

# **A Shifting Safety Net After PRWORA? Use of Cash Assistance by Non- Citizens in Missouri**

**Cambio de Colores**

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# Background

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- PRWORA instituted new restrictions for certain categories of immigrants
- Those entering the country after August 1996 most impacted
- New requirements included five year minimum waiting period
- States have some flexibility in modifying federal regulations

# Missouri

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- Allowed to receive cash assistance
  - Non-citizens in the country prior to August 22, 1996
  - Certain groups admitted to the country after August 22, 1996
    - Refugees
    - Asylees
    - Trafficking victims
- Ranked among top quarter of states for providing an extensive safety net for non-citizens (Brookings Institute, 1999)

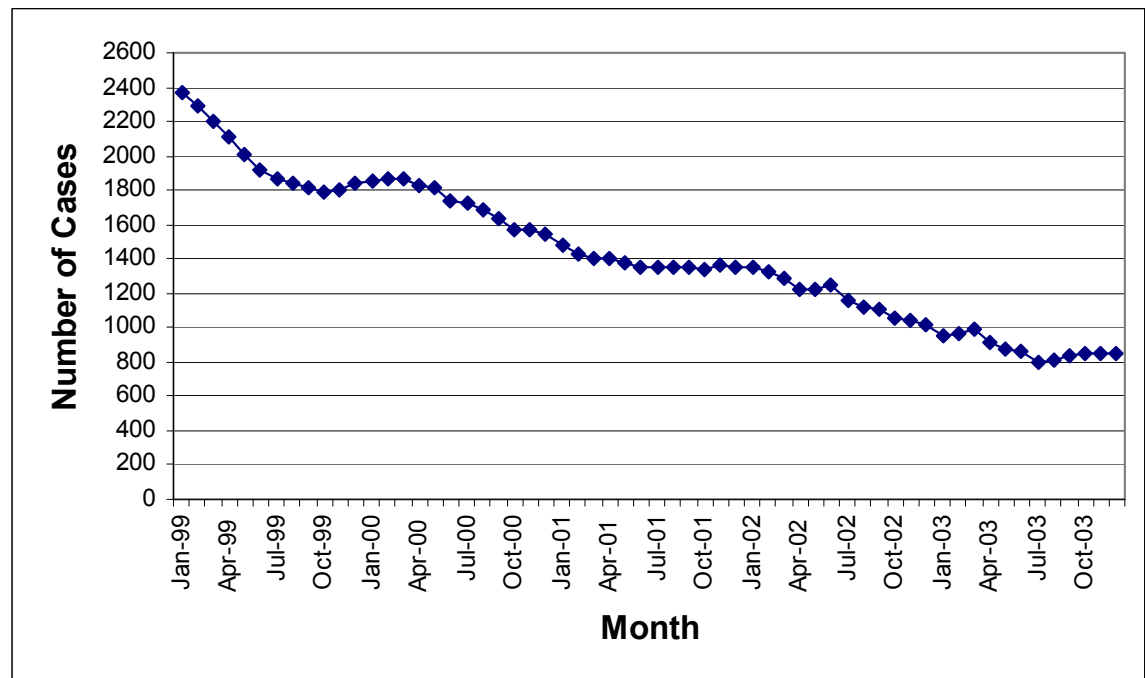
# Data

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- Income maintenance administrative data
  - Missouri Department of Social Services
  - January 1999 – December 2003
  - Non-citizen case
    - Head of household is not a citizen regardless of others on the case
    - Many cases include other family members, primarily children, who are citizens

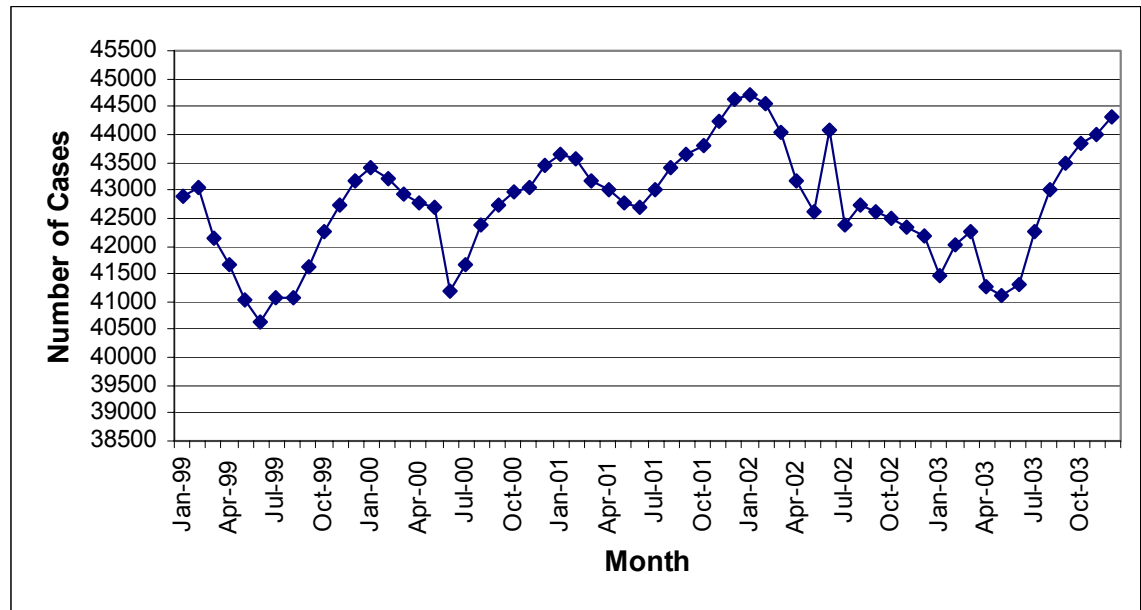
# Non-citizen Cases Clearly Declined Over The Time Period

- 2,365 cases in January 1999 to 849 cases in December 2003
- From 5.5% in January 1999 to 2% in December 2003
- Nationally, 10% of TANF recipients were non-citizens (Tumlin & Zimmermann, 2003)



# Citizen Cases Erratic But Increased Slightly

- No pattern over time
- Number of cases has increased by 4% since January 1999



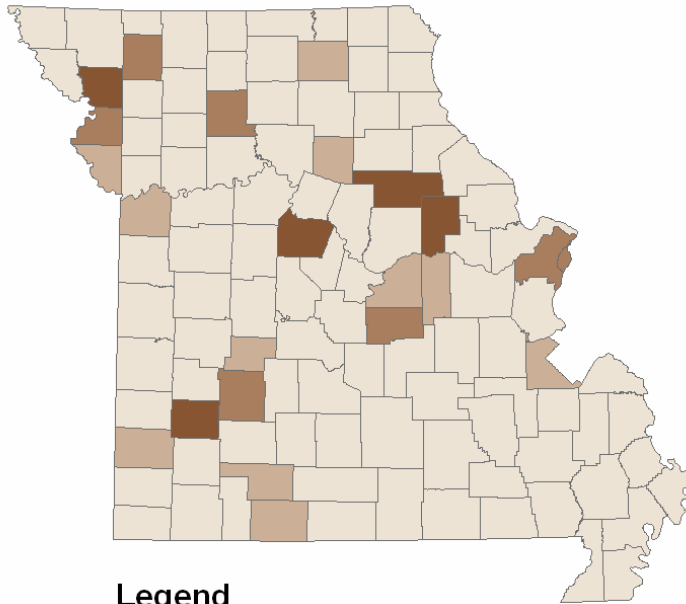
# Geographic Variation

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- Non-citizen cases concentrated in a few counties in Missouri
- Highest ranking counties by percent of non-citizen cases are:
  - Predominately rural counties
  - Experiencing new influxes of migration
  - Have small TANF loads
  - Exceptions are St. Louis City (which may be Bosnian immigrants) and parts of Kansas City metropolitan area in 2004

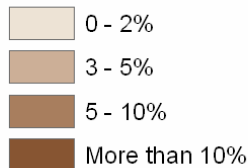
# Percentage of Non-Citizen Caseload by County

1999



Legend

Percent of the caseload

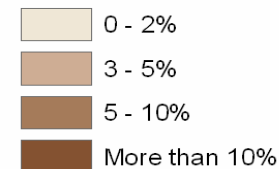


2003



Legend

Percent of the caseload





# Geographic Variation

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- By 2003, only Dade county had more than 10% of caseload classified as non-citizen
- Only one other county had a level between 5% and 10%
  - Osage

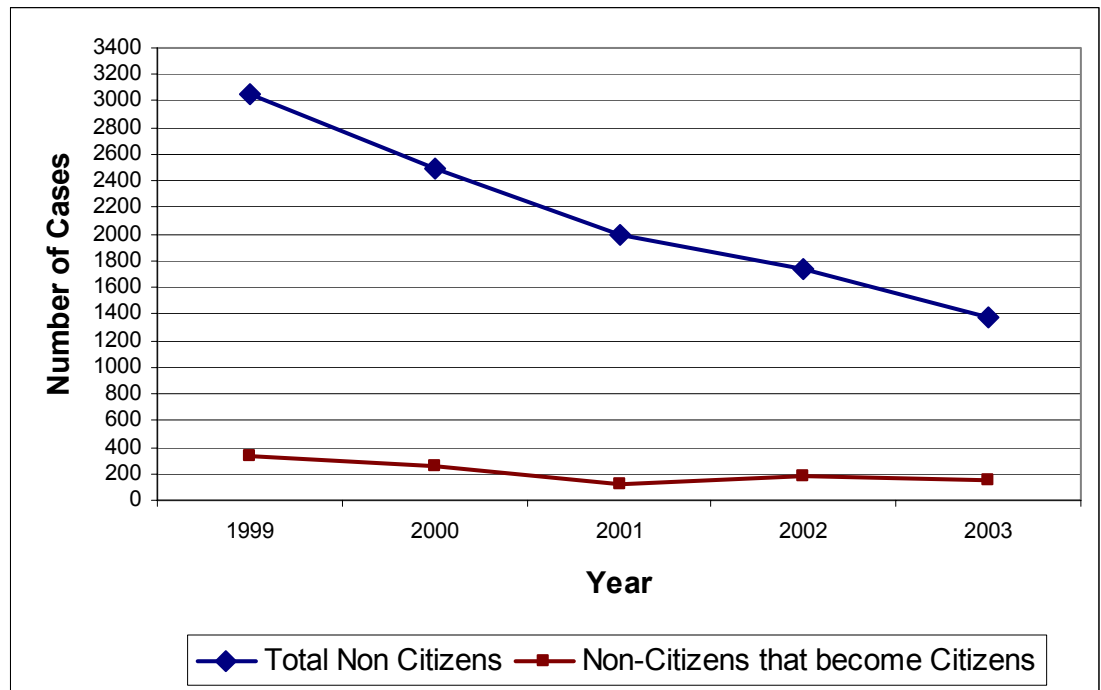
# Why the Sharp Declines?

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- Fewer non-citizens could be applying for assistance
  - No longer eligible or perceive eligibility status has changed
- Changes in naturalization status
  - National declines have been attributed to changes in naturalization status (Van Hook, 2003)

# Some Non-citizens are Becoming Citizens

- Assume this reflects naturalization
- Percent of cases shifting status is fairly constant at around 10%



# Demographic Snapshot

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- Typical non-citizen and citizen cases at two points in time
- July 1999 & July 2003
- Limits on the type of information collected in the income maintenance files

# Demographic Snapshot

	July 1999		July 2003	
	<i>Citizen Cases</i>	<i>Non-citizen Cases</i>	<i>Citizen Cases</i>	<i>Non-citizen Cases</i>
Mean age of the head of household	24.5	25.8	21.9	25.7
Percentage of head of households less than 25 years of age	56%	52%	66%	51%
Percentage of head of households between 26 - 40 years of age	37%	37%	28%	34%
Percentage of head of households over 41 years of age	8%	11%	6%	15%
Mean size of household	2.79	3.03	2.47	2.90
Percent of cases open at least 3 years <sup>[1]</sup>	74%	69%	83%	69%

[1] The length of time a case is open is based on the start date in the file. We are using only a snapshot view and have not taken account of censoring with this variable.

# Demographic Snapshot

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- Non-citizen cases
  - Head of household slightly older
  - Slightly more people on the case
  - Smaller percentage of cases consecutively receiving TANF for at least three years
- Overall, few differences exist

# Conclusion

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- Despite relatively good access for non-citizens, they comprise a small percentage of the total caseload
  - Not directly comparable but much lower percentage than found in neighboring states
    - Minnesota – 12 to 17% of cases contained non-citizens (Hirasuna, 2003)
  - Cases have declined substantially over the time period in terms of raw numbers and relative to cases headed by citizens