

minutely on the details of the design of work incentives rather than on the program's function as a safety net; it is not often noted, for example, that fewer than half the families eligible for money and job training actually receive any, a shocking contrast with the participation rate of 80 percent that prevailed in the mid-1990s. A combination of deft government incentives and a strong economy may have reduced overall poverty. But the people at the very bottom are being forgotten.



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