 2010 | 2,727 | 73.7% | 11,120 | 42.6% |

- Overall, the rate of serious mental health diagnoses increased by 16 percentage points since December 2009, but the increase varied by race/ethnicity. American Indians and Hispanics saw the largest increases (27 percentage points and 22 percentage points, respectively). Whites and Asians saw the smallest increases (9 percentage points and 10 percentage points, respectively), although in previous years they were most likely to have had such a diagnosis and already had rates above 70 percent. Serious mental health diagnoses for black caregivers increased by 16 percentage points. (Table 5a)
- Rates of chemical dependency diagnosis also rose, but not as dramatically as mental illness. Overall, the rates of chemical dependency diagnosis increased by 8 percentage points, with most racial/ethnic groups seeing increases between 3 and 7 percentage points. American Indian caregivers were the exception with a 21 percentage point increase in the last year.

Table 5a. Serious Mental Health and Chemical Dependency Diagnoses by Race/Ethnicity for December 2010 MFIP-eligible Adults with 60 Counted Months

| MFIP-eligible Caregivers | Total Eligible Caregivers with 60 months | | Serious Mental Health Diagnosis, 2008 to 2010 | | Chemical Dependency Diagnosis, 2008 to 2010 | |
|--------------------------|--|---------------------------|---|-----------------|---|-----------------|
| | Number | Caregivers with 60 Months | Number | Percent of Race | Number | Percent of Race |
| Asian | 224 | 6.1% | 184 | 82.1% | 25 | 11.2% |
| Black | 1,869 | 50.5% | 1,247 | 66.7% | 629 | 33.7% |
| American Indian | 318 | 8.6% | 262 | 82.4% | 220 | 69.2% |
| Hispanic | 156 | 4.2% | 119 | 76.3% | 49 | 31.4% |
| White | 1,082 | 29.2% | 877 | 81.1% | 442 | 40.9% |
| Total Persons | 3,700 | 100.0% | 2,727 | 73.7% | 1,395 | 37.7% |

III. Cases at the Time Limit: MFIP Cases that Reached the 60th Counted Month in December 2010

The remainder of this report focuses on the 106 MFIP cases that reached their 60th counted month in December 2010. Figure 2 shows the number of cases that reached their 60th counted month each month since December 2005. An average of 115 cases reached the time limit each month.

Figure 2. Monthly Number of MFIP Cases that Reached the 60th Counted Month, December 2005 to December 2010

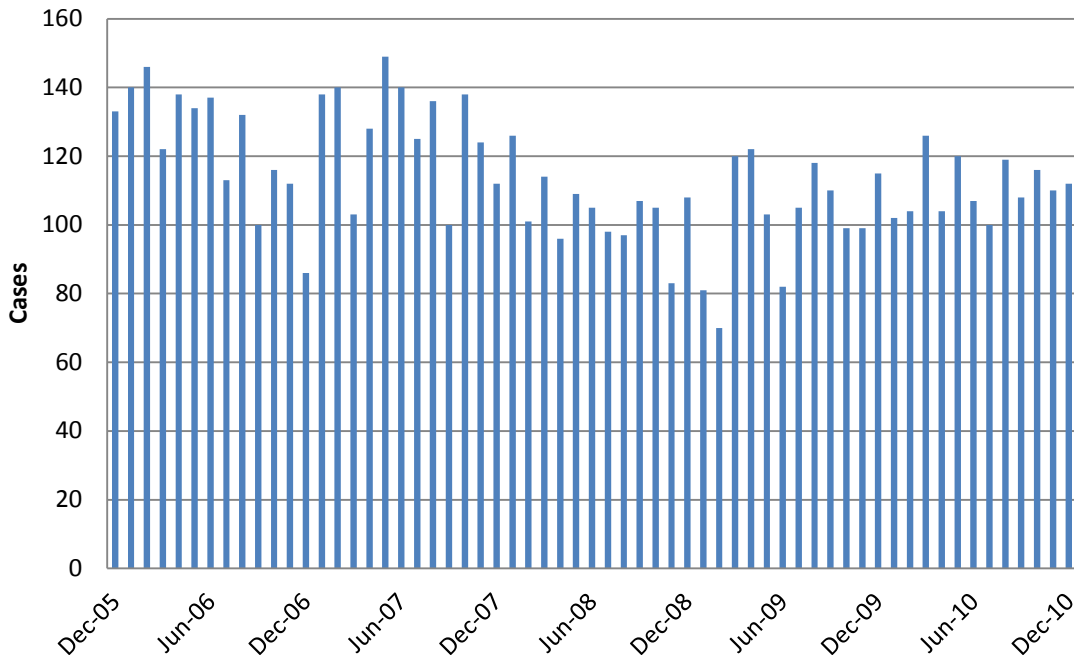
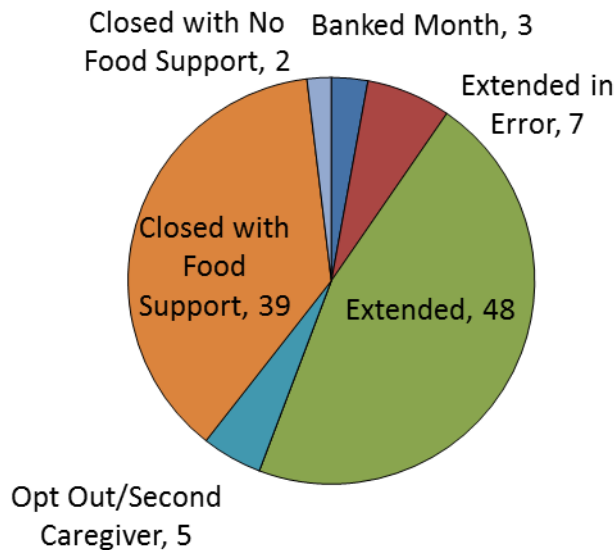


Figure 3 shows the status of these 106 cases in January 2011, the month after they reached the time limit. A case's status is not static; cases often move between eligibility reasons and ineligibility. All but one case received at least one month of Food Support or MFIP in the 6 months after reaching month 60. Six cases were in sanction during their 60th month which means they cannot ever be extended.

- In January 2011, the month after reaching the time limit, 65 cases remained open on MFIP, 48 of which were correctly extended; 41 cases were closed, 39 of which received Food Support. (Figure 3)

Figure 3. What Happened Next? Disposition of the 106 Cases that Reached the 60th Counted Month in December 2010: January 2011 Case Status



- In June 2011, 44 of the 106 cases that reached 60 counted months in December 2010 were not receiving MFIP. Of these 44 leavers, 23 had a caregiver with wages reported to Minnesota’s Unemployment Insurance (UI) system for the second quarter 2011. The average reported quarterly wages were \$1,873. (Figure 4)
- Figure 5 summarizes the month-to-month MFIP and FS eligibility of the group.
- Sixty-nine percent of the cases that reached the time limit in December 2010 received at least one month of MFIP in the next six months, with 49 percent receiving MFIP in all of the next six months. Fifty-eight percent of the cases were extended on MFIP in at least one month between January and June 2011 and 36 percent were extended in all 6 months. In addition to extensions, active 60-month cases used banked months, opened as child-only¹² or food-only, had a second caregiver with fewer than 60 months join the household, or other eligibility reasons.
- Sixty-one percent of the cases received Food Support independently of MFIP in at least one month between January and June 2011 and 28 percent received Food Support in all of these next six months.

¹² A case cannot become a child-only case just because the caregiver reached 60 counted months. Child-only cases with 60 counted months are cases where the caregiver either was in extension or reapplied after becoming ineligible for another reason, most often because of receiving SSI.

Figure 4. Six Months Later: June 2011 MFIP Eligibility Status and Second Quarter 2011 Unemployment Insurance (UI) Wages

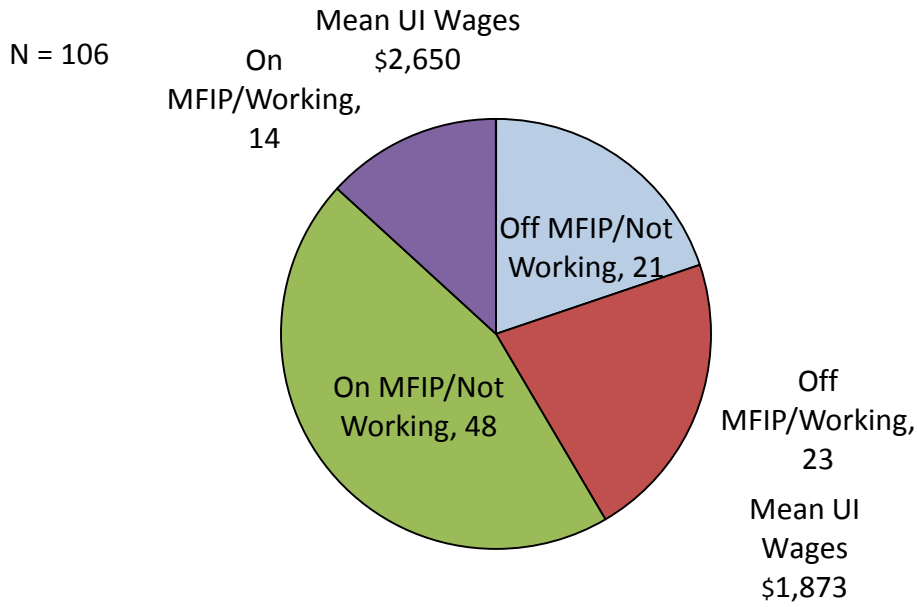


Figure 5. The First Six Months after the Time Limit: MFIP and Food Support Eligibility for Cases that Reached the 60th Counted Month in December 2010

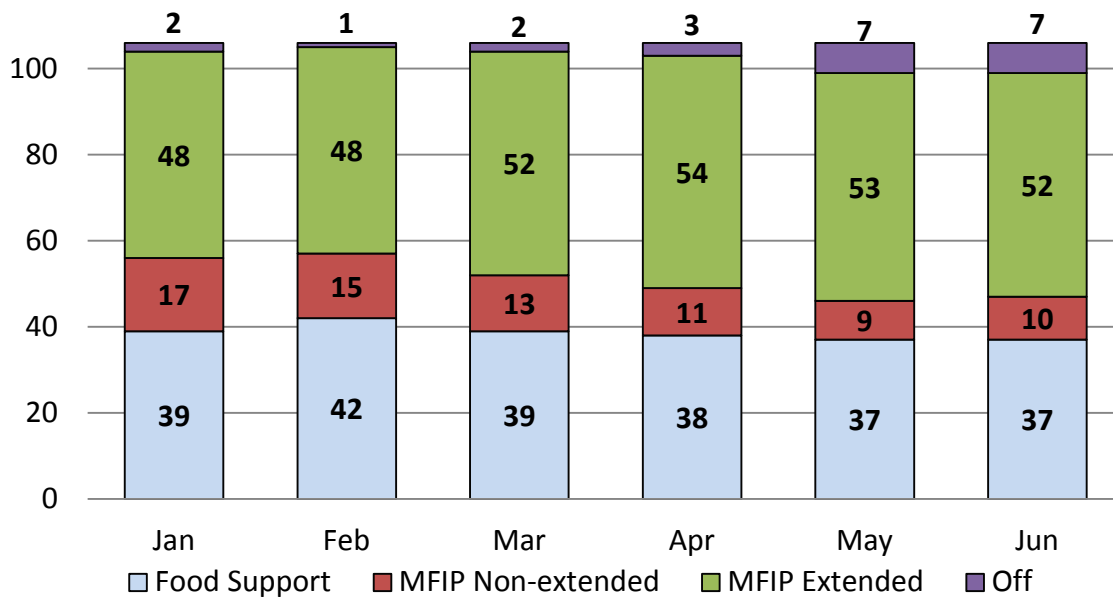


Table Definitions and Notes

Counted MFIP months are months with a MFIP cash grant that are counted toward the time limit. Counted months for a case are defined as the greater of the total number of counted eligibility months for TANF and/or MFIP between September 1996 and December 2010 of any eligible adult on the case. Minnesota started counting TANF months in July 1997, while several other states started counting earlier, some as early as September 1996. Totals in this report include time from other states.

An **eligible adult** is an adult caregiver or minor parent who personally meets MFIP eligibility requirements and receives an MFIP grant. Cases receiving a grant are known as **paid cases**; this excludes active cases suspended for the month because they have income great enough to cancel out the cash grant. This typically occurs in months with five weekly or three biweekly pay periods. Paid cases receive a cash grant and a food portion (or, in case of emergency, expedited Food Support for the month of application).

Food Support is Minnesota's name for the federal Supplemental Nutrition Assistance Program (formerly called the Food Stamp Program).

Servicing county is the county in which the case received service in December 2010.

Table 1

An MFIP case can be extended beyond the 60-month lifetime limit if a hardship that is a permitted extension criterion has been documented or there is employment of a given number of hours per month. Cases in sanction for not being in compliance with Employment Services (ES) or Child Support in month 60 can never be extended.

A child-only MFIP case is a case where the caregiver is ineligible for MFIP, but the children are eligible for a cash grant and/or food portion. The most common reasons for caregiver ineligibility are receipt of SSI, being a relative caregiver who chooses not to be on the grant, or lack of documents that prove U.S. citizenship. These months are not counted toward the time limit. A case cannot become a child-only case because the caregiver reached 60 counted months. If the caregiver has accumulated 60 months and subsequently the case meets the criteria for becoming a child-only case, then the children may be eligible for MFIP.

MFIP provides both a cash grant and a food portion; the latter may only be spent on food. As caregivers increase income, the cash grant is reduced first, sometimes leaving only a food portion. Months in which a case receives only the food portion are not counted toward the time limit.

Total income was either actual or projected December 2010 income of eligible adults and other adults whose earnings were deemed for the cases. The amount used was either verified earnings for December 2010 or zero for cases still active in February 2011 with no income reported for December 2010 (required to be reported by February 2011) or prospective

December 2010 income for new cases with retrospective data missing and for all migrant cases. Total income was gross income except for the self-employed where it was gross less expenses, with a minimum of zero, so the self-employed with no net income would not be counted as employed. Means of income and hours do not include cases with zero earnings or hours.

Table 5 and Table 5a

Data include only MFIP-eligible adults, so child-only cases were not included in this table; food-only cases were included.

Characteristics with no bearing on program eligibility often are not routinely updated after the initial application, including education, marital status, and citizenship. Thus, high school graduation and U.S. citizenship attainment may be underreported.

The coding method for race/ethnicity follows the 2000 U.S. Census methodology, with participants asked their choice (yes or no) for each of five racial categories (American Indian, Asian, black, Pacific Islander, and white) and ethnicity (Hispanic or non-Hispanic). For this report, Asian and Pacific Islander categories were combined due to small numbers of Pacific Islanders, with non-Hispanics reported by race.

The two largest immigrant groups in Minnesota are Hmong and Somali. To describe these important subgroups and compare their outcomes, Asians were subdivided into Hmong (identified by declared nationality or preferred language and race), non-Hmong Asian immigrants, and non-immigrant Asian American citizens. Blacks were subdivided into Somali (also identified by nationality or language and race), non-Somali black immigrants, and non-immigrant African American citizens.

A serious mental health diagnosis identifies eligible adults who were known to have been diagnosed with psychosis, depression, personality disorder, post-traumatic stress syndrome, or anxiety state during 2010 or during the three-year period from 2008 to 2010. Chemical dependency diagnosis identifies eligible adults who received that diagnosis (excepting tobacco) during 2010 or during the three-year period 2008 to 2010. Both of these measures may underestimate the actual number of adults with these diagnoses because only cases that received publicly paid health care that is recorded in administrative records are known. On the other hand, these diagnoses may be a secondary diagnosis and do not indicate whether treatment services were received.

Figure 3

Counted months are assigned to an individual person. An eligible adult in a two-eligible adult case, upon reaching his or her 60th counted month, can choose to **opt out** of the case if the other adult has fewer than 60 counted months or an extension reason, so the second caregiver and eligible children can continue to receive a MFIP grant.

Table 6

Food Support eligibility months exclude cases that had any MFIP-eligible household members.

Table 6, Figure 5

Employers covered by the Unemployment Insurance (UI) system (which excludes federal government, religious, temporary, and seasonal workers, and others) must report wages to the state. Employment in other states or for cash is not included in UI data. The table provides second quarter 2011 (the second quarter after cases reached month 60) wages reported for participants' jobs covered by UI in Minnesota as a measure of earnings and labor market attachment.

Averages and medians of wages do not include cases with zero dollars.