



Family Employment Program (FEP) Redesign Study of Utah 2012: Wave 1



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EXECUTIVE SUMMARY

This past year, 2012, marked the 20 year anniversary of President Bill Clinton's often quoted 1992 election promise to "end welfare as we know it" while Fall 2012, also marked the 16th anniversary of the implementation of the Temporary Assistance to Needy Families (TANF) policy. Over the course of the past 16 years, the average national TANF caseload declined by 50% while the purchasing power of the TANF benefit has declined by more than 20% in 34 states with Utah's seeing only a 16% decline in the same period (Finch & Schott, 2011; Loprest, 2012;).

The recent recession has led many to explore the effects of changes in welfare policy and evaluate how well the policies have served the purposes outlined in the original TANF legislation, especially during the recessionary period. Historically, much of welfare research has focused on TANF recipients themselves. More recent research has focused on evaluating the effectiveness of various TANF components such as education and skills training and job placement intermediaries.

Over the years, Utah's Department of Workforce Services (DWS) has kept pace with national trends, expanding its research agenda to include the general Family Employment Program (FEP) population. Data gathered from the FEP Study of Utah (2006) provided a profile of all FEP customers and informed an extensive FEP "redesign." The purpose of this study is to provide updated information regarding customers accessing FEP services and to evaluate the effectiveness of the programs and services introduced in the FEP redesign.

Study participants were selected and interviewed following the same methodology used in previous studies. Study participants were randomly selected from a statewide pool of current FEP recipients who 1) have received between 2 and 9 months of cash assistance in Utah since Jan. 1997, 2) were in a FEP category requiring participation, and 3) had an open cash assistance case. A total of 1641 FEP participants were eligible for the study and 1075 were interviewed, a 65.2% response rate. Interviews were conducted from August 2011 to June 2012 and were done face-to-face by trained interviewers. A significant portion of the sample (16%) became ineligible for the study prior to interview as their cash assistance closed for Activity Review.

Comparisons were made between respondents in the FEP 2006 ($N = 1144$) and the Redesign 2012 samples reveal very few differences relative to overall demographics, skills, employment barriers and attitudes toward welfare and work. The one area of exception was the proportion of males in the Redesign 2012 sample which rose from 6% to 13%.

The impact of the recent recession was seen in lower rates of both "current" and "recent" employment. Unemployed respondents were more likely to report "lack of good job available" and "being laid off" as the main reasons for job loss. The recession affected customer's access to other resources as spouses/partners and other family members were unable to provide additional supports due to recession related income loss. This was accompanied by an increased reliance on community resources for basic necessities.

The FEP 2006 study reveals the FEP population to be very diverse and in need of a range of services, especially programs focused on supporting activities for getting a job. When asked about readiness for employment, 40.1% of respondents indicated they were completely ready and available for full time work. The Work Success program, where implemented and effectively supported, provided a range of employment focused services that greatly assisted customers in improving job seeking skills and reattaching to the work force. In general, Work Success participants were very pleased with the program. As in the FEP 2006 sample, those with higher skill levels continued to express frustration that DWS workers and job listings seem to only have information and access to low wage, low skill employment opportunities.

One important area of diversity among FEP respondents included the range of computer skills customers bring to the program. Those with higher skills were frustrated by the lack of functionality in DWS systems and often felt held back as DWS workers helped the less skilled try to understand. Those with fewer skills were intimidated by basic activities and were embarrassed to keep asking for help and holding back group process due to their lack of understanding. Assistance in this area will improve outcomes for customers not only in FEP but in many areas of society where computer skills are essential.

The findings of the Redesign 2012 Study support the current DWS information regarding the customers it serves. The changes initiated in the FEP Redesign, while still in need of fine tuning (including improvements in correcting system issues) are moving in the right direction. With training for those who need it, My Case and online job search continue to make DWS activities more accessible. Work Success is serving those ready to move into employment and gives encouragement and hope to those who did not believe such a step was within their grasp.

While programs and services improve, employment counselors continue to serve a vital purpose in getting to know customers so that these activities are made available in a manner and at a time when the customer is capable of taking full advantage of all it has to offer. Conducting quality, appropriate assessments focused on identifying strengths and needs continues to be a vital key in creating successful outcomes verses just closing cases.

A key element in creating success involves customer – DWS partnerships that encourage the customer to plan, not just for today, but for a future career. To assist in this process, employment counselor role definitions and subsequent training will need to be evaluated to assure these activities align with broader agency goals. Becoming career focused may involve reevaluating the role of education and training as critical tools in assisting customers in obtaining more permanent self-sufficiency.

In the next wave of interviews, Redesign 2013, attention will be paid to the response of the caseload as the economy continues to change. One specific area includes the impact of the new Activity Review process. Another area involves an evaluation of job retention activities. Career development begins with maintaining employment. Has FEP redesign been successful in doing more than closing cases but actually assisting customers in moving toward a time when they will no longer need any DWS financial services?" This was the original goal. Future research will help determine how close DWS had come to this goal.

KEY FINDINGS

1. In general the demographic, skills, barrier, and attitude profiles of the Redesign 2012 sample were very similar to that found in the FEP 2006 profile. The one area of exception was the proportion of males in the Redesign 2012 sample which rose from 6% to 13%.
2. The impact of the recent recession was recognized as having a significant impact on employment outcomes, on reasons leading to cash assistance, and to some extent on the profile of customers accessing cash assistance. The recession effected customer's access to other resources as spouses/partners and other family members were unable to provide additional supports due to recession related income loss.
3. The Work Success program, where implemented and effectively supported, provided a range of employment focused services that greatly assisted customers in improving job seeking skills and reattaching to the work force. Those with higher skill levels continue to be frustrated that DWS workers seem to only have knowledge of and access to low wage, low skill employment opportunities. Providing assistance with career counseling was typically not viewed as a priority for DWS nor a skill set that employment counselors could offer as a resource.
4. Customers were significantly less likely to feel their views were considered when making their employment plan than in the past. The greatest area of frustration focused on DWS' lack of support for education and training activities. Most customers felt that some combination of school and employment was the best option for them in moving toward caring for their family long term.
5. Of those chosen to be included in the random sample nearly 16% of cases were closed due to activity review prior to having completed the study protocol or being interviewed. This was typically in just the second month of study eligibility.
6. The study population was diverse in many ways. One area significant to FEP Redesign changes included the range of computer skills. Those with higher skills were frustrated by the lack of functionality in DWS systems and often felt held back as DWS workers helped the less skilled try to understand. Those with fewer skills were intimidated by basic activities such as accessing MyCase and were embarrassed to keep asking for help and holding back group progress due to their lack of understanding.
7. At the time of the interview 40.1% of customers indicated they were both ready and available for full time employment. The percentage of respondents consistently expressing a preference to be employed outside the home (43.7%) was higher than those who preferred to be a stay at home parent (35.9%).
8. Study respondents continue to carry many of the extremely negative social stereotypes of "welfare moms." The depth of shame around needing assistance was expressed in a variety of ways and was a significant barrier to engagement in DWS activities as well as in the study itself. Study participants often resisted the negative stereotypes by either naming themselves as the exception to the norm, or expressing a new understanding of the population whose ranks they had joined.

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FAMILY EMPLOYMENT PROGRAM (FEP) REDESIGN STUDY OF UTAH 2012: WAVE 1

INTRODUCTION TO THE STUDY

This past year, 2012, marked the 20 year anniversary of President Bill Clinton's often quoted 1992 election promise to "end welfare as we know it." Fall 2012, also marked the 16th anniversary of the implementation of the Temporary Assistance to Needy Families (TANF) policy as defined in the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996. Although this act expired in 2011, continuing resolutions have extended the TANF program with no change to policy or funding levels, setting the context for the current study.

TANF Policy in Today's World

Over the course of the past 16 years, the average national TANF caseload declined by 50% from 3.94 million to 1.95 million families (adults and children). Decreases by state ranged from 25% - 80% (Utah = 44.3%). The TANF take-up rate (the percentage of eligible families receiving assistance) has gone down continuously since 1996 and dropped as low as 36% in 2007 (Loprest, 2012). Based on data from the American Communities Study in 2009, only 19% of families with cash income below the federal poverty line (FPL) were receiving cash assistance (Zedlewski, Loprest, & Huber, 2011). Nationally, as well as in Utah, over half of TANF cases are now "child only" with no adult in the household receiving cash assistance. This is compared to only 20% child only cases in 1997 (Loprest, 2012).

In addition to the reduction in TANF recipients, the purchasing power of the TANF benefit has declined by more than 20% in 34 states. Utah's fair slightly better than most as the purchasing power of FEP cash assistance has declined only 16% in the same period. In all 50 states TANF benefits alone fall below 50% of the federal poverty line (FPL) and below 30% of the FPL in most states. For a family of three, Utah FEP benefits in 2011 were 32.3% of the FPL, 63% if food stamps are included (Finch & Schott, 2011).

Other reasons for the decreased utilization include increased access to other benefits (such as unemployment benefits and the Earned Income Tax Credit), program access barriers discouraging application, influences from the broader political atmosphere, and shifts in the attitudes of participants themselves (Zedlewski, Loprest, & Huber, 2011). Some suggest, that the intensive (some would say exclusive) focus on employment discourages those experiencing employment barriers from even applying. Research consistently shows that as a recipients employment barriers increase the likelihood of employment decreases (Bloom, Loprest & Zedlewski, 2011). However, it has also been shown that prior to 2006 in Utah there was also a positive correlation between the number of months on assistance and the number of barriers to employment. This is, people were receiving assistance as part of overcoming employment barriers. This relationship generally no longer exists (Vogel-Ferguson, 2008).

The recent recession has led many to step back and explore the effects of changes in welfare policy and evaluate how well the policies have served the purposes outlined in the original TANF legislation, especially during the recessionary period. The ability of the TANF program to fulfill its original purposes has been questioned by some as caseloads have

remained relatively low even with the advent of a severe recession. In fact, between 2007 and 2010 caseloads dropped in 13 states and rose by 7% or less in 10 others. In Utah, the rise was just 11% during this period (Zedlewski, Loprest, & Huber, 2011).

Zedlewski, Loprest, & Huber (2011) note that, "Since the start of the recession in 2007 through 2010, the unemployment rate increased by 88% while national TANF caseloads increased by only 14 percent" (p.1). In Utah, the change in this same period has been even more drastic as unemployment has increased by 150%, yet TANF enrollment has increased by only 11% (U.S. DHHS - Administration for Children & Families, 2010; United States Bureau of Labor Statistics, 2010). Lower levels of TANF receipt and higher rates of unemployment have led to more "disconnected" families – that is people with neither work nor cash assistance benefits (Loprest, 2012). How is the program meeting the needs of families in these challenging economic times?

To improve the TANF program for participants and to ensure that the program remains relevant and beneficial to families in need, over the course of the last several years state governments have been experimenting with various programmatic elements and increasing access to additional supportive services (Zedlewski, 2012). Additionally, researchers have begun to explore various components of the TANF program to determine why fewer families are enrolling in the program, even in periods of economic recession (Loprest, 2012).

To secure funding in the future, it is imperative that the effectiveness of the TANF program, the needs of the target population, and any possible areas of improvement are thoroughly identified and evaluated. Zedlewski, Loprest, & Huber (2011) sum up this need succinctly, "The TANF program is overdue for a serious review of its effectiveness during economic downturns. TANF has a strong work message that has functioned well during periods when jobs are available; it should have a countercyclical component as well" (p. 4).

TANF Research

Historically, much of welfare research has focused on TANF recipients themselves. Some have suggested, however, that it is equally important to learn about their experiences within the TANF system and the particular supports leading to employment and self-sufficiency. Elements such as social supports (Sansone, 1998), quality of life (Hollar, 2003) and the relationship with the caseworker (Danziger, Kalil, & Anderson, 2000) are potentially as significant as commonly evaluated measures such as employment history and education level. Three studies which attempted to address both caseload composition and system issues include The Women's Employment Study (Danziger, et al., 2000), the TANF Caseload Project (Kovac, et al., 2002), and Colorado Works (Cuiciti, Applebaum, & Badar, 2003). These studies form an excellent foundation for similar studies, allowing for cross-state comparisons as data became available.

More recent research has focused on evaluating the effectiveness of various TANF components such as education and skills training and job placement intermediaries. Hamilton (2012) suggests, "promising programmatic tools have been highlighted by research findings, and that many of these tools may be applicable to programs regardless of focus" (p. 1). Further, Zedlewski (2012) suggests that, based on recent research findings, streamlining programs at the state and local levels would be beneficial.

Supporting such programs is a plethora of evidence documenting the significant increases in earning potential associated with each additional year of education – especially post secondary education. Unemployment rates are also higher for women with less education as shown in 2010 where the unemployment rate for women with no HSD was 14.6% versus only 4.7% for women with a bachelor's degree (United States Bureau of Labor Statistics, 2010). However less is known regarding how to best facilitate access to education and training for low-income adults especially TANF recipients facing multiple competing demands.

While many low-income individuals face barriers to post secondary education such as affordability and lack of appropriate preparation in their K – 12 training, TANF recipients often face additional challenges such as not having a high school diploma or GED and balancing parenting, school and agency requirements to engage in substantial hours in work activities while attending school (Hamilton & Scrivener, 2012). This combination of employment and work activities is important, yet differences in employment patterns by gender need to be considered. A recent Department of Labor report shows that women are nearly twice as likely as men to work part time (27% for women and 13% for men). This has become more significant as men comprised nearly 15% of the TANF adult population in 2010 (Loprest, March 2012).

Local Environment & Current Research Efforts

Over the years, Utah's Department of Workforce Services (DWS) has kept pace with national trends, expanding its research agenda to include an exploration of the general FEP population. DWS has invested in this research to better understand the composition, needs, and attitudes of its "customers." In the Fall of 2005, the Social Research Institute of the University of Utah's College of Social Work partnered with Utah's Department of Workforce Services to conduct the initial study of new entrants onto FEP.

Data gathered from wave 1 of the FEP Study of Utah (2006) provided a complete profile of all customers receiving FEP services, regardless of length of stay. Second and third year follow-ups provided longitudinal data showing how quickly most customers exit the FEP program. Analysis of customer education and work history indicated a more highly skilled FEP population than previously perceived. Customer attitudes towards DWS workers were generally positive. The greatest frustration focused on lack of assistance in actually moving back into work!

Based on the finding of the FEP Study of Utah, as well as worker and administration input, the FEP program went through an extensive "redesign" process. During this time new programs such as "Work Success" were introduced, employment retention activities were renewed, and assessment and sanctioning processes were streamlined. At the same time online access to DWS applications and services were introduced and refined. Once all elements of FEP redesign were fully functioning, SRI was again contracted to conduct the FEP Redesign Study of Utah. Using identical sampling, data collection and analysis methods, the purpose of this longitudinal study is to provide updated information regarding basic demographics, attitudes, employment supports and barriers, and experiences with DWS personnel and programs.

METHOD

The first wave of the FEP Redesign Study of Utah was conducted using protocols in place for all previous FEP studies completed by the SRI for the DWS since 1997. These methods were based on extensive research by others who have conducted studies with similar populations (Mainieri and Danziger, 2001). Using identical methods of data collection was intentional for comparison purposes across previous DWS and national studies.

Respondents

Study participants for Wave 1 were randomly selected monthly from the statewide pool FEP recipients meeting the following four criteria:

- 1) received between 2 and 9 months of TANF cash assistance in Utah;
- 2) in a FEP category requiring participation in an employment plan;
- 3) currently receiving cash assistance in the month of the interview.

Due to challenges in comparability of cultural experiences and translation capacity, all FEP participants with refugee status were eliminated from the sample prior to selecting the random sample. Participant selection occurred on a monthly basis between August 2011 and May 2012. The goal was to achieve a sample of approximately 1000 FEP participants in the first year of this longitudinal study. Achieving this goal was made more challenging as cash assistance cases were closing more quickly due to the new "Activity Review" sanctioning process. The records of potential participants from previous months who were not already interviewed were reviewed each month and removed from the sample if the FEP activity had closed.

Data Collection

DWS customers agree to being contacted for participation in research conducted by the University of Utah when signing the application for services. If chosen as part of the random sample, potential respondents were sent a letter informing them of the study and inviting them to call a toll free number to schedule an appointment. The letter also explained the purpose of the study, the potential benefits and compensation provided in appreciation for their time and participation. Additional steps including phone calls, home visits, and verifying contact information were followed to determine each potential respondent's interest in participation. If at any time a potential participant indicated they were not interested in participating, the name was removed from the list. Participation was voluntary and all names of potential and actual respondents were kept strictly confidential thus participation or non-participation had no effect on reception of public benefits.

For those expressing interest in completing the study, a date, time and location for the interview was arranged at the participants' convenience. All interviews were conducted in-person, and, in the majority of cases, were completed in the respondent's current residence. Interviews averaged 74 minutes (range 30 – 180) in length and were conducted by a team of eight interviewers between August 2011 and June 2012. All interviewers had social work experience and received extensive initial and ongoing training throughout the data collection process. This ongoing training and quality review process was used to improve consistency in the data.

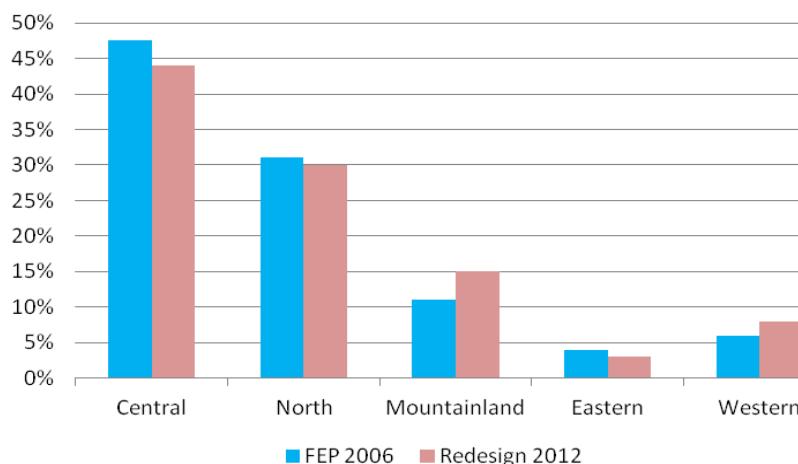
Once the informed consent document was reviewed and signed, respondents simply answered questions and the interviewer recorded the information. If they were interested, respondents could follow along as the data were collected. Interview questions covered a wide variety of areas (See Appendix A) and respondents could refuse to answer any question at any time with no penalty. While rural areas were visited less frequently, every effort was made to follow a consistent protocol throughout the state. All respondents were compensated for their time.

FINDINGS

Study Sample

Based on the study criteria, a total of 1641 FEP participants were found eligible for the study. Of this group, 1075 FEP recipients were interviewed for the study resulting in a 65.2% response rate, nearly identical to the FEP 2006 study. Figure 1 provides a profile of the sample by Region¹. The distribution of the sample in both the current study and the FEP 2006 study is very similar to distribution of FEP cases within the state as a whole.

Figure 1: Regional Distribution



Non-Respondents

A total of 1641 people qualified for and remained eligible for the study. While 1075 individuals participated in the study, 380 (23.1%) indicated they were not interested, 147 (8.9%) never responded, 33 (2.0%) had already moved out of state and 6 (0.6%) could not be located. Administrative data were used to explore potential differences between respondents and non-respondents. Information regarding demographics and some factors potentially relevant to employment were obtained using the assessment screens completed by employment counselors (See Appendix B). The profile of non-respondents was very similar to that of survey respondents; however the large percentage of missing data regarding education and race make interpretation difficult. Similarities in the regional distribution supports the representativeness of the study population.

¹ It is recognized that DWS no longer uses the regional structure to define geographic areas. Regions are referenced here only for purposes of comparison with the previous study.

Sample Comparisons: Redesign 2012 and FEP 2006

As noted above, one of the main purposes of the current study is to explore how changes in the DWS menu and delivery of services have impacted program participants. Data from both studies will be presented throughout this report to assist in drawing conclusions regarding the impact of the new program components.

Within Group Comparisons: Region, Gender, Work History, Education Level, Public Assistance (PA) History

As with the FEP 2006 study, the possibilities for comparisons between different groups within this large data base are almost limitless. Areas such as education, work history, physical and mental health issues, are often discussed as factors contributing to various outcomes among welfare recipients. Since these data have been gathered primarily for use by DWS management, agency policy makers were asked to identify groupings which would be most helpful. Given this focus, analysis of study data will again include comparisons between DWS regions, participant gender, employment history (defined by whether the respondent has worked more or less than half the time since age 16), educational background (whether or not a person has a high school diploma or GED), and whether or not the respondent remembers any parental use of public assistance programs. Differences in these areas will be noted throughout this report and significant findings noted in Appendix C.

DEMOGRAPHIC CHARACTERISTICS

As in 2006, the data gathered in this study present a snapshot of FEP participants as they enter cash assistance, most for the first time. This section presents a profile of the cohort including demographics, household composition, children and overall financial picture. A brief report on family background and personal history is also included to better understand the population in historical context.

Respondent Profile

The demographic characteristics of study respondents (Table 1) in the two studies are nearly identical. The only area of significant difference is the portion of males in the Redesign population. This difference has the potential to affect study outcomes in several ways as males and females are significantly different in areas relevant to FEP programming and goals (See Appendix C: Table 1). Males in the study were significantly older, were *more* likely to have been married, have a strong work history, have received unemployment benefits, have reading or writing problems, report a criminal record that effects work and have applied for FEP due to losing their own job. They were also *less* likely to report physical and mental health problems, to feel comfortable using the computer, and to have experienced physical and sexual abuse.

The marital status of FEP participants continues to be significantly different in Utah as the percentage of single, never married respondents is nearly 30% lower than the national average. In this sample (and Utah's FEP statistics as reported to ACF) the divorced and separated status' were significantly higher than national averages for TANF recipients (Office of Family Assistance, 2010). The "separated" group was divided into two groups -

Table 1: Respondent Demographics

Personal Characteristics	Redesign 2012 N = 1075	FEP 2006 N = 1144
Age*	29.5 years Range: 17 - 59	28.5 years Range: 17 - 60
Gender*	Female Male	934 (87%) 141 (13%) 1075 (94%) 69 (6%)
Race/Ethnicity:	White (non-Hispanic) Hispanic Black (non-Hispanic) Asian - Pacific Islander Native American Other Mixed Race	727 (67.6%) 210 (19.5%) 41 (3.8%) 33 (3.1%) 22 (2.0%) -0- 42 (3.9%) 810 (70.8%) 161 (14.1%) 46 (4.0%) 34 (3.0%) 47 (4.1%) 2 (0.2%) 41 (3.6%)
Marital Status	Single - never married Separated Dividing the “separated” group: Still working on it - Permanent Separation - Divorced Married Widowed Other	480 (44.7%) 252 (23.4%) 45 (4.2%) 207 (19.3%) 235 (21.9%) 102 (9.5%) 9 (0.6%) - 0 - 480 (42.0%) 287 (25.1%) 43 (3.8%) 242 (21.6%) 267 (23.3%) 101 (8.8%) 8 (0.7%) 1 (0.1%)
Relationship Status - single vs. couples	Single Adult Household Two Adult Household: Married Separated but working on it Domestic Partnership	803 (74.7%) 272 (25.3%) 102 (9.5%) 45 (4.2%) 125 (11.6%) 867 (75.8%) 277 (24.2%) 101 (8%) 43 (3.8%) 133 (11.6%)

* $p < .05$

temporary and permanent separation. It is not uncommon for those who reported permanent separation lack a divorce simply due to financial constraints. Marital status was also significantly different by region as Mountainland had the lowest portion of single never married respondents (26.2%) while Central had the highest with 45.6% ($p < .001$).

Household Composition

The size of the household (excluding the respondent) in which respondents lived varied from 0 to 14, and averaged 3 persons. There were 313 (29.1%) respondents living with at least one parent and 148 (13.8%) living with both parents. Similar to 2006, there were 195 (18.1%) respondents living with a spouse or partner. However, the portion of respondents residing with only their own children and no other adult was significantly lower, 34.0% in 2012 as compared to 40.4% in 2006.

Children

By definition, all FEP participants are required to have a child living in the home, or be in the third trimester of pregnancy. Table 2 presents data regarding child bearing. While a similar portion of respondents in the two studies were pregnant, significantly more Redesign 2012 respondents (64) qualified for FEP due to being in the third trimester of pregnancy and no other children with them. This was true of only 14 respondents in 2006. The Redesign sample also presents a drop of just over 10% in the portion of respondents who report being a teen when their first child was born.

Table 2: Child Bearing

	Redesign 2012 N = 1075	FEP 2006 N = 1144
Age became pregnant with first child	21 yrs (range 10 - 47)	20 yrs (range 8 - 43)
Respondent was a teen (under 20) when first child born	495 (46.2%)	648 (56.6%)
Respondent's mother was a teen when first child born	514 (49.0%)	558 (50.2%)
Client was married when first child was born	352 (34.1%)	401 (35.0%)
Currently pregnant*	115 (11.2%)	101 (9.0%)
High risk pregnancy	42 (36.8%)	35 (34.7%)
Pregnant, in third trimester, no other children in home	64 (6.0%)	19 (1.7%)

*Male respondents with no current spouse or partner were excluded from this question

As shown in Table 3, the FEP 2006 study represented the experiences of 1,938 children, while the Redesign study represents 1,754 children. Just over 97% of the children were the biological children of the respondent. The percentage of children living with both parents was 1.6% higher for the Redesign sample. Most children in both studies did have health insurance. A lack of coverage was typically due to challenges with the application process. Health coverage was especially important for the children (17.3%) who have physical, mental, learning or behavior problems that limit their regular activities. When children have such significant issues respondents often (42%) reported these issues as a factor in prohibited employment or causing job loss.

Only one third of the children has ever had child support paid on their behalf. Respondents were asked to report on why they believed they had never received child support for their child/children. Because many respondents were new cash assistance recipients, it is not surprising that about 13% (143) reported they were still in the process of filing with ORS. A similar number (142) reported that the other parent was not working and thus no support was available. Others reported they were not able to locate the other parent (79), or the other parent was in prison/jail (77). Some respondents indicated they were still married to or "with" the other parent and did not want to pursue child support (65). Some absent parents had moved out of the country and could not be pursued beyond the border (43), while others were in legal custody battles in which child support and

Table 3: Individual Children in Samples

Total number of children in sample	Redesign 2012 N = 1,754	FEP 2006 N = 1,938
Child has health, mental health, learning, behavior or other special needs that limit their regular activities	304 (17.3%)	307 (15.8%)
Child has problems so severe it caused the respondent to lose or not be able to seek employment	127 (11.8%)	145 (7.5%)
“Other parent” of the child living in the home	188 (10.7%)	179 (9.0%)
Of children where other parent <i>does not</i> live in the home: Child <i>has</i> contact with other parent	1023 (58.3%)	1081 (55.8%)
Primary form of health insurance for children		
Medicaid	1610 (91.8%)	1740 (89.8%)
CHIP	23 (1.3%)	18 (0.9%)
Private	100 (5.7%)	141 (7.0%)
None	23 (1.3%)	27 (1.4%)
Has provided required information to ORS (N = 1,566)	1437 (91.8%)	
Have you ever received child support for this child?	516 (33.0%)	
Receives “unofficial” child support?	333 (21.7%)	
Has received both official and unofficial child support	85 (5.4%)	

sometimes paternity had not yet been determined (65). There were also some who really didn't know why the other parent was not paying just that they “didn't want to” (59).

Not all minor children of study participants live with them. In fact, 244 children of Redesign 2012 participants and 298 children of FEP 2006 participants were living elsewhere. Figure 2 presents data reflecting the reasons why each of these children were not living with the study participant. The Redesign sample had a higher proportion of children who were living with the other parent. More respondents in this sample reported shared custody of children. This affects program benefits as a FEP participant can only receive benefits for a child living with them 50% of the time or more. When shared custody orders call for a 50-50 split in time between parents, the parent who applies first for cash assistance (and qualified in all other ways) is granted the benefit.

Figure 2: Reasons for child not in home

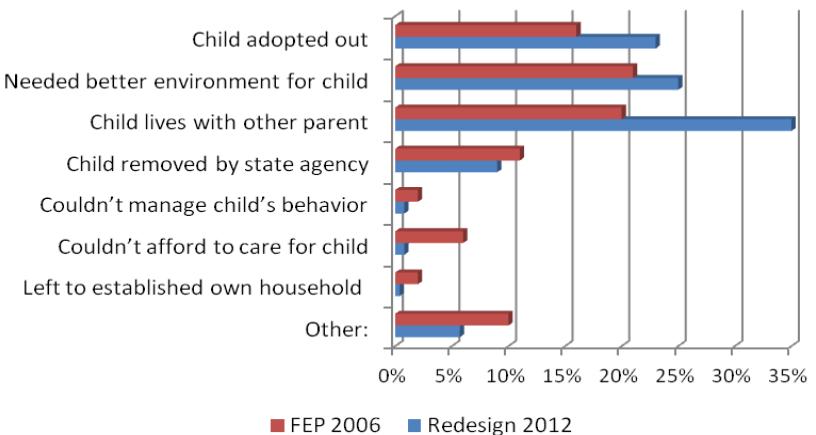


Table 4 provides child data by family. There were few differences between studies in this area. One significant difference was the percentage of respondents who only qualified for FEP because they were in their third trimester. The tighter job market in 2012 could certainly have affected the ability for someone so far along to be able to obtain employment. There were also more children living with their other parent typically due to shared custody agreements between the parents.

Table 4: Children by Family

	Redesign 2012 N = 1075	FEP 2006 N = 1144
Average # of children total	2.1	2.1
Average # of children on cash assistance case	1.6	1.7
Youngest child under 6	730 (67.9%)	848 (74.1%)
No child under 6	281 (26.1%)	277 (24.2%)
No child in home - respondent in third trimester	64 (6.0%)	19 (1.7%)
Respondent has at least one child with health, mental health, learning, behavior or other special needs that limit the child's regular activities	251 (23.3%)	253 (22.0%)
Respondent has one or more children with problems so severe it caused job lose or inability to seek work	112 (10.4%)	122 (10.7%)
Clients with child under 18 not in home	166 (15.4%)	189 (16.5%)

Financial Profile

While all respondents were receiving cash assistance at the time of the interview, the benefit level is meant to *supplement* other income sources. Recipients typically piece together several sources of income to make ends meet. Table 5 reports the most common sources of *regular* income received in the previous month. “Regular” income excluded one time payments or income that was sporadic or unreliable. Only the portion of spouse or partner income which was contributed to the respondent’s household was included here. Child support income includes only money which went directly to the respondent, not through ORS.

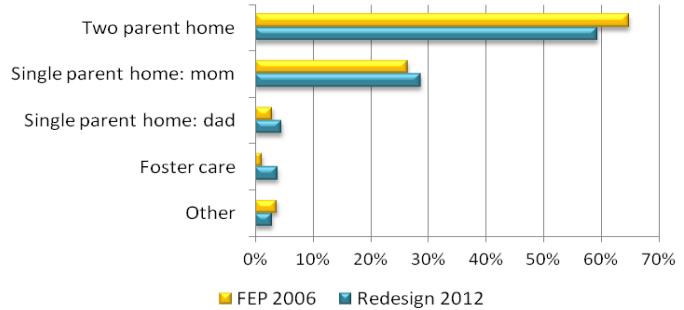
Income reported in the Redesign study was generally similar to FEP 2006. A couple of exceptions include first differences in use of housing assistance. A smaller portion of the sample is accessing housing assistance which may contribute to the increased prevalence of respondents living with family. While overall housing assistance levels are lower, there is increased access to transitional housing assistance. This jump likely reflects the initiation of the Rapid Re-housing Program in 2009. The second exception was in the area of “other” income which nearly doubled. “Other” income sources included parents and other family members (50), a church (38), and unofficial help from their child’s other parent (15).

Table 5: The Financial Picture

	Redesign 2012 N = 1075	FEP 2006 N = 1144
Earned Income	277 (25.8%) avg: \$450 range: \$10 - \$2600	322 (28.1%) avg: \$400 Range: \$5 - \$1600
Spouse/partner Income	85 (21.4%) avg: \$600 range: \$40 - \$5000	144 (28.5%) avg: \$400 Range: \$20 - \$2400
Child support	9 (1.0%) avg: \$150 Range: \$20 - \$400	44 (3.8%) avg: \$200 range: \$5 - \$1700
Housing Assistance	125 (11.6%) avg: \$640 Range: (\$100 - \$1800)	197 (17.2%) avg: \$538 range: \$142 - \$1053
	Public Housing Section 8 Transitional Other	83 (42.1%) 90 (45.7%) 5 (2.5%) 19 (9.6%)
Unemployment compensation	7 (0.7%) avg: \$166 Range: \$53 - \$450	3 (0.3%) avg: \$516 range: \$380 - \$1000
SSI/SSDI	43 (4.0%) avg: \$675 range: \$30 - \$1400	43 (3.8%) avg: \$554 range: \$30 - \$1812
Cash Assistance	1075 (100%) avg: \$399 range: \$15 - \$1600	1139 (99.6%) avg: \$380 range: \$10 - \$804
Food stamps	1021 (95.0%) avg: \$367 range: \$15 - \$1200	1044 (91.3%) avg: \$278 range: \$10 - \$860
Child care assistance	227 (21.1%) avg: \$495 range: \$59 - \$2865	236 (20.6%) avg: \$400 range: \$74 - \$2000
Tribal dividends	1 (0.1%) \$100	8 (0.7%) avg: \$175 range: \$125 - \$350
Other	142 (13.2%) \$500 range: \$20 - \$2000	79 (6.9%) avg: \$400 range: \$20 - \$2400

After combining all income as reported in Table 5 above, the median income for the current FEP family was \$1148 per month, nearly two hundred dollars more than the median income found in the FEP 2006 study. Respondents with a high school diploma or a stronger work history had a higher total monthly income average even during the period all were receiving cash assistance.

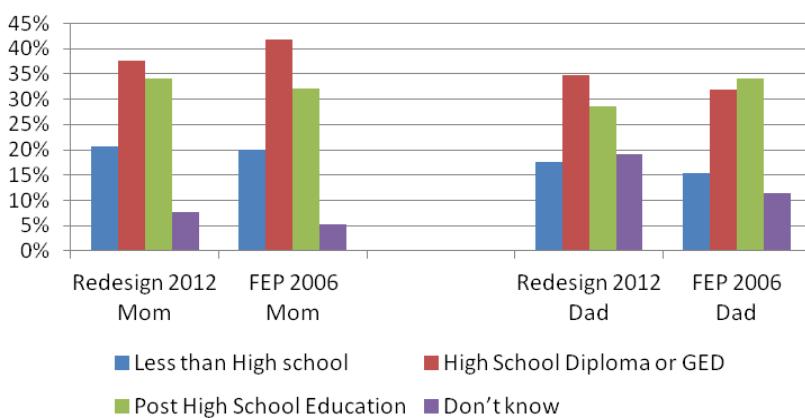
Figure 3: Living Situation Growing Up



Personal History - Family Background

Learning more about a respondent's personal history helps put the present scenario in context and sets the foundation upon which future efforts are built. As seen in Figure 3, a majority of respondents in both studies grew up in a two parent home, however those with a HSD, a stronger work history and no PA history were significantly more likely to have had this experience. Over a quarter of each sample grew up in a single parent home with their mother. Most of those who indicated "other" living situations were raised by grandparents or other family members.

Figure 4: Parents Level of Education

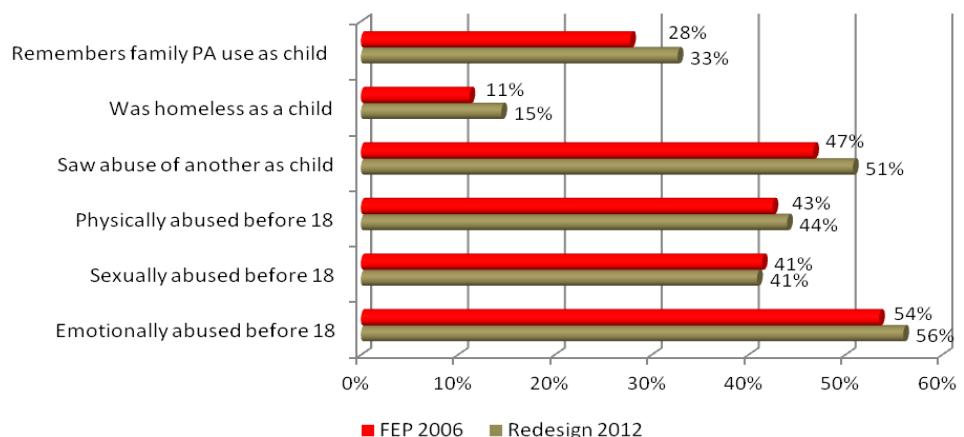


significantly higher in Mountainland while Mothers' education was significantly lower in Western region.

Respondents were asked to recall experiences they had growing up (Figure 5). Just less than one third of respondents remembered their family using public assistance (PA) such as food stamps, Medicaid, and cash assistance. The experience of homelessness as a child was relatively low but more often experienced by males, those with no HSD/GED, and those with a PA history. Those with a PA history were also significantly more likely to have witnessed the abuse of others and been physically, sexually and emotionally abused as a child. The levels of personal abuse (physical, sexual and emotional) were similarly high in both studies. These figures represent a consistently higher prevalence of abuse then found in the general population.

Levels of parental education were similar between studies and often predictive of outcomes. Respondents whose mothers had a HSD/GED were more likely to also have least a HSD/GED, a stronger work history and not to have been on PA as a child. Fathers' education level was also correlated to more education and less PA use. Interestingly, fathers' education was

Figure 5: Resource and Abuse History



RESPONDENT CHARACTERISTICS

The factors known to potentially affect a person's ability to obtain and maintain employment are many. Reviews of employment studies provided researchers with other areas commonly associated with employment outcomes (Chandler, Meisel, Jordon, Rienzi, & Goodwin, 2005; Kim, 2000; London, 2006; Mainieri & Danziger, 2001; Olson & Pavetti, 1996; Seth-Purdie, 2000). Most factors would typically be evaluated in an assessment of the individual when preparing to engage in work activities. Characteristics evaluated here include: education, physical health, mental health, abuse experiences and a criminal record.

Education

Education is almost universally accepted as a significant contributor to self-sufficiency. Table 6 provides the basic breakdown of education history and current involvement for both study samples. The levels of educational achievement between the two studies are very similar. More than one quarter had received certification in a variety of fields. The most common area of certification was in the medical field (148). Other certifications were in mechanical and automotive fields (49), food service/customer service (41), cosmetology/esthetician (38), and office skills (917).

Table 6: Education

Education	Redesign 2012 N = 1075	FEP 2006 N = 1144
Highest grade completed K - 12:		
Eighth grade or less	47 (4.4%)	38 (3.3%)
Ninth - 11 th grade completed	465 (43.3%)	491 (42.9%)
12 th grade	563 (52.4%)	615 (53.8%)
Educational breakdown by activities completed:		
No certificates or degrees of any type	243 (22.6%)	311 (27.2%)
No high school diploma or GED	281 (26.1%)	343 (30.0%)
High school diploma/GED	794 (73.9%)	801 (70.0%)
Vocational/trade school diploma or certificate	287 (26.7%)	276 (24.1%)
Some College	262 (24.4%)	288 (25.2%)
Associates Degree	65 (6.0%)	58 (5.1%)
Bachelor's degree	39 (3.6%)	26 (2.3%)
Other	5 (0.5%)	4 (0.3%)
Average age of completion of high school diploma/GED	18.9	18.7
Currently in school		
Part time	106 (52.2%)	120 (40.4%)
Full time	97 (47.8%)	177 (59.6%)
Of this, percent of each studying:		
HS/GED	101 (49.8%)	97 (32.6%)
Certificate	40 (19.7%)	95 (31.9%)
Associate Degree	32 (15.8%)	61 (20.5%)
Bachelor Degree	30 (14.8%)	35 (11.7%)
Other	-0-	10 (3.4%)

Another quarter of the respondents had gone to college and earned some credits but never finished a degree. When asked why they had not received a degree, 54 respondents said they were still in college. Other reasons for not completing school included lack of money to pay for school (35), needing to return to work (32), pregnancy or health problems (42), wanted to focus on children and family (20), and some were just too busy balancing all their life demands (15). In general, respondents were not happy with being unable to finish school and spoke of how that would have been much better had they been able to complete their program.

“Current participation” in education is significantly different as respondents were more likely to have been in school during the FEP 2006 interview. Those who are in school now are more likely to be female and lack significant work history. They were also more likely to be pursuing a HSD/GED and be going to school only part time. These shifts likely reflect a shift in overall acceptance of education as a participation activity at DWS.

Of the 872 respondents who were not in school, 138 (15.8%) were not interested in attending school in the near future. Those who were not in school but interested in attending were asked to provide up to three reasons why they did not feel they could go to school at this time. (See Table 7) As in 2006, lack of financial support is the most often cited reason for not going to school. Looking at this reason and the other most often cited barriers to school it is clear that balancing the demands of children, work, and school is a core issue to parents (mostly single) being able to engage in education activities.

Table 7: Not in School But Interested

	Redesign 2012 N = 872	FEP 2006 N = 846
Average age last time in school	20.5	21.6
Not currently in school but interested in going	735 (84.2%)	692 (82.0%)
Main reasons why unable to go to school right now:		
Need money / can't afford it	305 (41.5%)	287 (25.5%)
Need to work / no time for school	228 (31.0%)	163 (14.5%)
Need/want to be home with kids	122 (16.6%)	100 (8.9%)
Family demands	92 (12.5%)	68 (5.9%)
Physical health problems	87 (11.8%)	96 (8.5%)
Lack of child care	72 (9.8%)	42 (3.7%)
Transportation problems	50 (6.8%)	113 (10.0%)
Mental health problems	44 (6.0%)	67 (5.9%)
Lack of motivation	42 (5.7%)	---
In substance abuse treatment	24 (3.3%)	---
Lack of support from DWS	21 (2.9%)	24 (2.1%)
Paperwork issues/Need documents	21 (2.9%)	---
No issue – will be starting soon	19 (2.6%)	34 (4.0%)
Worried I won't be successful	9 (1.2%)	16 (1.4%)
Other	42 (5.7%)	134 (12.2%)

The portion of respondents who did not have a HSD/GED was very similar in both studies; so were their opinions about the value of pursuing a HSD/GED and their involvement in other trainings that do not require this level of education. These programs included training as a CNA, Cosmetology, flagger, CDL, and other similar type certificates.

Table 8: Those with No High School Diploma or GED

	Redesign 2012 N = 281	FEP 2006 N = 343
For those without a GED or high school diploma those who think it would be good to have one	277 (98.6%)	333 (97.1%)
Have been in a training/education program that does not require a GED or High school diploma	57 (20.3%)	69 (20.2%)
Completed the program	41 (71.9%)	46 (65.7%)

Education Challenges: As noted earlier, the link between success in education and success in employment is well documented. As seen in Table 9, more than one third of all Redesign 2012 respondents felt that lack of education was a barrier to employment. For some, learning disabilities and problems with reading and writing skills can make securing higher levels of education more difficult. Nearly one fifth of the sample has been diagnosed with a learning disability. The most commonly identified diagnoses were ADD/ADHD (104), dyslexia (55) and comprehension (23).

Table 9: Education Challenges

	Redesign 2012 N = 1075	FEF 2006 N = 1144
In past year lack of education has been problem in getting job	376 (35.0%)	286 (25.0%)
Current difficulty reading or writing		
Reading	64 (6.0%)	54 (4.7%)
Writing	23 (2.1%)	23 (2.0%)
Both reading and writing	74 (6.9%)	75 (6.6%)
Has been diagnosed with a learning disability	211 (19.6%)	169 (14.8%)
Reading/writing problems and learning disabilities combined:		
Both a reading/writing problem and learning disability	90 (8.4%)	66 (5.8%)
Either reading/writing problem or diagnosed learning disability	191 (17.8%)	189 (16.5%)
Neither reading/writing problem nor diagnosed learning disability	793 (73.8%)	889 (77.7%)
Not diagnosed with learning disability but believe they have one:	109 (12.6%)	114 (11.7%)
Of those who had a learning disability or problem reading or writing, the issue was such a problem they couldn't take job or lost job	N = 282 93 (32.9%)	N = 255 62 (24.3%)

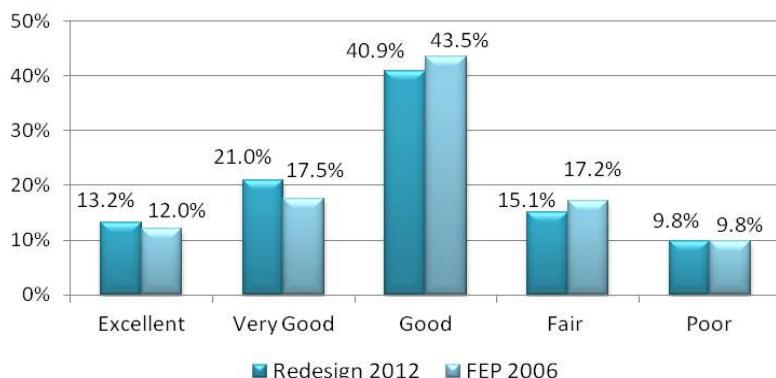
Similar to FEP 2006, 109 (12.6%) Redesign 2012 respondents indicated they believe they have a learning disability even though they had not been formally diagnosed. When asked to say why they believed they might have this issue common descriptions included inability to concentrate or focus (37), comprehension and memory problems (35), mixing up letters and numbers (22) and general reading, writing or math challenges. Of respondents indicating learning problems, nearly one third indicated this problem interfered with their ability to obtain/retain employment or attend school or training.

Physical Health

Utah's Department of Health produces an annual report on the overall health status of Utahns. The general health question is based on the General Health index used both nationally and by the State of Utah to evaluate overall health. Utah's Department of Health Annual report - 2008 states that 7.4% of Utah females age 18 - 34 (69.2% of the Redesign study population) report fair to poor health. In addition, fair to poor health is only reported by 9.7% of the overall population (Utah Dept. Of Health, 2008). As reflected in Figure 6, in the Redesign sample 267

(24.9%) respondents reported fair to poor health. The results for both the Redesign and the FEP 2006 show consistently higher rates of physical concerns as compared to State of Utah norms. Within group differences show that males and those with *more* work history were significantly more likely to have fair or poor health.

Figure 6: General Physical Health



Chronic health problems were present for nearly half the respondents in both studies. While not necessarily permanently debilitating issues, many of the problems require some form of ongoing treatment or medication to be managed in such a way that the person could pursue employment. In the Redesign 2012 sample the most commonly cited conditions included back problems (27.6%), asthma/emphysema (15.7%), migraines (12.6%), arthritis (11.2%), chronic fatigue (9.6%), ulcers (8.5%) and diabetes (7.5%). Of course other problems such as heart disease and cancer are not as prevalent but typically more debilitating.

Table 10: Physical Health Problems

	Redesign 2012 N = 1075	FEP 2006 N = 1144
Presence of chronic health conditions	494 (46.0%)	509 (44.5%)
Physical health problem: couldn't take a job, go to school, etc.: (Of those with a problem in past year)	In past year 399 (37.1%) In past month 238 (59.8%)	629 (55.0%) 317 (50.4%)

Considering both the temporary and chronic issues, 399 (37.1%) indicated that physical health had been a barrier to obtaining and retaining employment at some time in the last year. This figure was significantly lower than the FEP 2006 study. For more than half of this group, it had also been a problem in the past month.

Mental Health

The issue of mental health is very broad and can include a variety of factors. In this section overall mental health, specific diagnoses, self-esteem, and alcohol and other drug issues will be addressed.

Mental Health Overall:

Mental health was also measured using the General Health Index question with a mental health focus. As displayed in Figure 7, in the Redesign sample, 286 (26.6%) respondents reported only “fair to poor” mental health. Table 11 shows that the frequency of accessing mental health treatment was similar between the studies, however, a larger portion of Redesign respondents were more likely to be receiving treatment *currently*. There were also more who were not in treatment but felt they needed mental health services. There were 286 (26.6%) respondents who reported mental health problems so severe in the past year that they had been unable to work or go to school. This was also true for 171 (60.0%) of these respondents in the past month.

Figure 7: General Mental Health

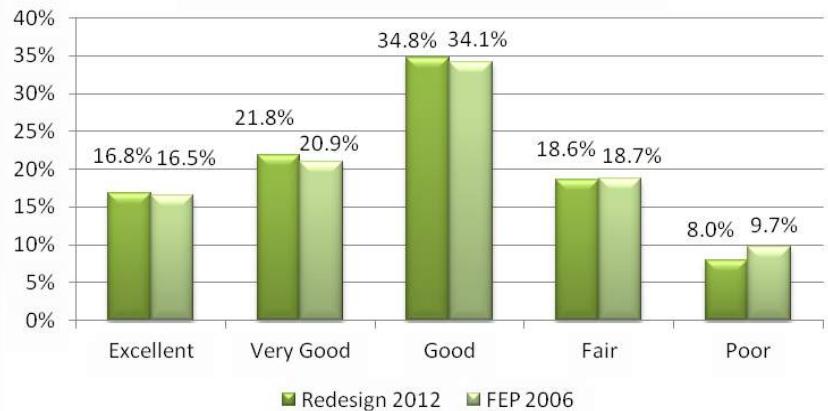


Table 11: Mental Health Diagnosis and Treatment

	Redesign 2012 N = 1075	FEP 2006 N = 1144
Has been diagnosed with mental health issue	548 (51.0%)	569 (49.7%)
Ever received mental health treatment	652 (60.7%)	691 (60.4%)
Currently receive mental health treatment:	N = 652 398 (61.0%)	N = 691 387 (56.0%)
Counseling Medication	292 (73.4%) 290 (72.9%)	274 (70.8%) 296 (76.5%)
Not currently receiving, but believes needs treatment	N = 677 161 (23.8%)	N = 755 150 (19.9%)
Mental health such a problem cannot take a job, had to stop working or could not go to education / training:		
In past year	286 (26.6%)	337 (29.5%)
Of those reporting issue in past year: occurred in past month	171 (60.0%)	180 (53.4%)

Mental Health Diagnosis: Respondents who had been diagnosed with a mental health issue were asked to identify the specific diagnoses. Table 12 shows the most commonly reported diagnoses. To evaluate for the current presence of the more prevalent mental health issues, respondents completed screening tests for severe post traumatic stress disorder (PTSD), depression and anxiety. These screens are produced by the World Health Organization and have been used in multiple studies of this population and found to be valid and reliable (World Health Organization, CIDI-12 month SF, 1998). These results present a range of the potential prevalence of each of the mental health issues.

While the diagnosis and screening data vary widely, all results are higher than found in the general population. For example, findings from the 2003 U.S. National Co-morbidity Survey indicate that in the general population PTSD occurred at a rate of 3.6% for males and 9.7% for females (Kessler, et al., 2005). Among Redesign respondents 25.7% either screened positive or had been diagnoses with PTSD. Consistent with national trends, females were either diagnosed or screened positive for PTSD at a rate (26.7%) more than double that of males (11.9%). In addition to those noted in Table 12, other frequently reported diagnoses included panic disorders (19), borderline personality disorder (14), schizophrenia (14), obsessive compulsive disorder (11), and dissociative identity disorder (11).

Table 12: Mental Health Diagnosis

	Redesign 2012				FEP 2006			
	PTSD	Depression	Anxiety	Bi-Polar	PTSD	Depression	Anxiety	Bi-Polar
Previously diagnosed	121 (11.3%)	386 (35.9%)	252 (23.5%)	142 (13.2%)	63 (5.5%)	420 (36.7%)	193 (16.8%)	111 (9.7%)
Screened positive		494 (46.0%)	269 (25.0%)			541 (47.3%)	307 (26.8%)	
Both diagnosed & screened positive		269 (25.0%)	118 (11.0%)			278 (24.3%)	104 (9.1%)	
Not diagnosed and negative screen	799 (74.3%)	464 (43.2%)	672 (62.6%)		888 (77.3%)	461 (40.3%)	748 (65.4%)	

Alcohol and Other Drug Dependency: Measurement of alcohol or other drug dependency was completed in two ways and reported in Table 13. Respondents were able to self-report if alcohol or other drug use had been a barrier to employment or schooling in the past year. Also, all respondents were screened with validated tools to evaluate alcohol and other drug dependency (World Health Organization, CIDI-12 month SF, 1998). It is reasonable that the proportion of those who screen positive for both alcohol and other drug dependence is higher than the rate of those reporting alcohol or other drug use as an employment barrier. The nature of dependency lends itself to a degree of denial regarding problems related to the dependency. In addition, there are those who are able to retain a level of functionality even while living with alcohol or other drug dependency.

Table 13: Alcohol and Other Drug Dependency

	Redesign 2012 N = 1075	FEP 2006 N = 1144
Alcohol dependence indicated positive by screen	39 (3.6%)	63 (5.5%)
Use of alcohol reported as barrier in past year	13 (1.2%)	21 (1.9%)
Drug dependence indicated positive by screen	79 (7.3%)	96 (8.4%)
Use of drugs reported as barrier in past year	54 (5.0%)	51 (4.6%)

Abuse Experiences

Given the prevalence of severe PTSD in the sample it is not surprising that rates of abuse in several areas were also higher than rates within the general population. While experiences of abuse surfaced in many areas within the interviews, the results here are from specific questions regarding issues of domestic violence and other experiences of violence as an adult. For the protection of respondents, domestic violence questions were never asked when the partner was present, either in the room or nearby. The TALE² questions were added to potentially match with DWS assessment data.

The commonly cited Conflict Tactic Scale was used to measure domestic violence (Strauss, 1979). Five questions from the physical assault and sexual coercion sub-scales were used to measure severe domestic violence. Rates of domestic violence “ever” were similar between the two studies. Redesign respondents were somewhat less likely to have

Table 14: Domestic Violence

	Redesign 2012 N = 972³	FEP 2006 N = 1104
Severe domestic violence – ever	625 (64.3%)	676 (61.2%)
Severe domestic violence - in past year	192 (17.9%)	293 (26.5%)
Severe domestic violence - current issue	9 (0.8%)	21 (1.9%)
TALE Questions: Past year		
0 Yes	476 (44.3%)	450 (40.8%)
1 Yes	153 (14.2%)	203 (18.4%)
2 Yes	146 (13.6%)	179 (16.2%)
3 Yes	99 (9.2%)	140 (12.7%)
4 Yes	96 (8.9%)	132 (12.0%)
In past year, current or past romantic partner such a problem couldn't take job, job search, go to school, etc.	149 (13.9%)	234 (21.2%)

² TALE questions are asked of all FEP participants at assessment and relate to possible domestic violence issues including: ‘T’hreats, ‘A’nnoyance at criticism of partner, ‘L’oss of friends due to partner, ‘E’motional injury

³ 82 respondents had a partner present; 21 people did not wish to answer DV questions (all female)

experienced domestic violence in the past year to have had this be an employment barrier. It may be surprising to some that, in both studies, the prevalence of domestic violence was nearly identical in males and females and in those with and without a PA history. However, respondents from Central and Mountainland experienced domestic violence in the past year at rates much higher than the other three areas.

Questions regarding abuse beyond domestic violence involved both witnessing and experiencing various forms of violence in other relationships. In this set of questions, for both the Redesign 2012 and FEP 2006 studies, females reported significantly higher levels of physical, sexual and emotional abuse after age 18 than did males. Interestingly, in the Redesign 2012 study those with *more* education and a *stronger* work history were *more* likely to report physical and sexual abuse as an adult.

Table 15: Other Abuse/Violence History

Positive responses to:	Redesign 2012 N = 1075	FEP 2006 N = 1144
Did you ever see the abuse of someone else as an adult?	550 (51.2%)	566 (49.7%)
Were you ever physically abused after you were 18?	447 (41.6%)	528 (46.4%)
Were you ever sexually abused after you were 18?	224 (20.8%)	234 (20.6%)
Were you ever emotionally abused after you were 18?	634 (59.0%)	690 (60.6%)

Criminal Record

The presence of a criminal record can have a significant impact on employability. Respondents were simply asked if a criminal record had affected their ability to obtain or retain employment or go to school in the past year, and if so, had this happened in the past month. There were 212 (19.7%) respondents who reported that a criminal record had interfered with employment or schooling in the past year. A criminal record had been a problem for more than three-quarters of these respondents in the past month.

The prevalence of criminal records was higher in the Redesign 2012 study. This is likely explained to some degree by the higher proportion of males. Males were significantly more likely to have a criminal record than females. As in the past, in addition to reporting a criminal record, some respondents reported losing jobs due to court dates or being picked up on outstanding warrants for minor offenses. These legal issues extend to court involvement for children involved with the courts. In addition to the emotional strain of dealing with court issues, dates are set regardless of an individual's work schedule, or appointments with DWS. This catch-22 creates a choice with no desirable outcome.

EMPLOYMENT SUPPORTS

The “work first” focus in DWS has prompted the increase in supports which are needed to move customers toward paid work. Resources generally come from a variety of sources including family, friends, religious organizations and other local community

agencies. In this section data will be presented regarding the primary resources which contribute to successful moves toward employment. These resources include: Child care, housing, telephone, transportation, health care, other community resources, computer access and social supports.

Child Care

In a program where a parent must participate in particular activities and in general there must be a child in the home, child care is going to be necessary resource. The results from general questions regarding use of child care are presented in Table 16. Child care

Table 16: Current and Recent Child Care

	Redesign 2012 N = 934	FEP 2006 N = 1041
How child care is generally found:		
Through the state	115 (12.3%)	133 (12.8%)
Referral from a friend or relative	118 (12.6%)	168 (16.1%)
From the phone book or a sign on the street	49 (5.2%)	76 (7.3%)
Just from knowing specific person I trust	598 (64.0%)	635 (60.9%)
Online (other than the state site)	20 (2.1%)	---
Other	34 (5.8%)	27 (2.6%)
Has heard of Child Care Resource and Referral	546 (58.5%)	572 (54.9%)
If yes, respondent has used it to find child care	230 (42.1%)	253 (44.4%)
Families with child in child care on regular basis:	455 (48.7%)	496 (47.6%)
Families currently receiving child care assistance	228 (50.1%)	241 (48.5%)
Primary reason not receiving assistance:		
No Need	88 (38.6%)	90 (35.2%)
Did not know assistance was available	12 (5.3%)	23 (9.0%)
Was told I was not eligible	36 (15.8%)	38 (14.8%)
Person I want to do it is not eligible	63 (27.6%)	18 (7.0%)
In process of applying - not received yet	23 (10.1%)	39 (15.3%)
Other	6 (2.6%)	48 (18.8%)
No current child care but has used in past year		
In past year had child/ren in child care	N = 158	N = 212
Received child care assistance	59 (37.3%)	85 (39.9%)
Why no child care assistance:		
No Need	60 (61.9%)	56 (44.1%)
Did not know assistance was available	12 (12.4%)	14 (11.0%)
Was told I was not eligible	4 (4.1%)	22 (17.3%)
Person I want to do it is not eligible	15 (15.5%)	15 (11.8%)
Other	6 (6.4%)	20 (15.7%)

was not a current issue in the 64 households with no child present and in the 78 households with no child under age 13. Of the remaining 934 households, most generally found child care through knowing a specific person they trust to care for their children. Only 115 (12.3%) respondents reported help from the state as being the primary way child care was typically found. More than half (58.5%) had heard of Child Care Resource and Referral, but less than half of these people had ever used the resource to find child care.

Among the 934 families with children under age 13, only 455 (48.7%) had at least one child cared for by someone other than a parent on a *regular* basis. The term "regular" was used to focus on child care used when the parent was working, in school or training, job searching etc., not simply running errands. Of the 455 families with a child in regular child care, only 228 were receiving child care assistance. When asked to give the primary reason they were not receiving assistance, 88 (38.6%) respondents said there was no need for financial help. Typically, this meant a family member was willing to care for the child/ren for free. Of the 36 respondents who applied for child care but were told they were not eligible, most reported they were denied because they were not "working" or they needed more hours. The greatest change between the two studies is reflected in the number of people not receiving assistance because the person they trust to do their child care is not eligible to receive payment.

The 479 respondents who did not have a child in regular child care were asked if their child/ren had been in child care during the past year. As shown above, 158 (33.0%) respondents indicated regular use of child care in the past year. Only 37.3% of this group had received state child care assistance. Of those who had not, most reported no need.

Problems with child care are often viewed as one of the most frequent barriers to employment. When asked about child care issues as an employment barrier, 35.2%

Table 17: Child Care Problems

	Redesign 2012 N = 934	FEP 2006 N = 1036
Past 12 months child care or lack of child care such a problem you lost job, couldn't take job or go to school or training	329 (35.2%)	446 (43.1%)
Respondents who indicated this as primary problem:		
Costs too much	177 (53.8%)	181 (40.6%)
Couldn't find care for times needed	103 (31.3%)	151 (33.6%)
Care too far from work or home	42 (12.8%)	38 (8.5%)
Caregiver unavailable or unreliable	75 (22.8%)	110 (24.7%)
Worry about child abuse	28 (8.5%)	45 (10.1%)
Worry about unsafe location/environment of facility	44 (13.4%)	67 (15.0%)
Child disabled - no qualified caregiver available	14 (4.3%)	20 (4.5%)
No infant care available	12 (3.6%)	25 (5.6%)
Child sick too often and caregiver will not take sick	21 (6.4%)	16 (3.6%)
Child's behavior makes keeping care difficult	29 (8.8%)	16 (3.6%)
Other problems with child care process at DWS	17 (5.2%)	39 (8.7%)
Place wanted kids to go was full	6 (1.8%)	4 (0.9%)
Other	21 (6.4%)	51 (11.4%)

indicated that child care issues had, in the past year, prohibited employment or education at some point (See Table 17). This portion was lower than found in the FEP 2006 study and could reflect DWS' renewed emphasis on assistance with needed work supports.

When asked to describe what caused problems with child care, cost continue to be the greatest barrier and has clearly become more of an issue between the FEP 2006 and Redesign 2012 studies. Reliability and availability are also common problems. Fears about safety of children within a facility or concern about potential child abuse were also significant barriers. Parents with medically needy or disabled children often struggle to find any appropriate care giver willing and able to provide the special services required.

Like most parents, study respondents were often very particular about where they felt comfortable leaving their children. When asked, "What factors most influence your child care decisions?" many respondents had very strong opinions. While the question was meant to be very open, some respondents focused on "day care centers," verses child care in general, and talked about the qualities of a location such as the professionalism, experience and reputation of the location (374), location safety (218), access to structured activities with educational components (154), cleanliness (159), the location/hours (98), the adult to child ratio (71), and the cost (63). As some people noted:

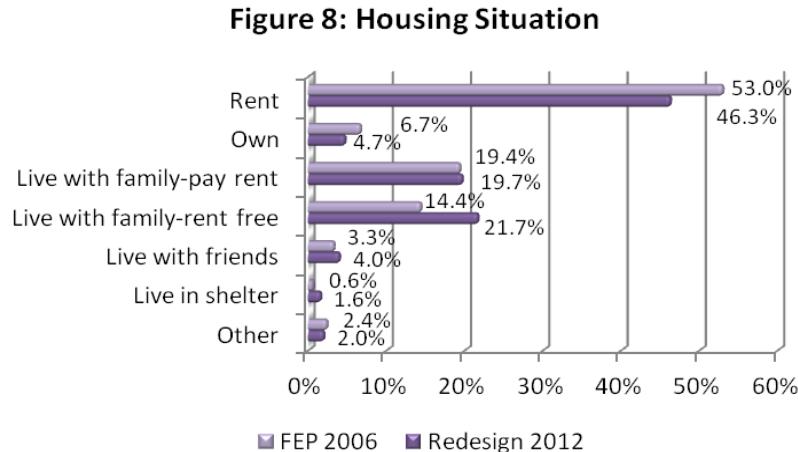
- *If they've got a good reputation, are attentive to school, some kind of school-type activity so my kids will learn while they're there.*
- *It needs to be reputable, licensed, have people who know CPR, the ability to transport kids in emergency or back and forth to school. Open early enough to go before work and late enough to let me get there after work. Clean place, kids good to be with. Workers nice to kids, feed nutritious food not junk snacks. Cost.*
- *The variety and that it looks like a home environment. School environment, where they take naps, learn manners and follow rules. The state checks up on the daycare and makes sure they are doing what they are suppose to.*
- *What's best for my kids, what kind of programs, teaching programs they have, being around other kids to get used to others, licensed, clean, open-door policy.*

Respondents also often spoke of needing to trust the person/people with whom they were leaving their children. This often means only leaving children with close, hand-picked family members or very close friends. The child's age also made a difference as parents of older children, children who could tell them of abuse, were more likely to be open to care given outside of family. As some respondents said:

- *It's really hard to trust people these days. I am more comfortable now that my children can communicate with me if they are hurt by their care giver. I want the person to be professional and established.*
- *When they are younger, it has to be with a family member that I trust, so I feel safe. When they're older it's okay to leave them at daycare where they teach them stuff.*
- *I look for if I know them. I look at other kids if they are clean and happy. I have to trust them. I have to get to know someone before I leave my daughter there. I really only want my aunt and sister right now 'til she is older.*

Housing

Housing issues were certainly a key component of the recent recession. As seen in Figure 8, the percentage of respondents living with family increased from 33.8% to 41.4%. While in the Redesign study fewer respondents reported housing problems as a barrier to employment, when it was an issue, it clearly had an impact on employment. Respondents



person noted, *"sometimes the shelter doesn't always give you messages from jobs I apply to. Some individuals are skeptical when I tell them I live in a shelter, so I think they don't want to hire me."* Others noted the problem was, *"lack of sleep, lack of time to find a job when I have to figure out housing, hours of shelter limit how long I can be out looking"* and *"Before I came to live here I was homeless. There were nights I would walk the streets, no set address for employer to contact and not enough rest to be able to put in time at a job."*

were asked to describe the problem which affected their ability to work. For some the problem involved moving from one living situation and needing to find a place to live for themselves and their children. This constant upheaval made it difficult to job search. How does one know if there is child care or transportation nearby if you do not know where you will live? Even living in a shelter can be a problem in finding a job. As one

Table 18: Housing

Living Situation	Redesign 2012 N = 1075	FEP 2006 N = 1144
Housing situation: problem in past year for getting or keeping a job or being able to attend education or training	146 (13.6%)	187 (16.3%)
Average length of time at current residence Median length of time at current residence	19.7 months 6 months	20 months 6 months
Have been homeless as an adult	414 (38.6%)	368 (32.2%)

Others were experiencing homelessness due to losing their home. This often affected more than just their living situation. One respondent said, *"Housing has been a problem for 3 years. My house was just foreclosed on and lost my home. I was in a messy loan and couldn't make payments. The loan affected my business and contributed to me having to declare bankruptcy and close my business."* Some were fleeing domestic violence; others broke up with a partner or left family members who were providing housing. Some were evicted and had nowhere to go; others moved to get away from gangs and violence. Without stable housing it was nearly impossible to keep employment and focus on anything other than finding a place to live.

Health Care Coverage

Health care coverage is an important employment support for everyone, but it is especially important for those with significant physical and mental health problems. As reported in Table 19, a majority (60.4%) of respondents has had some lapse in health care coverage in the past year and 48.1% needed medical care and did not receive care because they could not afford it.

As in 2006, respondents who did not feel their health coverage met their needs were most often concerned about dental care (160). For some, the lack of ability to receive dental services has led directly to loss of employment. Issues such as ongoing infections due to a bad tooth, dental pain and lack of self-esteem due to severely misaligned teeth, or rotted and missing teeth inhibited work. Respondents often spoke of the connection between proper dental care and overall physical health, and the impact poor dental health can have on employment. Other health care needs not covered by insurance included vision coverage (59), referrals to specialists (54), and prescriptions (38).

Table 19: Health Care Coverage

	Redesign 2012 N = 1075	FEP 2006 N = 1144
Anytime in past year not covered by health insurance	649 (60.4%)	651 (57.8%)
Past year needed medical care but did not receive care because couldn't afford it	517 (48.1%)	518 (45.3%)
Currently applying for social security benefits	117 (10.9%)	101 (8.8%)
Primary form of health insurance right now:		
Medicaid	912 (84.8%)	1022 (89.3%)
Private	70 (6.5%)	62 (5.4%)
None	93 (8.7%)	60 (5.2%)
Coverage meets health care needs	729 (74.5%)	845 (78.3%)
Had difficulty in past year accessing health care	99 (10.1%)	126 (11.6%)
Main reason for having no insurance:	N = 93	N = 60
Lost Medicaid or medical assistance eligibility	33 (35.3%)	36 (60.0%)
Could not afford to pay the premiums	6 (6.5%)	5 (8.3%)
Current employer doesn't offer health plans	4 (4.3%)	2 (3.3%)
Not eligible for health plan at work place	3 (3.2%)	2 (3.3%)
Healthy, don't need health coverage	6 (6.5%)	2 (3.3%)
Does not know why	19 (20.4%)	---
Other (specify)	22 (23.7%)	13 (21.7%)

Those who had no health insurance were asked why they had no coverage. Most in this group reported no longer being eligible however most did not know why this was the case. There were 112 respondents currently working in job where health insurance was offered by the employer, however, only 11 individuals were accessing this benefit. Most reported being unable to access the insurance due to the cost of coverage.

Telephone

Telephone access is an important resource for getting a job. Most (93.5%) respondents have regular phone access, typically their own cell phone. Personal cell phone use has increased by 33.2% over the past 5 years. However, problems with telephone access continue when a person cannot pay the bill and the phone is shut off. This problem, while often temporary, makes it difficult for a potential employer to contact a job seeker.

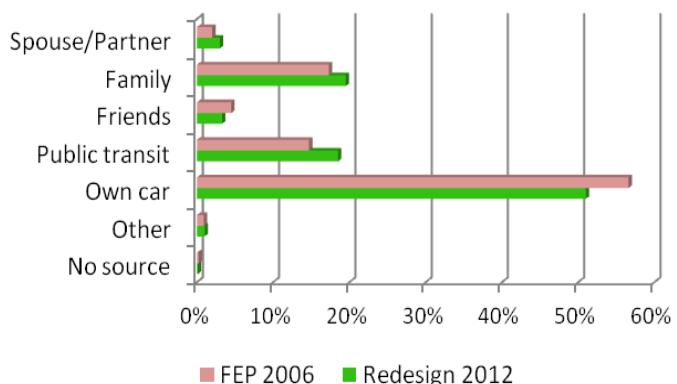
Table 20: Telephone Access

	Redesign 2012 N = 1075	FEP 2006 N = 1144
Access to a telephone for making and receiving calls:		
Yes, regular access	1005 (93.5%)	1053 (92.0%)
Some limited access	58 (5.4%)	62 (5.4%)
No very little or no access	12 (1.1%)	29 (2.5%)
Primary phone	N = 1063	N = 1116
Own home phone	87 (8.2%)	372 (33.3%)
Own cell phone	926 (87.1%)	602 (53.9%)
Family member's phone	28 (2.6%)	106 (9.5%)
Friend or neighbor's phone	8 (0.8%)	21 (1.9%)
Other	14 (1.3%)	15 (1.3%)
Access to a telephone was such a problem couldn't take a job, job search etc.:		
In past year	170 (15.8%)	163 (14.2%)
In past month	54 (31.8%)	52 (31.9%)

Transportation

Regular transportation is a significant work support, especially in areas where public transportation is not readily available or where child care is a significant distance from one's home. As Table 21 shows, just over one-third of Redesign 2012 respondents did not have a Driver's License and just over 40% did not have regular use of a car. Of those who did have regular access, 42.6% indicated the vehicle was in fair to poor condition. These factors can make a person more dependent on the schedules of family or friends, or the availability of public transportation.

Figure 9: Transportation



As shown in Figure 9, just over half the Redesign 2012 sample had their own car. When compared to FEP 2006, more Redesign 2012 respondents were relying on public transportation and the help of family as their main source of transportation. When asked

about transportation as a work barrier, more than one third had experienced this problem in the past year, and of those for whom it had been a problem, the challenge continued as recently as the past month.

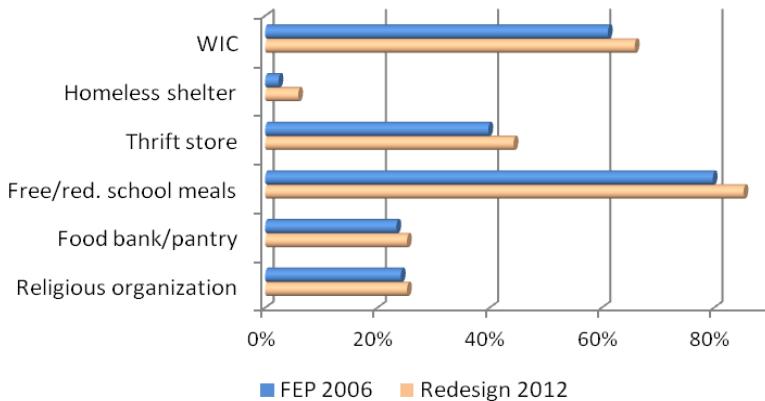
Table 21: Transportation

	Redesign 2012 N = 1075	FEP 2006 N = 1144
Has current driver's license	712 (66.3%)	796 (69.6%)
Has regular use of a car	619 (57.6%)	741 (64.8%)
Condition of current vehicle	N = 619 Excellent Good Fair Poor	N = 741 163 (22.0%) 289 (39.0%) 202 (27.3%) 87 (11.7%)
Bus route in the area	Yes No Don't Know	835 (77.7%) 192 (17.9%) 48 (4.5%) N = 835 365 (43.7%)
Those who use the bus where available		N = 936 343 (36.5%)
Transportation such a problem couldn't take a job, job search etc.:		
	In past year In past month	401 (37.3%) 202 (50.4%) 484 (42.3%) 230 (47.5%)

Community Resources

Community resources were stretched thin during the recession yet continue to fill significant gaps for those struggling to make ends meet. Respondents were asked to indicate if, *in the past three months*, they had used a variety of resources to supplement their other income sources. Figure 10 lists a variety of resources which could be accessed.

Figure 10: Community Resources



Questions regarding services such as WIC and Free School Lunch were not asked of everyone but only respondents with children of appropriate age for these services. For all resources listed Redesign 2012 respondents had accessed help at a higher rate than FEP 2006 respondents. While the rate of accessing a homeless shelter is low overall, it still more than doubled – from 2.4% to 5.9%.

Respondents were also asked about access to additional benefits associated with employment. As seen in Table 22, more than half the respondents in both studies had heard of the Earned Income Tax Credit (EITC), however the proportion was less in the Redesign 2012 sample. Of those who knew about it, a major had used it.

Table 22: Additional Community Resources

	Redesign 2012 N = 1075	FEP 2006 N = 1144
Earned Income Tax Credit (EITC)		
Those who have heard of EITC	622 (57.9%)	743 (64.9%)
Of those who knew of it, they used EITC	434 (71.3%)	527 (71.4%)
Unemployment Compensation		
Ever in lifetime	317 (29.9%)	
In 5 years prior to interview	222 (70.0%)	

The research team was asked to add a question regarding reception of unemployment compensation. Nearly one-third of the sample had received this benefit in their lifetime. The proportion was significantly higher for males and those with more education and work history. Interestingly, a majority of those who had received unemployment benefits had received it most recently in the 5 years prior to the interview.

Computer Access

Computer literacy and access has become an essential tool for finding and securing employment. Regular access to a computer increased nearly 10% between the FEP 2006 and Redesign 2012 studies (See Table 23). However those with less education and those with a PA history lag behind significantly in computer access. An increasing percentage of respondents now have regular access to a computer where they live and the computers are more likely to have internet access. However, with more respondents living with family members the respondent is not necessarily paying for the access on their own.

In addition to questions regarding access, the Redesign study included questions focused on personal confidence in using the computer for a variety of tasks. Job searching and applying for jobs online was a task more respondents felt very confident completing. Other tasks such as writing a letter, a resume or managing DWS information was more difficult for some people.

Nearly one quarter of the respondents felt somewhat or less confident in managing their DWS information online. This fact has great significance as DWS leadership continues to move toward on all online system. Males, those with less work history and less education were significantly less likely to feel confident in using the computer for some tasks. Older respondents were less likely to be comfortable using computers however there were also some young people who lacked computer experience and thus it should not be assumed that because a person is younger they will have the skills needed to complete tasks online.

Table 23: Computer Literacy and Access

	Redesign 2012 N = 1075	FEP 2006 N = 1144
Has regular access to a computer	815 (75.8%)	755 (66.3%)
Where is computer used most often located		
Home	610 (74.8%)	477 (62.6%)
Work	3 (0.3%)	21 (2.8%)
School	3 (0.4%)	41 (5.4%)
Family member/friend's place	66 (8.1%)	125 (16.4%)
Library	81 (9.9%)	63 (8.3%)
DWS	40 (4.9%)	23 (3.0%)
Other	12 (1.5%)	12 (1.6%)
Computer has internet access	771 (94.6%)	649 (85.3%)
Level of confidence using computer to job search/apply for jobs		
Very	788 (73.3%)	
Somewhat	201 (18.7%)	
Not very	42 (3.9%)	
Not at all	29 (2.7%)	
Level of confidence using computer to write a letter or design resume		
Very	637 (59.3%)	
Somewhat	263 (24.5%)	
Not very	102 (9.5%)	
Not at all	58 (5.4%)	
Level of confidence using computer to manage DWS case:		
Completely	582 (54.9%)	
Mostly	205 (19.3%)	
Somewhat	202 (19.1%)	
Not at all	58 (5.4%)	
Uses the internet (including phone) regularly for any of the following:	N = 1060	
Email	919 (86.7%)	
Education courses/homework	308 (29.1%)	
Checking news/weather/sports	586 (55.3%)	
Making phone calls	235 (22.2%)	
Social networking	845 (79.7%)	
Getting government or business information	743 (70.1%)	
Looking for a job	861 (81.2%)	
Doing work for a job	156 (14.7%)	
Paying bills/shopping	475 (44.8%)	
Other activities such as games/movies/surfing web	198 (18.7%)	

Social Supports

Having others people around to provide support in difficult times is known to act as a protective factor in managing difficult times in life. Study respondents were generally pleased with the level of support received from friends, family and others. The term “support” was defined broadly to include emotional support, help with daily activities, as well as possible financial support (Kalil, Born, Kunz, & Caudill, 2001). Parents continue to be the greatest source of support for most people. Some “other” sources included church/bishop (38), therapist/counselor/treatment team (35) and DWS worker (33).

Involvement with religious institutions and/or other community groups was another area of support explored. About one quarter of each sample did not identify with any religious institution. Of those who did, less than half had attended any kind of religious service in the past month.

Table 24: Social Supports

	Redesign N = 1075	Wave 1 N = 1144
Rate satisfaction: Overall level of support from others:		
Very satisfied	331 (30.8%)	420 (36.7%)
Satisfied	573 (53.4%)	587 (51.4%)
Unsatisfied	129 (12.0%)	110 (9.6%)
Very unsatisfied	40 (3.7%)	26 (2.3%)
Closest personal supports come from:		
Parents	602 (56.0%)	657 (57.0%)
Other family	433 (40.3%)	423 (37.0%)
Spouse/partner	231 (21.5%)	287 (25.1%)
Children	144 (13.4%)	282 (24.7%)
Friends	221 (20.6%)	268 (23.4%)
Others	130 (12.1%)	79 (6.9%)
Don't have any supports	30 (2.8%)	19 (1.7%)
Religion		
Buddhist	19 (1.8%)	8 (0.7%)
Catholic	120 (11.2%)	139 (12.2%)
Christian	179 (16.7%)	129 (11.3%)
Jehovah's Witness	6 (0.6%)	8 (0.7%)
LDS	380 (35.4%)	476 (41.7%)
Pagan/Wiccan	12 (1.3%)	9 (0.7%)
Protestant	47 (4.3%)	85 (7.4%)
Other	18 (1.8%)	15 (1.2%)
None	292 (27.2%)	270 (23.6%)
How often attended religious services in past month:		
Never	650 (60.5%)	658 (57.6%)
1 - 3 times	237 (22.1%)	293 (25.6%)
4 times	148 (13.8%)	157 (13.7%)
More than 4 times	39 (3.6%)	35 (3.1%)

When asked about different types of assistance received from family and friends in the past year, many named several areas of assistance. Also, respondents had been helpful to family members and friends in many different areas. This mutual support was often referred to when understanding why someone needed assistance. In some cases, the support from family or friends had been the only resource keeping them from needing help in the past. Losing that support was a primary factor in needing to seek assistance.

In nearly every category more respondents in the Redesign 2012 sample received support than in the FEP 2006 group. This is consistent with what has been noted previously, that more people have had to rely on family and friends during these difficult economic times. The giving and receiving of emotional support was the most common, yet respondents in both studies felt they gave more emotional support than they received.

Table 25: Services Provided to and Received From Family and Friends

Question: In the past year have you 1) received and 2) provided help with (X)?	<i>....received help</i>		<i>.....provided help</i>	
	Redesign 2012 N = 1075	FEP 2006 N = 1144	Redesign 2012 N = 1075	FEP 2006 N = 1144
Transportation	925 (86.0%)	835 (73.0%)	754 (70.1%)	637 (55.7%)
Food/groceries/meals	743 (69.1%)	657 (57.4%)	745 (69.3%)	602 (52.6%)
Help with paying bills	695 (64.7%)	621 (54.3%)	397 (36.9%)	300 (26.2%)
Child care (other than working)	700 (65.1%)	772 (67.5%)	646 (60.1%)	571 (49.9%)
Help with finding a job	573 (53.3%)	376 (32.9%)	524 (48.7%)	345 (30.2%)
Finding or providing a place to live	756 (70.3%)	643 (56.2%)	406 (37.8%)	263 (23.0%)
Clothing	566 (52.7%)	535 (46.8%)	635 (59.1%)	354 (30.9%)
Extra cash	513 (47.7%)	613 (53.6%)	393 (36.6%)	286 (25.0%)
Emotional support	940 (87.4%)	970 (84.8%)	1011 (94.0%)	1033 (90.3%)

EMPLOYMENT

Employment History

Nearly all respondents in both studies have been employed at some point in their lives. Respondents in both studies had very similar work histories with nearly half of Redesign 2012 respondents (49.8%) indicating they had been employed “most of the time” since they were 16 years old.

Figure 11: Employment History

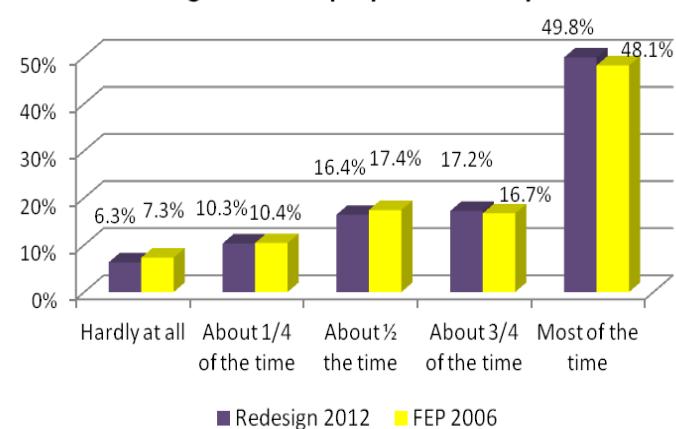
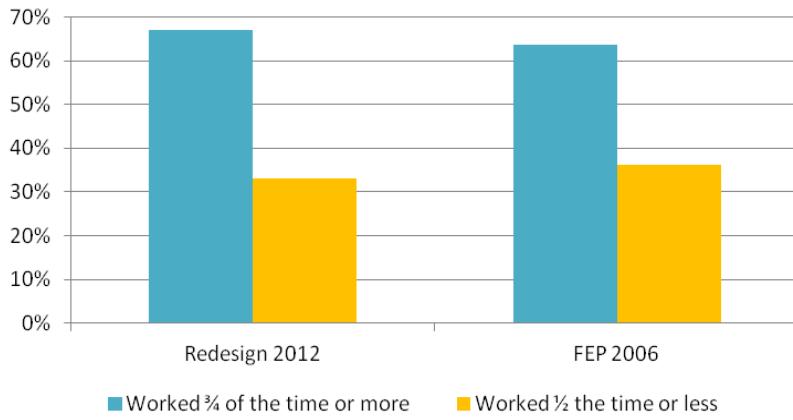


Figure 12: Employment History - Bivariate



Employment history is a factor often associated with future employment potential. The “amount of time” employed since the respondent was 16 was collapsed into a two response variable (See Figure 12) and used as one of the five “within group” comparison variables called “Employment History.” (See Appendix C)

Current Employment Status

Another way to look at more recent employment history involved dividing the sample into three groups: 1) the currently employed 2) the unemployed who *have* worked in the past year, and 3) the unemployed who *have not* worked in the past year. As Figure 13 displays, more respondents in the FEP 2006 sample were currently employed or employed in the past year. Respondents in the Redesign 2012 sample were nearly twice as likely not to have worked at all in the past year. It should be noted that nearly 13% of the recently, but not currently employed respondents reported being on maternity leave and were within one month of delivery or had delivered within the past month of the interview.

In addition to fewer Redesign 2012 respondents being employed, data in Table 26 for the three employment groups shows that the currently employed are generally working less hours, for less pay. The currently employed did however feel they had more opportunity for advancement to a higher level that paid more and health insurance was available to nearly half (46.1%) of this group. While learning about possible jobs from friends and relatives was most common, more of the currently employed (18.0%) learned out about their job from DWS. This could in part be because nearly half (44.7%) of those currently employed had attended Work Success. This figure is significantly higher than the 13.8% who reported finding their job through DWS in the FEP 2006 study. (For full data on FEP 2006 Employment Comparison data see Appendix D.)

All respondents were asked if they had been job searching in the past month. There were 401 (37.3%) who had not job searched in the past month. As shown in Table 25, the currently employed were least likely to be job searching generally because they were satisfied with their current job. In the other two groups, the most common reason for not job searching in the past month was physical and/or mental health issues (which is typically the same reason they are not employed). There were also significant portions of both these groups who indicated that being in school was the priority and there were 56 respondents who were both employed and going to school.

Figure 13: Employment Status

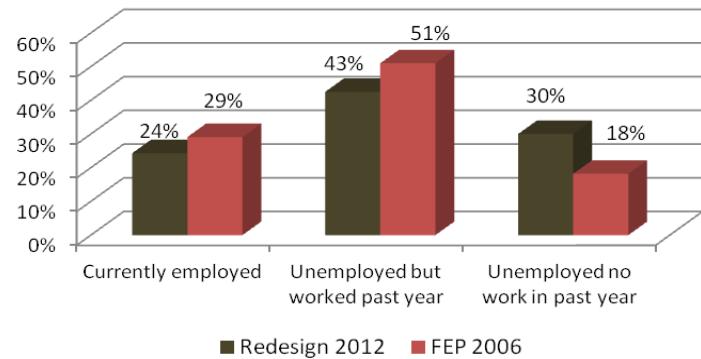


Table 26: Employment Comparisons - Three Groups Redesign

Employment: 2012 Redesign	Current Employment N = 261	Employment in past year N = 457	Employment more than 1 yr ago N = 323
Average hours worked per week (median): Hours per week breakdown: 10 hours a week or less 11 - 20 hours 21 - 30 31 - 40 more than 40	27 29 (11.1%) 64 (24.5%) 57 (21.8%) 104 (39.8%) 7 (2.7%)	35.5 17 (3.7%) 77 (16.8%) 86 (18.8%) 199 (43.5%) 78 (17.1%)	36 13 (4.0%) 40 (12.4%) 52 (16.1%) 154 (47.7%) 64 (19.8%)
Average length of time at job - (median) Time at job breakdown: Less than 3 months 3 - 6 months 7 - 12 months More than 12 months	5 months 190 (73.1%) 34 (13.1%) 13 (5.0%) 23 (8.8%)	16 months 106 (23.3%) 155 (34.1%) 79 (17.4%) 115 (25.3%)	23 months 42 (13.1%) 87 (27.1%) 65 (20.2%) 127 (39.6%)
Average hourly income	\$9.39	\$10.05	\$10.74
Job is temporary or seasonal	61 (23.4%)	137 (30.0%)	62 (19.2%)
Main source of transportation to work: Own car Partner/family/friends Public transportation On foot Worked from home Boss/co-worker picked up	154 (59.0%) 51 (19.5%) 28 (10.7%) 14 (5.4%) 9 (3.4%) 4 (1.5%)	270 (59.1%) 81 (17.7%) 48 (10.5%) 33 (7.2%) 7 (1.5%) 11 (2.4%)	169 (52.3%) 72 (22.3%) 34 (10.5%) 26 (8.0%) 9 (2.8%) 6 (1.9%)
Degree of opportunity for advancement to a higher position that pays more: A great deal of opportunity Some opportunity A little opportunity No opportunity	68 (26.1%) 73 (28.0%) 45 (17.2%) 75 (28.7%)	56 (12.3%) 97 (21.3%) 111 (24.4%) 191 (42.0%)	43 (13.5%) 65 (20.4%) 74 (23.3%) 136 (42.8%)
How respondent found out about job: A friend / relative Help wanted notice in paper or in window DWS or other government agency Job placement/career counseling in school Inside contact at the job site Walk in to job site to submit application Staffing agency (Temp. Service) Online posting Other:	61 (23.4%) 7 (2.7%) 47 (18.0%) 3 (1.1%) 37 (14.2%) 45 (17.2%) 12 (4.6%) 35 (13.4%) 14 (5.4%)	113 (24.8%) 23 (5.0%) 37 (8.1%) 4 (0.9%) 105 (23.0%) 59 (12.9%) 46 (10.1%) 38 (8.3%) 32 (7.0%)	94 (29.2%) 39 (12.1%) 9 (2.8%) 3 (0.9%) 64 (19.9%) 61 (18.9%) 11 (3.4%) 21 (6.5%) 20 (6.2%)

Employment (Con't)	Current Employment N = 261	Employment in past year N = 457	Employment more than 1 yr ago N = 323
Benefits available at job site: Paid sick days Paid vacation Paid holidays Health insurance Retirement program (About 5% of respondents did not know if benefits are/were available)	84 (34.7%) 98 (40.3%) 98 (40.2%) 112 (46.1%) 72 (31.4%)	156 (35.5%) 168 (38.3%) 171 (39.0%) 205 (46.4%) 140 (33.8%)	105 (33.9%) 111 (35.4%) 114 (36.8%) 137 (43.4%) 98 (32.8%)
Respondent HAS NOT job searched in past month	100 (38.3%)	147 (32.2%)	131 (40.6%)
Main reasons WHY not looked for work: Satisfied with current job Lack school, training, skills, experience Child care problems Family responsibilities In school or other training Physical or mental health issue In drug treatment Maternity leave	N = 100 84 (84.0%) 3 (3.0%) --- 5 (5.0%) 10 (10.0%) 9 (9.0%) --- ---	N = 147 --- 5 (3.4%) 5 (3.4%) 16 (10.9%) 20 (13.6%) 91 (61.9%) 10 (6.8%) 19 (12.9%)	N = 131 --- 7 (5.3%) 10 (7.6%) 24 (18.3%) 19 (14.5%) 74 (56.5%) 17 (13.0%) 6 (4.6%)

There were 674 (62.7%) respondents who indicated they had looked for a job in the past month. As shown in Figure 14, of those who had been job searching, the most often used methods included going to specific company websites and the DWS website. In this and several other areas of the survey respondents who lacked access to computers or did not have family or friends nearby felt at a disadvantage when it came to job search. Given the difficult job market many recognize that one must use many different methods to job search to find success.

Employment skills are not limited to work history and education background, but include “soft skills” such as being on time, coming to work every day and taking direction from a supervisor. Those who were currently employed were asked about these skills. Results displayed in Table 27 indicate most respondents had little difficulty with the interpersonal skills but nearly 11% reported that personal issues had interrupted work on a regular basis. Another 22.6% reported having been late for work more than once in the past month. While high, the frequency of late arrival was nearly 10% lower than in 2006.

Figure 14: Job Search Methods



Table 27: Employment Soft-Skills

Currently Employed Only	Redesign 2012 N = 261	FEP 2006 N = 333
In the past month, number who have....		
Been late to work by more than 5 minutes	59 (22.6%)	107 (32.1%)
Lost temper for example with rude customers	5 (1.9%)	12 (3.6%)
Failed to correct problem at work	6 (2.3%)	13 (3.9%)
Had problems getting along with a supervisor	15 (5.7%)	14 (4.2%)
Left work earlier than scheduled w/o permission	4 (1.5%)	6 (1.8%)
Missed work and did not call in to let them know	4 (1.5%)	---
Had problems getting along with co-workers	14 (5.4%)	---
Had trouble understanding or following directions for job	9 (3.5%)	---
Had personal issues that regularly interrupted your work	29 (10.9%)	---
Been told you need to wear different clothes to meet dress code	15 (5.8%)	---

Experience of Unemployment

Those who were unemployed, for whatever length of time, were asked why they left their most recent job. While there were often several contributing factors, respondents were asked to decide what they considered to be the main reason (Table 28).

Table 28: Reasons for Leaving Most Recent Job

Redesign 2012	Unemployed but worked in past year N = 457	Unemployed more than 1 yr N = 323
MOST IMPORTANT reason left most recent job:		
Schedule/shift did not work out	6 (1.3%)	2 (0.6%)
Wanted to work more hours	12 (2.6%)	6 (1.9%)
Did not like work/working - too stressful	9 (2.0%)	6 (1.9%)
Salary not good enough	10 (2.2%)	- 0 -
Problems with co-workers	8 (1.8%)	2 (0.6%)
Problems with boss	16 (3.5%)	12 (3.7%)
Maternity leave	24 (5.3%)	17 (5.3%)
Respondent's own health/mental problems	95 (20.8%)	53 (16.4%)
Other family member's health problem	11 (2.4%)	6 (1.9%)
Other family or personal problems	9 (2.0%)	9 (2.8%)
Child care problem or couldn't afford care	10 (2.2%)	9 (2.8%)
Wanted to spend more time with children	2 (0.4%)	16 (5.0%)
Transportation problem	10 (2.2%)	2 (0.6%)
Respondent moved	41 (9.0%)	33 (10.2%)
Returned to school or training	7 (1.5%)	8 (2.5%)
Did not need to work	1 (0.2%)	7 (2.2%)
Temporary/short-term assignment ended	45 (9.8%)	31 (9.6%)
Fired	74 (16.2%)	42 (13.0%)
Laid off	36 (7.9%)	34 (10.5%)
Other (specify)	31 (6.8%)	28 (8.3%)

Respondents gave a wide variety of reasons for leaving their most recent job however the most often reported answer was physical and/or mental health problems. This was true for both the recently and longer-term unemployed. The second most common reason for leaving their most recent job was getting fired. When asked *why* an individual was fired, reasons such as poor job performance (23), incarceration/legal issues (17) and lack of business (15) were most often cited. While expressed in different ways, many of the other responses were related to being a single parent and struggling to retain employment and balance the needs of children, other family members and making ends meet. Some difference between the 2006 and 2012 studies reflect economic realities. Only 10.8% of 2006 respondents reported being laid off while this was true for 18.6% in 2012.

All those who were unemployed were asked to identify specific reasons why they were not working currently. The reasons given for lack of current employment were often similar to the reasons why the person lost their most recent job, especially among those who have worked in the past year. Again, respondents were asked to identify the *main* reason they were not currently working (Table 29).

Physical and mental health issues and maternity leave were again common issues. “Pregnancy/maternity leave was defined as a person who was in their last month of pregnancy or had a baby within 2 weeks of the interview. This included 90 (8.4%)

Table 29: Unemployed: Why not currently employed

	Unemployed but worked in past year N = 457	Unemployed more than 1 yr N = 323	Never worked N = 34
MOST IMPORTANT reason for not currently working / never worked:			
Need more education	17 (3.7%)	12 (3.7%)	- 0 -
Need more work experience	10 (2.2%)	12 (3.7%)	3 (8.8%)
No jobs available	71 (15.5%)	30 (9.3%)	- 0 -
Criminal record	21 (4.6%)	17 (5.3%)	- 0 -
Transportation problems	11 (2.4%)	19 (5.9%)	- 0 -
Paying for or finding child care	20 (4.4%)	14 (4.3%)	- 0 -
Prefer/need to stay home with children	27 (5.9%)	16 (5.0%)	- 0 -
Pregnancy/Maternity leave	43 (9.4%)	10 (3.1%)	- 0 -
Own ill health; disability	103 (22.5%)	68 (21.1%)	- 0 -
Depressed/overwhelmed, mental health	36 (7.9%)	43 (13.3%)	3 (8.8%)
Other family responsibilities	23 (5.02%)	30 (9.3%)	3 (8.8%)
In school or other training	23 (5.0%)	23 (7.1%)	12 (35.3%)
Wages too low	3 (0.7%)	- 0 -	- 0 -
Jobs don't offer health benefits	2 (0.4%)	- 0 -	- 0 -
In drug treatment	12 (2.6%)	17 (5.3%)	- 0 -
No need – others provide support	- 0 -	- 0 -	11 (32.4%)
Other (Specify):	51 (11.2%)	29 (9.0%)	2 (5.9%)

respondents. Many of those who were employed in the past year but not currently, reported they were simply on maternity leave and receiving help until they could go back to work after having their baby. The cash assistance was simply a support to financially bridge the maternity leave period. "Other" reasons given for recent job loss included current problems with housing (19), perceived discrimination due to age, pregnancy or physical appearance (9) and a recent move (9).

It should be noted that some of the reasons for unemployment in the Redesign 2012 sample differed from the FEP 2006 sample. In the Redesign 2012 study more respondents were likely to report issues such as "no job available" and "need more education" as reasons for unemployment. This was especially true among those who had been unemployed for more than one year.

Table 29 also reports on those who have never been employed. Of the 34 respondents who have never worked, most are very young (15 respondents were 18 years old, and 9 were 19). Sixteen of the 34 were living with one or more parent and 8 of the 34 were in their third trimester with their first child. When asked why they had never worked most reported they had simply been in high school and lived with their parents who support them. Several respondents in this group were very young (14-15) when they first became pregnant; some had actually married very young as well and then divorced.

Self - Reported Employment Barriers

Throughout the interview respondents were asked about individual issues and the contribution each made to difficulties in securing or retaining employment or attending school/training. At the end, each person was asked to reflect on the *greatest* employment barriers of the past year. Table 30 reflects these data. Other barriers named by respondents included discrimination by employers due to physical appearance, age or pregnancy (22), lack of resources such as clothes, gas and phone (19), lack of work experience (14), lack of self-confidence (13), and involvement with courts/legal problems (11).

After all barriers were noted, respondents were asked to indicate, from their perspective, the *greatest* employment barrier in the past year. The final column in Table 30 indicates the frequency with which each barrier is chosen as the greatest barrier. It is clear that the greatest single barrier, and the barrier most often chosen as the greatest barrier, was "physical health issues." This was also true in the FEP 2006 study. Other frequently mentioned barriers include: mental health issues, transportation problems, lack of education/training and lack of good jobs available. Interestingly, in the FEP 2006 study physical health problems, lack of child care, transportation problems and being in school were all significantly higher barriers and lack of good jobs available was much lower. (See Appendix D for FEP 2006 data)

There was a group of barriers, while not identified as frequently, were more likely to be the *greatest* barrier when they were mentioned. These low frequency – high impact barriers included: drug or alcohol abuse, needs of a dependent child, attending school, a criminal record, and choosing to stay home with children. When present, these issues were more often viewed as completely preventing work and are distinguished from barriers which clearly *impact* work but can be managed so that they do not prevent work.

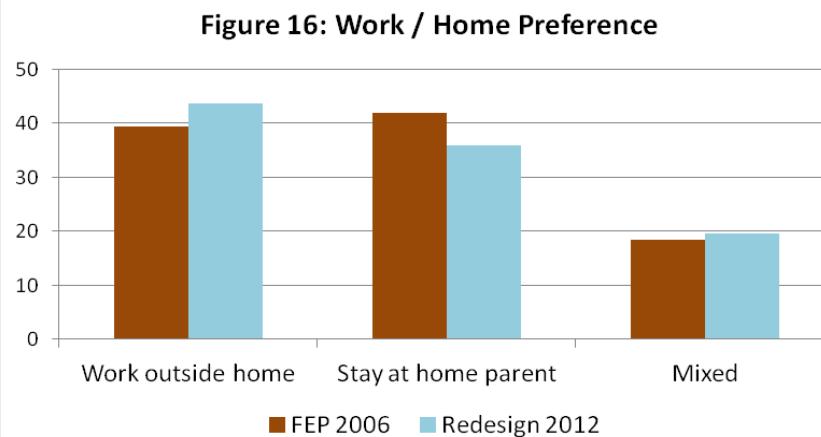
Table 30: Self - Report Barriers Redesign

N = 1075	Barrier	BIGGEST barrier	Frequency as greatest barrier
Needs of a dependent child	81 (7.5%)	40 (3.7%)	49.4%
Need of dependent family members	36 (3.3%)	14 (1.3%)	38.9%
Lack of child care	202 (18.8%)	77 (7.2%)	38.1%
Lack of education/training	228 (21.1%)	64 (6.0%)	28.1%
Alcohol or other drug issues	49 (4.6%)	28 (2.6%)	57.1%
Physical health issues	317 (29.5%)	185 (17.2%)	58.4%
Mental health issues	265 (24.7%)	126 (11.7%)	47.5%
Transportation problems	250 (23.3%)	58 (5.4%)	23.2%
Language barrier	17 (1.6%)	5 (0.5%)	29.4%
Lack of job skills	133 (12.4%)	40 (3.7%)	30.1%
Housing problems	93 (8.7%)	21 (2.0%)	22.6%
Problems reading or writing	26 (2.4%)	2 (0.2%)	7.7%
Criminal record	137 (12.7%)	61 (5.7%)	44.5%
Spouse or partner objects to me working	104 (9.7%)	32 (3.0%)	30.8%
Wages too low	45 (4.2%)	12 (1.1%)	26.7%
Caring for an infant	45 (4.2%)	5 (0.5%)	11.1%
Going to school	112 (10.4%)	50 (4.7%)	44.6%
Choose to stay home / care for children	139 (12.9%)	61 (5.7%)	43.9%
Lack of good jobs available	206 (19.2%)	84 (7.8%)	40.8%
In drug treatment	25 (2.3%)	8 (0.7%)	32.0%
No barriers	69 (6.4%)	69 (6.4%)	---
Other:	114 (10.6%)	36 (3.3%)	31.6%

Attitudes Toward Welfare and Work

Respondents were asked a series of questions which reflected attitudes towards the concept of welfare in general and the role of parents, typically single parents, both as financial providers and as caregivers for their children (See Appendix E). Answers to these questions provide insight into respondents' views of what it means to receive assistance, the value of work to children and their own desired pathway.

There are many factors which influence whether a parent prefers to work outside the home or be a stay at home parent. Obviously the need for financial support is an important factor so respondents were asked to agree or disagree with two statements both prefaced by "If money were not an issue..". The first statement was "I would prefer to work outside the home than be a stay at home parent. A little later question two stated, I would prefer to stay home and raise my kids rather than work outside the home."



As shown in Figure 16, both in the FEP 2006 and Redesign 2012 samples respondents were split in their preference to either work outside the home or be a stay at home parent. The Redesign 2012 study reflects a slightly higher proportion of respondents interested in working outside the home.

This may in part reflect the higher proportion of males in this sample as within group difference indicate that males, those with more work history and respondents from Central region were significantly more likely to prefer working outside the home. Women, those with less work history and respondents from Mountainland were all significantly more likely to want to be stay at home parents.

Respondents were also asked to evaluate their situation as either similar to or different from "most others on welfare." A few people (77) reported "don't know" and often said that they did not know anyone else on welfare and so couldn't judge. There were also some (27) who indicated that "everyone's situation is different." A little less than half (45.4%) did believe their situation was *different than most others on welfare*. Their reasons for feeling different were generally related to perceived differences in attitude (281) or specific barriers that made receiving cash assistance necessary (324).

Of the 324 respondents identifying a work barrier as what made them unique, physical and mental health issues were listed most often (150). Others felt unique due to being a single parent (62), having problems with housing and transportation (38), having a criminal background or legal issues (22), being in school (20) and having no work and/or education history. Some comments include:

- *My situation is unique, no car, no family support, no proper day care tools, my mental health, a lot of factors.*
- *My case is closing, I have nowhere to live, I have no idea what I'm doing. It's my first baby and I don't know anything about kids.*
- *I feel like I am the only one who doesn't drive around here and I have no close relatives around here to do child care in the evening when I need it.*
- *I had a traumatic event in my life that made me unable to work; it wasn't just being lazy.*
- *The fact that I bit off more than I could chew, getting divorced. In a custody battle and husband left me way behind on all bills so I would fall on my face.*

There were 281 respondents who felt different due to their attitude toward cash assistance and working. Some (237) felt different because they did not see assistance as a choice, they did not want to be on it, it was only for a short time and they were not lazy. Another group (41) felt different because they had a strong work and education history and others (28) felt unique due to lack of outside help from others. Some examples include:

- *I feel like I'm not trying to live off the system. I had a goal and I'm working towards that goal and DWS is helping me. A lot of people don't work really hard to get off assistance and I am.*
- *I have the skills and education to work. It's just my hard pregnancy and the economy.*
- *This is a short term situation - I do not want to stay on this program forever. I want to work to support myself and my family.*
- *Because I want to be successful, I really want to give my daughter what I didn't have. I'm doing this because I want my daughter to be successful. I'm going to school and workforce is helping me pay for it, so I can have a career and only be on this temporarily. I was working a lot before.*
- *I don't feel helpless. I have a determined personality and I've used the size of my home to my advantage. I live in a good neighborhood with good schools and friends. There are better opportunities for my kids.*

Some comments on why respondents felt “different” reflect many of the common stereotypes society in general have regarding welfare recipients.

- *That I shouldn't be on it, but I'm using it for the right reasons. There are a lot that are not, and are doing it because they are lazy.*
- *They use the excuse of I have kids, I can't work. People get pregnant just to live off the system. I didn't do that.*
- *Most other can't take care of their kids but I can.*
- *Most others get child support or just get the welfare and don't want to work and just have the state pay for it all.*

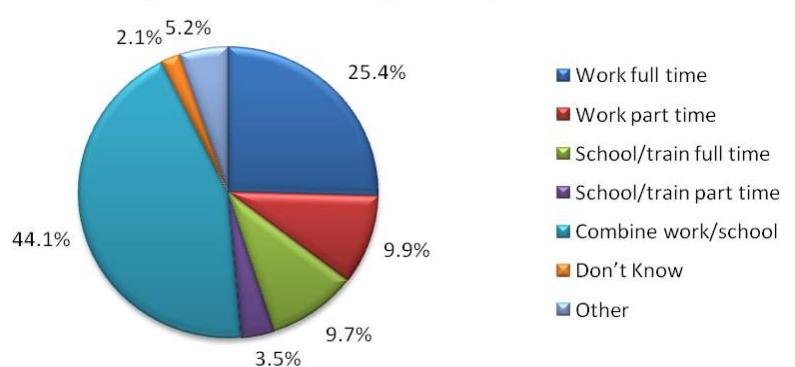
However some recognized that they are “different” because of resources they have that others perhaps do not.

- *I have a lot of people helping me. I have a ton of support that I can go to and a lot of other people don't have that.*
- *Everybody has different situations. In a lot of ways I feel some have it harder than I do.*
- *I've had good examples in my family. They work hard and are educated.*

Employment Readiness

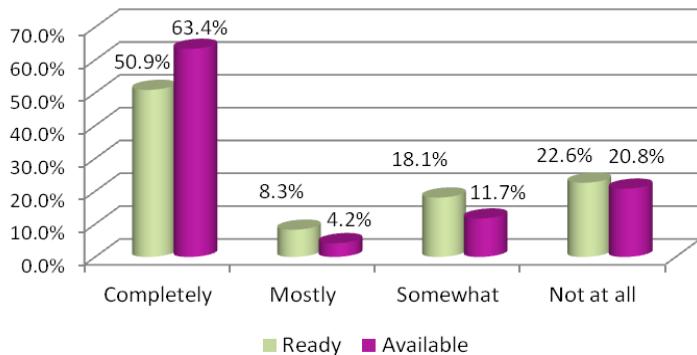
Respondents were asked to think about what they viewed as best activity for themselves and their family at this point in time. As shown in Figure 17, the largest portion of customers felt that a combination of work and school was the best next step in moving

Figure 17: Best Activity for Respondent



toward self-sufficiency. Of the 5.2% who indicated an “other” option as best, most indicated they had physical, mental health or drug treatment issues that made any of the choices impossible at this point in time. The remainder indicated there were needs at home (care for a disabled child or adult, etc.) that were a first priority.

Figure 18: Ready and Available for Work



work force full-time. As seen in Figure 18, a majority of respondents indicated they were available for full-time work and a majority also said they were ready for full-time work. When viewed in combination (Figure 19), 423 (40.1%) of respondents indicated they were *both* ready and available for full-time work. Only 10.7% were both unready and unavailable for full-time work.

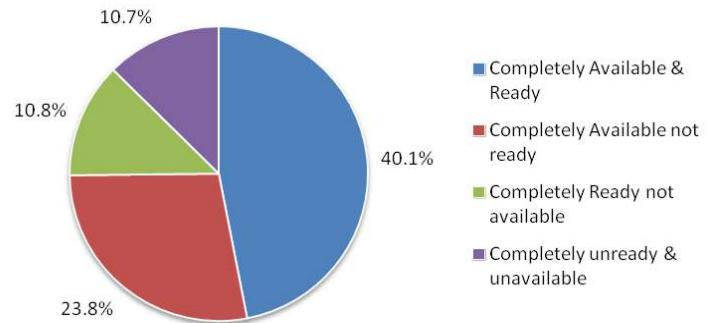
When asked, “What is keeping you from being completely *available* for full time work?” many respondents indicated they had a note from a doctor saying they were only allowed to work hours less than full time down to zero hours per week (121). Another group indicated going to school made full time work impossible (103), and others are the primary caregivers of disabled children or parents (52). For some (96), frequent doctor’s appointments or court dates beyond their control make full time work impossible.

When asked, “What is keeping you from being completely *ready* for full time work?” the greatest majority (224) indicated they have physical or mental health issues getting in the way of full time work. This typically included the group of respondents mentioned earlier who were in their last month of pregnancy or had delivered in the past 2 weeks (90). Those with newborns (10% had a child 2 months or younger) and a few other respondents indicated that they did not feel ready to leave their children to go to work (164). Others felt the need to finish school first (50), to secure child care (58) or become more emotionally stable (43).

Respondents were asked to indicate what they felt DWS could do to help them become “ready and available” for full time work. The majority (62.4%) said there was nothing DWS could do – that the situation was something well beyond the reach of DWS.

One component of the referral process for Work Success is determining if the customer is “able and available” for full-time work. Respondents were asked to report on how they viewed their current capacity for full-time work. “Available” was defined as having the time, the hours in the day or week that could be dedicated to full-time work. “Ready” has more to do with physical, emotional and mental readiness to be out in the

Figure 19: Work Readiness in Combination



Those who did feel DWS could help increase work readiness were looking for supports such as: help with child care and transportation (64), support of education (45), assist with job skill development (40), and generally be more understanding of their situation (39).

Some view receiving assistance from DWS as a potential benefit or negative factor to the lives of children receiving the cash assistance. When asked how their children benefited from being connected to DWS only 87 (8.1%) said there was no benefit to their child. Most respondents spoke of how DWS ensured their children had food, medical assistance, financial resources, child care and housing. Others spoke of how DWS helped them gain skill to be able to provide for their children in the future and set a good example. As some respondents said:

- *I wouldn't be able to further my education to get work without DWS. With more schooling can actually take care of son without assistance.*
- *I'm able to provide for them better income due to job application skills and Work Success.*
- *She'll always know me as a worker and knows nothing is for free, so that helps her.*
- *It gave me a stepping stone back into work to provide for him. When he gets older my life will be back on track to give him what he needs.*
- *It gave me the skills to better myself for them. If I do better in life they do better.*
- *It shows them a sense of responsibility that there are legitimate helps when you have legitimate problems.*
- *She sees me trying to find a job so she knows work is important.*
- *Providing me the education and skills to feel confident in the workforce, or at least to find work so I can support my daughters financially.*
- *I will have a better job once I am educated. They see me going to school. It is a good model for them to see.*
- *'Cause it helps me to be stable, that way I can teach them to be stable. Education, schooling, and everything they need, so they won't rely on the system.*
- *I'm hoping they see I didn't lie around when I got sick. So my example will be good for them. I actually went to get help instead of laying around.*
- *She gets to see how hard it is to stay compliant with the state. It's easier to stay compliant with a job.*

Respondents were also asked how they felt their connection to DWS might have affected their children in a negative way. Most (70.4%) did not believe this connection had been negative for their children in any way. Of those who did feel there was something negative some felt the DWS requirements took away too much time and attention from the children. As some said:

- *Being away from him so young. Like me having to go back to work and he's three weeks and no breast feeding.*
- *They have me out doing this stuff out there all the time, even when the kids get out early. I can't go to things at school because I'm at DWS.*

Others felt that the stress of being on assistance was also experienced by the children.

- *When I don't get my money on time or being closed then it affects him. He doesn't get the things he needs like clothes. I am stressed out and worrying, which he picks up on.*
- *I'm really stressed about all the things I have to do, it's overwhelming, so it's bad for our health [pregnant with baby].*

The stigma of being on assistance is not lost on the children, especially older children. As noted by some respondents:

- *My son is older and he knows that we are struggling and need help. I'm sure he's embarrassed and won't bring his friends over.*
- *The stigma that gets placed on him by the day care provider because the state pays his child care. He gets labeled as low income from a lazy family, criminal. It's not fair.*
- *I'm afraid they think they are low class; that we're poor and can't provide for them.*

Some parents also fear that they are teaching their children that being on assistance is acceptable and do not want to teach this message. As some said:

- *I don't want her to grow up with a feeling of entitlement or depending on anyone else.*
- *I don't want them to grow up thinking they don't have to work hard for success in life.*
- *It ups their likelihood to be on state assistance when they grow up because I'm on it. They know there are other ways to survive other than working full time.*
- *As he grows I don't want him to think that the state will just take care of me. I want him to work for what he gets.*
- *The cycle of my parents on it, then me. I don't want them to grow up to rely on the state. I don't want them to be lazy and think this is okay.*
- *I'm a 'welfare mom' and I don't want to show her that's ok to do. I want her to be financially stable to take care of herself.*

EXPERIENCES WITH DWS

With the profile of respondents in the Redesign 2012 study complete, the next sections provide findings regarding respondents' experiences with several aspects of DWS. This section includes data regarding the respondents' first encounter with DWS, knowledge of FEP policy, their experiences with DWS workers and finally, engagement with the personalized employment plan.

Initial Entry Into DWS

Applying for and receiving cash assistance is a memorable event in most people's lives. Respondents were asked to think about when they *first* applied for cash assistance - whether in Utah or another state. Data regarding this experience are reported in Table 31. Most respondents heard about the assistance program from family or friends but there were fewer referrals from these sources than in 2006. The Redesign study shows more people knew about cash assistance from being connected to DWS in other ways such as for job referrals. More had also learned about DWS assistance from community centers, shelters and in treatment facilities. Some had been recipients of other services such as food stamps or Medicaid in the past and simply applied for additional benefits when needed.

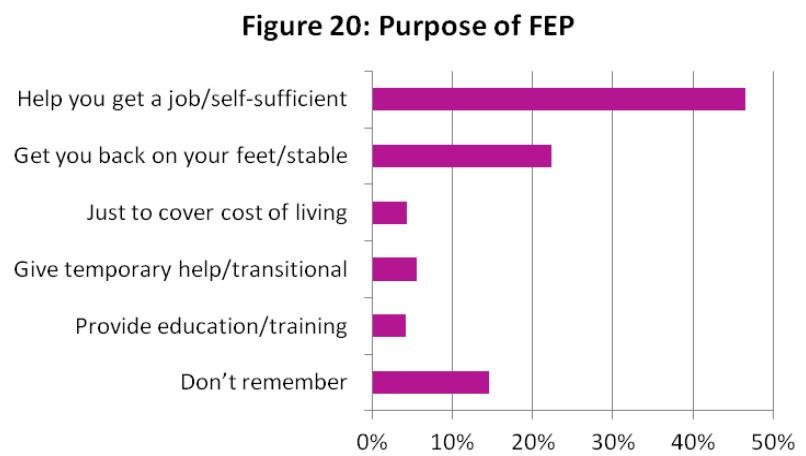
The average age of first receipt of assistance was 25 (two years older than in 2006) and ranged from 16 to 59 years. For more than three-quarters of the Redesign sample, the current episode of cash assistance was their first. A higher proportion of the sample (80.5%) recall being told that there is a limit to the number of months one can receive cash assistance however only 62.7% could state the time limit of 36 months correctly.

Table 31: Entrance Into Cash Assistance

	Redesign 2012 N = 1075	FEP 2006 N = 1144
Average age of first receipt (median) of cash assistance	25.0 years (range 16 - 59)	23.0 years (range: 15 - 60)
Episodes on cash assistance		
One	822 (76.4%)	722 (63.1%)
More than one	253 (23.5%)	422 (36.9%)
Who first told you about DWS resources?		
Mother	172 (16.0%)	215 (18.8%)
Friends/Other family	300 (27.9%)	434 (37.9%)
I just knew myself	415 (38.6%)	327 (28.6%)
Found online	18 (1.7%)	1 (.08%)
Substance abuse treatment facility	17 (1.6%)	1 (.08%)
Homeless shelter	15 (1.4%)	-0-
DWS	12 (1.1%)	8 (0.69%)
Community resource agency	38 (3.5%)	47 (4.1%)
Doctor or hospital	10 (0.9%)	6 (0.5%)
Other	74 (6.9%)	156 (13.6%)
Remembers being told there is a limit to the number of months for reception of cash assistance:	865 (80.5%)	902 (79.1%)
Customer perception of number of months for time limit on cash assistance (mean):	32 months	33 months
Number reporting under 36 months	195 (22.5%)	190 (21.0%)
Number reporting exactly 36 months	542 (62.7%)	596 (65.9%)
Number reporting over 36 months	18 (2.1%)	21 (2.3%)
Don't know	110 (12.7%)	97 (10.7%)

At the time of the initial application, a DWS worker using the FEP video is responsible for explaining the purpose of the FEP program. Respondents were asked to recall what the DWS worker told them was the *main purpose* of the FEP program. Only 14.6% indicated they could not remember, the majority of the others understood the program to be about employment, self-sufficiency and gaining financial independence.

As noted above, seeking cash assistance is typically an act which respondents remember very well. In a broad, open ended type question, respondents were asked to describe: "What changed in your financial situation that led you to need to apply for cash assistance?" Each story was unique and much more complicated



than could be expressed in a simple summary yet the stories could be divided into three primary categories and two smaller, yet important categories.

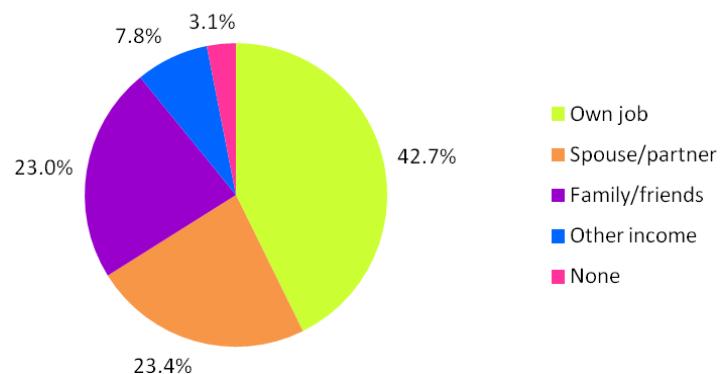
As shown in Figure 21, the largest group includes those who sought assistance due to the loss of their own job. Within group comparisons show that males, those with more education or with more work history were significantly more likely to report this type of change in their finances. Examples of situations in which own loss of job led to cash assistance include: (For additional examples see Appendix F)

- *I ran out of my 401k and didn't have a job yet. My mom and I worked at the same place together for years. After she died, I couldn't keep going there every day. It was too hard emotionally and so I quit. I had savings and a 401k and I thought I would have plenty of time to find a new job, but nowhere is hiring.*
- *I had been injured on the job and was unable to work. I didn't want to ask for help so I was homeless for awhile and lost my daughter. I had to have my aunt care for her. I was just moving around and finally got sick of it enough to ask for help.*
- *I couldn't work because of my health. Stopped working in July and lived off the little savings that I had. My attorney told me to go in and apply for disability and they helped me with cash first while I was waiting for SSI to go through.*
- *I was laid off from my job a couple of months prior and all of my savings burned up quick. I have always worked and supported myself but there just aren't a lot of jobs there and they don't pay very well which makes it hard. I couldn't find anything else and ran out of savings so I had to ask for help.*
- *I was working and a month ago my feet were inflamed and injured and I couldn't work as much because of the pain. I am a housekeeper and don't have a steady or stable income. A lot of my clients didn't call to give me work in December and with the problems with my feet, I had almost no options. DWS recommended I apply for cash.*
- *I have no support of family here in Utah. I'm a single mom raising my daughter and 3 siblings. I was working and getting financial help from my church. I lost my job because of transportation issues. My friend who gave me rides couldn't help as much. The help from church wasn't enough to support me and my family and I didn't know where else to go.*
- *I lost my job at Convergys because my daughter was really sick with kidney issues and my husband couldn't watch her because of his health so I had to quit my job. I was the only one working at the time because of my husband's health.*

Losing support from a spouse or partner and losing support from family and friends were nearly equal. This is different from the FEP 2006 study in that spouse/partner were more often the main source of support (35%). Specific situations include:

- *My husband was our income and we just barely got an apartment in West Valley when ICE came and took him. He was sent to prison and is there on an immigration hold. I didn't have a job and needed to provide for my kids.*
- *My husband went back to jail, and was supporting our family before that. I haven't had to work in a long time. It's hard going back, but I needed help to support my kids and figure out what I was going to do. I'm ready to do what I have to.*

Figure 21: Reason for Income Loss



- *I was in a relationship and he was financially providing and at the time I was 7 months pregnant. He started getting violent and abusive, so I packed up and left. After watching my aunt be beat by her husband for 30 years there was no way I was gonna stay and let it get worse so I left the relationship and applied for help.*
- *No job and I couldn't go back to work because of my son. I couldn't afford child care and I didn't know DWS would pay for it. I was living off my tax returns mostly and my baby's father and I were together up until a month ago. He would sometimes make money illegally and I needed to get me and my son out of that.*

In the FEP 2006 study support from families and friends was about 10% while in this study 23% had been relying on this source of support prior to cash assistance. In many instances families were just not able to continue to stretch limited resources to provide support.

- *I was feeling bad taking money from my dad all the time. He was paying all my bills so I never really had to work for bills, just fun and my phone bill. When I had my baby I couldn't ask any more.*
- *I wasn't working and was pregnant. I was trying to finish high school and I needed help for when my son was born. I tried to find work but because I was pregnant and did not have work experience, no one would hire me. I couldn't stand living with my parents and couldn't stand their fighting, so I left and lost the financial support they provided. We had to call the cops almost every night because of their fighting.*
- *I had been living with my family and they were supporting me. We have been struggling for a long time. The father of my baby had paid a few months of child support but then he called to tell me he quit his job and wouldn't be paying child support, so I had no other choice but to seek outside help.*

Also, in 2006 very few respondents spoke of losing unemployment insurance as a reason to seek help. In the Redesign sample 51 (4.8%) respondents indicated they had lost UI benefits before finding employment.

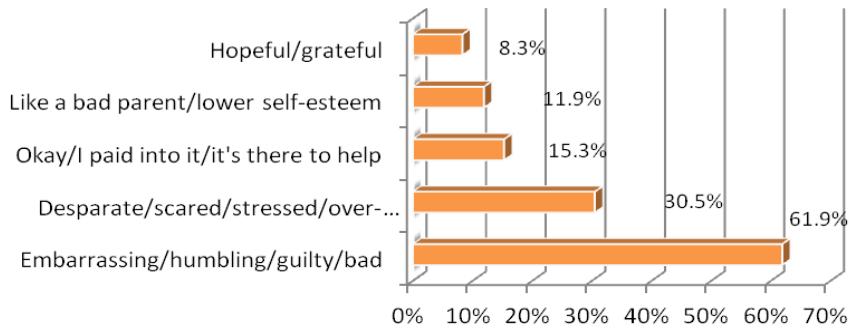
- *Unemployment ran out. I have always worked but with the recession and construction going slow there wasn't any work. Unemployment was okay for a while but it ran out and I couldn't find a job.*
- *I was living on SSI and just scraping by on that but then my water broke early and my baby's life was in danger. I needed medical care and medical coverage so I applied at DWS and they told me I could get cash assistance.*

There was a small group (31) who came to cash assistance while in substance abuse treatment, after being released from jail and gaining custody of children, or just because they were pregnant, living on the streets and had nothing. While only 3.1% of the sample, these respondents faced many, many difficulties in moving toward self-sufficiency.

- *I'm just getting out of jail and am trying to complete my day treatment program so I can get on with my life and get on my feet. Having 2 kids, I didn't know how to care for them without it. We just worked with what we had, before I went to jail, but I got out and needed to do the day treatment program and don't have time to work.*
- *Got out of jail and didn't have a job and was pregnant. I tried to get cash 3 months before I did, but was denied until I was in my third trimester. I was living on the streets for that time and had no income.*

While the situations leading to the need for cash assistance were very diverse, the feelings about needing assistance reveal clear trends. Respondents were asked, "That very first time when you applied for cash assistance, how would you describe your *feelings* about applying for cash assistance?" Respondents' answers varied greatly. One group (8.6) gave responses that were neutral, that is, they had no feeling toward applying. A small group (3.9%) gave responses that were completely positive while another group (9.5%) gave responses that were mixed positive and negative. By far the largest group (77.9%) had only negative feelings about applying for cash assistance.

Figure 22: Feeling About Seeking Help



person said, "*It was humbling. I was raised you get a job and do it yourself. I never pictured myself as a 'welfare mom.'* When I get off this and start paying taxes again, I won't mind paying for this benefit." Others in this group said:

- *It was awful, I didn't want to do it. Pride, didn't want help from others when I had always done it for myself.*
- *I hated it. I cried when I went in. I used to donate to those programs not need it for me.*
- *I was embarrassed because I had tried so hard to do it on my own. I was working and going to school but had hard health problems.*
- *That was horrible I hated it. I was mortified to even walk in. I didn't want to tell my story. I didn't belong there. Totally uncomfortable! I have to do it to survive.*

When the reality of not being able to care for one's children sets in, applying for benefits can become the parent's last desperate step for survival. Respondents were not only scared to come in and apply but also fearful they might be denied benefits.

- *I cried - I was upset I couldn't take care of myself. I was nervous because I didn't know what to expect*
- *I was a nervous wreck. Totally desperate and frustrated! I had hit my limit of what I could take and just needed them to help.*
- *I was scared and felt small. Scared there wouldn't be any help and that I'd be judged.*

"Feelings" about applying for assistance often included a change in the person's view of themselves. That somehow applying for help was a sign of personal failure as a provider and a parent.

- *Extremely difficult, I felt like a complete failure. Growing up we were so poor that we got food out the dumpsters but no matter how poor, my father would not take any assistance from the state.*

Comments were analyzed and coded into five groups and shown in Figure 22. The majority of respondents expressed embarrassment over needing to ask for help. Those who had not experienced using benefits in childhood seemed to struggle even more. As one

- *I felt like a loser. I was scared of the backlash of reporting my son's father to ORS, he was abusive & I was scared, but I knew I had to do it.*
- *I was pretty angry, I felt worthless and that I was a bad role model for my daughter. I felt I was living off the state when I should have been able to provide for my daughter.*
- *It's horrible. You just feel like a horrible failure and you have to go through all the horrible details you're already living through. It's a degrading, but necessary, process.*

Those who felt certain this was a short term experience did not seem to feel as negative about seeking assistance. Also, those who viewed assistance as part of the benefits of having been a tax payer were more positive.

- *I wasn't embarrassed. I needed money for my kids. I don't get embarrassed 'cause I just know it is a short crisis time.*
- *I was fine with it. I've worked most of my life and paid into taxes. Sometimes you are going to need to ask for help. Once you get in a better situation you can help someone else.*
- *I was working since I was 13 so at 41 when I need help, I don't feel bad asking for it.*

There were certainly some who often did not know such help was available and when they learned of this resource were very grateful and relieved.

- *I thought it was a good thing if you need help and in an emergency situation like mine.*
- *Happy that it was available. I wouldn't get kicked out of the house and wouldn't have to go to a shelter.*
- *I felt relieved and less stressed. And thankful because the help was there.*
- *I didn't even know I could. I went there to get Medicaid and food stamps and they brought the cash to my attention. I was very grateful they had a program like that.*

Many comments reflected the mixed reality of being both unhappy they were in this situation but grateful for the help. As one person noted, "It was very humbling. I was torn because my pride stood in the way, but I realized that I had been paying into it most of my life and its there when you need it. It can get you where you need to be for the short term."

Connecting to DWS Online

Since the FEP 2006 study many more interactions with DWS are being conducted online. *My Case* is an online access point through which customers can access some information about their case. Respondents were asked about their experiences using *My Case* and suggestions they have for future improvements.

My Case

Most respondents (89.2%) recognized and had accessed *My Case*. The 116 respondents who had not used *My Case* were asked to explain why. In this group, 34 (29.3%) respondents said they did not have access to a computer or internet. Another 20 (17.2%) indicated they did not feel comfortable using computers or said that they were computer illiterate. Even after going through the program with the help of a DWS employee, some who did not feel comfortable with computers were unable to access their *My Case* account on their own.

The 943 respondents who had used My Case were asked what specific tasks they were able to do on the website. As shown in Table 32, the most common activity was checking EBT balances followed by reading notices, checking benefit status, and job searching. Of those that answered 'Other,' the most common answers were create/edit resumes (20), set up appointments (15), look up information on programs or services (13), and go paperless (12).

Table 32: Done on *My Case*

What have you been able to do on <i>My Case</i> ?	N=943
Check EBT balances	549 (58.2%)
Check benefit status	371 (39.3%)
Read notices	474 (50.3%)
See what verifications are needed	228 (24.2%)
See if verifications have been imaged	120 (12.7%)
Do review	158 (16.8%)
Job search	299 (31.7%)
Sign papers	30 (3.2%)
Print forms	105 (11.1%)
Access/change account information	43 (4.6%)
Other	190 (20.1%)

When asked what other activities My Case should incorporate, 208 (22.1%) had additional ideas. One theme in the responses was around improving all forms of communication between customers and DWS. This included ideas such as creating the ability to:

- *Send an email directly to the employment counselor*
- *Schedule an appointment with an employment counselor*
- *Check on "next appointment" times*
- *Complete a "my story" form so that I don't have to tell my situation over and over to different people*
- *Have an online meeting with my employment counselor*
- *Complete initial interview*
- *Instant message my employment counselor*

There were also suggestions for items respondents wished could be done on the site. Some suggestions include:

- *Complete and email forms online*
- *Get a copy of the employment plan*
- *View my EBT transactions so I can see if there are wrong charges or someone else is using my card*
- *View benefit history and approved benefits for the next month*
- *Update my address online*
- *Read notices on tablet or I-phone when there is no access to a computer*
- *View workshops or lectures at home when coming into the office is not possible*
- *View notices even if not gone paperless*

There were also resources some respondents would like to be able to access from My Case. These include:

- *A list of resources DWS has to offer so it is known what is available*
- *Get information about Medicaid coverage, doctors, etc.*
- *Provide descriptions for why things are denied*
- *Provide rules for the program so a customer can look them up*
- *Child care resource and referral information*
- *Updated verses old job listings*

Overall, make the site more user friendly perhaps by adding tools such as an FAQ or step-by-step guide on how to use the website. Respondents want things to be easier to find on the site. People struggled to find where to log in, where to find information, and job searching was often reported to be too complicated. There was also frustration that the system seemed to be down a lot and even things they knew they could do online did not work some of the time.

Chat Line

A specific feature within My Case is the chat line. Respondents were asked if they had used the chat line feature in My Case. Just over half (51.9%) of those who had used My Case had also used the chat line feature. Figure 23 shows a relatively even split between those who did not use the chat line due to no need, not knowing about it and “other” reasons. Common “other” reasons included preferring to talk to a person live, the length of the wait time, no availability on nights and weekends and lack of understanding of how it or computers in general work.

Of those who had used the chat line, 228 respondents (46.7%) had a positive experience (good to excellent rating) with the chat line and 260 (53.3%) had a more negative experience (fair to poor rating).

Figure 24: Experience With Chat Line

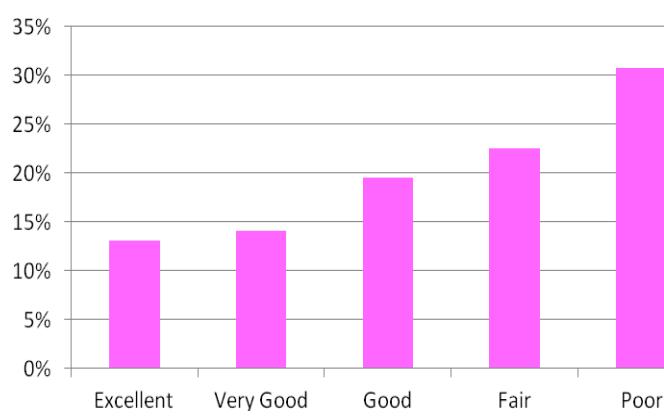
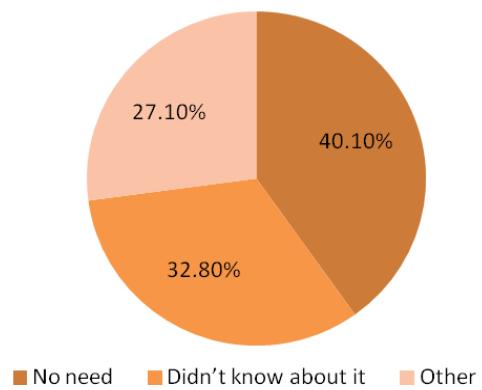


Figure 23: Why Not Used Chat Line



There were various reasons related to the negative experience with the chat line, but a majority complained was about the length of the wait time and/or failure to get a response (179). Some respondents specifically mentioned being logged out of the chat automatically because of inactivity (23). One respondent noted, “It took them a really long time to respond and I couldn’t tell when they responded without just staring at the screen constantly.” Many respondents suggested that DWS should install a chime or noise of something that would alert them when the worker entered the chat.

When there was a response, 82 (31.8%) were frustrated because the representative could not look up information specific to the respondent's case or they did not find the representative helpful in general and 26 respondents (10.1%) stated the representative was unprofessional, rude, or rushed them through. Because, as one person said, "The wait is so long - both times I have been on it has taken over 45 minutes to get a reply and both times they told me to ask my employment counselor." And another said, "Sometimes it was good, otherwise the person couldn't access my information and help me. They are good for general information but not for my personal case information." Several respondents suggested that there should be some notice warning them of the limitations of the chat line workers.

Job Search Options

More than half (59.5%) of respondents indicated they had reported job search hours as part of participation in their DWS activities. Reporting job search hours electronically is a relatively new process at DWS. Because DWS was in the midst of transitioning between electronic and paper reporting systems, respondents were asked which method they had used. The majority (68.4%) had reported job search hours either electronically only or they had used both methods.

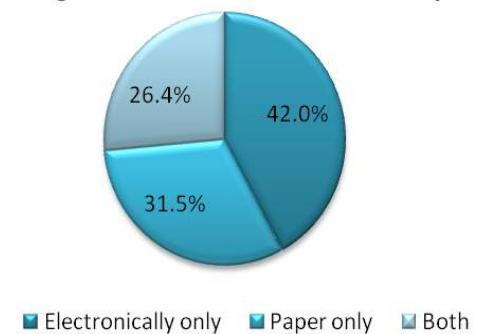
Of those who reported hours electronically, 374 answered a question asking about their experience reporting their hours electronically and how they felt about having that as an option. A majority (72.8%) liked reporting electronically. Respondents stated that it saved time, was easy to use, and was extremely convenient. Others liked not needing to worry about losing their paper sheet, needing signatures and faxing it in. However, others (27.3%) preferred reporting hours on paper. These respondents felt the online system was difficult to use, it didn't allow adequate space to write everything that was needed, some had difficulty accessing the internet, and some lacked basic computer skills in general and were intimidated by the process.

Respondents were asked to identify what activities, if any, they would specifically prefer to do face-to-face rather than online or over the phone. Most respondents (62%) had no suggestions. Of those who did, the answer most suggestion was the opportunity to speak with an eligibility representative in person (157). Others (103) wanted to speak to someone about the specifics of their case, ask general questions, or get general information or resources. Many of these respondents cited the long wait time on the phone and chat line as well as the representative's inability to provide specific case information over chat as sources of frustration. Additionally, some (76) stated they wished they could do everything in person and a few (44) would have liked to do all of their paperwork with their employment counselor.

Overall – DWS Online Activities and Resources

Much of what was learned regarding the access to and use of DWS online activities and resources came down to the individual respondents comfort with and access to a

Figure 25: Job Search Hour Entry



computer. As reported above in Table 33, one quarter of all respondents felt only somewhat to not at all comfortable using the computer to manage their DWS case. Future efforts to streamline DWS services and activities and online will need to take this simple but important fact into consideration.

Interaction with DWS Employees

Employment Counselor

Since all respondents were open for cash assistance, each was assigned to and had met with an employment counselor. The majority of respondents in the Redesign sample reported a good to excellent relationship with their employment counselor. The employment counselor - FEP participant relationship was strongest in the Eastern and Western regions and among those with a HSD/GED. This same question regarding the relationship between the employment counselor and the respondent has been asked in several other studies over the past five years. Data in Table 34 reveals that while results vary somewhat according to case closure type, results from the Redesign study extend the trend of improvements in these relationships.

Table 33: Relationship With Employment Counselor

	Dynamics of Leaving Welfare 2002*			NP Study* 2004	TL Study* 2003-2005	FEP* 2006	Redesign 2012
	Closed Work N = 29	Closed Other N = 52	Closed TL N = 260	N = 292	N = 1004	N = 1144	N = 1075
Excellent	12 (41.4%)	15 (28.8%)	66 (25%)	21 (7%)	306 (30.5%)	410 (35.8%)	498 (37.0%)
Very Good	7 (24.1%)	3 (5.8%)	40 (15%)	35 (12%)	197 (19.6%)	232 (20.3%)	207 (19.3%)
Good	4 (13.8%)	10 (19.2%)	48 (19%)	81 (28%)	218 (21.7%)	261 (22.8%)	245 (22.8%)
Fair	3 (10.3%)	11 (21.2%)	40 (15%)	69 (24%)	148 (14.7%)	134 (11.7%)	138 (12.8%)
Poor	3 (10.3%)	13 (25.0%)	66 (25%)	86 (30%)	135 (13.4%)	99 (8.7%)	86 (8.0%)

* - Full study results can be found at: <http://www.socwk.utah.edu/sri/dwsreport.asp>

Expanding on the overall relationship, respondents were asked to identify particular aspects of the relationship with the employment counselor. As shown in Table 36, the differences between outcomes in 2006 and 2012 are relatively small but are all in the direction reflecting a continuing improvement in customers' experiences with their employment counselors.

Table 34: Specific Aspects of Relationship with DWS Employment Counselor

	Redesign 2012 N = 1075		FEP 2006 N = 1144	
	Agree	Disagree	Agree	Disagree
..treats me with dignity and respect.	975 (90.7%)	99 (9.2%)	1007 (88.0%)	128 (11.2%)
..takes the time to explain program rules.	972 (90.4%)	101 (9.4%)	1001 (87.5%)	131 (11.5%)
..only cares about getting forms filled out.	253 (23.5%)	819 (76.2%)	298 (26.0%)	836 (73.1%)
..wants what's best for me and my kids	903 (84.0%)	158 (14.7%)	936 (81.8%)	192 (16.8%)
...overwhelms me with so many things to do I am likely to fail.	268 (24.9%)	802 (74.6%)	317 (27.7%)	816 (71.3%)
..did not give me a chance to explain what brought me here and what I need.	189 (17.6%)	882 (82.0%)	317 (27.7%)	816 (71.3%)
...is helping me (move closer to a job /improve my work situation)	842 (78.3%)	213 (19.8%)		

Respondents were asked how comfortable they felt discussing their current situation and its effect on working with the employment counselor. A majority (75.4%) felt "mostly" to "very" comfortable having such a conversation. Those who felt only "somewhat" to "not at all" comfortable were asked to discuss why this was difficult.

Some felt that the employment counselor just didn't listen, was rude and judgmental (116). One person noted, "*I didn't feel like she cared or listened to me. She didn't care about what I wanted or how I wanted to better my life. It was all about her and her numbers.*" Others felt the employment counselor did not understand the customer's situation or even want to try and support the customer (94). As one person said, "*They wanted me to jump through too many hoops. Forty hours job search on top of school and externship. I was in school and doing my externship and they wouldn't let any of those hours count towards my 40 hours.*" Some did recognize that it was their own discomfort and shyness that made talking with the employment counselor difficult (54) but others found it very difficult to get a hold of their worker or get a return phone call (53). This issue was often accompanied by frustration with workers changing very frequently. This was especially true in the greater Salt Lake area.

Employment counselors are often viewed as the DWS employee most relied on for help moving toward employment. Respondents were asked, "What more do you feel the employment counselor or DWS could be doing to assist you in preparing for employment? Most (60.8%) felt DWS and the employment counselor were doing all they could do. For those who felt more could be done, 148 provided suggestions related to providing more support, understanding and listening better and another 109 asked for more communication and availability by phone. As some customers noted:

- *Be more open minded to peoples situations and not judge based on past clients experiences.*
- *Try to understand where I am coming from. This is hard for me. I am in pain, I am scared and desperate and I can't do everything they want me to do. Care. Care about me.*
- *I think they need to work on their communication. Explain better how the financial assistance works. There is a lack of communication and the information is inconsistent from worker to worker. They should be more informed and communicate with each other. My job coach tells me way more than my E.C.*
- *They should be taking into consideration someone like me, trying to go to school, and thinking about that aspect, instead of treating me like the scum of the earth for trying to better myself. I've never had to ask for financial help and it's been the worst experience of my life. It's not like I wanted or asked for this.*

Others were looking for help with specific work related resources. For example help with child care, transportation, legal aid, education, all areas of job search skill development, and access to job updates and opportunities (225).

- *Be more helpful on job searches and how to build a strong resume. Ask me what I need help with or refer me to someone. Don't just hand me a paper and say "do it."*
- *I wish he was more informed of the network of help that was available. He was interested in throwing me into a job but not a job that would be long term and provide for my family.*
- *I want to learn computer skills. I spend 30-35 hours a week job searching. They have computer classes that I'd love to take but they don't count towards my hours. I want to brush up on computer skills. I wish that I could be included in my hours so I'm up to date on technology.*

For most respondents, the primary point of contact at DWS is their employment counselor. When asked, "What is the best way for your employment counselor to reach you?" an overwhelming majority (87.6%) stated that their preferred method of contact was the phone. Another 7.8% preferred email, while only 2.5% preferred regular mail and 1.6% preferred a text message.

Licensed Clinical Therapist (LCT)

All FEP customers have access to LCT services if desired. Respondents were asked whether or not they had met, either individually or as part of a group, with the LCT and 346 (32.2%) respondents had this experience. Almost all (98.0%) said they felt the LCT treated them with dignity and respect and 97.6% said the LCT answered their questions or provided the services they needed. Respondents who had met with the LCT were then asked to discuss what was helpful or not helpful about this experience. A majority (76.8%) found the experience to be helpful while only 11% reported the experience to be unhelpful or negative. There were another 24 (7.0%) respondents who found the experience to be mixed and 17 (5.0%) whose comments were neutral. A few did not feel they could judge the experience as they had very minimal contact with the LCT.

Of the group that found the experience to be helpful the largest number found it beneficial because they felt listened to, supported and that they were not judged (161). They reported they felt comfortable and could open up to the LCT's. In addition to being able to just talk to someone, another benefit included referrals to additional therapy and additional resources (109) like help with school and community resources. Help with

stress management, coping skills and workshops (93) were also mentioned and the ability to gain good insight and help putting things into perspective (71) were other benefits listed. A smaller number of respondents mentioned that after meeting with the LCT's they felt more confident and a sense of motivation (42), while others felt that the LCT's advocated for them to DWS and their employment counselors (29). A very small number of respondents felt that the LCT's helped them with job resources (10) like help with resumes, interviewing skills and additional job search websites.

While most respondents reported positive and helpful aspects to meeting with the LCT's, there were negative aspects mentioned in relation to the process of meeting with the LCT's or problems between the respondent and the LCT with whom they worked. DWS rules around the process were mentioned a few times as a problem when respondents felt they needed more time with the LCT (11). Others felt that the LCT's were limited with what they could do to help (7) and some respondents had to be referred out because the LCT was not able to assist them.

When issues with specific LCT's were mentioned some problems that were identified were that the LCT rambled or taught information that the respondent felt was not pertinent. Another few respondents mentioned the activities were silly, boring or dry. Others felt the LCT was judgmental and talked down to them or that the LCT was too shy, not confident or knowledgeable enough on DWS expectations or with outside resources. A handful of respondents felt that the LCT did not follow through on what they said they would do. A very small number of respondents felt neutral about their experiences and some mentioned that they already knew the information the LCT's had taught them.

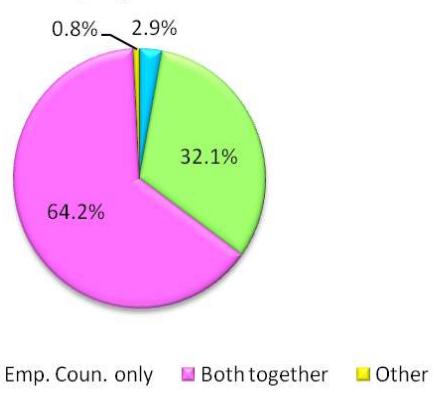
Other DWS Workers

When discussing possible study questions in DWS focus groups, workers asked that more data be gathered regarding customer experiences with other DWS employees. To that end customers were asked to rate their experiences with any other DWS employees they could identify. There were 223 (20.8%) respondents who could not identify any person (apart from their employment counselor) at DWS with whom they had contact. Of those who could, many different roles were identified (See Appendix G) and rated as to whether the person "treated them with dignity and respect" and whether the person "answered their questions or provided the services needed." In general, all worker groups received relatively high marks, over 80% approval. Workers in eligibility, the chatline and a previous employment counselor were rated the lowest but still with ratings between 65% and 78% satisfaction.

Employment Plan Experiences

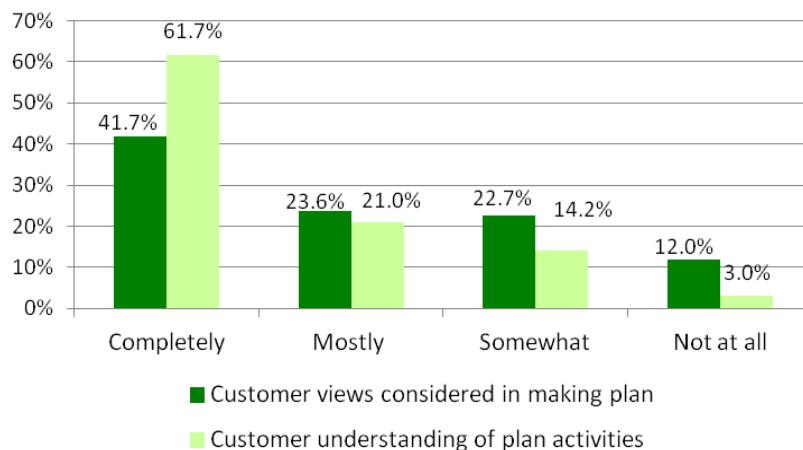
As noted earlier, universal participation was part of receiving cash assistance in Utah since before TANF and FEP. The employment plan was designed to be a sort of a contract between the employment counselor and the customer; a plan, mutually agreed upon, to guide the customer's activities with DWS. Improving a customer's sense of ownership of

Figure 26: Employment Plan Creation



the plan has been emphasized to employment counselors in the past few years. Figure 26 shows that 64.2% of respondents did indeed feel they partnered with their employment counselor in making the plan. This result is 9.2% lower than found in the FEP 2006 study. Nearly one-third (32.1%) of the respondents felt the employment counselor basically told them what they were required to do to keep the assistance.

Figure 27: Customer View of Plan



The lack of customer participation in creating the plan is potentially reflected in their understanding of the plan and perception of whether their views were considered when making the plan (See Figure 27). About one third of respondents felt their views were "somewhat" or "not at all" considered in making the employment plan; most however did understand the plan activities.

Because all respondents were open and receiving cash assistance, each was required to have an employment plan. As reported in Table 35, most respondents in this study knew what was on their employment plan and were confident they would be able to complete all plan activities. For those who *did not* feel able to complete all the activities on the plan, one of the most common reasons was that the plan had too much/overwhelming (39.2%). This number was significantly higher than in 2006 and may reflect the emphasis requiring 40 hours per week in countable activities. Other common issues included: physical health issues (14.0%), transportation (14.0%), lack of child care (12.8%), and mental health issues (11.7%). There were also 46 (17.3%) respondents who were unsure about what was on their plan thus could not say if they could complete the activities.

When asked, "Were there any activities you asked to have on the plan that could NOT be on the plan?" most said no. However, of the 113 (12.4%) respondents who did want something else on their plan, most (70.7%) asked for more education and/or training. These respondents often perceived DWS to be short sighted in not supporting education as an important tool for helping them move toward self-sufficiency. When asked to give the reason DWS could not include their desired activity on the plan most (55.7%) just said, "It doesn't count" or "It's not part of the program." As one person noted, "*They said it would get in the way of job searching hours and a job was more important.*" This was just one area some respondents found confusing.

Overall nearly one fifth (18.4%) did not feel the programs, services and activities at DWS were explained clearly. When asked to identify what was still confusing to them, some (25) just said "all of it." Most (170) were confused about aspects of the employment plan including what "counted," what was on it, and how to log hours. It felt to some like the rules, the eligibility requirements, the plan and even the employment counselor kept changing and it was hard to keep up with it all. A few (24) were also confused about what other resources were available to help them complete what they needed to do for DWS.

Table 35: Experience with Employment Plan

Questions		Redesign 2012 N = 1075	FEP 2006 N = 1144
Do you know what is currently on your employment plan?	Yes No Unsure	970 (90.2%) 54 (5.0%) 51 (4.7%)	1032 (90.2%) 55 (4.8%) - 0 -
Did you think you were going to have to do the kinds of activities required to receive cash assistance?	Yes No Unsure	502 (46.7%) 502 (46.7%) 71 (6.8%)	
What did you think you would have to do, if anything ?		N = 573	
	I had no idea I didn't think I would have to do anything Job search – on own or with DWS I knew it would be something, but not so many hours	199 (34.7%) 73 (12.7%) 145 (25.3%) 108 (18.8%)	
Were there any activities <i>you asked</i> to have on the plan that could NOT be on the plan?	Yes No	133 (12.4%) 942 (87.6%)	128 (11.1%) 1014 (88.9%)
Was education/training ever discussed as a possible option as an activity?	Yes No	443 (41.2%) 630 (58.6%)	
If education was offered, what level was discussed?	High School/GED Short-term job skill training College Vocational training/ Certificate Program Other	N = 443 232 (52.6%) 60 (13.6%) 85 (19.3%) 48 (10.9%) 16 (3.6%)	
Do you think you will be able to complete all the activities on your plan?	Yes No Unsure	810 (75.3%) 163 (15.2%) 102 (9.5%)	821 (72.3%) 196 (17.3%) 119 (10.5%)
Why not able to complete activities?	Physical health issue Mental health issue Needs of a dependent Want to spend time with children Transportation issue Just don't want to do it Too much/overwhelming Child care problems Want to focus on school Didn't believe it was right for me Other	N=265 37 (14.0%) 31 (11.7%) 11 (4.2%) 26 (9.8%) 37 (14.0%) 11 (4.2%) 104 (39.2%) 34 (12.8%) 16 (6.0%) 25 (9.4%) 101 (38.1%)	N = 317 50 (16.3%) 24 (7.8%) 23 (7.5%) 23 (7.5%) 50 (16.3%) 16 (5.2%) 78 (25.4%) 50 (16.3%) 11 (3.6%) 53 (17.3%) 101 (32.9%)
Overall, was everything at DWS explained clearly?	Yes No	877 (81.6%) 198 (18.4%)	923 (80.7%) 221 (19.3%)

Specific DWS Programs and Resources

In addition to SNAP, Medicaid, and cash assistance, DWS offers many other programs and services. DWS leadership was particularly interested in knowing the level of customer awareness of these additional resources. Respondents were given a list of DWS programs and services and asked, not whether they had ever *used* the service, but whether they *knew* that such services were available at DWS. Items were listed one by one and respondents said whether or not they were aware of the service. Interviewers explained further if the respondent was unsure what was meant by a particular term. Figure 28 shows the outcomes for these questions.

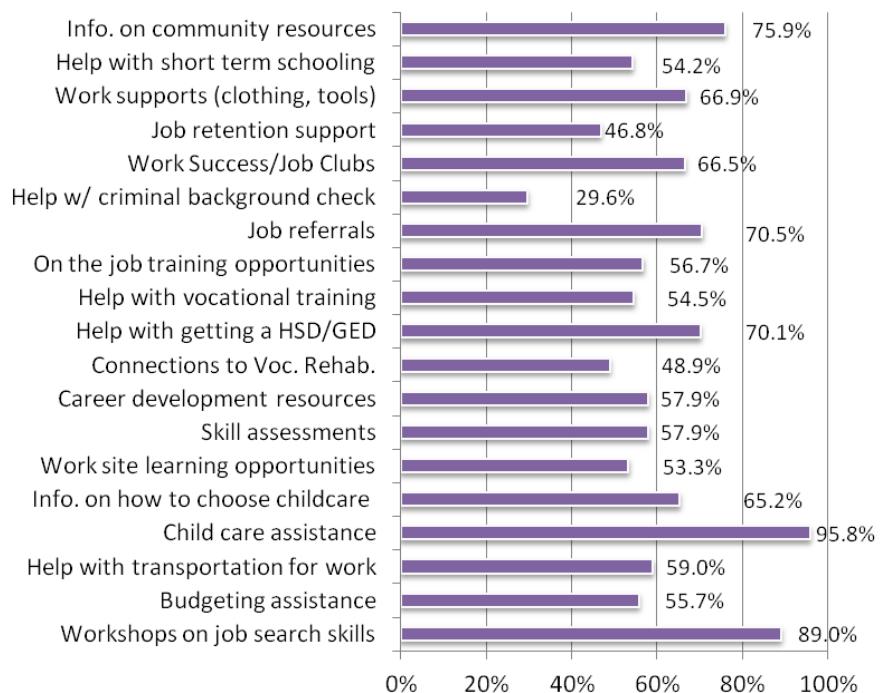
Respondents were most aware of DWS help with child care, community resources and workshops on job search skills. Resources such as help with criminal background checks and connections to vocational rehabilitation were less well known, however these are also resources which do not apply to all customers. After listing all the services and programs available through DWS, several respondents suggested that DWS make a list of all programs and services available online. This list would help customers be aware of and better utilize the range of DWS resources.

Respondents were also asked to report on the work focused activities in which they had already participated. Table 36 summarizes the responses when asked about programs or classes the individual attended since their cash assistance opened. While more than half had used DWS to get job listings, significantly fewer had attended activities to improve job searching skills or to be assessed to identify skills or areas of work interest. When asked these questions it was not uncommon for respondents to express frustration that no one had offered such services. Assistance with finding a well suited employment path and help with career development was something customers were seeking.

Table 36: Work Focused Activities at DWS

	N=1060
Attended trainings or workshops on job search skills	458 (43.2%)
Completed any assessments or skill testing	287 (27.1%)
Used DWS to get job referrals, list of openings	666 (62.8%)
Attended a job search program or a job club	212 (20.0%)
Attended Work Success	378 (35.7%)

Figure 28: Knowledge of DWS Programs/Services



Work Success

Questions regarding respondents' experiences with Work Success (WS) were added shortly after the start of the Redesign 2012 study thus the sample size for this group was 1060 respondents. Of the 1060, 378 (35.7%) were current or former participants in Work Success.

Characteristics and Attitudes: Analysis of the differences between Work Success participants and those with no Work Success experience are shown in Table 37. Work Success participants were significantly more likely to have a HSD/GED and to have worked in the past year. This group also had a higher proportion of males than the full sample.

Figure 29: Work Success Participation

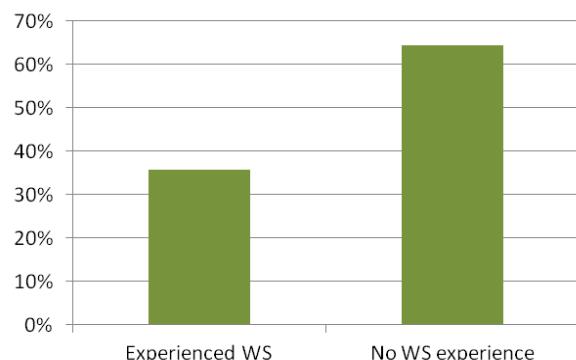


Table 37: Characteristics and Attitudes

	Non Work Success N = 682	Work Success N = 378	Total N = 1060
Gender**			
Female	610 (89.4%)	317 (83.9%)	927 (87.5%)
Male	72 (10.6%)	61 (16.1%)	133 (12.5%)
Education***			
HSD/GED	466 (68.3%)	319 (84.4%)	785 (74.1%)
No HSD/GED	216 (31.7%)	59 (15.6%)	275 (25.9%)
Employed at time of interview***			
Yes	142 (20.8%)	115 (30.4%)	257 (24.2%)
No	540 (79.2%)	263 (69.6%)	803 (75.8%)
Working at interview or in the past year***			
Yes	426 (65.0%)	284 (76.5%)	710 (69.2%)
No	229 (35.0%)	87 (23.5%)	316 (30.8%)
Other than program benefits (SNAP, financial, Medicaid) what else did you gain from connecting to DWS? ***			
Nothing	290 (42.5%)	49 (13.0%)	339 (32.0%)
Something	392 (57.5%)	329 (87.0%)	721 (68.0%)

** $p < .01$ *** $p < .001$

As in the FEP 2006 study, respondents were asked: "In addition to cash assistance, food stamps and Medicaid, what else do you feel like you have GAINED from being connected to DWS?" In the 2006 study 27% reported having received "Nothing" from DWS in addition to the program benefits. This response is lower than the 42.5% in this study who did not participate in Work Success and reported gaining nothing. However, those who have participated in Work Success were significantly more likely to be able to identify specific gains they have made from being connected to DWS. Even those who were less than completely pleased with Work Success could generally identify aspects of the program which had been of benefit. Participants noted:

- *They've been wonderful. They never treat you like a "welfare mom". The worker will email me with jobs she thinks are good for me, she updates me on job fairs. She has given me information on other resources. Work Success taught me so much. Learned about resumes, letters and flash drives.*
- *I've learned a lot. I was humiliated going in there, but I have gained a lot of confidence and more tools to job search. They don't judge you, it is so important to be accepting.*
- *Confidence! And the tools to get a job. I now know that I can go out into the world totally and completely prepared with a resume, cover letter, etc.*

Work Success Outcomes: A little over one-third (35.7%) of the sample had participated in Work Success at one point in time. This participation rate varied significantly by office. Excluding offices with 10 or fewer samples, St. George has the highest referral rate (64.3%) while Mountainland has the lowest referral rate (19.3%). There were 114 (10.8%) respondents who were attending Work Success at the time of the interview.

Table 38: Work Success Participation by Office

Region (Old Structure)	Work Success Office	Sample by Office	Referred to WS	In WS at Interview
North N = 316 (29.8%)	Brigham City	11 (1.0%)*	4 (36.4%)	3 (75.0%)
	Logan	28 (2.6%)	15 (53.6%)	3 (20.0%)
	Ogden	113 (10.7%)	40 (35.4%)	11 (27.5%)
	Roy	37 (3.5%)	14 (37.8%)	3 (21.4%)
	Clearfield	87 (8.2%)	34 (39.1%)	9 (26.5%)
	South Davis	38 (3.6%)	16 (39.1%)	3 (18.8%)
Central N = 459 (43.3%)	Tooele	40 (3.8%)	23 (57.5%)	11 (47.8%)
	Metro only	132 (12.5%)	39 (29.5%)	18 (46.2%)
	South Co. only	102 (9.6%)	38 (37.3%)	16 (42.1%)
	West Valley/Midvale	184 (17.4%)	47 (25.5%)	19 (33.3%)
Mountainland N = 164 (15.5%)	Mountainland	166 (15.7%)	32 (19.3%)	6 (18.8%)
East N = 40 (3.8%)	Price/ Emery	19 (1.8%)	7 (36.8%)	1 (14.7%)
	Roosevelt	6 (0.6%)*	4 (66.7%)	1 (25.0%)
	Vernal	4 (0.4%)*	2 (50.0%)	-0-
	Moab/Blanding	8 (0.8%)*	6 (75.0%)	3 (50.0%)
West N = 81 (7.6%)	Manti/Delta	5 (0.5%)*	1 (20.0%)	-0-
	Richfield/Loa/Junction	12 (1.1%)*	4 (33.3%)	-0-
	Cedar City/Beaver	26 (2.5%)	15 (57.7%)	3 (20.0%)
	St. George/Kanab/Pang.	42 (4.0%)	27 (64.3%)	4 (14.8%)
Overall		100%	35.7%	114 (10.8%)

* - Note: Offices with 10 or fewer participants have samples too small for valid comparison.

Work Success Exits: Of the 378 respondents who had been in Work Success, 264 (69.8%) had exited the program prior to the interview. The length of time in Work Success varied widely, between one day and 61 days (mean = 12.3 days, median = 10 days). Those who had exited Work Success reported an average of 13 days in the program while those who were still attending averaged 11 days, not significantly different.

Figure 30: WS Exits

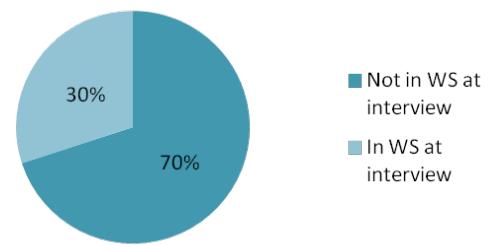
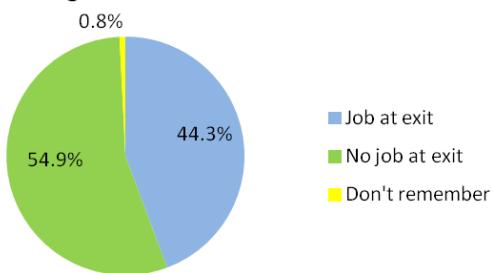


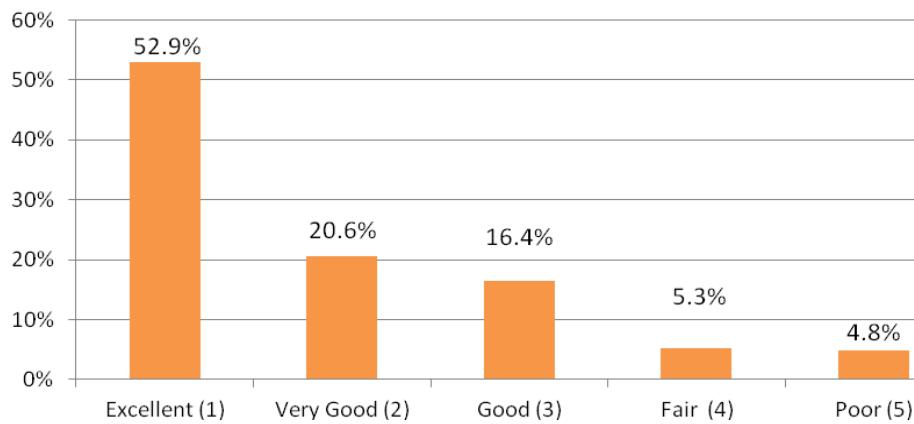
Figure 31: Outcomes at WS Exit



Of the 264 respondents who had exited Work Success, 117 (44.3%) left the program with employment. While the length of time in the program did not predict whether or not an individual would exit the program with employment, those who had been in Work Success for a very short time (< 5 days) were more likely not to have had employment when exiting the program.

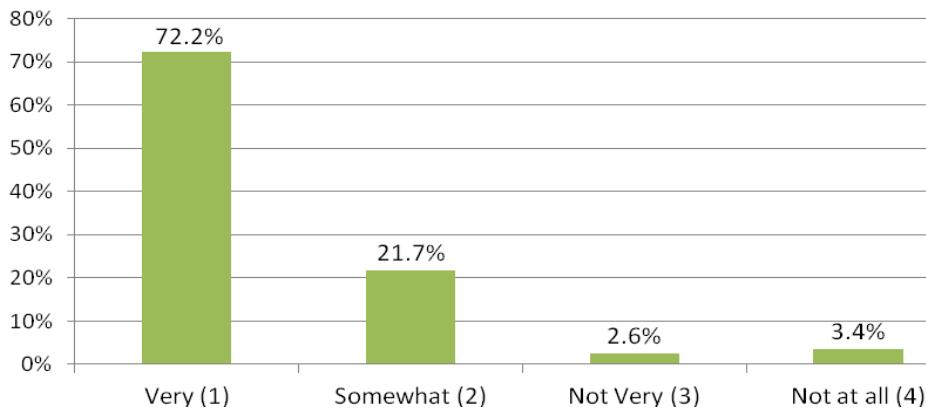
Experience of Work Success Program: All 378 current and former Work Success participants were asked, "Overall, how would you rate your experience in the Work Success program?" As expressed in Figure 32 below, a majority of respondents rated their overall experience of Work Success as "good" or "excellent." There were no significant differences between those who were currently in Work Success and those who had already exited the program.

Figure 32: Overall Rating of Work Success Experience



All respondents who had experience with the Work Success program were also asked, "In general, how helpful do/did you find the Work Success Program in providing the resources needed to help you get and keep a job?" Again, responses to this question indicated that nearly 71% found Work Success to be "very" helpful and most of the others found it to be at least "somewhat" helpful. The responses of less than 6% of those asked identified as "negative." (See Figure 33 below)

Figure 33: Helpfulness of WS in Seeking Employment



Because programs in different offices do have some unique differences, data regarding 1) the average number of days in Work Success, 2) the average ratings of overall Work Success experience, 3) program helpfulness and 4) the percentage of those who left Work Success with employment, is provided in Table 3 below. These data indicate there are some significant differences in the outcomes for Work Success by office.

Table 39: Work Success Outcomes by Office

Work Success Office	Total WS Participants Interviewed	Average Number of days	Experience in WS 1 - 5 (Excellent - Poor)	Helpfulness of WS 1 - 4 (Very - Not at All)	% who left WS with a job (N = 264)
Brigham City	4*	16.5	1.25°	1.00°	100%°
Logan	15	13.6	1.87	1.33	33.3%
Ogden	40	10.8	1.83	1.38	48.3%
Roy	14	7.6	1.64	1.36	36.4%
Clearfield	34	11.0	2.41	1.59	40.0%
South Davis	16	8.6	1.44	1.19	53.8%
Tooele	23	22.0	2.13	1.39	41.7%
Metro only	39	13.7	1.97	1.51	47.6%
South Co. only	38	11.6	1.61	1.13	50.0%
West Valley/Midvale	47	11.0	2.04	1.48	42.1%
Mountainland	32	12.0	2.03	1.28	50.0%
Price/ Emery	7*	13.0	1.29°	1.00°	-0-°
Roosevelt	4*	11.5	1.75°	1.00°	66.7%°
Vernal	2*	6.5	1.50°	1.00°	100%°
Moab/Blanding	6*	5.5	2.00°	1.67°	66.7%°
Manti/Delta	1*	1.0	2.00°	1.00°	-0-°
Richfield/Loa/Junction	4*	12.8	2.00°	1.75°	75.0%°
Cedar City/Beaver	15	11.7	1.80	1.53	33.3%
St George/Kanab/Pang.	27	16.4	1.30	1.15	31.9%
Overall	378	12.3	1.88	1.37	44.3%

* = Total sample from office ≤ 10

° = Fewer than 5 respondents

Work Success Qualitative Data

Participants in Work Success were asked to think about their experiences in the program from several different perspectives.

Benefits: Of the 378 Work Success participants who were interviewed, 98.0% of respondents identified something they found beneficial about participation in the program. The single activity most often mentioned by name was help with creating a resume (178). Even individuals who already had a resume appreciated help bringing it up to date.

- *How they teach you to embellish or help me to write my resume which helped me get lots of job interviews.*
- *Getting me a resume, knowing what to put on it – not just words but specific words that you can back up with experience and proof.*

Help with interviewing skills and the mock interviews were also listed as a beneficial aspect of the Work Success program (93). Many respondents explained that they felt more prepared for real interviews by being able to practice those skills in Work Success.

- *The interviewing process skills were best. I used to get so nervous in an interview. I would first blank out. We practiced interviewing skills the day I had to go do an interview and I got the job.*
- *They help you do a pre-interview to make sure you are answering the questions right. Watch you fidgeting or using too many ums.*
- *Learning how to get over the fear of interviewing, helping my confidence, and helping me know what companies are looking for.*

Respondents talked about the “human component” in a variety of ways. Work Success coaches, other DWS workers and other Work Success participants were often noted as the most beneficial part of Work Success (103). Respondents spoke of feeling like a failure when they had to apply for assistance and were grateful for the encouragement and support they received, especially from the Work Success coaches. Some respondents noted that the additional support they received helped increase their motivation and confidence to find work and become self sufficient (54). Some responses included:

- *The WS coach recognized quickly I wasn't in need of learning new skills. Having structure got me back into a 9-5 workday. It helped put me back into a routine. Consistent hours.*
- *The entire staff is motivated to listen to what you want and help you achieve it no matter what it is. I was on 2 years ago and this is so much better than just going to a work site.*
- *The emotional support. You can't absorb all the things they teach you until you believe you can succeed. You have to get lifted up first before you can become anything else.*
- *The whole program is designed around you and how to improve your life and your kids' life. I don't know where I would be without it. I graduated from the main program and am in the transitional program. I am with the assistant coaches and they help you adjust to working again. They help you deal with the work world. Not one part is bad, it is the whole thing combined.*
- *This program has given me hope. I have had help from the state since I was 19 and I am 46 now. This is the first time in my life where I feel I can do it on my own.*
- *The one on one communication with the work success coach. They help you get your confidence back. They have the “you can do it attitude.”*

For some respondents Work Success was a gateway to additional resources that could link them to employment such as assistance with computer skills, additional workshop topics such as budgeting, how to network, the career portfolio, and all the soft skills around employment. These were also listed as beneficial parts of Work Success. Respondents mentioned:

- *The large amount of information they provided; the training in becoming a better worker; how to get a better job. Work Success kinda just wakes you up and makes you a better parent. They get you up to speed with technology and how to do things today.*
- *They don't just focus on jobs but also life. Like budgeting, credit, just the background part of life. The things people don't know about.*
- *Just the amount of resources that they have, the connections to businesses and agencies in the community.*

Challenges: Respondents were then asked to identify the greatest challenge to being in Work Success. Just over 13% of respondents found no challenges to participation in the program, the remainder provided a wide range of responses when identifying the most challenging aspects of Work Success. The response given most often concerned the number of hours required to be in Work Success (90). This challenge was often accompanied by the frustration of spending so many hours on the computer looking and applying for jobs. This was even a greater concern in smaller areas where there is little change in the jobs available on a day by day basis. It was also especially difficult for respondents with ADHD and other physical or mental health challenges as these issues made sitting and being in the room for many hours a day more difficult. The morning start time was a particular challenge for respondents with small children doing child care drop-off prior to Work Success and struggling with transportation problems (27).

- *Staying there for 8 hours, it's a long time to do the same thing over and over. Sometimes it feels like a waste of time. It's like you worked 8 hours without the same amount of pay.*
- *The time they expect you to put into it. Job search with the bad economy is hard to keep your day full. There was too much free time to account for during your down time. After a week or two you just run out of new things to do to fill the day. You can't account for 40 hours a week.*

Another challenge respondents identified was feeling discouraged (41). Respondents reported that it was difficult to continually apply for jobs especially when they did not have very many employers responding to their applications. Respondents also mentioned that it was difficult to not feel discouraged when they were dealing with personal and emotional issues while trying to fulfill all of their required hours (27). Feeling ready to leave their children and child care issues (19) were also identified several times when respondents explained personal issues they were facing. Responses included:

- *Doing all the job searches and not finding a job. I wanted to be part of the 50% success rate who find and keep a job but so far I am not.*
- *Looking at myself in a positive way, looking at the good that's in me, instead of focusing on the negative. And of course putting my son in a daycare; that was tough.*
- *Having to rethink everything that I've known. I thought I was ready, I had a resume; I had to get off my high horse! I was mad the first day I was there but then realized I didn't know it all.*

Some challenges revolved around difficulties with relationships within Work Success such as challenges with the Work Success coach or other participants (21). Some respondents felt that they were not supported by their coaches or that coaches were not always available when they needed help. Respondents said that they struggled to make resumes and cover letters (32) because coaches were too busy helping others and not available for consultation. A few responses include:

- *Dealing with the people that work there and attend the program. You feel like it's going back to junior high; the people don't listen and the teacher threatens you.*
- *Patience. In each class there was always someone who had more difficulty keeping up. It would have been helpful to pull the person out and work on-on-one with the person.*
- *Doing it with everybody when you have a learning problem. It's hard to ask a question ten times when everyone understood it.*
- *The "miss match" between what I needed and what they offer. I was wasting my time there, not enough for the older generation.*

Changes: Respondents were asked for their suggestions on what could be changed in the Work Success program to make it more helpful. Just over 43% of respondents had no suggestions for changes. Of those who did make suggestions, the ideas fell into three categories: hours, activities and human resources.

The area of greatest challenge was the same area with the most suggestions for changes – the hours. Respondents made many suggestions including starting classes a little later, providing an hour for lunch and opening Work Success to participants on Friday. There were also those who wanted Work Success to go longer than 4 weeks while others asked to have the program shorter. However, most of the suggestions around time adjustments focused on better *use* of the time spent in Work Success. The forty hour a week requirement was not viewed as helpful when the activities did not require this much time. As respondents noted:

- *The hours- make the day shorter but I understand they are trying to build up our responsibility. They stretch out the activities to take all day- I could do it in 3 hours.*
- *I know downtime is supposed to be looking for jobs, but a lot of people were on Facebook or Youtube and I thought it would be nice to have more classes offered-maybe condense it.*
- *Instead of sitting in there long hours, have us out in the community- getting experience.*
- *You should be able to get out and pound the payment to look for a job, actually go out and look not just sit in a room. How many hours you have to sit in the room and be on the computer should be less.*

To make better use of the hours, respondents provided suggestions regarding additional types of activities or structures that would be helpful. This included more activities involving local employers, skill assessments for those unsure of a career path, and more individual focus on appropriate next steps. Several respondents recognized that Work Success participants enter the program with a wide range of abilities, especially in the area of computer literacy. Participants, both with and without computer skills, expressed frustration with this problem. Those without skills asked for more individualized help. Those with more skills felt held back and unable to achieve as much as was possible due to waiting for others to catch up. Respondents said:

- *Have more time to train on the computer programs. We were thrown into it and then had to back up and ask a lot of questions. I'm hands-on, so if someone could sit down and show me I'd learn better.*
- *Have 2 different courses. One that is an accelerated course for people who don't have to start at the very beginning.*
- *I don't like that there's people who have been there a long time. I think they should all start at the same time. Have a different room with new people and people that have been there longer.*

Work Success participants were very aware that the Work Success coach's time in some offices is stretched very thin. Participants missed the chance to get one-on-one help with their job search efforts.

- *Class sizes not being so big. Big classes take a lot of time from the instructor. It would be more beneficial to have smaller classes.*
- *More support. Sometimes you have to wait for the support to come around. More one on one help with my resume.*
- *I think they need to have more one-on-one little groups to find out what you need. It is a waste of time to find out what you need. It's a waste of the government's money. Everyone is at different levels.*

The help sought by some participants would not necessarily always have to come from Work Success coaches or other DWS personnel. Several respondents offered to spend some of their time mentoring other participants in computer skills etc. They felt this would be a better use of their time than reapplying for jobs they had already applied for to meet the daily quota.

Additional Resources: Respondents were asked for ideas for possible additional resources or information that could be added to Work Success. Most respondents (63%) indicated there was nothing more that could be added. Many made statements indicating they could not possibly think of anything else that could be added as there was already so much available! One suggestion offered several times involved more access to employers during Work Success time.

- *They should bring job fairs into Work Success and let us meet with people who are hiring in person while in Work Success.*
- *Have more employers come in and tell us what they are looking for in an employee. It would help us see what different companies are looking for.*
- *More jobs that are fitted to your family. Helping you find jobs that fit your schedule (9-5 so you can be home when they are). Jobs you're qualified for, not being under paid. Help finding the right job, not just a job.*

Several respondents hoped that Work Success could help participants better prepare for a career path instead of just encouraging them to take any job. Suggestions along these lines focused on issues such as skill assessment, career ladder education and assistance with education and training opportunities to better prepare them for the future.

- *More information on employment tools or assessment to improve current skills and tie it into specific jobs at companies. Rate and track people's skills and match for the job.*
- *Let people to go to school and get their GED before or along with Work Success.*

- *More computer classes as part of training. More emphasis on current technology for the job market.*
- *More activities, like interactive activities that help prepare us for work, instead of so many job searching hours in front of the computer.*

There were also many suggestions for additional resources that were very specific to a respondent's individual needs. While these were often not common issues for all participants, for the individual these were perceived as being the primary issue in securing employment and thus critical to their individual success.

- *More training on how to log in hours. They just said do it and I never did 'cause I didn't know how and no one would show me.*
- *More availability of the bonding for felons. Lists of people who will hire felons. It was really hard to find. They have pamphlets for everything from teen pregnancy to AIDS but most people are in there and need help due to felonies. Why don't they help more with this - they need to!*
- *People who speak Spanish, or to personalize the program more. Make it more individualized.*
- *Add more job coaches and group interaction. Help with our communication skills. Make the program longer for those of us who are working hard but not finding jobs, especially because I am so pregnant. Help me improve my skills for after the baby.*
- *Workshops on mental and physical health stuff for people who haven't worked in a long time. There are a lot of adjustments to going back to work after one year off. I need mental help. I am frustrated not getting called back after putting out all these resumes.*

Overall Lessons Learned – Work Success Program

The Work Success Program was designed in response to customer requests for more help in finding and retaining employment. By far, most customers are very pleased with Work Success and have found it to be an effective program for filling this need. Most customers who are referred to Work Success are ready and available for work and are able to engage in and benefit from the services. Most participants have adequate skills for the level of computer skills needed, most are able to secure child care and transportation, and as shown above, nearly half are employed when they leave the program.

Customers participating in Work Success are generally very pleased with the program, the coaches, the content and the support it provides in moving them closer to (if not into) employment. While there are a few exceptions, most customers were able to identify what made the program so effective in supporting their job searching efforts. These factors include:

- the level of high quality training and resources received in preparing to enter/reenter the workforce;
- the personal support which communicated clearly encouragement and the coaches belief in the person's ability to succeed;
- the availability of people and resources at critical times to support efforts when applying for jobs, interviewing and putting work supports in place to make work possible;

- creative problem solving to best serve the needs of individual customers such as using experienced customers as mentors, assigning part time work sites to expand skill base, referring customers to computer skills classes, LCTs or educational resources when these resources were more appropriate than Work Success.

Customers generally are aware of reasonable limitations of what can be offered and the capacity of the Work Success coaches. Respondent's often wished the coaches could receive more help to do their job as they appreciated the value of the service and sought more one-on-one time to prepare for employment.

After speaking with customers statewide it was clear that all programs are not being implemented the same with differences noted between offices and within individual offices. Some areas of inconsistency include: the hours required, the adherence to start and end times, requiring business casual dress, providing access to employers, allowing job searching in the community. Differences between offices can sometimes be justified by the unique needs of a geographic area. However, differences within an office can be misunderstood as favoritism and lead to resentment between customers.

The requirement of 40 hours a week is often very burdensome to customers. However, there is a link between a customer's opinion of the 40 hour requirement and the value perceived in the activities undertaken during that time. When it is perceived that the time is used well, improving skills, productive job searching, meeting employers, practicing for and engaging in interviews, customers are more likely to consider the time well spent. The greatest frustrations occur when a customer feels the time is being wasted and their efforts for job seeking are perceived to be limited due to their engagement in Work Success. Customers with extensive previous work history, high levels of personal motivation and dedication and determination are especially frustrated.

Like any program or service, Work Success has the potential to produce very good outcomes. Because of its scope and use as the primary "work first" program, it also has the potential to actually do harm. Work Success requires customers to engage with employers in the community. Much thought needs to be given to how customer actions are viewed by local employers. If employers experience Work Success customers as "pestering" them or wasting their time this can have a detrimental effect on the customer potential employment in the future. As one respondent said, "*they need to realize they have my future in their hands.*"

As is expected, customers arrive at Work Success with a variety of personal needs and skills. In general customers who have engaged with an LCT have found it to be most helpful. A Work Success coach that recognizes the need for additional support for the customer can make a significant difference by adding this resource to the customer's services. In addition, coaches who recognized issues such as limited computer skills and possible learning disabilities can make a tremendous difference by acknowledging the customer's need for special services and connecting the customer to appropriate resources. Recognizing special needs and providing these specialized services is time consuming, however, such services are often the key factor leading to success for customers who have been ill served by many systems. This attention to customers as individuals communicates a level of care which is critical to success. As has been said, "Customers don't care how much you know until they know how much you care."

The presence of Work Success has changed the overall experience of DWS for many customers. This is a significant positive difference as compared to customer views of DWS expressed during the first set of FEP interviews from 2006. DWS is more often viewed as a positive resource relative to securing employment. Upon hearing about Work Success people are actually coming to DWS specifically to receive help from this program – a real sign of success.

Activity Review

Activity Review was a relatively new process when this study started in Fall 2011. Respondents were asked if they ever had their cash assistance closed because of non-participation. Of the 1060 that answered this question, only 125 (11.8%) remembered such a closure.

Of the 125 respondents who *did* have their cases closed due to non-participation, about two-thirds (66.4%) remembered being told there was a problem either by telephone or mail. Of those who remember being alerted to the problem (N = 83), only 31 (37.3%) remember discussing the issues with their employment counselor and only 21 (25.3%) felt like they were given a chance to explain their situation in an attempt to solve the problem.

When asked “why” they felt their cash had closed, that largest group felt their personal circumstances made completed the required activities too difficult (37) another 24 respondents did not know why and felt they had done all DWS had asked. Some respondents (17) felt that the poor relationship with the employment counselor led to the case closure while issues with ORS or eligibility paperwork were other issues (15). Missed appointments or forgetting to turn in paperwork was a problem for others (12).

Those who had their cases closed due to non-participation were asked to share ideas on “what more could have been done to prevent their case closing” and over half (68) of these respondents talked about problems with communication with DWS. Respondents felt they should have been contacted by their employment counselor or another DWS worker to notify them that there had been an issue and give them time to resolve it. Another group (60) said that DWS could have worked with them and been more understanding of their individual situation. Some respondents felt they had good reasons for not completing the requirements and just needed more time. Other reasons included a lack of communication with ORS (17) and simply not following through on what they knew they needed to do (17).

The same 125 respondents were asked how having their cash closed affected their and their children’s situation. A majority (50.4%) of respondents talked about significant financial and emotional distress due to cash closure. The inability to buy necessities like food or diapers was also cited (55) and the ability to pay rent or bills was also a problem (45). Some of these respondents either became homeless or were on the verge of homelessness without the assistance. Some respondents (26) mentioned seeking outside help from family, friends, and taking out loans. Only 12 individuals said it did not affect them because they had child support, tax returns, financial support from family or friends, or had gotten a job. More information regarding experiences with Activity Review will be available in Wave 2 of the Redesign Study.

Overall Gains from Connecting to DWS

DWS customers receive financial benefits from the programs but in one final, broad question respondents were asked, "In addition to the food stamps, Medicaid and cash assistance type benefits, *what else do you feel you have gained from being connected to DWS?*" Again, responses to this question were very diverse. There were 342 (31.8%) who said they had received "nothing more" than the benefits. Of those who did "gain" something from being connected to DWS, 34 (4.6%) only reported negatives such as "headaches," "invasion of privacy," and "frustration." But there were also many who had been helped in other ways.

As in the FEP 2006 study, some respondents spoke of help with education/training (85) and information on community resources (79). However, reference to help with job seeking skills and activities was almost non-existent in the FEP 2006 study. This was very different in the Redesign 2012 study where many respondents talked about additional benefits related to employment including help with resumes (126), job preparation skills (118), help getting a job (107), job search skills (84), Work Success (65) and interviewing skills (38).

Similar to 2006, respondents in this study also shared about areas of growth that might not always be associated with public assistance programs. There were respondents who spoke of increased motivation, self-esteem, confidence, stability and support (169). These experiences often came from their interaction with their employment counselor and the Work Success coach and from learning the work skills listed above. Comments on these type of gains included:

- *Self-esteem again. Dressing up makes you feel like you are going to work. Polished my resume, more self-confidence, I have hope again.*
- *I don't feel as depressed. I have hope and a chance to get ahead in life. Doors are open to me.*
- *I've learned a lot. I was humiliated going in there, but I have gained a lot of confidence and more tools to job search.*
- *The skills, the networking of meeting and building relationships with people. They really have opened up a lot of doors for me.*
- *They help you take baby steps. They take the time to be personable with you. Knowledge on how to write a resume and do interviewing skills and trained how to look for a job but also tons of emotional support. They don't judge you, it is so important to be accepting.*
- *I've gained so much. They are helping me get counseling. Get me prepared for a job. It's amazing. I can see myself going somewhere. I actually have hope I can get to my career. They are doing everything right now. I am so thankful.*

It is sometimes difficult to measure these types of "gains" in countable hours but these are certainly benefits to the individuals who were able to grow personally from a difficult experience. This kind of growth is typically facilitated by encountering workers who model the same positive and growth oriented direction these respondents have found.

DISCUSSION

The FEP Redesign Study of Utah was designed as a follow-up to the FEP 2006 Study. The main purposes of the study were to update the FEP customer profile and provide input on customer experiences of new programs and innovations of the FEP Redesign process and follow the cohort over two years to monitor outcomes over time. The findings presented above provide answers to questions regarding the current customer descriptions and experiences with DWS personnel, programs and services for use as DWS leadership continues to move forward setting policy and designing programs. This brief discussion will provide a few ideas for consideration as DWS evaluates the impact of FEP Redesign and continues to adapt to the ever changing political, economic and social structures in which the agency exists.

What is New About the “New” Cash Assistance Recipient?

On the surface the easy answer to this question is – not much! And in many ways this is a very good answer. The many similarities between the Redesign 2012 and the FEP 2006 samples affirms that what was learned from the original FEP 2006 Study was generalizable to the FEP population over time. Key factors such as the diversity of the FEP population, the strengths related to work and education history, and the general desire to only receive short-term help and exit DWS all still exist in similar proportions. That being said, there were specific differences which surfaced throughout the data pointing toward the impact of the recent recession on composition and needs of FEP participants.

On an individual level, respondents report similar levels of education and work history between the FEP 2006 and Redesign 2012 studies. This means they were coming to the job market with about the same set of basic employment skills. More respondents in the Redesign 2012 sample specifically wanted to work outside the home verses being a stay at home parent. However, Redesign 2012 respondents were less likely to be currently working and to have worked in the past year. They were also more likely to report “lack of good jobs available” as a primary barrier to employment and “being laid off” as the reason for leaving their most recent job. When a group with the same skills and interest in employment is no longer employed at the same rate, factors beyond the individual are likely contributing to the new employment picture. The widespread impact of a downturn in the economy not only affects individuals within a family, but spreads across generations. This reality was made clear in several ways throughout the Redesign 2012 findings.

Many questions within the FEP 2006 and Redesign 2012 studies asked individuals to discuss access to resources for supporting the family. In the Redesign 2012 data, several findings point to shifts in available resources. As compared to the FEP 2006 cohort, Redesign 2012 respondents reported:

- an increase in those relying on family to provide housing at little or no cost;
- an increase in the proportion receiving cash assistance due to the loss of income support from a spouse or partner;
- an increase in the proportion receiving cash assistance due to the loss of income support from other family members;
- an increase in the reliance of financial support from family and religious groups;
- an increase in the exchange of goods and services between family members;

- an increase in those accessing community resources for basics like food and shelter;
- a jump from 1.6% to 6.0% in the portion of respondents in their third trimester with no other child in the home and were seeking assistance.

These examples reflect the realities of an economic downturn which affected a broad segment of the population. Individuals who previously would have been able to turn to their families for support in a period of financial crisis are not finding this resource as available. Everyone is struggling.

This expansion of economic crises beyond the traditionally poor has the potential of creating long term impacts as families lose homes, vehicles and other assets critical to long term financial stability. This study was the first time in the history of SRI involvement with FEP recipients where respondents were regularly talking about having wiped out their 401K plans and used all their months of Unemployment Compensation benefits. As with others still facing the challenges of recessionary times, there are significant effects on self-esteem and frustration as these respondents never imagined being in a position of needing to ask for help just to maintain their family.

The Impact of FEP Redesign Changes

FEP Redesign initiated many changes to the policies as well as programs and services offered to FEP and other DWS customers. During the period of redesign and implementation additional online services were also introduced. As reported in the findings above, most FEP respondents were generally pleased with the new online resource *My Case*, being able to enter job search information online, the access to DWS personnel through the chat line, and all the resources and services available in Work Success. While generally pleased, respondents also had strong opinions on how these programs could be improved. The types of suggestions shared reveal the wide diversity in the FEP population and highlight the need to really get to know a customer before determining the next steps in accessing DWS programs and services. From highly skilled long time workers to those struggling to catch up in a computer world that left them behind, the starting point makes a difference.

More highly skilled and experienced job seekers spoke of frustration based on knowledge of other more advanced job search and online systems. One person had worked for a software company writing computer code. She did not understand why forms could not be completed online and then just attached and submitted electronically. Others found the online job search log frustrating then it asked for irrelevant information or when the jobs.utah.gov job board failed to post the professional, skilled positions they were seeking. These higher skilled customers provide valuable insights as to how DWS can continue improving and fine tune the online services and programs of FEP Redesign. They remind us that many FEP customers are very skilled with strong work histories and much experience which should be recognized. This input can be used to inform system improvements and in encouraging DWS to provide services appropriate for this skill base which mirrors the range of skills seen in the pool of universal customers accessing DWS services.

On the other hand, the data show that approximately one quarter of FEP customers struggle with the most basic aspects of accessing DWS services online. Learning disabilities, lack of computer access, and fear or lack of knowledge of computers all contribute to a

significant level of frustration with DWS and a reinforcement of the idea that they will never be able to succeed in a technology based world that is passing them by.

Respondents who struggle with computer or sometimes even basic literacy skills are often embarrassed and reticent to reveal their lack of knowledge. Some spoke of asking for help but then were told “it’s easy, you can figure it out, just read the instructions.” Or they were in a Work Success classroom with too many customers for the coach to provide one-on-one instruction. The challenges faced in managing DWS online services and activities replicate challenges these customers face in navigating many other facets of society. For these individuals, DWS becomes another system to avoid or drop out of as it is too intimidating and unmanageable.

One unintended consequence of the move to more online systems has been the regular challenges associated with “glitches” in the systems which have very real effects on customers. From child care providers not receiving payment to program closure letters being sent out incorrectly, the period of fine tuning the DWS systems has taken a toll on customers. There are customers who do not understand the systems and those who do but are caught in system problems. For a person already experiencing a period of personal struggle and financial stress these problems can be very upsetting and need to be acknowledged and remedied as quickly as possible.

The scenarios described here point to one of the greatest challenges to DWS and that is the great diversity of customers served by the agency. Adding Work Success was a huge step forward in serving the large segment of FEP participants seeking help moving into employment. Recall, 40% of respondents indicated they felt “completely ready and available” for full time work. Still, it is challenging to design a program that fits everyone.

Through the years DWS has developed a variety of tools to assess customer needs as they begin cash assistance. It is critical that a customer’s primary worker have a good understanding of some broad issues such as:

- 1) What brought you here today?
- 2) What happened that you are seeking help at this time?
- 3) What do you see as your plan for your best next step? (ie. Employment, disability, healing from an accident, get into college, etc.)
- 4) What is getting in the way of you accomplishing what you would to do next?
- 5) How do you see DWS partnering with you in taking these next steps?

In answering these more global questions, customers have the opportunity to tell their story and identify issues that are of primary importance. Specific questions may also be needed to identify other basic areas of need. As noted earlier, criminal back ground problems, literacy issues, lack of computer skills, needs of dependent children, alcohol and other drug issues are barriers which often frustrate success with DWS systems. These issues may come up as a customer tells their story and they need to be addressed. Asking questions and listening closely may also help workers better understand what might make program participation difficult, especially early in a customer’s FEP experience.

From the customer perspective, it seems the effectiveness of the new Redesign tools is less contingent on the specific questions which are asked and more based on the abilities

of the employment counselor (or whoever is giving the assessment) to listen to what the customer is saying, to express care and concern for the situation, and to provide hope and support for working together to move forward.

Desperation and the need for cash assistance are what bring most people to the FEP program. While, as noted earlier, it only raises a family to about one-third of the poverty level, it helps tremendously in a time of crises. However, once the crisis passes, there needs to be some perceived value added from being connected to DWS. Customers ask themselves, "Is what I am doing here going to help me and my family in the long run? Or is it going to be more about creating road blocks between me and self-sufficiency?" These questions seem most often to be answered, not so much through the programs and services available, as by the ability of a DWS worker (typically the employment counselor) to match the customer's needs the right DWS services.

Taking the Next Step – Career Development

Through FEP Redesign, DWS initiated the Work Success program as a key tool in helping customers achieve the DWS mantra of "First job, Better job, Career." Yet many respondents, both higher skilled and new workers, wondered why Work Success coaches and employment counselors "pushed" them toward very low wage jobs, even after the budgeting class instructor said they should not take a job that does not pay enough to support a family.

"First job, Better job, Career" only works if you can survive financially in that first job while working toward the future. Moving beyond helping customers find "a job" into becoming a resource for career planning and development seems to be a logical next step. A key component to making this goal a reality is shifting the public (and perhaps internal) perception of DWS as "the welfare office" and identifying it as a well equipped resource for career planning, not just for FEP recipients, but for all DWS customers.

DWS workers have, by necessity, become very skilled at tracking performance measures required for reporting by federal TANF regulations, however this has not left much time for actually becoming skilled career counselors. That is, workers who are able to help those at the beginning of their work career or needing to move into another career field. Providing skills assessments, testing, and other tools for helping a person make some choices for their future would be a tremendous benefit to some customers.

While some do arrive at DWS with little or no sense of what they would like to do, others have either had their own plans derailed by unforeseen circumstances or they are seeking help from DWS in piecing together the resources to make the plan a reality. Maybe it is help figuring out the FASFA application, or help finding a part time job that works around their school schedule, dealing with a criminal record or writing a resume that best reflects ones skills. DWS workers providing such resources as career counselors view these supports in the context of the larger picture. Each piece moves the person one step closer.

Every level of government talks about the need to support education and training as a means of improving employment opportunities and income. Yet even with the renewed emphasis on HSD/GED training in several DWS service areas, fewer respondents were in school and more identified lack of education as an employment barrier. The inconsistency

with which it seems educational policy is implemented across the state suggests a need to review and retrain in this critical area of career development.

As shown in the FEP 2006 and the Redesign 2012 studies, there is a portion of FEP recipients who have strong work and education histories. These participants often have skills but are no longer able to do their career job. Retraining may be necessary for them to reenter the job market at a family sustaining wage. Whether for a first career or retaining, those who have not been supported in pursuing education often view DWS as being short sighted and actively working to undermine permanent self-sufficiency. The disconnect between the political rhetoric around education and the lack of support in general for those receiving public assistance is not lost on recipients.

Whether working with participants new to the work force or job seekers needing to change direction, a key question becomes what really is the role of an employment counselor? Is DWS training employment counselors with the skill sets necessary to provide career counseling? Is DWS focusing on performance measures which direct employment counselors to be focused on assisting participants in moving toward a career? Clearly answers to such questions will have a great impact on the experience of DWS customers relative to developing career pathways.

Next Year – FEP Redesign 2013

Much has been learned in this initial wave of the FEP Redesign Study. FEP has been introduced into the lives of many caught in the economic downturn. More will be learned about how responsive FEP and the entire TANF program has been as a program focused on work is tested in a period where finding work is still challenging for many.

In the next wave of interviews, Redesign 2013, attention will be paid to this same cohort as the economy continues to change. It is a time to watch whether TANF policies continue to dissuade people from seeking services, if benefits continue to lose value and if programs can continue to adjust to the needs of the wider diversity of assistance seekers.

One specific area includes the impact of the new Activity Review process. Designed to make sure problems with participation were addressed timely, there is some concern that the same issues which are making work difficult are also impacting customer's ability to engage early in their FEP experience. In conducting the Redesign 2012 study it was more difficult than ever to ensure respondents remained qualified for the study past their initial month of eligibility. Nearly 16% of potential respondents could not be pursued as their case closed the very month after they became eligible for the study. This was often only their second month of FEP. More will be learned by asking customers more about their experiences with the overall Activity Review process in the next interview.

Another area involves an evaluation of job retention activities. Career development begins with maintaining employment. Do the jobs customers are finding now meet their financial needs? Fit with their family situation? Support progress toward the future? It is building blocks such as these which will help answer the question "Has FEP redesign been successful in doing more than closing cases but actually assisting customers in moving toward a time when they will no longer need any DWS financial services?" This was the original goal. Future research will help determine how close DWS had come to this goal.

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APPENDICES

Appendix A: STUDY SUMMARY

DEMOGRAPHICS

HOUSING AND HOUSEHOLD COMPOSITION

CHILDREN

EMPLOYMENT (CURRENT AND HISTORY)

CHILD CARE

INCOME

USE OF COMMUNITY RESOURCES

EDUCATION

FAMILY BACKGROUND

CASH ASSISTANCE

EXPERIENCE WITH DWS WORKERS

EXPERIENCE OF EMPLOYMENT PLAN

WORK SUCCESS AND ACTIVITY REVIEW EXPERIENCES

SOCIAL SUPPORTS

TRANSPORTATION/TELEPHONE/CRIMINAL RECORD BARRIERS

PERSONAL HEALTH

ALCOHOL AND OTHER DRUG USE

MENTAL HEALTH

PTSD SCREEN

DEPRESSION SCREEN

ANXIETY SCREEN

ACCESS TO HEALTH CARE

DOMESTIC VIOLENCE

BARRIERS TO EMPLOYMENT

Appendix B: NON-RESPONDENTS

Characteristics	Non-Respondents N = 566		Respondents N = 1075
Age	29.2 years		29.4 years
Sex	Female 483 (85.3%) Male 83 (14.7%)		934 (86.9%) 141 (13.1%)
Ethnicity	Hispanic 66 (11.7%) Non-Hispanic 500 (88.3%)		142 (13.2%) 833 (86.8%)
Race	Native American 12 (2.1%) Asian 4 (0.7%) African American 12 (2.1%) Pacific Islander 6 (1.1%) White 335 (59.2%) Missing from DWS database 197 (34.8%)		28 (2.6%) 11 (1.0%) 31 (2.9%) 7 (0.7%) 687 (63.9%) 311 (28.9%)
Education level	HS diploma and/or GED 376 (66.4%) Associates 39 (6.9%) Bachelors 12 (2.1%) Master's Degree 9 (0.2%) Missing from DWS database or other 130 (23.0%)		775 (72.1%) 91 (8.5%) 35 (3.3%) 5 (0.5%) 169 (15.7%)
Marital status	Common Law marriage - 0 - Divorced 82 (14.5%) Legally separated 15 (2.7%) Married 83 (14.7%) Never married 298 (52.7%) Separated less than a year 59 (10.4%) Separated more than a year 21 (3.7%) Widowed 2 (0.5%)		3 (0.3%) 156 (14.5%) 21 (2.0%) 159 (14.8%) 547 (50.9%) 135 (12.6%) 41 (3.8%) 5 (0.5%)

Regional distribution of non-respondents:

Regions	Central	Northern	Mountainland	Eastern	Western
Non-Respondents	51.5%	27.0%	10.4%	2.8%	8.4%
Respondents	47.6%	30.7%	11.2%	4.4%	6.1%

Appendix C: Within Group Comparisons Redesign

GENDER	Female N = 940	Male N = 135
Personal/Family characteristics		
Age***	28.3	37.5
Single never married***	405 (43.1%)	28 (20.7%)
Age 18 or under when had first child***	342 (36.4%)	22 (16.3%)
Married when had first child*	295 (32.9%)	57 (42.5%)
Total number of children***	2.0	2.7
Youngest child in household is under the age of six***	662 (75.3%)	68 (51.5%)
Skills and personal resources		
Attended special education classes or resource*	254 (27.4%)	49 (36.8%)
Has problems reading or writing or both**	129 (13.9%)	32 (23.7%)
"Not very" to "Not at all" confident in using computer to job search or submit applications **	54 (5.8%)	17 (12.8%)
"Not very" to "Not at all" confident using a computer to write letters and resumes**	129 (13.9%)	31 (23.3%)
Is currently in school**	189 (20.1%)	14 (10.4%)
Has worked more than half the time over lifetime***	583 (62.0%)	114 (84.4%)
Criminal record has prevented work in past 12 months***	154 (16.4%)	58 (43.0%)
Physical health is "fair" or "poor"***	212 (22.6%)	55 (40.7%)
Personal experiences		
Experienced homelessness as a child**	125 (13.3%)	29 (21.6%)
Was physically abused after age 18 ***	431 (46.3%)	16 (11.9%)
Was sexually abused before age 18***	406 (43.7%)	24 (17.9%)
Was sexually abused after age 18***	220 (23.6%)	4 (3.0%)
Was emotionally abused after age 18***	584 (62.6%)	50 (37.3%)
Diagnosed or screened positive for PTSD***	259 (27.6%)	16 (11.9%)
Diagnosed or screened positive for depression***	555 (59.0%)	55 (41.0%)
Diagnosed or screened positive for anxiety *** ($p < .000$)	371 (39.5%)	31 (23.1%)
Spouse / partner prevented person from working last 12 months*	140 (16.3%)	9 (7.8%)

GENDER	Female N = 940	Male N = 135
Attitudes and beliefs		
Prefers to be stay at home parent than work than work outside home ***	552 (59.4%)	42 (31.3%)
My circumstances are different than other on welfare*	415(47.6%)	73 (57.9%)
DWS experiences and resources		
Age first received cash assistance***	26.1	35.4
Has accessed case information using My Case***	842 (90.8%)	101 (75.9%)
Use Chat Line feature on My Case**	449 (53.4%)	40 (39.6%)
Has received unemployment insurance in past ***	234 (25.2%)	83 (62.4%)
"Not very" to "Not at all" comfortable using computer to manage DWS case ***	222 (23.9%)	51 (38.3%)
On FEP because of own job loss***	329 (35.0%)	76 (56.3%)

* p< .05; **p<.01; ***p< .0001

EMPLOYMENT HISTORY	Has worked ½ the time or less N = 378	Has worked more than ½ the time N = 697
Personal/Family characteristics		
Age***	26.4	31.1
Single never married vs. other***	179 (47.4%)	254 (36.4%)
Age 18 or under when had first child***	170 (45%)	194 (27.8%)
Married when had first child**	100 (28.2%)	252 (37.2%)
Youngest child in the household is under the age of six***	282 (81.7%)	448 (67.3%)
Dependent needs of a child prevented employment**	18 (6.4%)	94 (11.8%)
Transportation was problem in past 12 months**	161 (42.6%)	240 (34.4%)
Skills and personal resources		
Average monthly income in interview month	\$1175	\$1329
Currently in school***	96 (25.4%)	107 (15.4%)
Has high school diploma/GED***	236 (62.4%)	558 (80.1%)
Attended special education classes or resource**	129 (34.5%)	174 (25.4%)
Diagnosed with or believes has learning disability***	140 (37.0%)	180 (25.8%)
Has a problem reading or writing or both*	69 (18.3%)	92 (13.2%)
A learning disability or problems with reading, writing or both have interfered with work, education and training activities*	50 (33.6%)	43 (21.5%)
"Not very" to "not at all" confident using computer to write letters and resume's **	72 (19.3%)	88 (12.8%)
Lack of education was a barrier to employment ***	173 (45.8%)	203 (29.1%)
Lack of job skills is a barrier to finding a job **	63 (16.7%)	70 (10%)
Physical health fair to poor*	77 (20.4%)	190 (27.3%)
Personal experiences		
Grew up in two parent home ***	197 (52.1%)	442 (63.4%)
Has history of welfare growing up **	145 (38.4%)	206 (29.6%)
Mother was a teen when her first child was born *	194 (53.3%)	320 (46.6%)
Mother has a HDS/GED ***	242 (69.7%)	529 (81.8%)
Saw abuse of someone else as an adult **	171 (45.8%)	379 (54.6%)

EMPLOYMENT HISTORY	Has worked ½ the time or less N = 378	Has worked more than ½ the time N = 697
Physically abused before 18*	135 (36.3%)	212 (44.9%)
Physically abused after 18**	135 (36.5%)	312 (45.0%)
Experienced domestic violence in lifetime*	207 (60.0%)	418 (66.7%)
Attitudes and beliefs		
My circumstances are different than other on welfare***	143 (40.7%)	345 (53.3%)
Prefer to be a stay at home parent vs working***	236 (63.3%)	358 (51.8%)
Barrier to employment: Wages are too low*	58 (15.3%)	148 (21.2%)
DWS experiences and resources		
Ever received unemployment insurance***	46 (12.3%)	271 (39.5%)
"Not very" to "Not at all" comfortable using computer to manage DWS case*	111 (29.7%)	162 (23.6%)
On FEP because of own job loss ***	74 (19.6%)	331 (47.5%)
Age first received cash assistance ***	24.7	28.7

* p < .05; **p < .01; ***p < .0001

EDUCATION BACKGROUND	No HSD/GED N=281	Has HSD/GED N=794
Personal/Family characteristics		
Age ***	25.6	30.4
Race other than Caucasian ***	128 (45.6%)	220 (27.7%)
Married now or in the past ***	131 (46.6%)	511 (64.4%)
Age 18 or under when had first child ***	160 (56.9%)	204 (25.7%)
Youngest child in the household is under the age of six ***	220 (83%)	510 (68.4%)
Married when had first child ***	54 (20%)	298 (39.1%)
Skills and personal resources		
Average monthly income in interview month	\$1190	\$1305
Worked more than half the time since 16 ***	139 (54.3%)	558 (71.1%)
Lack of education a barrier to employment ***	157 (55.9%)	219 (27.6%)
Has a problem reading or writing or both *	53 (18.9%)	108 (13.6%)
“Not very” to “Not at all” confident in using computer to job search or submit applications ***	35 (12.7%)	36 (4.6%)
“Not very” to “Not at all” confident using a computer to write letters and resume’s ***	73 (26.5%)	87 (11.1%)
Diagnosed with or believes has learning disability **	99 (35.2%)	221 (27.8%)
Currently has regular access to a computer ***	181 (64.4%)	634 (79.8%)
Currently attending school ***	107 (38.1%)	96 (12.1%)
Fair or poor mental health *	60 (21.4%)	226 (28.5%)
Diagnosed or screened positive for anxiety **	83 (29.5%)	319 (40.2%)
Transportation was a problem in past 12 months ***	139 (49.5%)	262 (33.0%)
Barrier to employment: Lack of good jobs available ***	28 (10%)	178 (22.4%)
Child care was a problem in the past 12 months **	105 (42.5%)	224 (32.6%)
Personal experiences		
Grew up in two parent home **	144 (51.2%)	495 (62.3%)
History of family welfare use as a child **	116 (41.3%)	235 (29.6%)
Father has a HSD/GED ***	131 (66.2%)	549 (81.8%)
Mother has a HSD/GED ***	156 (64.7%)	615 (81.7%)

EDUCATION BACKGROUND	No HSD/GED N=281	Has HSD/GED N=794
Mother was teen when first child was born ***	159 (58.7%)	355 (45.6%)
Parents were not involved in their education *	107 (38.6%)	250 (31.6%)
Attended special education classes or resource **	99 (36%)	204 (26%)
Experienced Homelessness as a child ***	59 (21.1%)	95 (12.0%)
Saw abuse of someone else as an adult **	132 (47.5%)	418 (52.9%)
Was physically abused after age 18 *	101 (36.9%)	346 (43.8%)
Was sexually abused after age 18 **	44 (16.1%)	180 (22.8%)
Was emotionally abused after age 18 **	139 (50.7%)	495 (62.7%)
Attended religious services in the past month *	95 (33.8%)	329 (41.5%)
Attitudes and beliefs		
Single moms can bring up a child as well as married couples *	250(89.9%)	664 (83.9%)
Rather have a job outside of the home, than be a stay at home parent *	178 (63.6%)	441 (56%)
DWS experiences and resources		
Good/Excellent Relationship with EC **	207 (73.7%)	643 (81.1%)
Age first received cash assistance ***	23.5	28.6
Has met with LCT – individually or group **	69 (25.1%)	277 (35.3%)
On FEP because of own job loss ***	92 (32.7%)	313 (39.4%)
Ready and available for full time work **	154 (56.4%)	514 (65.8%)
Has used My Case to manage case **	229 (83.3%)	714 (91.0%)
Has used Chat Line feature **	100 (43.7%)	389 (54.6%)
“Not very” to “Not at all” comfortable managing DWS case on computer ***	94 (34.2%)	179 (22.8%)
Ever received unemployment insurance ***	50 (18.2%)	267 (34.0%)

* p< .05; **p<.01; ***p< .0001

PUBLIC ASSISTANCE (PA) HISTORY	With PA history N = 351	Without PA history N = 724
Personal/Family characteristics		
Age ***	27.3	30.5
Race other than Caucasian *	129 (36.8%)	219 (30.2%)
Married now or in past *	191 (54.4%)	451 (62.3%)
Age 18 or under when had first child **	140 (39.9%)	224 (30.9%)
Married when first child was born ***	85 (25.5%)	267 (32.8%)
Youngest child in the household is under the age of six ***	258 (79.1%)	472 (68.9%)
Skills and personal resources		
Work more than half the time in lifetime **	206 (60.8%)	491 (69.9%)
Has a high school diploma/GED ***	235 (67%)	559 (77.2%)
Diagnosed with or believes has learning disability ***	132 (37.6%)	188 (26.0%)
Has a problem reading or writing or both **	69 (19.7%)	92 (12.7%)
Currently has access to a computer **	224 (69.5%)	571 (78.9%)
Experienced domestic violence in lifetime *	187 (59.6%)	438 (66.6%)
Has experienced domestic violence in past 12 mo. *	146 (40.3%)	46 (31.1%)
Spouse/partner prevented from working in the last 12 months *	113 (17.1%)	36 (11.4%)
Personal experiences		
Grew up in two parent home ***	140 (39.9%)	499 (68.9%)
Mother was teen when first child born ***	215 (62.7%)	299 (42.3%)
Mother has a HSD/GED **	224 (71.6%)	547 (80.3%)
Father has a HSD/GED ***	177 (69.7%)	503 (81.8%)
Parents were not involved in their education ***	145 (41.4%)	212 (29.5%)
Attended special education classes or resource ***	129 (37.1%)	174 (24.4%)
Homeless as a child ***	88 (25.2%)	66 (9.1%)
Homeless as an adult **	158 (45.3%)	256 (35.4%)
Saw abuse of someone else as a child ***	205 (59.6%)	331 (45.9%)
Was physically abused before age 18 **	172 (49.7%)	292 (40.6%)
Was sexually abused before age 18 ***	168 (48.6%)	262 (36.4%)

PUBLIC ASSISTANCE (PA) HISTORY	With PA history N = 351	Without PA history N = 724
Was sexually abused after age 18 *	59 (17.1%)	165 (22.9%)
Was emotionally abused before age 18 *	209 (60.4%)	384 (53.3%)
Attitudes and beliefs		
Single moms can bring up a child as well as married couples *	312 (89.4%)	602 (83.6%)
DWS experiences and resources		
Age first received cash assistance ***	25.3	28.2
"Not very" to "Not at all" comfortable using computer to manage DWS case **	107 (30.7%)	166 (23.3%)
Has received unemployment insurance *	88 (25.3%)	229 (32.2%)

* $p < .05$; ** $p < .01$; *** $p < .0001$

REGIONS	Central N = 474	North N = 316	Mntland N = 164	Eastern N = 40	Western N = 81
Race other than Caucasian ***	136 (39.2%)	100 (31.6%)	41 (25.0%)	4 (10.0%)	17 (21%)
Single never married **	216 (45.6%)	129 (40.8%)	43 (26.2%)	15 (37.5%)	30 (37.0%)
Married when first child born ***	132 (29.5%)	96 (31.4%)	81 (50.3%)	15 (39.5%)	28 (35%)
Mother was teen when first child born **	243 (52.3%)	140 (45.2%)	61 (38.9%)	24 (61.5%)	46 (58.2%)
Father has a HSD/GED**	274 (73.7%)	211 (80.5%)	123 (89.1%)	26 (74.3%)	46 (74.2%)
Mother has a HSD/GED **	315 (73.3%)	244 (82.2%)	130 (85.5%)	31 (79.5%)	51 (67.1%)
Sexually abused before 18 yrs *	190 (40.5%)	120 (38.5%)	71 (43.3%)	16 (40.0%)	33 (40.7%)
Has experienced domestic violence in past 12 mo *	102 (44.2%)	38 (28.1%)	31 (42.5%)	6 (26.1%)	15 (31.3%)
Generally satisfied with social supports*	383 (80.8%)	267 (84.5%)	145 (89.0%)	39 (97.5%)	70 (87.5%)
Attended religious services in the past month **	169 (35.7%)	126 (39.9%)	88 (53.7%)	13 (32.5%)	28 (34.6%)
Learning disability or reading/writing problems prohibited work *	33 (23.1%)	31 (28.2%)	13 (21.3%)	4 (33.3%)	12 (52.2%)
Reports low wages as barrier to work ***	18 (3.8%)	9 (2.8%)	18 (11.0%)	-0-	-0-
Housing problem was work barrier **	84 (57.5%)	31 (21.2%)	21 (12.8%)	2 (5%)	8 (9.9%)
DWS Experience					
Ready and available for full time work**	276 (60.7%)	208 (66.2%)	91 (55.5%)	28 (70.0%)	65 (80.2%)
Prefers to be stay at home parent vs working *	248 (52.9%)	174 (55.6%)	109 (66.9%)	25 (62.5%)	38 (48.1%)
Good-Excellent Relationship with EC ***	346 (73.2%)	265 (83.9%)	133 (81.1%)	35 (87.5%)	71 (87.7%)
Has met with LCT – one-on-one or in groups ***	119 (25.9%)	114 (36.1%)	45 (27.4%)	14 (35.0%)	54 (66.7%)
Has used Chat Line feature *	204 (50.1%)	118 (58.9%)	69 (50.0%)	14 (37.8%)	33 (45.2%)

* p< .05; **p<.01; ***p< .0001

APPENDIX D

Table 40: FEP 2006 - Employment Comparisons - Three Groups

Employment	Current Employment N = 333	Employment in past year N = 580	Employment more than 1 yr ago N = 208
Average hours worked per week (median): Hours per week breakdown:			
10 hours a week or less	30.0	35	40
11 - 20 hours	31 (9.3%)	29 (5.0%)	8 (3.8%)
21 - 30	77 (23.1%)	91 (15.7%)	28 (13.5%)
31 - 40	85 (25.5%)	125 (21.5%)	39 (18.8%)
more than 40	121 (36.6%)	240 (41.3%)	86 (41.3%)
	17 (5.1%)	96 (16.5%)	47 (22.6%)
Average length of time at job - (median)	1.5 months	4 months	8 months
Time at job breakdown:			
Less than 3 months	197 (59.3%)	180 (31.0%)	31 (14.8%)
3 - 6 months	74 (22.3%)	200 (34.4%)	61 (29.2%)
7 - 12 months	24 (7.2%)	97 (16.7%)	49 (23.4%)
More than 12 months	37 (11.1%)	104 (17.9%)	68 (32.5%)
Average hourly income	\$8.15	\$8.99	\$8.43
Job is temporary or seasonal	71 (21.3%)	163 (28.1%)	49 (23.6%)
Shift or time of day usually worked:			
Day time (9 - 5)	168 (50.5%)	322 (55.4%)	119 (56.9%)
Afternoon shift (12 - 8)	24 (7.2%)	40 (6.9%)	15 (7.2%)
Evening shift (4 - 12)	69 (20.7%)	106 (18.2%)	35 (16.7%)
Night shift (12 - 8)	18 (5.4%)	34 (5.9%)	10 (4.8%)
Rotating shift (regular changes)	7 (2.1%)	9 (1.5%)	6 (2.9%)
Split shift	9 (2.7%)	24 (4.1%)	9 (4.3%)
Irregular schedule	29 (8.7%)	33 (5.7%)	11 (5.3%)
Weekends only	7 (2.1%)	6 (1.0%)	- 0 -
Other	2 (0.6%)	7 (1.2%)	4 (2.0%)
Main source of transportation to work:			
Own car	213 (64.0%)	307 (52.9%)	116 (55.5%)
Family or friends	54 (16.2%)	120 (20.7%)	38 (18.2%)
Public transportation	22 (6.6%)	50 (8.6%)	21 (10.0%)
On foot	14 (4.2%)	50 (8.6%)	15 (7.2%)
Work from home	19 (5.7%)	8 (3.8%)	29 (5.0%)
Other	11 (3.3%)	23 (4.0%)	11 (5.2%)
Degree of opportunity for advancement to a higher position that pays more:			
A great deal of opportunity	86 (25.8%)	98 (16.9%)	34 (16.3%)
Some opportunity	88 (26.4%)	137 (23.7%)	37 (17.7%)
A little opportunity	68 (20.45)	137 (23.7%)	54 (25.8%)
No opportunity	88 (26.4%)	207 (35.8%)	84 (40.2%)

Employment (Con't)	Current Employment N = 333	Employment in past year N = 580	Employment more than 1 yr ago N = 208
How client found out about job: A friend /A relative Help wanted notice in paper or in window DWS or other government agency Job placement/career counseling in school Inside contact at the job site Walk in to job site to submit application Staffing agency (Temp. Service) Other:	126 (37.8%) 37 (11.1%) 46 (13.8%) 4 (1.2%) 30 (9.0%) 51 (15.3%) 18 (5.4%) 23 (6.9%)	242 (41.8%) 76 (13.1%) 39 (6.7%) 3 (0.5%) 50 (8.6%) 98 (16.9%) 45 (7.8%) 26 (4.5%)	84 (40.2%) 26 (12.4%) 15 (7.2%) 4 (1.9%) 18 (8.6%) 39 (18.7%) 11 (5.3%) 12 (5.7%)
Benefits available at job site: Paid sick days Paid vacation Paid holidays Health insurance Retirement program (About 10% of respondents were unaware of benefits)	103 (30.9%) 131 (39.3%) 129 (39.7%) 157 (47.1%) 100 (30.0%)	236 (44.3%) 284 (52.6%) 271 (50.0%) 317 (56.4%) 191 (38.0%)	72 (40.0%) 87 (46.8%) 91 (48.1%) 103 (54.5%) 67 (37.6%)
Respondent HAS NOT job searched in past month	168 (50.3%)	287 (49.4%)	135 (59.0%)
Main reasons WHY not looked for work: Satisfied with current job In school or other training Physical or mental health issue Family responsibilities Other	N = 168 133 (79.6%) 23 (13.7%) --- --- ---	N = 287 --- 76 (27.2%) 138 (47.4%) 49 (17.1%) 59 (20.6%)	N = 135 --- 40 (29.6%) 63 (46.7%) 23 (17.0%) 30 (22.2%)

Table 42: FEP 2006 - Reasons For Leaving Most Recent Job

	Unemployed but worked in past year N = 580	Unemployed more than 1 yr N = 208
Why did you leave your most recent job:		
Did not like schedule/shift	17 (2.9%)	5 (2.4%)
Wanted to work more hours	12 (2.1%)	4 (1.9%)
Wanted to work fewer hours	3 (0.5%)	1 (0.5%)
Did not like work/working - too stressful	38 (6.6%)	11 (5.3%)
Benefits not good enough	3 (0.5%)	1 (0.5%)
Salary not good enough	30 (5.2%)	12 (5.8%)
Problems with co-workers	14 (2.4%)	6 (2.9%)
Problems with boss	42 (3.7%)	16 (7.7%)
Maternity leave or pregnancy	109 (18.9%)	31 (14.9%)
Respondent injured on the job	5 (0.9%)	4 (1.9%)
Respondent's other health/mental problems	147 (25.5%)	53 (25.5%)
Other family member's health problem	29 (5.0%)	7 (3.4%)
Other family or personal problems	40 (6.9%)	12 (5.8%)
Child care problem or couldn't afford care	36 (6.3%)	10 (4.8%)
Wanted to spend more time with children	9 (1.6%)	9 (4.3%)
Transportation problem	20 (3.5%)	2 (1.0%)
Wanted to work closer to home	2 (0.3%)	2 (1.0%)
Respondent moved	51 (8.8%)	27 (13.0%)
Another opportunity took another job	- 0 -	1 (0.5%)
Returned to school or training	32 (5.5%)	6 (2.9%)
Did not need to work	- 0 -	4 (1.9%)
Temporary/short-term assignment ended	53 (9.2%)	27 (13.0%)
Fired	88 (15.3%)	22 (10.6%)
Laid off	26 (4.5%)	13 (6.3%)
Other (specify)	69 (12.0%)	25 (12.0%)
MOST IMPORTANT reason left most recent job:		
Maternity leave/pregnancy	64 (11.1%)	17 (8.2%)
Respondent's physical health issues	108 (18.8%)	34 (16.4%)
Moved	38 (6.6%)	19 (9.2%)
Temporary/short term job ended	44 (7.7%)	23 (11.1%)
Fired	83 (14.4%)	20 (9.7%)

Table 43: FEP 2006 - Unemployed: Why not currently employed

	Unemployed but worked in past year N = 580	Unemployed more than 1 yr N = 208	Never worked N = 20
Reason why not currently working or never working:			
Need more education	25 (4.3%)	14 (6.7%)	5 (25.0%)
Need more work experience	15 (2.6%)	10 (4.8%)	1 (5.0%)
No jobs available	42 (7.2%)	9 (4.3%)	1 (5.0%)
Criminal record	9 (1.6%)	1 (0.5%)	- 0 -
Transportation problems	51 (8.8%)	22 (10.5%)	- 0 -
Paying for or finding child care	85 (14.7%)	33 (15.7%)	4 (20.0%)
Prefer/need to stay home with children	73 (12.6%)	33 (15.7%)	7 (35.0%)
Pregnancy	114 (19.7%)	26 (12.4%)	2 (10.0%)
Own ill health; disability	141 (24.3%)	54 (25.8%)	2 (10.0%)
Depressed/overwhelmed, mental health	70 (12.1%)	30 (14.4%)	1 (5.0%)
Own drinking/other drug problem	8 (1.4%)	1 (0.5%)	1 (5.0%)
Other family responsibilities	71 (12.2%)	24 (11.5%)	1 (5.0%)
In school or other training	109 (18.8%)	46 (21.9%)	3 (15.0%)
Wages too low	16 (2.8%)	1 (0.5%)	- 0 -
Jobs don't offer health benefits	4 (0.7%)	- 0 -	- 0 -
Husband/partner objected	-N/A--	--N/A--	1 (5.0%)
Language barrier	--N/A--	-N/A---	1 (5.0%)
Can not legally work	2 (0.3%)	1 (0.5%)	- 0 -
Other (Specify):	120 (20.7%)	28 (13.4%)	9 (45.0%)
MOST IMPORTANT reason for not currently working or never working:			
Personal health/disability	112 (19.3%)	53 (25.4%)	2 (10.0%)
In school or training	89 (15.3%)	34 (16.3%)	3 (15.0%)
Pregnancy/maternity leave	76 (13.1%)	16 (7.7%)	1 (5.0%)
Paying for or finding child care	39 (6.7%)	15 (7.2%)	3 (15.0%)
Other	69 (11.2%)	15 (7.2%)	6 (30.0%)

Table 44: FEP 2006 - Self-Report Barriers

N = 1144	Barrier	BIGGEST barrier	Frequency as greatest barrier
Needs of a dependent child	143 (12.5%)	55 (4.8%)	38.5%
Need of dependent family members	82 (7.2%)	15 (1.3%)	18.3%
Lack of child care	393 (34.4%)	114 (10.0%)	29.0%
Lack of education/training	293 (25.6%)	61 (5.3%)	20.8%
Alcohol or other drug issues	69 (6.0%)	23 (2.0%)	33.3%
Physical health issues	568 (49.7%)	249 (21.8%)	43.8%
Mental health issues	335 (29.3%)	102 (8.9%)	30.4%
Transportation problems	426 (37.2%)	85 (7.4%)	20.0%
Language barrier	18 (1.6%)	5 (0.4%)	11.1%
Lack of job skills	126 (11.0%)	25 (2.2%)	19.9%
Housing problems	134 (11.7%)	19 (1.7%)	14.2%
Problems reading or writing	36 (3.1%)	3 (0.3%)	8.3%
Criminal record	97 (8.5%)	32 (2.8%)	33.0%
Spouse or partner objects to me working	128 (11.2%)	25 (2.2%)	19.5%
Wages too low	107 (9.4%)	12 (1.0%)	11.2%
Caring for an infant	204 (17.8%)	43 (3.8%)	21.0%
Going to school	211 (18.4%)	94 (8.2%)	44.5%
Choose to stay home / care for children	167 (14.%)	62 (5.4%)	37.3%
Undocumented - can't legally work	4 (0.3%)	1 (0.1%)	25.0%
Lack of good jobs available	94 (8.2%)	17 (1.5%)	18.1%
Access to a telephone	163 (14.2%)	4 (0.4%)	2.4%
No barriers	5 (0.4%)	5 (0.4%)	---
Other:	336 (29.4%)	97 (8.5%)	28.9%

Appendix E: ATTITUDES TOWARDS PUBLIC ASSISTANCE VS EMPLOYMENT

	Redesign 2012 N = 1075			FEP 2006 N = 1144		
	Generally Agree	Generally disagree	Don't know/No opinion	Generally Agree	Generally disagree	Don't know/No opinion
My children would benefit from having me employed outside the home.	937 (87.2%)	132 (12.3%)	6 (0.6%)	806 (70.5%)	273 (23.9%)	65 (5.7%)
I would rather have a job outside the home than be a stay at home parent.	619 (57.6%)	449 (41.8%)	7 (0.7%)	569 (49.7%)	502 (43.9%)	73 (6.4%)
It is good to require people on welfare to find a job.	1005 (93.5%)	63 (5.9%)	7 (0.7%)	1017 (88.9%)	60 (5.2%)	67 (5.9%)
When children are young, single parents should not work outside the home.	353 (32.8%)	703 (65.4%)	19 (1.8%)	649 (56.7%)	418 (36.5%)	77 (6.7%)
Single parents can bring up a child as well as married couples.	914 (85.0%)	155 (14.4%)	6 (0.6%)	832 (72.7%)	241 (21.1%)	71 (6.2%)
A single parent who gets a job to help support her/his children is being a responsible parent.	1048 (97.5%)	22 (2.0%)	5 (0.5%)	1053 (92.0%)	26 (2.3%)	65 (5.7%)
I feel confident that I can manage my own finances and resources.	941 (87.5%)	130 (12.1%)	4 (0.4%)	925 (80.9%)	155 (13.5%)	64 (5.6%)
I would prefer to stay home and raise my children rather than work outside the home..	533 (49.6%)	534 (49.7%)	8 (0.7%)	590 (51.6%)	470 (41.1%)	84 (7.3%)
My circumstances are different than most others on welfare.	488 (45.4%)	510 (47.4%)	77 (7.2%)	584 (51.0%)	433 (37.8%)	127 (11.1%)

Appendix F: Examples of Situations Leading to Needing Cash Assistance

Loss of Own Employment

- *I was working full time and supporting myself. I was having a baby and I couldn't continue to do manual labor work. The father of the baby wasn't working. I had complications during the pregnancy and so I couldn't support myself or work anymore. I was making way more money when I was working than on cash assistance now.*
- *I fell out of a window and had a traumatic brain injury. I lost my sense of smell and taste and some hearing. I could not return to my catering business. I had run my business for a year and it was expanding but now I can't do that work anymore.*
- *I had been working and had to leave my job due to health issues and then I had to move in with my mom to help care for her. Then she lost her house and I used my savings to help her. I couldn't find a job then because I was too pregnant.*
- *I was involved in a very bad car accident and suffered a brain injury. I was on sick leave from my work but then my sick leave ran out and they laid me off. I still had money in my 401K that covered me for a while but then that ran out and I still wasn't recovered enough to work so I had to apply for assistance.*
- *I have no income. I supported myself with my job and food stamps. My wife started working when I was fired from my job, and I stayed home to watch the kids. It still was not enough for our family, so my wife goes in and applies for the help. I have worked hard jobs like breaking concrete and doing bricks, and so my back has gotten worse and makes it hard for me to work.*
- *I had been working full time and was making enough money to support my son but then my job cut my hours drastically and I couldn't afford everything anymore so I had to get extra help. During the summer and fall business is a lot better at the salon and I make good money.*
- *I had to quit my job because I had no one I could trust to leave my daughter with. I left her with someone and she had a bad rash and after that I decided to quit and stay home with her. I felt I couldn't trust anyone to take care of her the way I could. Now I have my aunt and sister-in-law who I feel can be with her while I'm at school.*
- *I was in really bad shape after July when I had my DV situation. I had really bad panic attacks, nightmares and they had me on a ton of medication. Then my insurance ran out through the military and I needed medical and financial help. I was the primary provider prior to that since we were split up already.*
- *I had been working, but I went on bedrest. I applied for unemployment but can't get it because it's medical, so because I have doctor's notes saying I can't work, I can't qualify for unemployment, even though I worked for 2 years before I was put on bedrest. Couldn't work and couldn't get unemployment, so I got the cash.*
- *I had been working, but I wasn't working because of traumatic event (saw friend get shot and killed in front of her). Needed the help. I needed to get some counseling as I experienced the PTSD stuff, I didn't think I could work. Just got the help until I can work.*
- *I applied 4 months ago but they lost the paperwork. I got denied for a couple months. I haven't*

gotten a paycheck since I got sick seven months ago. I was the sole provider for me and my daughters. I had no other means. I still can't work and just had double back surgery. My parents have helped a lot but are retired and they can't afford to be taking care of me and my daughter.

- I opened my cash to pull some red flags on the ORS. I've had the kids for so long, but have been paying for them to ORS too since their mom has left them on her DWS case. I opened up my own case so they would see it. I also changed jobs at that time and dropped from \$16 to \$11.25/hour.

- I was homeless and worked a little, but couldn't keep my job. Before I was using drugs and found illegal ways to support myself. Then I got pregnant and started changing my life around, and took advantage of the assistance available. I was incarcerated for 2.5 months, so when I got out that's when I went to apply.

- I had been working but barely getting by. When I injured my knee, I was no longer able to work because I didn't have any sick leave or anything so I just had to quit. My parents were helping support me and then I just realized I was being stupidly stubborn and I needed extra help.

- I had been working in another state but had to move. The mother of my son passed away and so I no longer had someone to watch my son while I worked. I couldn't keep him in day cares because he kept getting kicked out. I decided to move here so we could live in one of my mom's houses while we tried to figure out our next move.

- My dad was helping us out for 6 months after I lost my job due to health problems. He was really generous but told me I had worked hard all my life and paid into the system so I shouldn't feel bad about asking for help. Without his support I never would have had the guts to ask.

- The business I was running, work had slowed, got behind on bills. Once they repossessed my vehicle I had to shut my business down. Lost my income, transportation and home.

- I was living off savings - had to pay my divorce lawyer a lot of money and had no money left. We needed money for food and necessities. I haven't been able to make enough or get enough work because of physical health issues. But I was getting by doing side jobs and living off my savings until then.

- I was just not making enough money. I worked up until 5 months ago and then DWS gave me a diversion lump sum to help me for a few months but it wasn't enough to cover all my bills and I hadn't returned back to work so needed the help. When I did return back it was only part time. I'm working my way up to full time again.

- I was working for six months and the company said they had to let me go because they pulled a credit report on me and said I had too much debt and since we worked for the government they had to let me go. I can go back once I clear up some of the debt.

Spouse or Partner No Longer Supporting

- Spouse walked out on us and left is with nothing. He was providing the financial support so when he walked out I had no choice. I had to start somewhere to provide for my kids.

- I was in a relationship and had been living with him. He had been supporting me but then we broke up and I had to find somewhere else to go. My friend was willing to let me stay there but she couldn't afford to let me stay rent free and I just needed help. I finally had enough and just want to

get to the point where I can support myself and my daughter.

- My husband went to jail, lost his job, we lost our apartment and I was like "Oh shoot, what do I do now." I went to get help from DWS while I figured things out. My husband was supporting our family before he went to jail.

- My husband of almost 20 years left me and he was providing all financial support with his disability checks. Last summer my doctor said that he thought my symptoms were pointing to a brain tumor. We were surviving off of my daughter's disability and I couldn't work because of my health. The only thing that saved me was my daughter's disability, and that will only help me until she turns 19.

- My husband had a payout for his disability but only one month- after that was used we tried to file for unemployment but he was denied because his health restrictions were too strict for him to ever be hired so they wouldn't give him unemployment. I have to take care of him so I can't get a job. He just started having kidney problems- heart attack four months ago.

- My son graduated high school and the \$700 in child support stopped coming in. The father of the younger children only pays a tiny bit but still doesn't pay the full amount. I don't get enough from him. I can't find work because I don't have my GED.

- I was couch surfing and moving from Motel to motel and always managed to scrape by with different guys I had been with but I just got sick of it. I decided that I needed the help so I could get money and access to job skills.

- My divorce - I walked away from a bad marriage. He made me quit my job and he provided. He wouldn't let me go out.

Family/Friends Supporting

- My dad had been providing support so I could be a stay at home mom. He was diagnosed with cancer. My dad was not getting any better and so I figured I better learn how to do it on my own.

- My Mom rents rooms in her house for income. My cousin moved in and had a baby and as a result it prevented my mom from renting to others. So she was unable to support me still. Fewer rooms to rent means less to go around. Her income decreased, so I needed to see about providing some extra income. My mom has been my sole support for a few years now.

- I didn't have income, friends and that would feed me here and there. I never got money from them though. I was on food stamps so that helped. No place to live. In 3rd trimester my cash opened up. I was really just living on the street or with different friends. Being pregnant it was easier to get my friends to help me but I needed more for my son.

- My father became extremely ill and had extended stays in the hospital and medical bills ate up all the savings and the cushion we had. Now that he is getting better I feel confident I can go back to work. I came down and applied, and the cash is what we qualified for. We were living off my father's pension and I was working full time before that.

- Having a baby. Had to start paying rent. Wasn't working and the cost of having a new baby and going to school was too much. Her parents were helping out more and they said she would have to pay rent and could help her out as needed, but can't cover everything like before.

- *My dad has been helping me out after my husband and I broke up. I was pregnant and he said he wouldn't keep helping with all the baby stuff too, so I went to get help.*
- *I just decided to do something with my life. I was being supported by my family and I finally decided I needed to become independent and finally finish school so I can get a real job.*
- *I had been applying for cash assistance for a long time before November - ever since I was laid off but they said I didn't qualify. My last EC said I had to produce a birth certificate proving my grandkids were my grandkids. I kept telling them that I am a refugee and had to leave my country without birth certificates but they leave my country without birth certificates but they wouldn't listen then I got this new lady. She fixed it and I can get help now - I switched counselors in November prior to that my friend was supporting me.*
- *If it weren't for my grandparents we wouldn't have anything. I haven't had income coming in for a long time. I had to stop working to take care of my son. I couldn't go to work because I couldn't find or afford child care. My grandparents are struggling more than they were before and asked that I help out more. I didn't have another option. The financial support and child care support I was getting from my grandparents stopped coming in due to their own ill health and financial problems.*

Lose of Financial Support from Other Program

- *I had been receiving unemployment insurance for 18 months and had been in school. The unemployment stopped and I was still in school and started working some but I wasn't making enough.*
- *I was fired after an accident at work. I flipped a semi-truck and got hurt. First I got works comp and then unemployment. I got a temp job about 2 weeks ago, so my benefits were cut. I really needed help because of my work injury. In September, my workers comp was cut and I still couldn't make ends meet and was suffering from my injury still.*
- *I lost unemployment benefits when I had a stroke. I had it before but you can't keep unemployment when you can't take a job. My wife had a breakdown and couldn't work either.*
- *Unemployment Insurance benefits stopped after I had my daughter and I had pay bills and buy baby stuff. Prior to this I was working.*
- *I had been using the GA program through the tribe but I heard about work success and wanted to be in it so I quit GA and applied.*

No Income Source Prior/In transition

- *Had to take time off of school and wasn't getting my student loans. We had been living off my student loans. I had failed a class and was put on academic probation for a semester as a punishment and couldn't take classes for a semester and couldn't get student loans.*
- *I was fresh out of prison, I applied the same day I got out and got custody of my girls. They were living with their mom and then my family, so I got out, got them, and applied. I knew I didn't have a job and needed to support us.*

Appendix G: Experiences with Other DWS Workers

Redesign N =1075	Generally Agree	Generally Disagree
Eligibility N = 239 Treated me with dignity and respect Provided services I needed	168 (70.3%) 163 (68.2%)	70 (29.3%) 76 (31.8%)
Front Desk/Information Desk N = 168 Treated me with dignity and respect Provided services I needed	139 (82.7%) 144 (85.7%)	29 (17.3%) 24 (14.3%)
Work Success Coach N = 318 Treated me with dignity and respect Provided services I needed	306 (96.2%) 305 (95.9%)	12 (3.8%) 13 (4.1%)
Previous/other employment counselor N = 152 Treated me with Dignity and respect Provided services I needed	108 (71.1%) 102 (67.1%)	43 (28.3%) 49 (32.2%)
Workshop presenter N = 45 Treated me with dignity and respect Provided services I needed	43 (95.6%) 43 (95.6%)	2 (4.4%) 2 (4.4%)
Chatline N = 14 Treated me with dignity and respect Provided services I needed	11 (78.6%) 10 (71.4%)	3 (21.4%) 4 (28.6%)
Job Connection N = 17 Treated me with dignity and respect Provided services I needed	16 (94.1%) 17 (100%)	1 (5.9%) -0-
Education Worker N = 18 Treated me with dignity and respect Provided services I needed	17 (94.4%) 17 (94.4%)	1 (5.6%) 1 (5.6%)
FEP Supervisor N = 10 Treated me with dignity and respect Provided services I needed	9 (90.0%) 9 (90.0%)	1 (10.0%) 1 (10.0%)
SSI/Soar Worker N = 13 Treated me with dignity and respect Provided services I needed	12 (92.3%) 12 (92.3%)	1 (7.7%) 1 (7.7%)
Medicaid Orientation N = 13 Treated me with dignity and respect Provided services I needed	12 (92.3%) 12 (92.3%)	1 (7.7%) 1 (7.7%)
Intake Worker N = 7 Treated me with dignity and respect Provided services I needed	6 (85.7%) 6 (85.7%)	1 (14.3%) 1 (14.3%)
Security N = 5 Treated me with dignity and respect Provided services I needed	5 (100%) 5 (100%)	-0- -0-
WIA N = 9 Treated me with dignity and respect Provided services I needed	9 (100%) 9 (100%)	-0- -0-