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RESOLVING EMPLOYMENT RETENTION BARRIERS TO ENHANCE SELF-
SUFFICIENCY FOR MISSOULA COUNTY TANF RECIPIENTS

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Dissertation

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Summer 2007

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Resolving Employment Retention Barriers to Enhance Self-Sufficiency for
Missoula County TANF Recipients

Dr. David A. Strobel, Chair

Dr. Udo Fluck, Co-Chair

This study examined the issues of barriers and employment retention in a rural county welfare-to-work setting, the Missoula, Montana WoRC Program. Qualitative research (study one) was conducted, to interview clients regarding reasons why they had lost jobs in the past, and, to elicit their suggestions regarding new services the WoRC Program could offer to help with employment retention at future jobs. Study one results indicated that the primary barriers resulting in job loss were: family issues; medical problems; mental health disorders; work site difficulties; and other (i.e. boredom, attitude problems). Work adjustment proved to be an underlying barrier to employment retention. Study one results demonstrated that the clients wanted three primary services to help resolve barriers and improve job retention: life skills classes teaching work adjustment; job coaching; and post-TANF supportive services (i.e. clothing and gas vouchers). Quantitative research (study two) was conducted to analyze 90 variables via logistic regression and determine whether or not the WoRC Program assisted clients with gaining employment, and if so, what the characteristics of those clients were. The results of the logistic regression indicated that the WoRC Program helped clients gain employment exactly 50% of the time. Statistically significant variables for clients that gained employment were: study one participant; female; on TANF 4+ months; final status (case closed at time of study); merit (not sanctioned); no short term training months; no learning disability; no domestic violence; and no chemical dependency. Linear regression was utilized to determine whether or not the employment WoRC clients gained paid better than the minimum wage. The results of the linear regression demonstrated that the mean wage for the employed study two clients was \$7.16/hr. The Federal minimum wage at the time of the study was \$5.15/hr. To place this study in context, the literature review traced the development of the welfare system from ancient times to the present day, with special emphasis on the topics of cycling, barriers and retention, as well as intangible factors that may have contributed to the study results.

Dedication

In loving memory of Morgan Voth, Sandy DeShazer, and John, Josh & Desi, as well as everyone else we've lost on the front lines of human services in this country. May we remain ever vigilant for ways to improve our programs, so that we may take better care of our clients, ourselves and each other.

This dissertation is dedicated to my parents, Evelyn & Jerry Koehler, and, my family and friends, especially Levi Holland, Strauss Holland, Jean Holland, Annie Rubens, Diane Engelman, Tracy Ryaru, Hilary Engelman, Bonnie Collins, Cathy Brennehan, Jimmy Liedle, Joyce & Jim Flansburg, Kathy Barton, Marie Middleton, Misti Andersen, Nancy Smith, Scot Kemp, Stacy Olson, Diana Thomas, Maria Lorenz, Mark Kuhn, Steve Ball, the Lewis family and Walt Bell, who provided tremendous support and cheered me on every step of the way. Thank you so much to all of you for your wonderful presence in my life!

I also wish to dedicate this dissertation to the Missoula WoRC Program and the Montana Department of Labor and Industry. Thank you, for entrusting me to perform this research and providing me with an abundance of support to accomplish the task. The entire Missoula WoRC Program team helped with the research and I will be forever grateful. I owe special thanks to Wolf Ametsbichler, Kelly Deniger and Lore Grayson, for not giving up on the project when circumstances changed. They helped me formulate an excellent Plan B, which proved to be a very fruitful endeavor. It is my sincere hope that the results of this research will play a role in the cutting-edge success of the program for many years to come. I also owe a special debt of gratitude to my friends and colleagues at the WoRC Program who assisted with the study and provided endless good natured support: Margie Steffes, Crystal Buck, Edd Wiley, Jaime Sowre, Mike Lathrope, Kathy Cochran, Sally Russell, Janis Cooper, Janice Hinze, Charles Berger, Phyllis Foster, Leighanne Fogerty, Angela Simonson and Tina Schmaus. Finally, I wish to thank the clients who trusted me with their honesty and their hopes. Their feedback about the program was invaluable and immensely important. This study was done for them, and it's my greatest wish that the results will add value to their lives and help them achieve the long-term self-sufficiency they desire.

Finally, I dedicate this work to God, who graced me with six festive and meaningful years on the front lines of social work in the great state of Montana. My colleagues and my clients were a gift in my life. Now, I am incredibly blessed to have the opportunity to make a significant contribution to client's lives by working on public policy. To whom much is given, much is required. May my efforts do justice to the opportunities He has given me.

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CHAPTER ONE

INTRODUCTION

1. Introduction

The topic of this dissertation was resolving employment retention barriers to enhance self-sufficiency for Missoula County TANF recipients. It was an important area of study because ordinary American citizens are affected by what happens within the welfare system. From a fiscal standpoint, in a time of dwindling resources and increased need, taxpayers hold a vested interest in how government services are funded and operated. From a community member standpoint, welfare recipients are our co-workers, neighbors, friends and family members. Most importantly, from a client's standpoint, cycling disrupts not only their finances, but their family life as well. As Cheng (2007) explained, the material deprivation that accompanies chronic receipt of welfare "erodes psychological well-being" (p. 41-47). It serves all of us well to make sure the system is effective for those who need it.

Due to the voluminous amount of literature on the topic of public assistance in general and welfare reform in particular, decisions had to be made about how to narrow the search in a way that reduced the number of references to a reasonable level, yet still captured the information related to the study. Consequently, the decision was made to narrow the scope and focus of the literature review to resources that were directly related to barriers to employment retention and possible solutions. The literature review was further abridged to

include publications after 1996, the date welfare reform was implemented. The initial search demonstrated a lack of literature on the topic of employment barriers and possible solutions, and as a result it highlighted the need for the research that was to be undertaken for this dissertation.

After study one and study two for this dissertation were completed, the results indicated the need for an expanded literature review, to go beyond the statistical analysis of data and explore whether intangible factors may have also affected client's employment retention rates. Additionally, it was decided to include student and employment retention, as well as retention in drug treatment centers. Finally, it was decided that a comprehensive understanding of employment retention issues was impossible without a discussion of the history of the welfare system, including how the complex interplay of moral, legal, political and economic thinking over the course of time has led to the current rules of welfare reform. The literature review demonstrated four predominant themes: the saints or sinners philosophy; the work or starve principle; a community responsibility to help but not help too much; and exceptions that were made for widows, the fatherless and the disabled. To place the Missoula study in context, WoRC is one program in a long line of efforts to serve the poor that spans back over thousands of years.

1.1 History of the American Welfare System

The evolution of the American welfare system began long before the Mayflower landed at Plymouth Rock. The immigrants making the journey from Great Britain brought with them more than their families and whatever cargo their

ships would hold. In their eyes, perhaps the most precious provisions aboard those ships were their religious beliefs and values. Beliefs so strongly cherished that they were worth leaving behind the safety of the motherland's shores and embarking on a dangerous journey to start life anew in a wilderness that would allow them to worship as they chose. Beliefs that some of them would later die for. Beliefs that when the dust settled, were used as the foundation upon which the United States government was built. Beliefs that profoundly influenced how the government was run from the beginning. A great deal of literature marked the Elizabethan Poor Laws of 1601 as the beginning of welfare systems. But it is essential to look back even farther. Long before the enclosure movement, long before the immigrants thought of setting sail, ancient societies and religious teachings addressed the topic of the poor. "What is labeled social welfare today has been organized and delivered for centuries before 1601 through the rich religious traditions of Buddhism, Christianity, Hinduism, Islam and thousands of other traditional religions throughout the world" (Faherty, 2006, p. 107). The teachings of those religions greatly influenced how communities were ordered and operated.

It is the confluence of religious teachings and the local customs of the times that provide the context for how the American welfare system would later be set up. The echoes of the past can be heard clearly, even in the most recent modern day legislation regarding welfare. Hasenfeld (2000) asserted that welfare to work is based on moral principles because every action taken on behalf of clients not only represents some form of concrete service, it also

confers a moral judgment about their social worth and the causation of their predicament. He further stated that welfare organizations were utilized to enforce dominant moral values codified in legislation and carried out within the norms of the local community, by workers who themselves held values. He concluded that powerful individuals within society pursued the institutionalization of their moral agendas to legitimate their ideological, political, and economic positions (p. 329 - 334).

1.2 Major Historical Periods

This section will examine the major historical periods of the evolution of the welfare system, including pertinent legislative acts in both England and the United States. The review will reveal that although particular policies have fallen in or out of favor, the undercurrent of religion has endured throughout the centuries and is inextricably woven into the classic welfare questions of: who are the poor, and what do we do about them?

1.2.1 Jewish Religious Laws

- ❖ First to establish rules for eligibility for assistance. The poor were defined as those who did not have enough resources to purchase one year's supply of food (Karger & Stoesz, 1998, p. 50).
- ❖ Introduction to the concept of the poor working to receive their assistance. Farmers were required to leave at least one-sixtieth of their crops unharvested. The poor were required to gather the leftover crops for themselves (Karger & Stoesz, 1998, p. 41).

- ❖ The best course of action was to help the poor care for themselves long-term by helping them find a job or letting them join one's business (Karger & Stoesz, 1998, p. 51).
- ❖ From the beginning, the emphasis was on work as the way out of poverty.

1.2.2 Early Christianity and the Influence of the Bible

- ❖ The concept of obedience to God was key.
- ❖ In Biblical times, survival was a full time occupation.
- ❖ The Bible held rules for living a godly life.
- ❖ A godly life was seen as the way out of hardship, as the way to protection and prosperity.
- ❖ Industriousness was a form of godliness; idleness a danger to be avoided.

“For you yourselves know how you ought to follow our example. We were not idle when we were with you, nor did we eat anyone's food without paying for it. On the contrary, we worked night and day, laboring and toiling so that we would not be a burden to any of you” (New International Version, 2007, 2 Thessalonians 3:7-8).
- ❖ A man reaps what he sows (NIV, 2007, Galatians 6:7).
- ❖ St. Paul's “work or starve” principle. “We gave you this rule: If a man will not work, he shall not eat” (2 Thessalonians 3:9-10).
- ❖ Introduction of the theory that poverty was self-induced, some kind of punishment for not living a godly enough life.

- ❖ Exceptions made for widows, the fatherless and the disabled, who were seen as needing special care, unable and unexpected to provide for themselves. God himself looked after them.
- ❖ Christ taught community responsibility for the poor, proclaiming a profoundly simple philosophy: to care for those less fortunate was to care for Christ himself. He did not judge the poor for why they were hungry, he simply said they should be fed. “They said, 'Lord, when did we see you hungry or thirsty and did not help you?' "He will reply, 'I tell you the truth, whatever you did not do for one of the least of these, you did not do for me'” (NIV, 2007, Matthew 25:40-46).
- ❖ Charity was a form of godliness. “When you are harvesting in your field and you overlook a sheaf, do not go back to get it. When you beat the olives from your trees, do not go over the branches a second time. When you harvest the grapes in your vineyard, do not go over the vines again. Leave what remains for...the fatherless and the widow” (NIV, 2007, Deuteronomy 24:19-21).
- ❖ The consequences of not following Christ’s commandment were severe. “You gave no water to the weary and you withheld food from the hungry, though you were a powerful man...an honored man...and you sent widows away empty-handed and broke the strength of the fatherless. That is why snares are all around you, why sudden peril terrifies you” (NIV, 2007, Job 22:7-11).

- ❖ Introduction of the concept that if governments were to prosper, they must also follow God's laws. "If a king judges the poor with fairness, his throne will always be secure" (NIV, 2007, Proverbs 29:14). "If you fully obey the LORD your God and carefully follow all his commands I give you today, the LORD your God will set you high above all the nations on earth" (NIV, 2007, Deuteronomy 28:1).
- ❖ Welfare systems began to become more institutionalized after Emperor Constantine converted to Christianity in 313 AD. The church took a proactive stance and created new systems of care that included residential care, multi-service centers, coordinated public/private funding, and, evolutionary changes in the roles and responsibilities of Christian social welfare staff (Faherty, 2006, p. 118).
- ❖ Clearly, from the very beginning, welfare was rooted in religious doctrine and was viewed as a spiritual, as well as a community matter.

1.2.3 Early Systems of Care

- ❖ Religious directives for particular family members to care for one another if the need arose. Jewish tradition that a brother marry the widow of his brother, to place the widow and her children under the physical and economic protection of an immediate family member (Karger & Stoesz, 1998, p. 50).
- ❖ Greek and Roman societies made provisions for caring for their poor by instituting welfare functions which included daily allowances for the

handicapped, public distribution of grain for the needy, and institutions for the custodial care of various unfortunates (Karger & Stoesz, 1998, p. 50).

- ❖ Religious teaching influenced the way welfare functions were carried out.

1.2.4 The Elizabethan Poor Laws

- ❖ Shift from social care to social control, as society changed from the Feudal system to urban living and employment.
- ❖ Series of legislative acts passed in England to deal with the issue of the poor:
 - In 1349, King Edward III created the Statute of Labourers, which outlawed giving alms to the able bodied.
 - In 1531, the English Parliament outlawed begging for the able-bodied and instructed local officials to seek out the worthy poor and to assign them areas where they could beg.
 - In 1536, The Act for the Punishment of Sturdy Vagabonds and Beggars mandated the English government to obtain resources through voluntary church donations to care for the poor, the sick, the lame and the aged, and to find work for the able-bodied and to arrange for the apprenticeship of poor children aged 5 to 14.
 - In 1572, Parliament enacted a law requiring local officials to implement a mandatory tax for the provision of economic relief to the poor.
 - In 1601, Parliament passed the Elizabethan Poor Laws, which would stand for hundreds of years. Those laws were developed

primarily to control those poor who were unable to obtain employment in the new industrial sector and who, because of that, might become disruptive. Taxes were levied to finance the law. The law defined eligibility criteria for receiving government help. The worthy poor were the lame, the blind, orphaned children and those who were unemployed through no fault of their own. The unworthy poor were vagrants, drunkards, and those considered slothful. The law established that families were responsible for each other intergenerationally. Adults were responsible for providing for their children and grandchildren, and, children were responsible for providing for their parents and grandparents. The law increased the penalty for the poor who wouldn't comply with the new rules of getting a job or going to a workhouse. If a poor person refused to work independently or through a more forced arrangement, they were either imprisoned or executed. Additionally, the new law codified the philosophy that welfare would be less than the lowest prevailing wage (Karger & Stoesz, 1998, p. 52-53).

- ❖ The people who immigrated from England maintained some of their motherland's philosophies. Traces of the Elizabethan Poor Laws can readily be found in America's current welfare system, in the eligibility rules, benefit levels, expectation of exhausting family aid before asking for government assistance, emphasis on work and penalties for non-compliance.

1.2.5 Colonial Parish Era

- ❖ The new government was heavily influenced by Jewish religious tradition, laws of mother England, and a fervent belief in the Bible. Communities organized into parishes, which served as local governments.
- ❖ One of the first American social welfare policies was declared by John Smith, who made St. Paul's work or starve principle the ruling policy during the Virginia winter of 1609-1610 (Thayer, 1997, p. 11-14).
- ❖ Cases of pauperism were initially handled on an individual basis in town meetings and less than 1 percent of American colonists received help from outside sources (Karger & Stoesz, 1998, p. 53).
- ❖ As the population grew and social problems multiplied, a variety of measures were put in place to attempt to control the issues. The measures included: an English style system of overseers; almshouses; the town council auctioning off the poor to neighboring farmers; apprenticing out children; and placing the poor in private homes at public expense (Karger & Stoesz, 1998, p. 53).
- ❖ As social problems began to increase in size and complexity, the responsibility for addressing them shifted from the family, to the parish, to the province. Residency and eligibility rules were established and strangers in need were sent back to their home parish for help. Based on a belief that poverty was a consequence of moral weakness, the able-bodied poor were not tolerated and were either indentured, expelled from town, whipped, or jailed (Karger & Stoesz, 1998, p. 53).

- ❖ As with every other stage of the evolution of welfare, policies changed over time but the underlying beliefs did not.

1.2.6 The Federal Government's Initial Response to Welfare

- ❖ Welfare was a contentious issue at the Federal level from the very beginning.
- ❖ Welfare became a Federal topic of debate indirectly, after Dorothea Dix's success in lobbying for reforms for the mentally ill at the state level. She persuaded the court of public opinion and both chambers of Congress to provide Federal support in 1854. However, President Franklin Pierce vetoed the bill, claiming that, "if Congress has the power to make provisions for the indigent who are insane...it has the same power for the indigent who are not insane." Pierce further opined that he "cannot find any authority in the Constitution for making the Federal Government the great almoner of public charity throughout the United States." Equal parts economics and federalism, for the next 75 years his veto provided the rationale for the federal government's refusal to provide welfare services (Karger & Stoesz, 1998, p. 54).

1.2.7 Post-Civil War

- ❖ The Federal stance began to change in the post Civil War era, when many men either didn't return home from battle or came home too injured to work. After the war, towns once again set about looking after their own by passing laws that raised funds to care for soldiers and the families they left behind (Karger & Stoesz, 1998, p. 54).

- ❖ The Federal government also faced the issue of the needs of newly freed slaves. In 1865, Congress responded by establishing the Bureau of Refugees, Freedmen, and Abandoned Lands. The Freedman's Bureau would be in operation until 1872 and it offered the first federally run comprehensive public assistance program. It provided an emergency relief center that distributed 22 million rations to needy Southerners and functioned as an African American employment agency, a settlement agency, a health center, an educational agency, and a legal agency (Karger & Stoesz, 1998, p. 54).

1.2.8 The Industrial Revolution

- ❖ The industrial revolution resulted in a population explosion and a major shift from agricultural to city living. From 1890 to 1920, 22 million immigrants came to the United States and 75% of them lived in the cities. Additionally, from 1920-1930, an additional 6 million Americans moved into the cities (Karger & Stoesz, 1998, p. 54).
- ❖ The sudden population boom overwhelmed the governmental infrastructure. Disease, crime, death and corruption rapidly resulted in conditions of squalor both at work and at home. As the social ills in the cities continued unabated, public debate about what to do began in earnest. Darwin's survival of the fittest concept was combined with the laissez-fair principle of economics, creating a theory that because subsidizing the poor allowed them to survive, this circumvented the law of

nature and society was thus subsidizing its own demise (Karger & Stoesz, 1998, p. 54).

- ❖ During the same time period, Martin Luther's Protestantism promoted the view that those who were able bodied and unemployed were sinners. Poor people who would not submit to moral teaching or the demands of a visiting social worker were deemed ineligible for assistance (Karger & Stoesz, 1998, p. 54).
- ❖ Rise of new occupational class: social workers.
- ❖ Disorganized continuum of services: Charity Organization Societies; Settlement Houses (i.e. Jane Addams Hull House); caseworkers; and visiting social workers (Karger & Stoesz, 1998, p. 55-59).
- ❖ Psychologists and social workers used the poverty issue to elevate their own professional status, in part by pathologizing welfare clients as suffering from character disorders (Curran, 2002, p. 365-368).
- ❖ Investigative journalists who uncovered stories of fraud and abuse wrote stories describing welfare clients as "chiselers...(and)...shameless cheats...(who are) lazy, apathetic, ne'er-do-wells satisfied to eat the bread of idleness." Popular opinion declared that welfare was subsidizing immorality and undermining family life, while those who held more extreme views equated state assistance with communist subversion (Curran, 2002, p. 370-375).

- ❖ Caseworkers were viewed as benevolent role models who provided a moral compass by which clients could build more industrious and godly lives.
- ❖ One dissenting view arose, with some people believing that capitalism itself created poverty through its structural inability to create full employment (Washington, Sullivan and Washington, 2006, p. 2).
- ❖ The battle between the moral view versus the environmental view continues through the present day.

1.2.9 The Progressive Era

- ❖ The Social Gospel movement, which later led to the Progressive movement, was concerned with the abuses created by industrialization and the excesses of capitalism. It sought to lend a measure of public credibility and Christian morality into social, political and economic affairs. (Karger & Stoesz, 1998, p. 57-63).
- ❖ The movement crystallized into the Progressive Party, who ran a candidate for President in 1912. Progressive party thinking would continue to grow in prevalence until World War I broke out (Karger & Stoesz, 1998, p. 57-63).

1.2.10 The Great Depression

- ❖ The stock market crash in 1929 created the impetus that resulted in creation of the modern welfare system. Millions of Americans were out of work and a national system of public assistance was seen as one bedrock

upon which the economic security of the nation should rest (Karger & Stoesz, 1998, p. 64).

- ❖ Despite widespread poverty and despair, President Hoover maintained his moral stance that “federal relief would weaken the social and moral fiber of the society, impair the credit and solvency of the government, and delay the ability of the natural forces at work to restore the economy.” He also viewed federal relief as illegal and a violation of state’s rights (Karger & Stoesz, 1998, p. 64).
- ❖ However, some people saw capitalism as the problem and viewed welfare as a market-failure – a structural problem with our economic system that left deserving citizens in need and unable to provide for themselves and their families (Condrey, 2001, p. 375).

1.2.11 President Franklin Delano Roosevelt Took Office in 1933

- ❖ He immediately set about relief, recovery and reform. He and Congress established the Federal Emergency Relief Act in 1933. The Act distributed over \$5.2 billion dollars worth of emergency relief to state and local governments, to provide food, shelter, and clothing for millions of unemployed workers (Karger & Stoesz, 1998, p. 64-65).
- ❖ Roosevelt and Congress also created key programs that helped employ millions of Americans, including: Public Works Administration; Federal Writer’s Project; Federal Arts Project; Federal Theater Project; Civilian Conservation Corps; National Youth Administration; Tennessee Valley

Authority; Farm Security Administration; and the Federal Housing Administration (Karger & Stoesz, 1998, p. 64-65).

- ❖ In 1937, Congress sought to stabilize the labor market by enacting the Fair Labor Standards Act and the National Labor Relations Act, both of which addressed minimally acceptable working conditions and worker's rights (Karger & Stoesz, 1998, p. 64-65).

1.2.12 The Social Security Act of 1935

- ❖ In 1935, Roosevelt would achieve the crown jewel of his legislative packages, The Social Security Act. With the passage of the Act, America entered the age of modern welfare, creating a service delivery system that would stand the test of time for over six decades (Karger & Stoesz, 1998, p. 64-65).
- ❖ The Act established the Aid to Dependent Children program, which was later renamed Aid to Families with Dependent Children (AFDC). The program provided cash payments for poor children without support or care due to parental absence from the home, incapacitation, death or unemployment. AFDC was an entitlement program, with unlimited Federal funds and a great deal of state discretion in how programs were run (US DPHHS, 2004, p. 1-2).
- ❖ During this era, the prevailing public and political opinions were that mothers belonged at home with their children, and if the father could not provide, then the government should (Blank & Blum, 1997, p. 29).

- ❖ As time passed and the welfare rolls swelled, sentiment about the program soured considerably. The infamous stories of midnight raids on families suspected of harboring an illicit male come from this time period. If caseworkers found any evidence of a man in the home, the family was immediately cut off of benefits (Blank & Blum, 1997, p. 30).
- ❖ Caseworkers wielded considerable power bordering on what would be considered law enforcement under any other circumstance. Caseworkers viewed themselves not as benevolent spiritual guides, but as enforcers of the laws of God himself.

1.2.13 Post World War II

- ❖ President Lyndon Johnson declared a War on Poverty based on “the maximum feasible participation of the poor” and the philosophy of pulling oneself up by the bootstraps. He and Congress passed the Economic Opportunity Act of 1964 and the Economic Development Act of 1965 (Karger & Stoesz, 1998, p. 66).
- ❖ Johnson focused on economic development and created assistance programs that emphasized education and job training. Programs created through the Office of Economic Opportunity included: Volunteers in Service to America; Upward Bound; Neighborhood Youth Corps; Head Start; Community Action Program; Legal Services Corporation; Model Cities Program; and the Job Corps (Karger & Stoesz, 1998, p. 66).
- ❖ Public opinion strongly shifted from progressive to conservative: “What could possibly be worse than depending on the government in a country

built on the myth of pulling oneself up by one's bootstraps...dependence on a man is considered natural, while dependence on the state is reprehensible" (Albelda & Tilly, 1996, p. 1-2).

- ❖ In 1967, Congress created the Work Incentive Program (WIN). For the first time, states were required to provide employment and training services to their clients. Programs included a mix of services, including: job training; education; structured job search; and work experience. Per the federal rules, responsibility for WIN was shared between departments of labor and human services agencies (Blank & Blum, 1997, p. 31).
- ❖ President Nixon attempted to reform the welfare legislation itself, but Congress defeated his plan, due to problems with his minimum income provision and forced work approach (Karger & Stoesz, 1998, p. 67).
- ❖ In 1981, Congress enacted the Omnibus Budget Reconciliation Act, which further strengthened the work requirements of the WIN program and established a formula for calculating the number of hours clients had to work to be eligible for benefits. The amount of the welfare grant was divided by the minimum wage (Karger & Stoesz, 1998, p. 31).
- ❖ Even though America was approaching the 21st century, the strong influence of moral values on how welfare programs were run remained. Three-hundred-eighty years after the Elizabethan Poor Laws were passed, the practice of eligibility rules, low levels of benefits and an emphasis on work continued.

1.2.14 Recent Predecessors to Welfare Reform

- ❖ President Reagan didn't attempt to change the legislation, he simply froze or cut benefits and budgets. His 1986 State of the Union address called for a study of how the welfare system could be changed, which prompted the creation of influential welfare reform task forces at the American Public Welfare Association and the National Governor's Association, which were able to make something of a breakthrough in the way the topic was framed in national debates (Blank & Blum, 1997, p. 32).
- ❖ In the midst of the moral theorizing and political posturing that had gone on for centuries, Reagan successfully placed on the table the singular issue that would come to define welfare reform in the modern era. It would take another decade and a half, but the idea that government assistance was not a life long entitlement would become one flash point over which the battle for welfare reform would rage (Blank & Blum, 1997, p. 32).
- ❖ Two years after Reagan's State of the Union address, Congress passed the Family Support Act. The Act replaced the WIN program with the Job Opportunities and Basic Skills (JOBS) Training Program, which required a focus on employment and training services, including job search and work experience. All AFDC recipients who were not specifically exempted were obligated to participate in welfare-to-work activities or face financial sanctions. However, the law left AFDC eligibility rules and benefit levels undisturbed (Blank & Blum, 1997, p. 33-34).

- ❖ For the first time in the history of welfare, public policy making began to be influenced by research. The Manpower Demonstration Research Corporation (MDRC) studied the effectiveness of the new welfare-to-work programs. Their results indicated generally positive, if small outcomes of the programs. Their results also showed that at most, 50% to 60% of nonexempt clients participated in a typical month. The General Accounting Office (GAO) however, found that in 1992 about 25% of nonexempt recipients engaged in some JOBS activity each month. Researchers also found that the culture of welfare offices, from management, to staff, to clients, still had not shifted, and employment was still not seen as the expected outcome or the highest priority in programmatic design (Blank & Blum, 1997, p. 34-37).
- ❖ Research did not facilitate a paradigm shift for crafting welfare policy, it was simply a new player in an old, hard fought game. The individual character defect argument was extrapolated by some to predict doom for generations to come, stating that welfare makes fatherless families financially viable, thus arguably stunting the next generation's emotional development, fostering irresponsible and immoral sexual activity, and imposing crushing burdens on government that other families themselves have to bear (Appleton, 1996, p. 3).
- ❖ Although similar in political leanings to President Reagan, conservative President George Bush did not attempt to deal with the welfare issue legislatively. The system remained unchanged during his term.

1.2.15 Modern Welfare Reform

- ❖ As the country became fed up with stories of welfare fraud and abuse, and as it became more and more difficult for the middle class to make ends meet, the average American's frustration reached a breaking point. The citizenry demanded change and riding the wave of their sweep of the Congress, Republicans were determined to give it to them, as part of their Contract with America. Although rancorous debates and numerous rounds of compromises took place, President Clinton, who had vowed to "end welfare as we know it" in his 1993 State of the Union Address, worked with the Republican controlled Congress to enact the Personal Responsibility and Work Opportunity Act of 1996 (PRWORA).
- ❖ PRWORA discontinued AFDC and replaced it with TANF. As PRWORA, Title I, Section 101 stated, Congress enacted the legislation to address the following issues: marriage promotion; responsible parenthood; child support enforcement; out-of-wedlock births; teen pregnancies; and fatherless homes. Congress made numerous findings and concluded that "it is the sense of this Congress that prevention of out-of-wedlock pregnancy and reduction in out-of-wedlock birth are very important Government interests and the policy...is intended to address (this) crisis...in our Nation."
- ❖ Within the legislation, Congress cited a number of statistics. They noted that the number of individuals receiving AFDC had more than tripled since 1965 and 89% of children receiving benefits lived in homes in which no

father was present. They also noted that the average number of children receiving AFDC benefits was 3,300,000 in 1965; 6,200,000 in 1970; 7,400,000 in 1980; and 9,300,000 in 1992. They also stated that the total of all out-of-wedlock births between 1970 and 1991 has risen from 10.7% to 29.5%. They also stated that it was estimated that in the late 1980's, the rate for girls age 14 and under giving birth increased 26%.

- ❖ There were several radically different provisions between AFDC and TANF. First, TANF replaced unlimited Federal funds with a block grant. Second, TANF is not an entitlement, it is an eligibility based program with strict rules about who qualifies for assistance. Third, TANF established mandatory work requirements for all clients, a provision that did not exist under AFDC. Third, rather than the unlimited number of months or years a client could collect under AFDC, TANF established a 60 month lifetime limit on welfare benefits. Fourth, TANF directed that mothers who did not cooperate with establishing paternity and/or furnishing information to the child support enforcement agency, were not eligible for benefits. Fifth, TANF included provisions for abstinence education and marriage promotion. Sixth, TANF required states to screen for and identify TANF recipients with a history of domestic violence, and refer them to counseling. Seventh, TANF established adverse actions that could be taken against the states if they failed to meet mandatory goals. Eighth, TANF allowed a shift from state run to faith-based welfare services. Finally, TANF authorized the states to require drug testing of clients and

sanction them if they tested positive for illicit substances (H.R. 3734, 1996, p. 2-20).

- ❖ As the Congressional Research Service (1996) summarized it, TANF was intended to serve the purpose of preventing and reducing out-of-wedlock pregnancies, especially teenage ones, and, encouraging the formulation and maintenance of two-parent families. They further stated that TANF required the states to plan annual numeric goals for reducing illegitimacy between 1996 and 2005. States would be eligible for bonus rewards if they reduced the illegitimate birth rate (p. 3-20).
- ❖ Although TANF emphasized gaining employment as the tangible goal, moral goals were written directly into the legislation itself. Thousands of years later, Judeo-Christian values continue to be embedded in how America's welfare system is run.
- ❖ Thayer (1997) stated that the Soviet Union included St. Paul's admonition verbatim in Article 18 of their 1918 Constitution. Thayer explained that in tandem with the Heritage Foundation, Marvin Olasky, a former Communist Party member, was extremely active and vocal in the American welfare reform debate, and his views were adopted by House Speaker Newt Gingrich as "the best thinking on welfare." Thayer pointed out the most extreme version of the character defect theory that exists, "...welfare mothers are...dependent...and perhaps even a captive of Satan." Thayer concluded by stating that those who subscribe to St. Paul's teachings

often ignore contrary evidence because, in their view, new knowledge can never substitute for the Bible (p. 8-11).

- ❖ From an economic standpoint, Thayer (1997) also highlighted a basic contradiction inherent in America's social policies. He stated that although welfare is based on a Biblical injunction to work, and it is expected that every able-bodied American of working age will be employed, there is another economic policy quietly at work that prevents full employment from being a feasible possibility. The Federal Reserve was tasked with managing the economy and they have determined that a certain amount of "job insecurity" is essential to control market forces. Consequently, they created a policy that unemployment rates should be high enough, about 5.5 percent, to discourage workers from demanding or striking for inflationary wages (p. 11).
- ❖ Washington, Sullivan and Washington (2006) stated that behaviors related to dependency and considered immoral are penalized through administering consequences such as denial of benefits or sanctions. That behavior modification approach is anchored in social learning theory. They also indicated that economic theory played a role in welfare reform by presuming that welfare recipients would make rational choices to maximize their financial well being, guided by the assumption that the individual would engage in a cost-versus-benefits analysis based on rational choices to promote his/her self-interest (p. 5-6).

- ❖ Patriquin (2001) warned that the latest welfare reform measures were “unprecedented” and carried grave consequences for America’s poorest citizens, creating a situation in which they will “simply be homeless and hungry...and could mark the first instance of Malthus’ crudest recommendations having come to fruition” (p. 71-91).

1.2.16 The Deficit Reduction Act (DRA) of 2005

- ❖ After repeated, bitterly divisive and failed attempts to reauthorize TANF, Congress included a provision to extend it in the DRA. Public Law 109-171 (2005) extended the program through FY2010, at the FY2004 level. It preserved the core purposes of the program and required even stricter requirements than the original PRWORA in 1996. It increased penalties for states if they failed to meet performance standards for client’s work participation rates. It replaced incentive bonuses to states for a decrease in the illegitimacy rate, with healthy marriage promotion and responsible fatherhood grants. Finally, it directed the Secretary of the United States Health and Human Services (HHS) agency to promulgate regulations for determining whether activities could be counted as work activities and how to count and verify reported hours of work. It allowed for the regulations to be issued on an interim final basis, which meant HHS was allowed to bypass the normally required public comment period prior to making their regulation binding on the public (p. 1).
- ❖ As Lower-Basch, et al (2006) stated that on June 29, 2006, the Secretary of HHS published Interim Final Rules for TANF in the Federal Register.

They explained that the most significant changes in the DRA were the establishment of federal rather than state definitions of what could count as a work activity. DRA limited the work activities states could count toward their participation rate, including those designed to address barriers to employment, education, and training. It also directed how the hours of work activities must be calculated. It required states to verify the work activity hours they were counting. It limited the number of excused absences states could grant a client. Finally, it set forth penalties if states did not comply with the requirements (p. 3-26).

1.3 The Importance of the Field Worker's View

Policy makers rarely ask field workers about their experiences. As a result, policy makers miss out on a tremendous amount of field wisdom and consequently leave a gaping hole in the knowledge base about welfare. Field workers will be the first to tell you the system has flaws. They've worked year in and year out with the clients. They've extensively analyzed the problems. They've thought of a number of innovative solutions. But there is no money or time to implement them. Programs fortunate enough to have visionary leaders try to implement a low or no cost version of the solution anyway. They do their best to cobble together a spectrum of services that complies with the law and regulations but goes a step beyond, so the clients and taxpayers are well served and the workers can make a genuine difference in client's lives. Without even meaning to, field workers model the resilience they ask of their clients. When

there's too little time, not enough money and too much stress, they keep moving forward anyway.

Field workers, who are seasoned in the myriad ways a person's life can get thrown off track, either through their own or someone else's actions, tend to hold a more balanced view of the clients than policy makers do. Based upon first hand experience with individual clients as well as the aggregate whole, they can readily list problems and identify solutions. They tend to look at the entire life picture, try to accurately assess the situation and provide hope that the client can indeed create a better life for themselves and their family. They leave it up to the client to decide how that better life is defined. Field workers are more likely to hold the view that welfare clients are neither saints nor sinners. That they are not morally compromised individuals who deserve to be punished into having a better character, nor are they pitiful creatures doomed to a life permanently mired in their current circumstances. They are real, live people. They have the same basic life dreams as any of the rest of us: a decent house; a car that runs; a good job; a solid family life. Some of them have fallen on hard times. Some of them have made poor choices. Some of them are reaping the consequences of both. Yet no matter what condition they arrive in, it is the task of welfare-to-work programs all across America to implement policy and help those clients gain and maintain employment. That's the bottom line. In the midst of an abundance of moral theorizing and a scarcity of resources, welfare-to-work programs must find a way to cut to the chase and help their clients create practical solutions to real world problems so they can find work and keep it.

1.4 How Welfare Policy is Created

TANF is an inherently complex public policy issue. It requires a broad national framework into which 50 diverse states and numerous county jurisdictions must fit. Laws are passed by the United States Congress, regulations are written by Federal policy analysts and the states are responsible for implementing both sets of mandates.

In some instances, a subversive confluence of the policy making and legislative processes result in behind-the-scenes attempts to keep unpopular legislation alive. Brodtkin and Kaufman (2000) explained that when policy analysis is under the influence of political pressures, failed legislation can be surreptitiously implemented anyway, under the guise of policy experiments that are granted waivers from the normal rules. Under such circumstances, moral assumptions are embedded in the experiments themselves, which results in producing nothing more than tidbits of data that were used more often as weapons to advance existing positions, rather than as evidence to shape them (p. 508-522). Individuals, special interest groups and political parties can fight viciously with one another, trying to stake their claim on The Truth. In reality, a vehemently stated opinion is still just an opinion. It may be right. It may be wrong. It may be sensible. It may be ridiculous. But in the intensely swirling vortex of public policy making, where the stakes are high and the pace is blistering, it can become easy to lose track of the simple matter of sorting out opinions versus objective evidence. Thayer (1997), asserted that rather than a

separation of church and state, the current welfare system is the result of an “unholy alliance” of classical economics and ancient religion (p. 15).

Welfare policies must go through the legislative and public policy making process. Both are fraught with moral implications, value judgments and political ramifications. They strike at the heart of what we believe about the role of government in a democracy. What we believe about family. They put on the table for uncomfortable public view the three topics we are told not to discuss in polite company: sex, politics and religion. Welfare policies try to change sexual behavior by rewarding desired behaviors such as abstinence and marriage. They try to change religious behavior by punishing those who will not submit to the “industriousness as godliness” viewpoint. They can cost or win elections, depending on how well politicians conform to prevailing public sentiment. To oppose a policy in which moral teachings are embedded is to raise questions about one’s own moral character, something no politician can ever afford to do. If one were inclined to dig deep enough, it would be evident that the battle being fought is really about who is obeying God better, those who oppose or those who favor the policy. Obedience to God is an intensely personal topic and because welfare finds itself at the epicenter of this moral conundrum, it cannot emerge unscathed. Emotions run to extremes, pressure to conform is off the charts and the stakes could not be higher. Clearly, there needs to be a way to calm the furor, step back and examine the issues more objectively. Welfare reform has taken place in a context of intellectual debate and moral controversy. What’s missing is the view from the field, which can change one’s perspective on welfare

considerably. Anyone who ever spent more than about 30 seconds in any given welfare office in this country can tell you, it is not the place to be dispensing religious doctrine like so many hymnals. It is a place where real clients interact with real staff and together they try to navigate the system.

To fully understand the complicated environment in which welfare policy is created, it is necessary to briefly explain the Congressional lawmaking and public policy making process, as well as an overview of what the field worker's experience is like.

1.4.1 The Legislative Process

Draft legislation must navigate a lengthy process to become law.

Throughout the process, the draft is vetted, marked up and revised until it becomes something everyone can live with. It must be sponsored by someone, introduced on the floor, referred to committee, heard in committee, passed in committee, passed on the floor, sent to the other chamber, introduced on the floor, referred to committee, passed in committee and passed on the floor. There are myriad points in the process in which the bill can die. Committee chairs wield enormous power and can bury a bill before it's heard. There can be tremendous pressure within one party or the other to support or oppose the bill and vote as a group. The fiscal implications of a bill can kill it quickly if costs exceed perceived benefits. There may be partisan squabbling unrelated to the bill itself that kills it. If someone voted no on someone else's bill earlier in the session, then when that person's bill is heard, the favor of the opposition will be returned. Floor debates can turn ugly and derail the bill. Being right becomes not nearly as important as

being effective. Congress must pay keen attention to the issue of political capital. If a politician advocates a controversial stance, it could go either way. Depending on the views of their constituents back home, a show of bravery could be rewarded with successive terms of office, or, it could be punished with a swift removal from office in the next election. Politicians are paid not just with dollars, but with the conferring of power. The longer they serve, the greater amounts of power they gain. The voters give, and can take away, that power at the polls. Therefore, politicians seek to maximize advancing their ideas, while minimizing controversy and avoiding costing themselves political capital and the power it grants them. In addition to having to maintain favor with the voters to stay in office, politicians also have to build positive working relationships with their peers if they hope to achieve anything during their term of service. Taking on too controversial of an issue, or refusing to compromise, can cost politicians the respect and goodwill of their peers. Just as politicians do not want to take on policies that could be too controversial, they also do not want to join forces with peers that could be too controversial. Even if everyone loves the idea but the public isn't ready for it, or there is not yet bipartisan support, then the most objectively accurate policy is dead because it is not politically feasible. Finally, although Congress acts independently of the White House under the protection of the Constitution, the President is still the one who gives final sign-off to the bill. If Congress defies that fact, they will find themselves in a situation where their best work will be vetoed. As a result, although not required to, it is politically wise to consider the President's views throughout the legislative process.

1.4.2 The Federal Public Policy Making Process

Public policy is by necessity a world of facts and feasibility. The most objectively accurate policy will do no good if it remains parked on someone's desk because they don't like it. Likewise, the most popular idea won't do any good and may actually do harm, if it is devoid of objective evidence supporting the policy. Within the Federal regulatory process, there are numerous entities which must sign off on the policy crafting process. As a result, the policy must be politically palatable to all parties or it will die. From the original drafter, to the policy team, the supervisory chain of command, the agency itself and the Office of Management and Budget on behalf of the White House, the policy must be sound enough to withstand factual scrutiny and an analysis of political implications. It is only when all parties can negotiate and compromise that they can join in a common goal of advancing a policy that everyone can live with. At times, some objective evidence may be left out of a policy if they are simply too politically controversial. Conventional public policy wisdom believes that it is better to have something on the books that at least partially addresses a problem, than it is to have nothing. Therefore, ideas are thoroughly vetted, their ramifications are comprehensively analyzed and extensive conversations are held at all levels, until consensus can be built and a policy begins moving through the process. The entire scope of the process, which may not be followed in every case depending on urgency, matters of national security and standard agency protocol is as follows. First, someone has an idea for a new or revised policy. The concept works its way through the supervisory chain of command

high enough to gain approval to begin drafting the policy. The policy is drafted into an Advanced Notice of Proposed Rulemaking (ANPRM). Once it is drafted, the work team responsible for that area meets extensively to produce a sound policy proposal. That includes both factually accurate material and politically feasible strategies for approval and implementation. Next, the draft is circulated up the chain of command high enough to make sure other agency stakeholders are in agreement with the facts, feasibility and strategy. The marked up policy then returns to the team, who makes revisions. Another round of supervisory sign offs follows. Next, the draft is sent all the way up the chain of command, including the agency head. The draft is marked up by everyone, including the agency head. The policy then goes back to the work team and either revisions are made as requested, or, negotiations take place for revisions everyone can live with. Once all revisions have been made, the policy goes up the chain of command for final sign off. The agency head then forwards the ANPRM to the Office of Management and Budget (OMB) for their approval. OMB marks the policy up, in keeping with White House beliefs, the likely public response and budgetary matters. The policy is then sent back to the agency and the process of revisions and negotiations continues. Eventually, everyone from the original drafter to the White House is in favor of the ANPRM and it is then published in the Federal Register (FR). The text of the ANPRM includes an explanation of the reasons why the policy is being proposed and who it will affect, as well as a list of questions about the subject matter. The text also includes an invitation to the public to answer the subject matter questions and otherwise comment on the

proposal. The text includes instructions on how and where the public can submit their comments. Typically, a 30 to 60 day time period is allowed for comments. After comments are received, they are summarized and analyzed by the policy team at the agency. Those comments are then used to revise the ANPRM into a Notice of Proposed Rulemaking (NPRM). The NPRM is typically comprised of a preamble, introductory text and technical text. The preamble contains a thorough explanation of the overall need for the policy, as well as information regarding why specific changes are being made to the current policy. The preamble is typically where the summary analysis of the public comments and the agency's responses to them are found. The introductory text begins to address the specific sections of policy that are being created or revised. The technical text contains the precise sections of policy and the revised or new language. The NPRM must then make its way through the previously described approval and sign off process, from the policy team, through the chain of command, to the OMB. That takes numerous rounds of negotiations and revisions. The NPRM is published in the Federal Register and the public is invited to submit their comments on the revised policy proposal. Once again, the summarizing, analyzing, revising, marking up, negotiating and approval process takes place. Eventually, everyone is in agreement that the policy is ready to take effect. It is once again published in the Federal Register, this time as a Final Rule. According to the discretion and authority granted to the agencies by Congress, Final Rules (commonly referred to as regulations) carry the full force and effect of law.

Policy makers (and legislators) have a 30,000 foot view. Their perspective of national policy is akin to what you would see traveling cross country in an airplane. A few mountains can be seen here, the desert there, a few lakes off in the distance, in an unbroken flow of landscape. Details are not readily seen, nor are state boundaries. There is just one America. Public policy making offers the same view. When tasked with creating policy that will serve the entire country well, jurisdictional boundaries and details disappear, and what remains is a determination to create a framework into which all states can fit. Policy makers have no need to worry over the details, because they know they hold the power to change the system by changing the framework. They are confident in their abilities and have resources at their disposal to complete the task at hand. There is a world of relative comfort and satisfying outcomes.

1.4.3 A View From the Field: An Operational Perspective

The view from the field could not be more different. It is akin to being on an old, slow moving bus, grinding its way across the country. It's hot and the bathroom isn't working again. The details of every undulation in the terrain are right up in your face. You don't so much think about the journey, as you do feel it. There are scarce resources, little comfort, tenuous confidence and only intermittent satisfaction. The policies come down from on high and can feel like an imposition, just another thing to contend with in an already too busy day. It is one thing to write policy that is trying to achieve moral aims. It is entirely another to implement it. Any theorizing, philosophizing or moralizing the worker is supposed to be doing can be quickly disregarded as irrelevant when the

demands of the day present themselves. The view from inside the system looks and feels as follows. You've got a half-hour to meet with your client, including copious amounts of paperwork and data entry to do regarding their plan and progress. Better try to keep the actual appointment to about 20 minutes. There are two more after this one stacked up in the waiting room and one of them said it's an emergency. Neither one of them was due in until tomorrow. Under such circumstances, the plan gets distilled down to one simple equation: the client is either working to help themselves, or they are not. If they are, you offer silent words of gratitude and verbal words of encouragement and support. You strategize together, how to meet this week's goals. If they are not, you hold a discussion about consequences, or place them in conciliation, or advise them you plan to sanction them. All the while, you hope that none of the clients lose emotional control. Some of them have severe mental health challenges. You hope none of them become violent. Some of them are on the hardest drugs known to humankind. You hope that for those without the serious issues, this isn't the day and you aren't the one that finally brings too much hardship, causing them to reach their breaking point. You hope that your clients that didn't show, aren't in jail, beat up or otherwise in some sort of a jam. You try to call, they don't answer. You send a letter and hope for a response. You worry about your program meeting performance standards, which is entirely dependent on whether or not the clients follow through on their plans. You worry about your job and the low wages that barely allow you to support your own family. You field numerous phone calls from the clients in a day's time and they either need questions

answered, want to be excused from something or simply feel like yelling at you for awhile. You worry about your co-workers and how people are holding up under the stress. You attend hearings, defend your decisions, drag the boss off to yet another administrative procedure. You did your job well. The boss knows that. You return an hour or two later. The agency won. You knew you would. So did the client. The same thing happened the last two times. You and the boss head back to the office and look for perspective, humor and resilience anywhere you can find it. You roll out the red carpet for the clients who are trying. They're never had a better cheerleader or more steadfast support. You invest everything you have into helping them make it. Some do. Some don't. The ones who don't, you try to muster some compassion for. Try to find some new approach that hasn't been tried the next time they walk through the door, because you know they will. Trouble is, they've already had every other worker in the place, and their case has been staffed so many times that even the brand new employees can recite the facts as though they've worked with the client for years. You resolve not to give up on them anyway. Finally, at the end of the day, you sit at your desk and hope that the welfare system as you know it, the right up in your face version, strains and lurches forward and gets everyone safely through yet another day. You know tomorrow will be much the same.

1.5 Employment Retention

Although sparse in number, studies found in the literature review did provide important signposts that confirmed the existence of cycling, particular barriers and employment retention issues for the welfare-to-work client

population. The studies presented in this section represent important pioneering efforts and insight into why the shift from obtaining employment to maintaining employment is necessary at this stage in the evolution of the American welfare system.

1.5.1 Cycling

- ❖ Hershey & Pavetti (1997): 57% of employed participants lost their jobs within six months (p. 74-86).
- ❖ Holzer, Stoll and Wissoker (2004): median job durations of about six months; most participants left work within less than one year. The longer clients stayed, the more successful on the job they were (p. 343-369).
- ❖ Jarchow (2003): welfare clients were most likely to quit a job within the first three to six months (p. 1-14).
- ❖ Lens (1997): 42% of clients returned to welfare within two years (p. 15-22).
- ❖ Rodgers (2003): only a little more than one third of all clients were employed in all four quarters immediately following their exit from welfare (p. 89-100).
- ❖ Rolston (2001): a study of welfare clients prior to welfare reform (1979 – 1994) showed that 42% of clients lost their jobs within 4 months and 75% within one year (p. 441-449).
- ❖ Danziger & Seefeldt (2000): only about half of welfare clients remained employed three months after starting a job (p. 593-604).

- ❖ Perlmutter, et al (2005): only about 50% of mothers who left welfare were still working one year after leaving welfare (p. 473-490).

1.5.2 Barriers

- ❖ Hershey & Pavetti (1997): lack of experience meeting employer expectations; no knowledge of workplace values; poor interpersonal skills; overcoming setbacks; transportation; childcare and balancing the demands of home and work were problematic (p. 74-86).
- ❖ Holzer, Stoll and Wissoker (2004): absenteeism and poor attitudes towards work interfered with retention (p. 343-369).
- ❖ Roy, Tubbs and Burton (2004): adjusting to the 9-to-5 public timetable was a major issue (p. 168-178).
- ❖ Lens (1997): barriers encompassed a myriad of factors, from micro to macro, from the day-to-day struggles facing poor single-parent families to the dynamics of the labor market (p. 15-22).
- ❖ Strother (2003): women initially entered the welfare system when they became the head of the household (p. 97).
- ❖ Jarchow (2003): childcare and family issues were barriers (p. 1-14).
- ❖ Nam (2005): the average number of reported employment barriers was 2.32 out of the measured 12. Several barriers had significant associations with the likelihood of returning to welfare: lack of a high school education; minimal work experience; chemical dependency; health problems; children's health or emotional issues; domestic violence; and transportation. Clients with multiple barriers experienced a greater degree

of trouble than clients with fewer barriers, in regards to gaining employment, leaving welfare and remaining off the rolls. Results showed that the chance of leaving welfare through marriage had actually decreased since the implementation of welfare reform (p. 268-291).

- ❖ Anderson and Hoy (2006): clients in a rural county in Oregon experienced more difficulty obtaining and maintaining employment due to: lack of public transportation; limited resources of the welfare-to-work program; limited job prospects; and a lack of educational programs (p. 69-90).
- ❖ Theriault (2002): inadequate knowledge of workplace norms; difficulties with child care; physical or health limitations; health or behavioral problems of children; domestic violence; drug or alcohol abuse; insecurity of housing or food; low education or skills; poor mental health; and discrimination or harassment in the workplace. 90% of employers said that it was very important that they be assured that absenteeism, tardiness, and work attitudes would not be problems. Many former recipients were losing jobs because they resented or misunderstood the lines of authority and responsibility in the workplace. Low mastery of technical job skills contributed less to job loss than did poor social skills. Multiple barriers compounded the difficulty. Recommended that barriers need to be identified and proactively resolved. Tailoring services to individual client needs was critical, as was continuing to work with the client long enough to resolve work adjustment issues (p. 129-152).

- ❖ Cleaveland (2002): when clients were raised in communities in which the citizenry was marginalized and deprivation was common, they learned to adjust their aspirations accordingly. For some clients, work was not an everyday part of life. Clients utilized a strategy of labor force detachment to fight back against their weak place in the market and the way it made them feel about themselves, which caused a fragile work attachment that led to job loss. Job retention was both a societal issue because of a tough labor market, and, a personal issue because of the choices clients made. Clients in the study were found not to have developed aspirations towards an occupational identity as they matured, and “the persistent hope of virtually every woman in the study was that she would one day find a man to care for her.” The client’s thinking process was critical to their success. Problem areas included the client’s perceptions of their job duties, and their interactions with supervisors. Underlying attitudes played a key role in why the clients weren’t successful, because the women interpreted their lives and occupational opportunities in such a way as to preclude any chance of maintaining stable work attachment (p. 1131-1135).
- ❖ Coulton (1996): balancing work and family was critical. If friendships were with other unemployed individuals, it could actually be disruptive of work commitments (p. 509-519).
- ❖ Garnett (2001): without reliable transportation many welfare recipients were unable to find and maintain jobs (p. 173-229).

- ❖ Metsch, et al (1999): substance abuse was a primary barrier. Sporadic employment was not unusual for substance abusers. Close relations with family members were not related to work status because many drug abusers in recovery came from dysfunctional families that may have facilitated their entry into or maintenance of drug use (p. 36-55).
- ❖ Riger, et al (2004): among women in three urban battered women's shelters who worked or went to school despite being forbidden by their partners, 85% missed work because of abuse while 56% missed school and 52% were fired or quit because of abuse. Perpetrators of domestic violence made concerted efforts to sabotage their partner's schooling or employment, including: failing to fulfill childcare responsibilities; destroying textbooks before an exam; administering beatings with highly visible bruises; harassing women and their co-workers on the job; and damaging a woman's self-confidence and self-esteem. Becoming pregnant and having additional children impacted a woman's ability to be self-sufficient over the long-term, with more children resulting in fewer months worked out of the year. Clients whose parents received welfare, worked fewer months out of the year. Health issues were a barrier to employment (p. 801-818).
- ❖ Sable, et al (1999): abused women who were emotionally scarred and suffered from posttraumatic stress disorder found it difficult to obtain and succeed in jobs. The impact of domestic violence on employers is

enormous, with business costs related to domestic violence estimated to be \$3 billion to \$5 billion annually (p. 199-216).

- ❖ Woolis (1998): the qualities, characteristics, and circumstances that facilitate women's transition from welfare-to-work are absent or dramatically diminished among the substance-abusing population (p. 24-31).
- ❖ Cleveland (2005): clients often left jobs in a gesture of defiance, typically triggered by disagreements with authority figures over issues such as hours, required tasks and disrespectful treatment. Clients engaged in confrontations with supervisors to assert exactly what working conditions they would tolerate, and to resist what they perceived as demeaning treatment. Self-sabotaging choices were the client's way of fighting back against their place in the labor market. Many clients observed supervisors with considerable wariness, distrustful of motives and watchful for signs of maltreatment (p. 35-60).
- ❖ Danziger & Seefeldt (2000): described a disparity between the perceptions of clients and staff at a program in Michigan that provided post-employment services for 90 days. Welfare-to-work managers suggested more intensive follow-up services, such as individualized case management to help clients keep jobs and further training to help them develop skills for better-paying, more stable jobs, while participants insisted they "were familiar with the world of work" and needed no such assistance. Noted the difficulty of working with multi-barriered clients.

The managers articulated a problem with difficult clients who knew how to manipulate the system and refused to believe that the rules of the system applied to them. Identified intangible factors and attitudes as barriers, including not understanding workplace norms of behavior. Acknowledged that barriers may extend beyond personal issues to structural issues as well (p. 593-604).

1.5.3 Retention

- ❖ Jarchow (2003): a strong attachment to the work force and maintaining employment were critical factors to move ahead in the job market. Soft skills and conflict resolution were essential to long-term retention and advancement. Critical for clients to develop proper business attitudes such as accountability, enthusiasm and reliability, among other intangibles. Important features of successful job retention programs were: working directly with employers; matching client skills to employer needs; case management after TANF terminates; supportive services; emergency assistance; teaching work skills; mentoring; coaching; and linking local human services professionals with workforce development professionals (p. 1-14).
- ❖ Rodgers (2003): quick labor market attachment model was helpful; clients who were employed experienced fewer substantial problems in all areas of their life than unemployed clients did; employment experience was what led to success in the labor market. Tailored services significantly increased the chance of a positive outcome, including: customized

services; working with local employers; job matching based on client's skills; and clearly explaining the employer's expectations to the client (p. 89-100).

- ❖ Strother (2003), found that the skills necessary for the journey to self-sufficiency were: assertiveness; perseverance; organization in the face of adversity; the capacity for abstract thinking; the presence of a driving force in the client's life; the ability to develop supportive relationships and participate in community life; mainstream social contacts; the ability to take advantage of opportunity; and hope. The clients in the study also noted the importance of: budgeting; prioritizing; building financial stability; social support; community activities; the ability to deal with daily stressors; balancing work/school and family; mentors; faith; spirituality; overcoming obstacles; recognizing opportunities; pursuing goals; and a sense of gratitude for what was good about their lives (p. 97-119).
- ❖ Rolston (2001): retention strategies based on guesses rather than research could have contributed to the lack of effectiveness of intervention projects to date. Elements of successful programs included: tailoring case management services to address specific barriers; focusing on work adjustment; collaborating directly with employers; and providing supportive financial assistance. Advocated for partnerships between local program operators, states, the federal government, private foundations and researchers to advance the success of welfare reform (p. 441-449).

- ❖ Hershey & Pavetti (1997) listed job retention strategies pilot programs were using: ongoing monitoring and support; counseling and advice; mediation with employers; help finding and gaining access to services; help securing financial benefits; reemployment assistance; and enhanced work expense payments. The personal traits that made job retention specialists most successful were: the capacity to give the client personalized, positive attention; the ability to build trust and rapport; an understanding of how to navigate the complexities of the welfare system; flexibility; creativity; avoiding the bureaucratic tone; good customer service skills; and the commitment to respond to participant's needs promptly. Steady employment was key to job advancement. Stated that job retention should be considered a process, not an event, because getting a job is only one in a long sequence of steps: building confidence; developing personal skills; acquiring job readiness skills; learning how to balance work and family; and triumphing over setbacks. Recommended that welfare-to-work programs create and implement employment retention strategies and then evaluate their effectiveness (p. 74-86).
- ❖ Procino (2001): social support helped alleviate risk. Quick labor attachment model was important. Work adjustment was the determining factor in whether or not clients successfully maintained employment (p. 778-803) .
- ❖ Theriault (2002): Helpful to teach participants what normal workplace expectations were and how to deal with stress on the job (p. 129).

- ❖ Coulton (1996): job retention programs could have a positive influence on client's socialization to work by providing supportive relationships that are conducive to work. Highly important to use a portion of job earnings to create financial stability for the future because the accumulation of assets leads to attitudes and choices that promote employment. Confidence about the future and the tendency to make specific plans about work result from having assets, but poor people seldom have the property, savings, or investments that foster the behaviors associated with career advancement (p. 509-519).
- ❖ Secker, et al (2002): from the employer's point of view, in a real kind of work situation it's who turns up at nine in the morning that has the job. It's not the baggage they've got with them. Advocated for job matching at the front end of an employment services program. Helping clients learn how to negotiate for getting their needs met while they adjusted to work emerged as an important factor in job retention (p. 403-418).
- ❖ Metsch, et al (1999): chemical dependency a key issue to resolve if job retention programs are to be successful (p. 55).
- ❖ Riger, et al (2004): social support was essential to helping survivors of domestic violence maintain employment. Welfare-to-work systems could improve job retention by helping women in abusive relationships to either leave, reduce the chance of violence or minimize the impact (p. 801-818).
- ❖ Sable, et al (1999): employers needed to be taught how to recognize and respond to domestic violence, as well as assist their employees with

seeking help. Domestic violence is an issue that must be dealt with directly and not overlooked, or it can remain an undercurrent for the woman and interfere with her ability to maintain her job (p. 199-216).

- ❖ Woolis (1998): it was not necessary to resolve every employment barrier prior to the client finding work. Employment played a critical role in helping women move away from addiction, poverty and abuse. Recommended that the welfare-to-work system and the substance abuse treatment system collaborate. Recommended a holistic approach to resolving barriers. Advocated holding clients accountable through clear goals and benchmarks for treatment and training. Stated that sanctions and enforced participation facilitate productive participation in society. Stressed the importance of employment in helping clients stabilize their lives and place life's responsibilities into a coherent, organized, manageable and sustainable framework. Encouraged collaborating directly with employers to assist clients in their self-sufficiency efforts. Stated that an integrated treatment approach could also result in a decrease in criminal activities, rates of hospitalization, and homelessness (p. 24-31).
- ❖ Miranne (1998): it is necessary to include clients in the research and program design process. She quoted one of the clients in her research study, who said "They (policy makers) never come down into our community. They don't know what is going on...They never take the time to...talk to the people. Instead of shoving something down our throats and

saying you have to take this change, we should have some input” (p. 211-233).

- ❖ Gray (2005): reported on the client’s viewpoint about the specific steps in making the transition from TANF to self-sufficiency. Specific supports they listed as most helpful were: hard work; personal/family sacrifice; perseverance; overcoming obstacles; gratitude; holistic approach to achieving goals; money; transportation; housing; and childcare (309-326).
- ❖ Vegdahl (2002): reported factors that clients believed were important for resolving barriers and building self-sufficiency. Interviews were conducted with 15 single mothers who had been off welfare between six and twenty-four months. The results indicated several factors were important, including: a commitment to parenting; creative use of resources; strong work ethic; contributing to the community; mutual assistance with family and friends; valuing work over welfare; a desire to be independent of government services; and support for their nuclear family (p. 1-11).
- ❖ Huber & Kossek(1999): examined the labor market factors related to welfare reform. Focused on the need to incorporate community economic development strategies in the overall program to decrease welfare dependency, rather than focusing solely on individual remediation. Asserted that macro-level forces such as employment discrimination, racial composition, regional location, industry mix, and educational inequality, have been strong factors in preventing success in the labor market (p. 173-186).

- ❖ Finegold (1998): articulated the importance of viewing the situation from the employer's perspective. Employers looked beyond the job skills clients possessed and placed at least equal emphasis on the potential employee's attitudes and preparedness for the work environment. Cautioned against treating all clients the same and emphasized the significant variations among the individuals on welfare. Asserted that job retention programs will not work for every client and there will always be a certain number of clients who will simply never be able to maintain employment. Suggested focusing job retention efforts on clients who are struggling but able to hold a job if given proper instruction/mentoring and support. Recommended getting welfare recipients into any type of work setting as quickly as possible, because the actual work setting appeared to be a better learning environment than a school or workshop for the most basic skills needed to succeed in the labor market. Stated that experience in the workplace served as a powerful motivator for further education, as individuals recognized that if they wanted to advance and improve their wages they would need further qualifications. Recommended that the Fair Labor Standards Act be reformed to: make hiring welfare recipients more attractive for employers; relax the minimum benefits provision to take the pressure off the poorest states; to promote creative programming options; and to help clients maintain employment during times of family medical crisis (p. 242-262).

- ❖ Furchtgott-Roth (1998): suggested part-time work as a possible bridge from receiving TANF to self-sufficiency, particularly because it is easier for employers to hire part-time rather than full-time workers. Recommended ways to make part-time work easier on employees, including: allowing more income to be kept prior to benefits being reduced; relaxing the restrictions on business/occupational licenses; and giving tax breaks so that part-time workers can afford the necessary costs of working, such as clothing, food and transportation expenses (p. 229-243).
- ❖ Iverson, Lewis and Hartocollis (1998): asserted that welfare-to-work was a cyclical rather than linear process. Recommended a job retention program including: individualized, job-focused case management; crisis intervention; transitional financial assistance; transportation assistance; childcare vouchers; job development; post-employment follow-up and reemployment activities. Stated that staff roles and characteristics were particularly important to job retention among program participants. Many work program staff members were found unable or unwilling to manage both the training and personal concerns of the participants, particularly the interaction between complex personal problems and workplace needs. Services dealing directly with the employer led to better rates of job retention than programs that offered services only in-house. Found that preparation for the particular institutional culture, as well as mentoring, were critical components of successful job retention programs. Discussed the importance of the job retention specialist possessing negotiating skills,

as well as alliance-building skills and a collaborative philosophy. Stated that training of staff is essential to the success of job retention programs. Explained that helping unemployed individuals find and keep jobs that will move them out of poverty requires sophisticated assessment and intervention skills that attend to the complex interplay among interpersonal, structural and organizational barriers to job readiness, attainment and retention (p. 12-17).

- ❖ Hobbs (1996): examined a job retention project in Kansas City. Emphasized that welfare-to-work staffers involved in job retention will need a new set of skills and a fresh approach to perform their duties effectively. Workers need to shift their efforts to a participant's employability instead of eligibility. Job retention specialists will need to have the ability to flexibly and creatively help clients resolve barriers, as well as teach effective methods for interacting with coworkers and employers. The clients described the positive experiences of working, including: independence; increased self-esteem; broadened horizons; meeting new people; and higher incomes. Suggested redefining the goals of welfare reform to include outcomes, not just participation rates. Described the importance of human service professionals remembering that employers have a business to run. Asserted that employers are not willing to hire someone solely to get him or her off welfare. Businesses will participate only to the extent that it helps business, and less because it is the right thing to do. Some employers seemed less interested in the

wage subsidy than in finding employees ready to work and able to do the job (p. 6-11).

- ❖ Danziger & Seefeldt (2000): discussed employment retention programs in Michigan. Emphasized the importance of considering the viewpoint of both service providers and recipients. Noted the importance of the link between welfare-to-work programs and workforce development programs. Discussed the labor force attachment model (p. 593-604).
- ❖ Perlmutter, et al (2005): supervisory appraisal had a statistically significant negative impact on job retention. Written performance plans, career counseling, early appraisal and a mentoring program hold potential for helping welfare clients adjust to and succeed in the work environment (p. 473-490).

1.6 Other Retention

There were three other types of retention that offered insight that was of use to welfare-to-work programs: general employment; student; and drug treatment. Retention is something many people in diverse settings, not just welfare clients, struggle with. The experience of work adjustment being difficult can be normalized for welfare clients because it is an issue that workers in all segments of the economy contend with. It is important to note that the articles selected for inclusion in this section reflect only highlights of the substantial amount of literature available on retention because this topic could be a dissertation on its own merits.

1.6.1 Employment Retention in General

- ❖ Harris, et al (1997): as many as 1/3 of dually diagnosed clients (mental health and substance abuse issues) had never worked 12 consecutive months in competitive employment during their lifetime. Another 1/3 had no paid employment during the preceding 5 years. The average client worked only a total of 8 months during the preceding 5 years. Realistic expectations of work, as well as work adjustment, were critical areas to address to improve job retention. Recommended that clinicians be familiar with addiction issues, assessment and relapse prevention (p. 131-153).
- ❖ Spence (2004): 70% - 90% of vocational rehabilitation clients with mental health issues struggled with unemployment and sporadic work histories. Clients were also likely to have inappropriate values, attitudes, and aspirations regarding work, as well as low motivation. Work adjustment and job placement services were helpful for assisting the client with making a successful transition to employment. Long-term unemployment can result in a worsening of symptoms and a deterioration that leads to additional psychological problems. Clients who participated in job development were more than 3 times as likely to be successful as those who didn't receive the service. Clients who participated in rehabilitation readiness training were more than 3 times as likely to be successful as those who didn't receive the service. Pre-employment training that addressed client strengths and limitations and helped prepare them for the

workplace was an essential component of job retention services (p. 37-52).

- ❖ Jamison (2003): 41.5% - 61% of volunteers quit within the 1st year. In 1999 Americans provided 19.9 billion hours of donated labor to the economy, a figure equivalent to 9.3 million full-time employees (Hodgkinson et al, 1999, as cited in Jamison). Three factors were statistically significant for retention: pre-service training; in-service training; and challenging work. Even if acceptable motivators were present, the volunteers still were not satisfied if the hygiene factors such as challenging work or opportunities for growth were missing. Recommended that organizations work towards reducing turnover by emphasizing training and by assigning volunteers challenging work, in addition to the routine tasks required by the position (p. 114-130).
- ❖ Conner, et al (2003): the turnover rate at a residential treatment center was 46.1% within a 3.5 year period. Other studies reported residential treatment center turnover rates between 32.8% and 72% within one year. Turnover typically resulted from employee characteristics, job factors and local economic factors. Employees with less than one year of service were the most likely to leave, and employees with more than four years of service were the least likely to leave. Staff who received good performance appraisals were more likely to remain on the job, especially if the evaluation was accompanied by a raise or promotion. Employees who stayed longer had a better opportunity to receive a positive evaluation,

because their work stood out against a backdrop of high turnover (p. 43-53).

- ❖ Smith (2004): turnover rates in the child welfare field were 23% to 85% per year. The interplay of organizational characteristics, employee traits and the job itself served to make retention a very complex and challenging issue to resolve. 75% of staff reported thinking about leaving their job within the preceding year, and 24% of them did resign their position. The average time spent in the current position was 3.1 years, with a median of 1.7 years. Every year spent on the job resulted in an increase of the odds of job retention by about 30%. An increase in one standard deviation of satisfaction about work-life balance resulted in the odds of retention improving by 59%. A one standard deviation increase in satisfaction with the level of supervisory support, resulted in an increase in the odds of job retention by 46%. Recommended that agencies proactively address the issues of organizational support, supervisory support and work-life balance, in the interest of improving job retention rates (p. 153-168).
- ❖ Condrey, et al (2005): studied how welfare reform impacted welfare-to-work staff's attitudes and performance. 98.7% of the employees within their study supported welfare reform. 83.8% of employees believed that the legislatively mandated requirement to help clients find jobs had resulted in helping clients successfully gain employment. 98.4% of staff felt that their working relationships remained positive 3 years after reform was implemented. 85.7% of staff felt that office communication was clear,

74.8% felt organizational planning was effective and 70.2% felt that conflict was handled in a healthy fashion. 96.1% of staff reported their work as meaningful, 96% expressed confidence that they could perform their job well, and 85.9% of them felt supported in exercising professional discretion in case planning. 83.4% of staff felt their pay had not been adequately raised to compensate for the increase in workload resulting from welfare reform, and, 64.4% of staff did not believe that producing higher quality work increased their chances for higher pay. Despite the dissatisfaction with pay however, the results indicated key reasons staff chose to stay. The authors found that 97.7% of staff enjoyed the opportunity to help people less fortunate than themselves, 94.9% liked the challenging work environment, and 93.7% were motivated by a commitment to public service. A commitment to public service and organizational communication were the strongest predictors of job performance. Recommended that organizations experiencing a time of change cultivate the public service ethos and proactively work towards clear and effective communication, in order to navigate a successful transition (p. 221-243).

1.6.2 Student Retention

The articles selected address situations in which college students had to overcome adversity to succeed.

- ❖ Shephard (2004): mentoring programs assisted with undergraduate retention and promoted personal growth and development. Several factors

contributed to the quality of the mentoring relationship: race; gender; shared interests; sensitivity; cooperation; and psychological availability. Students who joined the mentoring program were more secure and goal-directed than those who declined to join (p. 1-12).

- ❖ Theriot, et al (2006): social support for choice of major helped with undergraduate retention of social work students. 81.8% of students reported strong to very strong support for their choice of major, and, 18.2% reported receiving neutral or weak support. 59.7% of students stated that their mother provided the most support, while 14.9% stated their college professor or advisor provided the most support. Only 6% of students stated that their spouse, partner or significant other provided the most support. High school principals, counselors and teachers were among the least supportive. Recommended that in addition to marketing targeted at students, the field of social work would be well served by making strong efforts to persuade the influential people in student's lives of the value of the social work major (p. 28-40).
- ❖ Adams (2004): minority students struggled with retention. African American students who majored or minored in African American studies performed better academically and were more likely to graduate than African American students who did not. Recommended that colleges continue their black studies programs, because they give black youth a stronger sense of self and therefore allow them to compete more successfully both within and outside the academic arena (p. 1-13).

- ❖ Ford (1998): minority students were underrepresented in gifted education. Students also struggled with the social impact of participation in a gifted program. Students explained that participation in something other than the regular school programs could easily result in isolation from their own and other social groups within the school community. If the minority student was the only one in the class, they would not only face pressure as the only person who was different, they would also face pressure from their own minority group for participation in the majority culture (p. 4-13).
- ❖ Guiffre (2003): students with psychiatric disorders struggled with retention and graduation. Students indicated that self-acceptance, as well as maintaining physical, emotional and spiritual well-being, was critical to their success. Discussed a 6 stage recovery model that provided a pathway for learning to manage mental disorders, which was: processing the anguish that accompanied the diagnosis and its impact; awareness of self and disorder; insight; action plan; determined commitment to get well; and developing a sense of well-being. Recommended that both students and therapists learn to view mental illness as a chronic illness similar to physical illness that can be managed. Recommended that students make full use of whatever educational supports their school may offer. Recommended that parents provide support by believing that their student is capable of success in college and helping them to get set up with campus resources. Students cited emotional support as critical to their success (p. 1-14).

- ❖ Loneragan (2003): learning disabled students struggled with retention and graduation. Developmental tasks such as psychological separation from parents, academic performance and establishing social relationships were more difficult for learning disabled students than their non-learning disabled peers. Non-learning disabled students demonstrated a significantly higher functional and emotional independence from both their mother and father, as compared to their learning disabled peers. Non-learning disabled students had significantly higher GPA's than did their learning disabled peers. There were no significant differences between groups in the retention rate at college after one semester (p. 1-16).

1.6.3 Drug Treatment Retention

Chemical dependency is an issue that impacts welfare clients and as such, the literature on retention could offer insight into how to help welfare clients keep their jobs.

- ❖ Joe, et al (1998): readiness for drug abuse treatment affected client retention rates. Motivation to seek drug treatment consisted of a complex interplay of internal and external factors. Some clients were tired of the drug lifestyle, some had experienced a crisis event, some were under pressure from family members to seek help and others were required by the courts to attend treatment. The authors cited Prochaska et al's (1992) model of five stages of change: pre-contemplation; contemplation; preparation; action; and maintenance. Also cited De Leon's (1996) stages of change model: denial; ambivalence; extrinsic motivation; intrinsic

motivation; readiness for change; treatment readiness; de-addiction; abstinence; continuance; integration; and new identity formation.

Discussed the importance of basic compliance, such as attending appointments and engaging with the treatment program. Intrinsic motivation, especially readiness for treatment, was more significant for treatment engagement and retention than were socio-demographic, drug use or other background variables. An increase of the treatment readiness score by 1 on the 3 point scale was found to double the odds of staying in treatment at least 90 days (which was set as the critical minimal length of stay in treatment). Recommended that drug treatment programs assess client readiness and proactively foster motivation for treatment (p. 1177-1190).

- ❖ Veach, et al (2000): employed clients were retained in drug treatment at a rate of 74.1% (p. 417 - 428).
- ❖ Hser, et al (1999): matching individual client needs with drug treatment services significantly predicted longer treatment retention. Life problems that weren't addressed, such as medical, psychological, legal, employment, family and/or housing, left clients at high risk for relapse to drug use. Client's greatest needs included job training (68%), transportation (68%), and medical care (62%) (p. 299-305).
- ❖ Staton, et al (2001): employment itself assisted with a reduction in substance use and criminal activity. A key employment retention issue for drug court clients was an unrealistic expectation of a higher paying

position without the necessary employment skills or experience to warrant a higher salary. Clients with stable employment demonstrated longer drug treatment retention and more successful treatment outcomes. Clients reported that being employed required an adjustment period, especially learning how to juggle the demands of work, family, treatment and drug court requirements. Clients cited the need for education, experience and training in order to move up or get a better job. Clients indicated the need for help with information about careers, available positions, job readiness skills and a job developer (p. 73-85).

1.7 Intangible Factors

1.7.1 Accepting Help and Positively Engaging in Treatment

In order for training and/or coaching to be effective, clients must accept help and positively engage in services. This topic could become a dissertation on its own merits, therefore, a decision was made to limit this section to just a few highlights found in the literature. Welfare clients, like all human beings, are complex individuals living in a social environment that affects them, with a diverse range of issues they face, mixed feelings about getting help and sometimes contradictory motives and courses of action they choose to follow. As such, welfare clients could also benefit from assessment tools that help gauge their readiness for change, willingness to accept help and level of motivation to positively engage in program services. Recognizing that accepting help is not a simple yes or no proposition, but rather a range of degrees of acceptance, helps to remind programs that change is not a tidy, linear process, but rather a messy,

circular affair that may result in positive engagement at some points but tenuous involvement at others.

- ❖ Joe, et al (2002): the Client Evaluation of Self and Treatment (CEST), an assessment tool for measuring client attributes and engagement in treatment was self-administered by clients every 1-3 months. It examined the following areas: treatment motivation; psychological factors; social functioning; and social network support. Pretreatment motivation and psychosocial functioning, combined with therapeutic engagement, was predictive of treatment retention and outcomes. A few factors that interfered with treatment retention were: low self-esteem; poor social functioning; and greater levels of hostility. Concluded that the CEST could be useful for treatment programs to utilize in determining client motivation, understanding psychosocial functioning and facilitating positive engagement in treatment (p. 183-196).
- ❖ Altman (1999): examined how clients decided whether to accept or decline help from a child welfare agency. Clients adopted one of four roles in making their decision about whether or not to participate: acceptor; decliner; reluctant acceptor; ambivalent decliner. Individual factors that affected choosing whether or not to accept help included: motivation; need; locus of control; level of support; stress; values; beliefs; and expectations. A client's choice about whether or not to accept help was conceptualized as a complex process, not a linear decision (p. 1-15).

- ❖ Sternbach (2000): examined the unique challenges of positively engaging clients who were inmates at a men's maximum security prison. Successful staff members used humor to establish mutuality, defuse their own authority and thereby secure the willing cooperation of the inmates. Staff members who fared best had an absence of self-serving ego, no malice in their humor, the ability to handle the reality of a situation, and the willingness to learn from, as well as teach, the inmates. Listed eight lessons that shaped his ability to get men to positively engage in the treatment programs the prison offered: learning from clients was ok; letting people speak for themselves was necessary; setting boundaries and respecting limits was important; start where the client was at; take the first risk; physical affection when afraid was accepted; remembering personal vulnerability was important; asking for help was necessary sometimes (p. 413-423).

1.7.2 Motivation

Once a client has accepted help and engaged in treatment, they must be motivated to do the hard work that change requires, if they are to be successful in reaching their goals. Human motivation is a complex topic represented by a plethora of literature. A decision was made to include a brief section on motivation because it plays a critical role in the human change process. Welfare clients who are transitioning from survival to self-sufficiency are engaged in significant life change. As such, motivation is an important link between understanding what clients need to retain employment, and helping them choose

to take part in those services. There are numerous theories about motivation, however, one concept holds true across all of them. Whether it is internal or external, there must be some impetus that convinces human beings that change is necessary and produces a drive to accomplish that change. The literature made an excellent point about motivation fluctuating over time and in response to different issues/situations in a person's life.

- ❖ Nahom (2005): discussed how motivational interviewing (MI) affected behavior change. Explained that MI is considered to be an evolution of the humanistic therapy developed by Carl Rogers. The author cited Loan (1993), who explained that in order to change patterns of addictive behavior, people must go through the process of valuing the change in behavior, choosing the change in behavior, and then deciding to change their behavior. The author cited Miller and Rollnick (1991, 2002) to explain the six core elements of brief interventions such as MI: practitioner feedback; client responsibility; advice; menu of options for change; empathy; and self-efficacy. Results demonstrated that MI interventions resulted in positive behavioral change for 82% of the study participants (p. 55-74).
- ❖ Sellen, et al (2006): discussed a different tool for assessing motivation in the criminal population, the Personal Concerns Inventory (PCI) Offender Adaptation. Explained the usefulness of assessing motivation, stating that because of a lack of resources, not all offenders can be served and as a result, decisions must be made about who is the most likely to benefit from

services. Motivating offenders to engage in treatment was critical to retention and the prevention of recidivism. Cautioned that assessing motivation must be approached with the understanding that it is a fluid, not static concept that will change over the course of time. The results demonstrated that the PCI enhanced motivation because according to the clients, rather than facing the prospect of one insurmountable problem, the PCI facilitated breaking the problems down into more manageable pieces (p. 294-305).

- ❖ Wahab (2006): examined the potential usefulness of motivational interviewing (MI) with survivors of domestic violence. MI useful as a tool for survivors because it offers a structure for negotiating ambivalence, individual agency, resource issues, and cultural differences. To explore ambivalence, MI measures motivation, readiness, and confidence levels about change. It was possible to be motivated and ready to change, but not yet confident about the ability to carry out the change. There were four basic MI principles that guided use of the instrument: express empathy; develop discrepancy; roll with resistance; and support self-efficacy. Wahab cited several previous theories of behavior change that influenced the creation of MI: conflict and ambivalence (Orford, 1985); decisional balance (Janis & Mann, 1977); health beliefs (Rogers, 1975); reactance (Brehm & Brehm, 1981); self-perception theory (Bem, 1967); self-regulation theory (Kanfer, 1987); Rokeach's value theory (Rokeach, 1973); and the Transtheoretical Model of behavior change (Prochaska &

DiClemente, 1982). Wahab recommended the use of MI because it treats clients as the experts on their own lives, provides a sense of increased personal power, and helps draw a clear boundary line that change is the client's responsibility (p. 11-22).

- ❖ Cox, et al (2000): examined assessing motivation in yet another client population, substance abusers. People typically change their behavior when they view the positive consequences of change as outweighing the negative consequences of not changing. Stated that the stages of change model makes sense for the field of addiction recovery, because the client will be motivated to change when they believe that life will be satisfying without the use of drugs, and that cessation of use will not prove unbearable. The authors researched the usefulness of the Motivational Structure Questionnaire (MSQ), (Klinger, Cox & Blount, 1995) for clients recovering from drug addiction. They described the MSQ as consisting of sections where clients described their concerns and indicated whether each concern involved something positive that they wanted to achieve, or something negative they wanted to get rid of. Clients then used rating scales to depict their anticipated resolution of each concern. The practitioner then used the responses to calculate: degree of optimism; goal distance; and expected emotional satisfaction. Clients who scored high on the determination to change indicator were committed to achieving their goals and expected that attainment of their goals would bring them emotional satisfaction. Recommended that the MSQ be used at the start

of treatment, to help assess motivational levels and provide critical information that would help practitioners and clients identify attainable, satisfying goals to work towards (p. 121-128).

- ❖ Kennedy (2005): cited multiple sources that explained the basic theories of motivation. Saunders, et al (1996), explained that the field of psychology described motivation through drives, decision making and emotions. Hull (1943) explained that drives are biological in nature and are determinants of activity. Beck (2004) explained that the emotional foundation of motivation comes from avoiding negative or unpleasant feelings and increasing positive or pleasant feelings. Baker, et al (1986) explained that motivation is related to urges in the psychobiological models. The Center for Substance Abuse Treatment (1999) explained that motivation is a dynamic, multidimensional, interactive, modifiable state which is the key to change. Ratter (1975) explained the concept of the locus of control, which developed out of social learning theory and is focused on expectations following reinforcement. Ratter explained that external locus of control reflects a belief that the person is subject to the forces around them, and an internal locus of control reflects a belief that the person has considerable influence over the events in their life. Curran (2002) described internal motivation as derived from values and beliefs. Petri (1996) described external motivation as derived from the social environment. Deci and Ryan (1985) described motivation as occurring along a continuum of external to internal. Curran (2002) noted that

internal motivation has been described as a more reliable predictor of behavior change, although external motivation can be a good place to start initially. The author (Kennedy, 2005) explained that self-determination theory provides a theoretical basis for the source of motivation and outlined a continuum of motivation from amotivation to external motivation to internal motivation. Deci and Ryan (1985) explained that self-determination theory allows for a combination of internal and external motivation, rather than being restricted to a purely internal or external motivation. Kennedy (2005) explained that the Transtheoretical Model of Change describes stages, processes and levels of change. Prochaska (1979) described the Transtheoretical model as being derived from a compilation of eighteen different psychological and behavioral theories. Kennedy (2005) explained that the Transtheoretical model's stages of change are a progression of movement towards and through change, and each stage is delineated with a time frame and tasks associated with movement through the stage. Kennedy's study results indicated that there was no significant relationship between the source of motivation and treatment completion or use after admission. The results also demonstrated that there was no difference between people with high levels of internal or external motivation, and people with low levels of internal or external motivation. Kennedy concluded that motivation is dynamic and changing.

1.7.3 Personal Growth and Change

The literature on this topic demonstrated that personal growth and change does follow a process. Exactly what that process is and how it takes place allows for much debate, but clearly, human growth is not a haphazard affair with unpredictable results. This information is of great use to welfare-to-work programs, which at their core are tasked with helping clients make the change from unemployed to self-sufficient. For any adult, choosing a line of work, gaining employment, adjusting to the structure work brings to one's life and navigating the productive years of life, is a major life task. Welfare clients then, are a sub group of that whole, who perhaps struggle more with the task than their peers. Welfare-to-work programs that utilize any of the models shift the focus from the people to the process. Such a shift could help to reduce stress, lay the groundwork for teaching job retention skills and provide a framework for client growth.

- ❖ Nahom (2003): focused on the interplay between client characteristics (i.e. severity of dependence, demographics) and clinician characteristics (i.e. the ability to create a supportive environment). Results demonstrated that change within a helping relationship is influenced by the client, the helper and the interaction between them (p. 1-12).
- ❖ Bunton, et al (2000): explained that the transtheoretical stages-of-change (SoC) model has greatly influenced health promotion practice since the late 1980's. The SoC was developed in the 1970's, for use in the fields of addiction and psychotherapy. Identification of particular stages of change allowed interventions to be developed specifically for the tasks undertaken

within each stage. The SoC provided an alternative to the health belief model, the theory of reasoned action and social learning theory. The SoC was based on cognitive concepts such as feelings, emotions, beliefs and attitudes. Described the SoC as an interdisciplinary framework based on a dynamic view of the processes of human behavior change, including internal cognitive factors such as motivation, planning, decision-making and denial. Stages of change were delineated as: pre-contemplation; contemplation; preparation; action; and maintenance. The SoC is used in the fields of diet, health, nutrition, fitness, exercise, sports and addiction (p. 56-69).

- ❖ King (2004): described the meta-model meaning of life experiences. The author cited Carver, et al (1990), who explained that the model is a motivational, constructivist, developmental and transactional model reflecting the perspective of motivated action theory. The model consists of three fundamental ways in which people establish meaning across the life span: the paths of belonging (relationships), doing (meaningful engagement in activities), and understanding oneself and the world. The author cited Maslow (1970), who discussed the three basic human needs of affiliation, achievement, and self-actualization. The author also cited Antonovsky (1987) who proposed three aspects of a sense of coherence or resilience: emotional sense, manageability, and comprehensibility. The author cited Cohler (1987), who stated that people create meaning out of their experiences to give their life a sense of coherence and purpose. The

author stated that the meta-model focuses on meaning in life, rather than the meaning of life. The author emphasized that turning points in people's lives provide a rich context in which to use the meta-model, especially when used to examine the factors and processes associated with resilience in the face of life's adversities. The author stated that the meta-model has five main principles: the interconnection of meanings in life experiences; the indeterminacy of cause and effect; individual differences in paths to meaning; commitment as fundamental to the experience of a sense of meaning in life; and the notion of life-long adaptation; and changes in how meaning is established and maintained over the life span. The author stated that theories of change are important because not only do they assist clients with working through life issues, they also carry implications for the types of services that are developed, the allocation of funds and for the clinical approach the practitioner takes with the client (p. 72-88).

- ❖ Hutchison (2005): discussed the life course model. The model was recommended by Germain (1994), and consisted of five basic concepts: cohorts; transitions; trajectories; life events; and turning points. It also included six major themes: interplay of human lives and historical time; timing of lives; linked or interdependent lives; human agency in making choices; diversity in life course trajectories; and developmental risk and protection. The author cited Elder's description that developmental impact of life events is contingent on when they occur, how far apart they are

spaced and how long they last. She cited Werner et al who explained that early trauma does not inevitably equal a failed adult life, because some people have the capacity for “self-righting” over time. The protective factors considered to be important to resilience were: strengths in biological makeup; psychological dispositions; a range of both familial and non-familial social supports; and life events that open opportunities (p. 143-152).

- ❖ Paris and Bradley (2001): discussed a narrative approach based on Erik Erikson’s (1963) theory of psychosocial development, which includes in part the tasks of identity, intimacy and developing generative caring. The model is well suited for describing how people navigate turning points in their lives. Each stage of adult development is built on the completion of prior tasks. Successfully completing those tasks helps a person develop a sense of personal integrity and a perspective of one’s life in historical, cultural and spiritual contexts. Explained that although the individual may experience disruption in the completion of some tasks, it is never too late to rework psychosocial tasks and gain a greater sense of an integrated self (p. 647-667).
- ❖ MacKnee and Mervyn (2002): explored another perspective on personal change, Flanagan’s (1954) Critical Incident Technique. Based upon the critical incident model, they examined homeless people's exits from the street lifestyle to mainstream society, and discovered nineteen facilitating and four hindering themes. The four hindering themes were: being loyal

to the street “family”; receiving free services and welfare; having bad experiences with support providers; and learning in alternative schools. The nineteen factors that facilitated an exit from homelessness were: recognizing one’s personal destitution; revolting against death, violence and devaluation; having someone reach out; relocating and separating from the street lifestyle; experiencing a spiritual event; going through detox or drug rehab; realizing one’s self-worth; realizing confidence and abilities; establishing a stable and legitimate job; achieving educational success; creating relationships with mainstream people; reestablishing family relationships; experiencing accountability; establishing a stable residence; emulating mainstream role models; formal or informal counseling; facing the responsibilities of parenthood; dealing with issues prior to the streets; and bottoming out. The authors also found that welfare hindered the transition to the mainstream, because the clients reported that welfare was “too easy to attain...and...too easy to scam.” The clients also reported the welfare money allowed some people to maintain drug and alcohol habits. The clients further stated that receiving welfare created a state of dependency and apathy, because they could subsist without having to work for a living (p. 293-306).

- ❖ Montoya, et al (2000): discussed a different view of personal change, the economic perspective. Cited Becker and Murphy (1988), who created a rational addiction model based on consumption of addictive goods such as drugs. The individual is aware of the future effects of taking drugs and

weighs them in making the current consumption choice. The economic model offered the added dimensions of utility and cost that the psychosocial model missed. Suggested that the individual is subject to both psychological and economic influences and the two models are actually complementary, rather than mutually exclusive (p. 329-346).

- ❖ Neff, et al (2006): discussed faith based treatment. They cited Sider and Unruh (1999), who posited four types of faith-based providers: secular providers who make no explicit reference to God or to any ultimate values; religiously affiliated providers who use standard nonreligious techniques and approaches without religious content; exclusively faith-based providers who rely on religious content and technologies to the exclusion of traditional nonreligious approaches; and holistic faith-based providers who combine religious and nonreligious content and approaches. The author's results indicated that spiritual activities, beliefs and rituals were more prevalent and structure and discipline were more emphasized, in faith-based rather than traditional treatment groups. Conversely, work readiness was emphasized more in traditional, rather than faith-based treatment. Aspects of treatment that were similar between faith-based and traditional programs were: group activities and cohesion; role modeling and mentoring; and a safe, supportive environment. The authors concluded by citing Miller (1997), who cautioned that faith-based programs may be effective only for those who are spiritually inclined to begin with. Those who are not spiritually inclined or who are unwilling to

comply with the additional requirements, may not enter faith-based programs or may leave them prematurely (p. 49-61).

- ❖ Pulkkinen and Caspi (2002): discussed the influence of personality. There are five aspects of personality: extraversion; agreeableness; conscientiousness; neuroticism; and openness to experience.

Temperament and personality predispositions can influence successful and maladaptive life outcomes in four ways: as risk factors; vulnerability factors; protective factors; and as resources. Environmental interactions can have either temporary or cumulative consequences. Temperament and personality demonstrate an individual's tendency to behave, think and feel in certain consistent ways, however, those tendencies are not fixed and are subject to change over the course of the life span (p. 7-11).

- ❖ Saarni (1999): discussed the importance of developing emotional competence in order to function successfully, including navigating personal change and growth. Eight essential skills for developing emotional competence: awareness of one's own emotions; the ability to discern and understand other's emotions; the ability to use the vocabulary of emotion and expression; the capacity for empathic involvement; the ability to differentiate internal subjective emotional experience from external emotional expression; the capacity for adaptive coping with aversive emotions and distressing circumstances; awareness of emotional communication within relationships; and the capacity for emotional self-efficacy (p. 1-2).

- ❖ Peterson and Seligman (2004): discussed the development of character strengths and virtues and the role they play in personal change and growth. They describe six strengths: wisdom; courage; humanity; justice; temperance; and transcendence. Recommended that the field of psychology should be as concerned with fulfilling the lives of normal people as with healing the wounds of the distressed (p. 1-4).
- ❖ Kohlberg (1981): described six stages of moral development. During the pre-conventional level (stages 1 & 2), the child is focused on rewards versus punishment. During the conventional level (stages 3 & 4), the child is focused on upholding the expectations of their social group. During the post-conventional level (stages 5 & 6) the person is focused on establishing their own code of moral conduct and values. About 67% of most people's thinking is at a single stage, regardless of the moral development involved. He asserted that individuals may stop at one stage, or be in between stages, but the sequence must be worked through in order from 1 to 6 (p. 17-20).
- ❖ McAdams (2006): moved beyond the traditional views of human growth and development and discussed the concept of redemption. Explained how redemption offers a pathway from the old self to a new. Described redemption as affirming hope for the future and a belief in human progress, no matter how bad the situation may seem. Working through a personal redemption story in one's life is important for the physical and psychological benefits it provides. Described the six languages of

redemption: atonement; emancipation; upward mobility; recovery; enlightenment; and development (p. 15-42).

- ❖ Hillman (1996): went even further than redemption and discussed the idea that every soul has a unique destiny, manifested as a calling. The soul's calling endures despite early traumas, adult confusion or simply the busyness of everyday life. He stated that we are all far more than the end result of heredity and societal forces. He stated that the more we see our lives as the results of our genetics, parents and previous experiences, the more we reduce ourselves to victims. The author stated that it is time for a paradigm shift away from the victim mentality, towards the maximization of the soul. He concluded by making the powerful statement that "we are victims of academic, scientific, and even therapeutic psychology, whose paradigms do not sufficiently account for or engage with, and therefore ignore the sense of calling, that essential mystery at the heart of each human life" (p. 4-6).

1.7.4 Resilience

A client with a great attitude, who accepts help, positively engages, is motivated and commits to personal growth, still may not reach their goals if they do not have the capacity to recover from setbacks. The literature regarding resilience is plentiful and this topic could become a dissertation on its own merits. In the interest of space, a decision was made to limit this section to just a few highlights found in the literature.

- ❖ Moos (2002): addressed how coping skills help people deal with adversity. Described eight factors that contribute to the interplay between a person's internal coping resources and their environment: social climate; individual development; enduring and transitory life circumstances; appraisal skills; ongoing life circumstances; perception of life context; cognitive and developmental status; and social environments. Recommended adopting contextual models that reflect common processes and recognize growth in adversity; reformulating intervention programs to include self-regulation and coping skills; and shaping social values (p. 67-86).
- ❖ Frydenberg (2002): explained the importance of hope in overcoming adversity. In the context of hope theory, successful coping consists of focusing thinking towards achieving one's goals. She cited Snyder (1994), who stated that higher-hope people can generate additional, alternative paths when blocked via the original route. Higher hope helps people deal more successfully with stress. Concluded that coping successfully is influenced by personality, emotions and a sense of hope and optimism (p. 9-10).
- ❖ Cheavens, et al (2006): examined hope in the context of group therapy. They cited Frank (1978), who articulated a consensus view that hope counteracts mental illness. The authors stated that moving to a model that includes strategies to both eradicate symptoms and reinforce/instill strengths will treat the current symptom presentation and buffer the client against future stressors and difficulties. The authors cited Keyes (2005)

who stated that high hope individuals are similar to “flourishers,” who have clear goals, demonstrate high resiliency, and low helplessness. The authors described hope therapy as framing goals as positive outcomes that are to be actively pursued rather than focusing on ways to avoid problems or remove symptoms. In hope therapy, participants learn how to do five key tasks: set meaningful, achievable and measurable goals; develop multiple pathways to work toward goals; identify sources of motivation and counteract any drains on motivation; monitor progress toward goals; and modify goals and pathways as needed. The authors reported that the results demonstrated that the 8 week hope therapy program resulted in increased hopeful thinking, life meaning and self-esteem, as well decreases in anxiety and depressive symptoms. Recommended that in addition to targeting treatment symptom reduction, effective help should bolster and augment other areas of strength and resiliency (p. 61-78).

- ❖ Schoon (2006): explained the concept of resilience. She cited Anthony, et al (1974), who explained that the study of resilience grew out of a body of research evidence demonstrating positive developmental outcomes despite the experience of significant adversity. The new evidence resulted in a shift from a pathological orientation to a wellness orientation. Rather than emphasizing what was wrong and why it was so, the new paradigm focused on what was right and how it could be enhanced. The author cited Masten (1999), who described resilience as: a positive outcome

despite the experience of adversity; continued positive or effective functioning in adverse circumstances; or, recovery after a significant trauma. The author cited Luthar, et al (2000), who stated that resilience can comprise genetic, biological, psychological, environmental or socio-economic factors. The author stated that positive adjustment may involve returning to pre-adversity functional levels, or it may help the individual grow to a new and optimal level (p. 6-11).

- ❖ Peterson, et al (1993): discussed the theory of learned helplessness, which posits that when a person has been defeated often enough for long enough, they may come to believe that they are helpless in all future situations. Learned helplessness interferes with resilience by stripping the individual of hope that they have the ability to change their situation for the better. In a sense, people suffering from learned helplessness have resigned themselves to their perceived fate. The theory consists of three essential elements: contingency; cognition; and behavior. Learned helplessness results in passivity and can cause an individual to give up and fail to initiate any actions that might allow them to gain control of the situation. It bears consequences that go beyond the immediacy of the moment, including cognitive retardation, low self-esteem, sadness, loss of aggression, immune changes and physical illness (p. 4-8).
- ❖ Snyder (1999): discussed the concept of learned optimism. He described several aspects of coping that can help an individual be optimistic they can survive their current circumstances, including: negotiating the reality

of the situation; developing emotional intelligence; hope; developing mastery-oriented thinking; finding benefits in adversity; and rebuilding after trauma. He stated that when a person faces adversity, the emotions they experience are largely based on whether they are an optimist (positive), or a pessimist (negative). He concluded by stating that not only do pessimists react more negatively to the event to begin with, they have more trouble coping with and overcoming it (p. 1-234).

- ❖ Williams and Lindsey (2005): discussed a study that examined how runaway and homeless youth coped with adversity by practicing spirituality and/or religion. Spirituality adds an extra dimension to the set of coping skills a person has. The authors cited Piaget, Kohler, Erikson, and Fowler (1981), who described a stage of spiritual development, which is often achieved in adolescence as the individual develops the capacity for abstract thought. The authors further cited Fowler, who stated that the commitment to God and the correlated self-image may exert a powerful ordering on a youth's identity and values, and can be an important mitigating factor for adolescents lacking a healthy authority figure. The authors reported that some youth may find significant comfort and strength from a deepening sense of spirituality. Although religious and spiritual practices varied, the results demonstrated five common themes: divine intervention; having a personal relationship with a nonjudgmental higher power; use of prayer; participation in traditional and nontraditional religious practices; and finding meaning and purpose in life, including a desire to

give back to the community. About 50% of the youth that participated in the survey believed that God or a Higher Power provided them with a sense of purpose or an explanation for life. Most of the youth connected with spirituality completely independently of any professional help and often in spite of previous negative experiences with churches and traditional religion. The youths held a view of God as a keeper of values and the standard bearer of conscience, rather than merely a nurturing presence of unconditional acceptance and love. The youths who were more resilient drew upon their spiritual beliefs and practices to reframe negative events in their lives as turning points and transcend the adversity they had faced in their lives (p. 19-36).

- ❖ Neeley-Goodwin (2004): discussed the role that religion and spirituality played in the lives of African American youth. The findings demonstrated that religion was a sociocultural resource in African American families and contributed to children's behavioral or emotional adjustment to become resilient, even in a community strongly affected by homicide. Children were taught to value family and community, carry on family and religious rituals, and develop strong moral characters. Recommended that the spiritual dimension be included in the child's care (p. 1-13).
- ❖ De Civita (2000): addressed how to promote resilience. In the face of great adversity, the capacity of some children to defy the status quo by escaping unscathed and developing into well-adjusted adults is a reminder of the human strength to thrive. Resilience results from factors within both

the child and environment, as well as the availability of opportunities. At any point in the life cycle, experiences and events can shift a child from adaptive patterns to maladaptive ones, or vice versa. Three key factors influence resiliency. First, children's exposure to adversity may differ along three dimensions of experience: intensity, duration and manageability. Second, children may demonstrate adaptive functioning in some life domains while simultaneously showing maladjustment in others. Third, even high-risk children who show adaptive functioning at one stage of development are not impervious to adversity later. She cited Seita, et al (1996) and three principles which serve as guidelines for intervention: connectedness; continuity; and dignity. Concluded by stating that resilience is an active process, and "maladjustment is not about falling down, but staying down" (p. 76-80).

- ❖ Jacobsen (2005): discussed the Cleo Eulau Center Resiliency Consultation Program (CEC), which was founded in 1994 to help children and adolescents who have experienced trauma, hardship and adversity grow up to become competent adults. Research found that children succeeded in learning and in life when they experienced caring relationships with adults who they felt knew them, saw both their strengths and challenges, believed in them, and conveyed hope for their future. In a departure from conventional wisdom which states that the best predictor of future behavior is past behavior, resiliency research emphasizes that it is impossible to predict future outcomes from current behaviors at all. The

Resiliency Consultation model was deliberately designed to deal with the reality of adverse circumstances in student's lives, while infusing the treatment with the strengths-based model (p. 7-23).

- ❖ Breton (2001): examined an extension of the individual perspective, neighborhood resiliency. She stated that neighborhoods have social and physical capital, and can maintain their equilibrium if they start with enough reserves and do not experience "adverse shocks" that deplete it. She stated four aspects of capital: neighbor networks; active local voluntary associations; stable local organizational networks; and the services typical of an adequate social infrastructure. She posited that public policies can either strengthen or weaken those aspects, and if they weaken beyond a critical threshold, they will result in a "lock-in" effect whereby the neighborhood loses its capacity to recover from adversity. Explained that neighborhoods must be able to provide: health services; social services; educational services; spiritual services; retail services; public transportation; police and fire protection; recreation; and other services such as hairdressers, laundromats, etc. Neighborhoods must also have at least minimally adequate: housing stock; clean and well-lit streets; relatively clean air; and geographical boundary lines. Concluded by citing Kozol (1995), who stated that the one thing more destructive and demoralizing to poor people than to live in desolation is to have false hopes reawakened at routine intervals (p. 21-35).

- ❖ Ai et al (2005), discussed individual and community resilience in the context of one of the worst traumas this country has ever faced: September 11, 2001. Post-9/11, positive psychologists found the increase of seven character strengths in a large sample of American: gratitude; hope; kindness; leadership; love; faith or spirituality; and teamwork. Cited Peterson & Seligman (2003), who asserted that crisis could “serve as a crucible for what is best about people.” Cited Culliford (2002), who stated that spiritual meaning is central to an individual’s motivation for surviving. Explained the concept of Posttraumatic Growth (PTG). They cited Calhoun & Tedeschi (1998), who stated that shock and confusion from catastrophe and adversity upset the validity of taken-for-granted worldviews, and then change and adaptation to new realities may follow. They cited Somerfield & McCrae (2000), who described possible positive outcomes following trauma: benefit finding; growth-oriented functioning; meaning-based coping; meaning making; positive personal change; and stress-related growth. They cited Affleck, et al (1996), who stated that there are four categories of posttraumatic benefits: perceived changes in the self; perceived changes in relationships with others; perceived changes in worldviews such as philosophy of life; and future changes such as enhanced coping or health behavior practices. They cited Wilson and Moran (1998), who emphasized that traumatic events affect not only the psychological dimensions of the self, but also the faith system that gives meaning to life. Their results indicated the “noteworthy potential of hope

and spiritual meaning” in reducing the vulnerability of post-9/11 symptoms and in empowering people. The authors cited Calhoun, et al (2000), who stated that greater openness to religious change resulted in more post-traumatic growth. The authors stated that the growth of their research participants was multidimensional, with changes in self or behavior, relations, and worldviews, especially spiritual beliefs and purpose in life. Unique to 9/11, some participants changed their views about the government, national policies and world politics. Concluded by stating that future research on violence must go beyond establishing the connection between tragedy and symptomatology, to explore the spiritual realm and how people’s faith and values systems help them recover from trauma of catastrophic proportions (p. 523-545).

1.8 Statement of the Problem

Under the Personal Responsibility and Work Opportunity Act of 1996 (PRWORA), the emphasis of welfare-to-work programs across the nation focused on helping clients find employment. What the legislation didn’t take into account, however, was that some clients would not have the skills to maintain employment once they found it. Somewhere, in the heat of the moral arguments and the unexamined assumptions, an important point got missed. Just because someone got a job, did not mean they would know how to keep it. This oversight inadvertently created the employment retention problem facing the welfare system today, including in Missoula County, Montana.

There are four aspects to the problem of employment retention: moral, programmatic, national and local. The moral theorizing complicates the problems the field experiences and as a result, makes it more difficult to ascertain what viable solutions might be. The moral theorizing typically takes one of two extreme forms: those who believe people should be entirely accountable for their own life and never turn to the government for anything, and, those who believe it is government's responsibility to care entirely for its people and provide them with all their needs for a lifetime. Those who believe people should be entirely accountable miss that government is the infrastructure that surrounds and supports us every day. The fire and police department stand at the ready 24/7 and no one criticizes those who need to use their services. Press conferences are not held denouncing those who cannot maintain a pumper truck out front, just in case. Conversely, those who believe the government should provide everything for everyone, miss that if no one was working, no taxes would be paid, no services could be provided and the economy would collapse. Nonetheless, those extreme views were reflected in the prevailing body of literature on the topic. They were found not necessarily as an overt bias, but rather as an underlying attitude which could be detected in the way a study was conducted or in the recommendations for future action. Some authors seemed to hold a view that welfare recipients are broken, fragile creatures who are doomed to a life of squalor. Others seemed to hold the view that if only the inherent personal deficiencies could be metaphorically beaten out of them, welfare recipients would somehow become inspired to construct a productive life. When that type of bias

creeps into research, it skews the results and obscures the data necessary for making sound programmatic decisions.

Programmatically, the bottom line is that although Congress and the public wished for clients to get jobs, get off the welfare rolls and stay off, that's not what happened. Although it's a sturdy sounding ideal to pull yourself up by your bootstraps, the field reality is that some people have no idea where the bootstraps are or what to do with them. PRWORA mandated that clients would get jobs. They did. What they didn't do was keep them. While there is no doubt the moral arguments will go on until the end of time, what faces America today is a much more practical and immediate problem. Why is it that the clients are losing their jobs, and what can local programs do about it?

Nationally, the problem is that welfare recipients are cycling and therefore experience a significant disruption to their self-sufficiency, as well as place an additional strain on already overwhelmed state and federal resources. The literature confirmed the nationwide phenomenon of cycling and the necessity of shifting the emphasis from getting a job to keeping a job. The extensive educational programs and personalized services that focus on all aspects of helping clients find employment is no longer enough. Nor is counting a case closed to employment as a victory. The emphasis must shift to helping the clients keep the jobs they get, build their self-sufficiency and stay off the system long-term.

Locally, in Missoula, work adjustment was the hidden problem that drives cycling. Both the clients and the literature supported that conclusion. The clients

explained it by stating that WoRC provided them with excellent support while they resolved issues in their life and looked for a job. But once they had the job, their experience of what happened next was akin to being thrown off a cliff. Once the client began working, their income typically made them ineligible for assistance and their TANF and WoRC cases closed. The clients stated that after they found work, in addition to practical matters such as daycare, they still needed someone to talk to while they were adjusting to their new job. They specifically suggested having someone available who could help them think through situations and resolve conflict before it cost them their employment. The root of the work-adjustment problem was eloquently articulated by one client who said, “For you guys, work is a normal part of life. It’s what you’re expected to get up and do everyday. For some of us, we’ve never had anybody that did that or taught us how to do it. We don’t know what the rules are for work or what the normal expectations are.”

1.9 Definition of Terms

Welfare-to-work, as with all government systems, is replete with acronyms. This dissertation contains minimal acronyms. When it was necessary to use acronyms, an in-text definition was provided. Key concepts as used in this study are defined below.

Welfare-to-work terminology:

Temporary Assistance To Needy Families (TANF): the nationwide welfare program that provides cash assistance to eligible individuals.

Welfare-to-work: any contract program in the public or private sector that provides the federally mandated employment and training component for welfare recipients.

Client: any individual receiving TANF, who by definition, must then participate in a welfare-to-work program.

Cycling: the phenomenon of a client obtaining a job, losing it and then returning to the TANF rolls and the welfare-to-work program.

Barriers: any life issue which interferes with the client's ability to obtain or maintain employment.

Barrier reduction: the process by which a welfare-to-work program makes referrals to outside sources of help and/or provides in-house support to a client to resolve life issues they are facing.

Job retention: maintaining employment long-term, to avoid a return to TANF and the welfare-to-work system.

Self-sufficiency: a state of life in which the client is earning enough income to support their own family without public assistance in the form of TANF cash.

Soft-skills: intangible skills necessary to success on the job, such as the ability to maintain one's own emotions, relate cooperatively with others, resolve conflict and meet employer expectations.

1.10 Scope and Limitations

Scope

Other studies have dealt with issues of perceived client deficiencies, societal shortcomings or welfare system infrastructure problems. Few studies

have been done in regards to specific strategies for job retention in the welfare-to-work client population. The studies that have been done have focused almost exclusively on urban areas, and none have been conducted by researchers employed within the welfare system.

This study sought to understand the issues of cycling and job retention from the inside, incorporating both the client's and the field operations point of view. Because the study was conducted by a seasoned field worker, in collaboration with the people working on the front-lines of the system every day, the study offers more nuanced information than could be generated by those outside the system. It did not attempt to solve every problem within the system, nor did it attempt to analyze clients in the hope of unearthing some hidden pathology. It focused on generating specific strategies that would enhance the self-sufficiency of clients in Montana's rural state setting, in the County of Missoula. Ultimately, what it accomplished was contributing a critical and unique insider's view to the literature, which may or may not lead to similar studies and programmatic changes in other jurisdictions.

Limitations

Due to the study being conducted in one county within the state of Montana, the results can only be generalized to Missoula County, during the time study one and study two took place. All of the clients in the sample lived in Missoula County at the time of the study. Although on an overall basis Montana is considered to be a rural state, her 56 counties are diverse in size, population, geography and demographics. Missoula is considered to be one of the 7 urban

areas (Billings, Bozeman, Butte, Great Falls, Helena, Kalispell and Missoula) within Montana's borders. Each of the 7 areas, as well as the other 49 truly rural counties, has their own unique client population and what worked in Missoula may not work anywhere else in the state. Also, because Missoula is an urban type area within a rural state, the results may or may not be helpful to similar counties in other states in the nation.

Additionally, study one took place during the fall of 2005. Study two analyzed data from the spring of 2006. As such, the data represented a snapshot in time, rather than an exhaustive study of the entire previous ten years of welfare reform in Missoula County. Although short, the time frame was carefully and consciously chosen. The Missoula WoRC Program did not compete for the welfare-to-work contract until welfare reform was underway for a few years. In 2004, the state cut benefits significantly and in Missoula County, the caseload dropped to about half of what it had been previously. Program requirements had become so onerous and benefit levels so small that those who had the capacity to keep a job did so and did not come back. The clients that remained, however, often found work but then cycled right back on the program. Fall was a time when WoRC typically saw clients cycling back on the program, so it provided a logical time of year to try to capture the greatest range of data possible. Certainly, the brief nature of the time frame in which the study took place was a limitation, however, the time of year selected (fall) offers much stronger data than any of the other three seasons would have.

Additionally, the all volunteer nature of the pre-study naturally constricted the sample to those who chose to participate. However, due to the power differential that exists between any government agency and the clients it serves, the integrity of the non-coercive study far outweighed the information that may have been gathered by forced participation of larger numbers of people. The 21 people (representing approximately 10% of the average caseload at that time) who did participate in study one were able to be listened to in much greater depth. The uninterrupted block of time spent with each client allowed for gathering critical data that got to the root of the issue, which was a vital prerequisite for formulating strategies that genuinely address the issue of job retention. The smaller number of clients allowed for more time to be spent with each one, which allowed them to fully think about and develop their answers during the interview.

Finally, it could be argued that research done from the inside might be biased. However, because of the complexity of the welfare system's laws and regulations, as well as the enormity of the life issues welfare-to-work clients face, a view from the inside is invaluable. It is a crucial part of what's missing from the current body of literature on welfare. Welfare-to-work is not an academic, theoretical world. It is a gritty, intense environment in which any number of things can skew research results if the study was conducted by someone inexperienced with the system. First, the author, as well as the WoRC team and management, tended towards a middle-of-the-road philosophy. There were no extreme moral viewpoints that played into the study. In Missoula, it was understood that human

beings, especially those going through difficulties, are far too complex to fit into a neat and tidy category. No single client was either entirely bad or completely good. Every person who walked through WoRC's doors carried with them a cumulative combination of their life's experiences and choices. They were not seen as inherently defective or beyond hope. Therefore, moral bias was not an issue in this study. Second, inside workers also knew that like any other group of people, clients do not always perceive or report things accurately. Seasoned workers knew far better than researchers who are not experienced with the system, how to detect when a client's answers to research questions are implausible or lack sufficient insight. For example, if the client who is being interviewed reports that they know how to keep a job, yet their records show they've held four jobs within the last three months, then it's clear their perception of their ability to maintain employment is not accurate. A seasoned veteran of the field would not be afraid to confront such an answer and dig a little deeper for more accurate information. A researcher inexperienced with the system might just accept the statement at face value. Therefore, inside researchers have a greater ability to elicit information that has a higher degree of accuracy. Third, like other groups of people, welfare clients can tend towards a "substitute teacher" dynamic, when dealing with someone new who they think can be "played." Inside researchers do not face that same problem to anywhere near the same degree. The client understands that the worker/researcher knows them, knows their story and knows their communication style. Therefore, inside researchers are better able to remain in charge of the process, which helps with

collecting genuinely useful data, rather than losing control of the interview to the client. Finally, inside researchers understand the many details of the welfare-to-work system. As a result, they are not prone to falling prey to stories of events that are not even logistical possibilities. Like other groups of people, welfare clients may overstate what requirements they have to meet. They may try to say they are forced to do hard manual labor sixty hours a week to get their benefits, when they are in fact in working in a judge's office in the courthouse twenty hours a week. Therefore, inside researchers have the advantage of immediately knowing whether or not what the client is reporting is plausible and as a result, gathering more accurate data.

In conclusion, the motivation behind the Missoula study was to examine the WoRC Program for how it could be improved. There was not a bias towards producing results that would uphold any kind of political, economic or moral theory. There was not a bias to make the program look good and justify why it didn't need to change. The focus was on how accurate, useful results could be obtained and how those results could then be translated into action that would better serve the clients and the taxpayers. The author was not interested in publishing an article for self-promotion, nor was the management team in need of sprucing up the image of the program. This study was the latest in a long line of other innovative ideas to continually improve services. Finally, the depth of the integrity of the study was highlighted by the inclusion of the clients themselves. The WoRC Program deliberately honored the clients by inviting them to collaborate with staff and management to get to the bottom of what wasn't

working and how it could be fixed. For all of the reasons listed above, the value of the information generated by a study from the inside far outweighs any potential concern about bias. To the greatest degree possible, bias was thoughtfully considered and carefully avoided.

1.11 Purpose and Goal of the Study

The main purpose of this study was to gather qualitative and quantitative data that would generate ideas for resolving the problem of cycling in Missoula County, Montana. The ultimate goal of the study was to improve services to better meet client needs. This was in keeping with WoRC's goals of continuous improvement. The study was designed to provide the information necessary to create a job retention program that would fill a gap in an otherwise comprehensive continuum of services offered by the Missoula WoRC Program. Cycling was important to address not only because it strains already overwhelmed programs and costs the taxpayers money, but more importantly because it costs clients a certain measure of dignity, power and freedom when they lose a job and find themselves in a situation where once again, they must submit to the system and its myriad mandates.

The importance of building job retention skills in order to facilitate long-term self-sufficiency was supported by Strother (2003), who cited a key statistic that return rates fall sharply after two years with no welfare receipt, and, after three years, recidivism is unlikely. The longer a program can help clients maintain their employment, the better their chances for a permanent exit from

public assistance that allows them to be self-sufficient rather than just subsist (p. 97-119).

CHAPTER TWO

STUDY ONE: METHOD

2.1 Research Methodology of Study One

2.1.1 Design Overview

A mixed methods approach was ideally suited to generate comprehensive data for this study. A quantitative and qualitative methodology allowed for interviewing clients regarding why they were losing jobs and what WoRC could do about it (study one), and, analyzing the programmatic data that already existed regarding the effectiveness of WoRC Program services in helping clients gain employment (study two). Study one was a retrospective look at why clients lost their jobs. Study two examined which clients gained employment and what their characteristics were. The results of study one demonstrated the need for study two. The results of study one, that 76.2% of the clients gained employment, resulted in a need to measure everything possible, including demographics, barriers and services received, to determine whether or not study one clients were really that much more likely to gain employment than their peers. Study one is described in this chapter. Study two is described in chapter four.

Study one was conducted according to a qualitative methodology. Clients were interviewed directly and their responses were recorded and analyzed. This chapter includes information on the research questions, sample and data analysis of the pre-study.

2.1.2 Procedures

Study one was conducted primarily by the author. Permission to conduct the study was gained from Missoula WoRC Program management, central office staff, The Chair of The University of Montana political science department and The University of Montana Institutional Review Board, prior to beginning the research. Once permission was obtained, WoRC case managers screened their caseloads for clients who were age 18 or above and who had been on welfare at least one time in the past. During their weekly appointment, case managers personally invited their clients who met criteria to participate. Clients choosing to participate were then referred to the author, who explained the study to the clients and set up an appointment for the interview. Upon arrival for the interview, the author explained the study again by reading the informed consent form to the client, offering to answer any questions and asking the client to sign the informed consent form (please see Appendix A). The author then proceeded to help the client fill out a brief survey regarding employment retention barriers they had faced. Based upon those answers, an in-depth interview was conducted about the identified barriers and what services the WoRC Program might have provided to help resolve them. A total of twenty-one clients, approximately ten percent of the caseload at that time, chose to participate in the study. The results included information regarding specific barriers that interfered with the client's ability to hold a job, as well as suggestions for new services that would help resolve those barriers.

2.1.3 Questions

After consultation with WoRC Program management and staff, study one was designed to provide an answer to the following questions:

1. What are the specific reasons why Missoula TANF recipients are failing to retain their jobs and consequently return to the WoRC Program?
2. What do Missoula TANF recipients believe will assist them with retaining their employment in the future?

2.1.4 Design

The qualitative methodology was selected for study one in order to allow for in-depth information to be gathered from the clients regarding both the barriers they faced and their ideas for program improvement. The survey and interview format facilitated collection of detailed and nuanced information, in an unhurried atmosphere. This approach gave clients sufficient time to consider the questions and develop thoughtful and insightful answers, which in turn led to the collection of more accurate data, which ultimately resulted in more genuinely useful information for making program improvements.

2.1.5 Subject Sampling

Criteria for inclusion in study one was as follows: WoRC clients age eighteen or older, who have been on TANF at least one time prior to the current enrollment (including TANF that may have been previously received in another state). The criterion regarding prior enrollment was chosen to ensure that all study participants had some history of cycling in and out of the TANF program. A sample size of approximately 30 to 60 was the goal. A total of 44 referrals were

made to the study. An actual sample size of 21 was obtained. The participation rate was approximately 48%. For comparison purposes, when the WoRC Program began life skills classes, the participation rate was typically 50%. The sample size represented approximately 10% of the average monthly WoRC Program caseload. The average monthly caseload during the study was approximately 200. The sample size and the participation rate demonstrated that the study was successful in obtaining data from an adequate number of program participants for the purposes of the study. It is also important to acknowledge, however, that the results were restricted to the Missoula WoRC Program population only, and cannot be generalized to any other welfare-to-work program.

The study was conducted strictly with volunteers and every effort was made to mitigate the power differential that exists between any government program and the clients it serves. Safeguards were built in to the study, to reduce the risk and discomfort to the participants to the most minimal level possible. No participants experienced an adverse impact from participation in the study. No one complained about their study experience during or after their study interview. Those clients who opted to decline participating were allowed to do so without any adverse action being taken against them whatsoever. Neither staff nor management was advised as to which clients chose to participate and which ones opted out. The identities of the clients were known only to the researchers.

2.1.6 Data Collection and Recording

Study one data were collected directly from clients via personal interviews and the completion of a brief survey. The data was then recorded in both

frequency count and percentage tables, as well as in an aggregate compilation of client comments and suggestions.

The time frame for study one was September 26, 2005 – December 2, 2005, a period of approximately ten weeks. The study addressed the research questions using survey and interview methodologies. The initial screening instrument listed the following possible major issues a client may have experienced that led to a job loss: family; domestic violence; housing; finances; legal; transportation; medical; mental health; addiction; worksite issues; and other. The study was carried out in-house due to confidentiality concerns and the level of expertise needed to fully understand the client's issues. The Montana Department of Public Health and Human Services, as well as the Montana Department of Labor and Industry both had strict rules for who was allowed access to the information regarding welfare recipients. An outside researcher would not have been afforded the same access to clients as employees of the Missoula WoRC Program. Additionally, in order to gather useful data, the researcher had to be seasoned in the front-line realities of the welfare-to-work client population in order to focus on the research questions, rather than on a personal reaction to anything the clients decided to share or how they chose to say it. Several other safeguards were built into the study. No physical, psychological or chemical dependency evaluations were done. Names were not recorded and responses were compiled on an aggregate basis. Individual client responses were not reported back to their WoRC Case Manager or management. The author interviewed all clients except for her own, who were

interviewed by another staff member, to ensure confidentiality and the integrity of the process.

The protocol for conducting the interview was as follows. When the client arrived for the interview, the researcher explained the study and asked if the client was interested in participating. If the client chose to participate, the author read to them or had them read if they were able, the informed consent form (please see Appendix A). The author answered any questions the client had. The author made certain the client understood the study and asked the client to sign the informed consent form prior to proceeding with the interview. The client had the ability to opt out at any point in time, including during the interview. Each interview began with a brief survey (please see Appendix B), to identify major reasons for their job loss in the past. Details of those reasons were explored in detail and the participant was asked what the WoRC program might have done at the time to prevent the job loss. At the conclusion of the interview, the author thanked the client for their time and participation.

2.1.7 Data Analysis

Study one results are reported according to the total group as well as sub-groups. Frequencies are reported as both count and percentage, in a contingency table format, including: master list of issues contributing to job loss; demographic information; influence of age on job retention; length of time jobs are kept; number of jobs in last 1-3 years; influence of choice on cycling; influence of seasonal work on cycling; influence of children's ages on cycling; influence of ethnicity on cycling; and length of time since the last job was held.

The data were analyzed so that priority factors could be targeted for intervention, to help the greatest number of clients possible and maximize available resources.

CHAPTER THREE
STUDY ONE: RESULTS

3.1 Study One Client Survey and Follow-Up Interview Results

3.1.1 Client Demographic Characteristics

3.1.1.1 Study One Group Characteristics

The study one group was comprised of 71% females and 62% Caucasians, with the others being Native American. The majority of clients (86%) were in the 20-49 age range, with a median of approximately 30 years of age.

3.1.1.2 Family Characteristics

The majority of clients (88%) had children under age 18.

3.1.1.3 Prior TANF Involvement

All clients had been on TANF prior to study one, either in Montana or another state.

3.1.2 Client Work / Employment History and Characteristics

3.1.2.1 Job Issues

At the time of the study, one third of study one clients were employed. Later on, it was determined at the time of study two that 76.2% of study one clients were employed.

Nearly half (48%) were last employed 4-12 months prior.

Over half the clients (63%) kept their last job for less than 6 months. An additional 14% kept their last job for 6-12 months.

Pre-study clients lost a median number of 2 jobs in the previous 1-3 years (33%).

3.1.2.2 Factors Contributing to Job Loss

The majority of study one clients (86%) stated that they did not lose their jobs due to seasonal employment reasons.

Clients unanimously stated that they did not voluntarily quit their jobs for the purpose of returning to the WoRC Program.

Rank Ordering of Issues Contributing to Job Loss

Master List of Issues Contributing to Job Loss		
Issues	Count	%
<i>Note: percentages will not equal 100 because each client was asked to choose all reasons leading to job loss.</i>		
Family	9	43
Medical	7	33
Other (i.e. attitude problems; boredom)	7	33
Mental Health	6	29
Work site (i.e. conflict with supervisor)	6	29
Legal (civil or criminal)	4	19
Addiction (drug or alcohol)	3	14
Transportation	3	14
Financial (credit or debt problems)	3	14
Domestic Violence	2	10
Housing	2	10

3.1.3 Client Suggestions for WoRC Program

Study one clients recommended three primary services that could be offered to help with all aspects of the work adjustment process: life skills classes; job coaching; and supportive services (i.e. clothing and gas vouchers) after TANF ended.

CHAPTER FOUR

STUDY ONE: CONCLUSIONS

4.1 Summary and Conclusions

In conclusion, study one was successful in answering the research questions. The results of study one indicated why clients were losing their jobs and what services WoRC could provide to help them maintain employment. The results showed that there were five primary reasons participants lost their jobs: family issues; medical problems; other issues (i.e., attitude problems); mental health disorders; and worksite issues (i.e., conflict with supervisors). The results also indicated that the clients believed the WoRC Program did an excellent job helping them find work, but then left them without any support for adjusting to the new job. Clients were clear about wanting post-employment services such as life skills classes, job coaching and post-TANF supportive services. They felt that post-employment services would fill in a gap in the services the WoRC Program currently offers and would help them adjust to work and resolve any issues that may arise. They expressed a strong desire to successfully maintain employment, stay off TANF and become self-sufficient for the long-term.

Overall, the results of study one may have been influenced by the composition of the clients who chose to participate. Proportionately more males opted to participate in the study one group than were generally found in the WoRC program. The all volunteer nature of the sample may have led to interviewing only those clients who were particularly compliant and engaged in the WoRC Program in general. Perhaps another reason why the results turned out the way they did is because of the Hawthorne effect. It may be that the clients were engaged in the research process because they knew they were part

of a “special” group and were being given special attention in a completely different format than the usual weekly case management appointment. It may have been that the clients were especially forthcoming about their issues because for the purposes of the research study, they were seen more as consultants, not clients. In this special role, they may have enjoyed being seriously asked their opinion and being given the chance to collaboratively help shape the future of the WoRC Program. Finally, it may be that by not reporting their answers to their case worker or management, and by assuring them they could not be sanctioned, clients may have been more willing to open up and be candid with their answers to the research questions. Regardless of the reasons, study one clients improved from 33% being employed at the time of study one, to 76.2% being employed at the time of study two.

CHAPTER FIVE

STUDY TWO: METHOD

5.1 Research Methodology of Study Two

5.1.1 Design Overview

A quantitative methodology was utilized for study two. Existing program data (secondary data) were statistically analyzed to determine how many clients gained employment, and, what the traits of those clients were. This chapter includes information on the research questions, hypotheses, sample and data analysis of study two.

5.1.2 Procedures

Study two was conducted solely by the author. Permission to conduct the study was obtained from Missoula WoRC Program management, the author's dissertation committee and The University of Montana Institutional Review Board, prior to starting the research. Information regarding client participation in services offered by the WoRC Program was kept by management in an Excel spreadsheet, by fiscal year. The Montana DPHHS central office specified which services they wanted tracked and included on the spreadsheet. Not all services offered by the WoRC Program were included on the spreadsheet, nor was any information on employment barriers.

Clients who were included in study two met criteria that matched study one, which was: age 18 or older; on welfare at least one time in the past; and enrollment in the Missoula WoRC Program during September 1, 2005 to November 30, 2005. The Excel spreadsheet described above was edited to include only those clients who met the study one / study two criteria. There were 166 clients who met the criteria and were included in study two. Comparing

study one clients to study two clients allowed for a truer comparison between groups, because they shared the same basic characteristics (age 18 or over, on TANF at least one time in the past, participating in the WoRC Program during the same period of time). The entire client population of 166 clients who met the study criteria used in study one represented approximately three-fourths of the entire Missoula WoRC Program caseload during the time of study one (September 2005 through December 2005). A second copy of the Excel spreadsheet described above was edited to include only the original sample of twenty-one clients who participated in study one. Both spreadsheets were expanded to include services offered by the WoRC Program, but not previously tracked in Excel. Information on those services was found in class attendance sheets and sub-program rosters and was entered on the expanded tracking sheet accordingly. Both spreadsheets were expanded to include the barriers the clients encountered. Information on those barriers was found in each client's individual hard file, on the barrier reduction form they filled out at intake. Both spreadsheets were edited to remove client names and case numbers. Clients were assigned a study number to protect their identity. Only the author preliminarily knew the study participant's identities. Due to the information contained in the hard files that needed to be entered on the expanded tracking sheet, the author had to preliminarily know the identity of the clients in order to gather the necessary data. Barrier information could not have been included without accessing individual hard files for review and data entry. Once the hard file information was entered on the expanded tracking sheet and client names

and case numbers were removed, all information was analyzed on an aggregate, anonymous basis. Due to confidentiality policies, no person outside the WoRC program was allowed access to client identities or individual case information. Due to staffing and security constraints, management decided that the author was the only staff member allowed to conduct the post-study. After the Excel spreadsheet was edited and expanded, it was exported to and converted in SPSS 14.0 Graduate Pack software. SPSS was used to analyze the data that was gathered.

Based upon the large number of variables (90), and in consultation with the statistical expert on the dissertation committee, t-ratio and chi-square tests were initially performed to determine which of those variables significantly correlated with the Study One Group indicator. Those statistically significant correlates of the Study One Group were next included in Block 1 of an initial logistic regression run in which the (simultaneous) Entry method was performed to determine which of those remained as statistically significant predictors of the Study One Group indicator. Those variables were: female; sanction; TANF 4+ months; Job Search; medical; current domestic violence; and final status of case.

Subsequently, the Study One Group indicator and its significant correlates were entered as Block 1 of run 2 of the first phase of a logistic regression run that predicted the clients who gained employment. The second phase of this logistic run used a stepwise method of inclusion/deletion based on a variable's Likelihood Ratio (LR). This procedure allowed the Block 1 variables to be either dropped, if not significantly related to client employment, or retained if they

continued to significantly predict employment. Thus, to attain a final logistic regression model, the Study One Group indicator and its correlates were allowed to directly compete against each other as well as with the entire pool of variables in correctly predicting client employment. The pool of potential predictor variables included barriers the clients faced, services that were provided to them and client status in the program (i.e. whether or not they had been sanctioned). Finally, a linear regression was performed, to determine the monthly wage level of the clients who did gain employment.

5.1.3 Questions and Related Hypotheses

After conducting a preliminary literature review and holding extensive discussions with Missoula WoRC Program management and staff, the following broad research questions were formulated:

1. Did the Missoula WoRC Program help clients get a job? If so, what specific services helped with obtaining employment?
2. Were there any barriers that interfered with clients obtaining employment?
3. If the WoRC Program helped clients get a job, did it help them get a better paying job?
4. Did the Study One Group clients obtain employment to any different extent than did their WoRC Program peers? If so, were there gender differences in the clients who gained employment?

5. What were the monthly earnings of those clients who did obtain employment and what factors predicted the level of those earnings?

These research questions were then used to formulate the following hypotheses:

H₁: There will be a positive relationship between client participation in the WoRC Program and gaining employment.

H₂: There will be a negative relationship between barriers and gaining employment.

H₃: There will be a positive relationship between WoRC Program participation and higher than minimum wages being paid.

H_{4.1}: There will be a positive relationship between Pre-Study group membership and employment.

H_{4.2}: Females will be more likely than males to obtain employment.

H₅: Some WoRC study variables will be significantly related to the level of monthly income of clients who gained employment.

5.1.4 Design

The quantitative methodology was selected for study two in order to allow for a comprehensive statistical analysis and modeling of the extensive amount of WoRC Program data that already existed. The Excel tracking sheets had been kept for years but never analyzed. Other data was dispersed throughout other forms of documentation kept for program purposes. Some program data was kept in numeric format, some was in text format, some was in one central

location, some was distributed in various sub-program rosters and some existed within individual client files. This necessitated selecting a methodology that would allow the divergent formats to be unified into one sensible whole. Using the SPSS format facilitated compiling and coding various types of program data into one cohesive document for statistical analysis. This in turn led to the generation of more useful data, which ultimately resulted in more accurate results for making program improvements.

5.1.5 Subject Sampling

A roster of all Missoula WoRC Program clients was maintained by fiscal year in a Microsoft Excel spreadsheet. At the end of May 2006 (six months past the time the pre-study concluded), the author reviewed the Excel sheet and selected only those clients that matched the parameters of the pre-study, to create a comparative sample pool for the post-study of 166. There were 145 clients that met the criteria. The entire study population of 166 was small enough that all 145 of the cases could be analyzed, along with the 21 study one group clients.

5.1.6 Data Collection and Recording

Study two data was collected from the Microsoft Excel main tracking sheet, class attendance rosters, the Work Experience and Accelerated Employment Services tracking sheets, the Employment Project attendance sheets and individual client hard files. The time frame for data collection was six months past the end of study one (May 31, 2006). While initially compiled on a Microsoft Excel spreadsheet, the data was then converted in SPSS Graduate

Pack version 14.0, for ease of data analysis and accuracy of results. There was no new data to record. The data used in study two already existed in the computer system and hard files, and just needed to be assembled into one electronic document for analysis. The ninety variables, which include a number of “dummy” variables to further refine the analysis are listed in Appendix D.

5.1.7 Data Analysis

Study two results are reported below for both the logistic and linear regressions. Descriptive information is reported as frequencies and the regression results are reported as statistically significant variables, with accompanying explanations.

CHAPTER SIX
STUDY TWO: RESULTS

6.1 Results of Study Two

Study two results are presented in the following sections: study one v non-study-one comparisons; logistic regression (run 1, run 2 - initial model, run 2 - final model); and stepwise linear regression. Logistic regression was utilized to determine which variables were statistically significantly related to pre-study participation, and, gaining employment. Linear regression was utilized to determine which variables were statistically significantly related to monthly gross income. Further details can be found in Appendix E (logistic regression) and Appendix F (linear regression).

6.1.1 Study One v Non-Study-One Client Comparisons

The original 21 study one clients were compared to their 145 non-study-one peers. The results of how study one clients fared compared to their non-study-one peers gaining employment are reported in crosstab and chi-square format as follows.

Gained Employment * Original 21

Crosstab

			Original 21		
			No, Not Included in Study One	Yes, Included in Study One (Original 21 clients)	Total
Gained Employment	No, Did Not Gain Employment	Count	78	5	83
		% within Gained Employment	94.0%	6.0%	100.0%
	Yes, Gained Employment	% within Original 21	53.8%	23.8%	50.0%
		Count	67	16	83
		% within Gained Employment	80.7%	19.3%	100.0%

Total	% within Original 21	46.2%	76.2%	50.0%
	Count	145	21	166
	% within Gained Employment	87.3%	12.7%	100.0%
	% within Original 21	100.0%	100.0%	100.0%

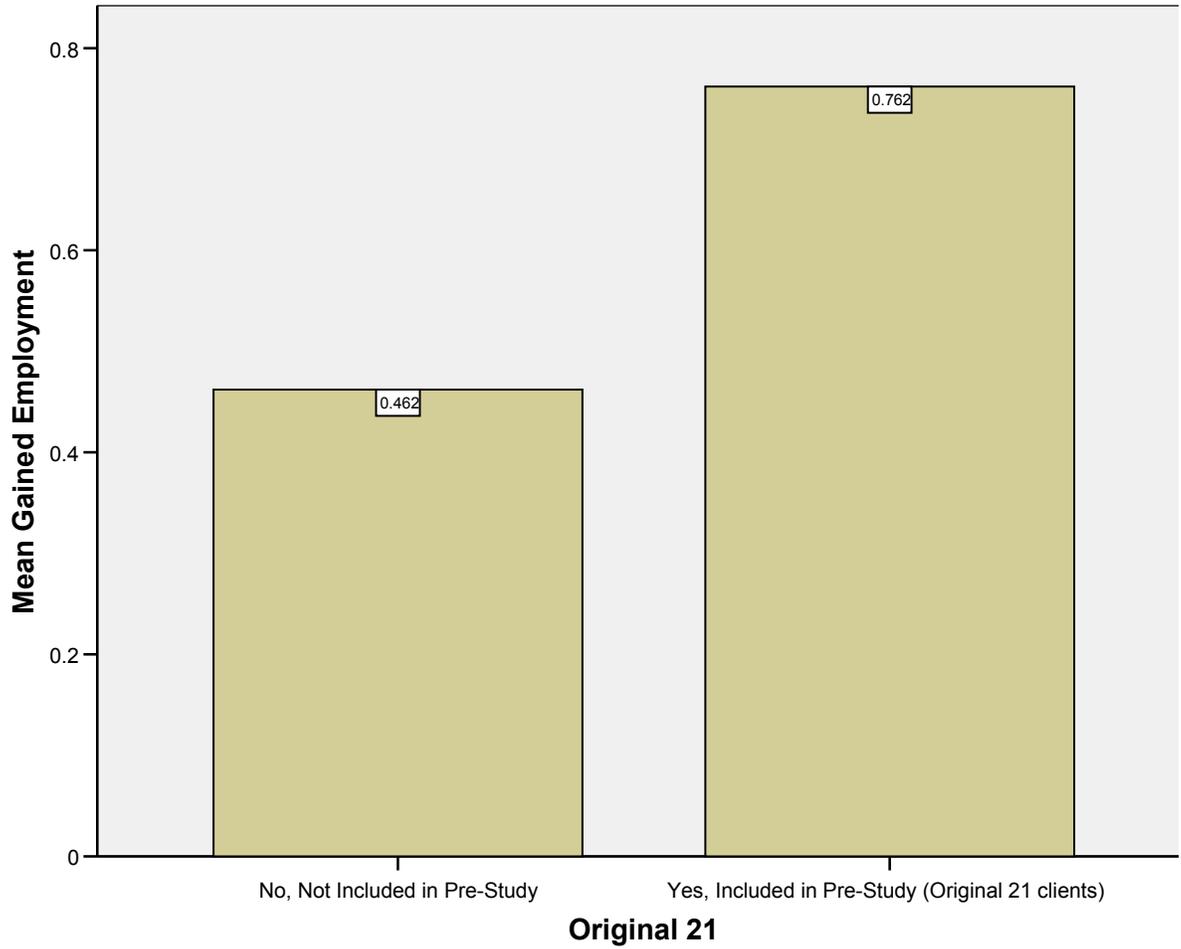
Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	6.596(b)	1	.010		
Continuity Correction(a)	5.452	1	.020		
Likelihood Ratio	6.895	1	.009		
Fisher's Exact Test				.018	.009
Linear-by-Linear Association	6.557	1	.010		
N of Valid Cases	166				

a Computed only for a 2x2 table

b 0 cells (.0%) have expected count less than 5. The minimum expected count is 10.50.

Summary results for gained employment were: 76.2% of study one clients gained employment, versus 46.2% of non-study-one clients.



The results for what were later determined by logistic regression to be the statistically significant variables related to study one are reported here in crosstab and chi-square format. The statistically significant variables were: female; sanction; TANF 4+ months; Job Search; medical; current domestic violence; and final status.

Gender * Original 21

Crosstab

			Original 21		Total
			No, Not Included in Study One	Yes, Included in Study One (Original 21 clients)	
Gender	Male	Count	21	7	28
		% within Gender	75.0%	25.0%	100.0%
		% within Original 21	14.5%	33.3%	16.9%
	Female	Count	124	14	138
		% within Gender	89.9%	10.1%	100.0%
		% within Original 21	85.5%	66.7%	83.1%
Total		Count	145	21	166
		% within Gender	87.3%	12.7%	100.0%
		% within Original 21	100.0%	100.0%	100.0%

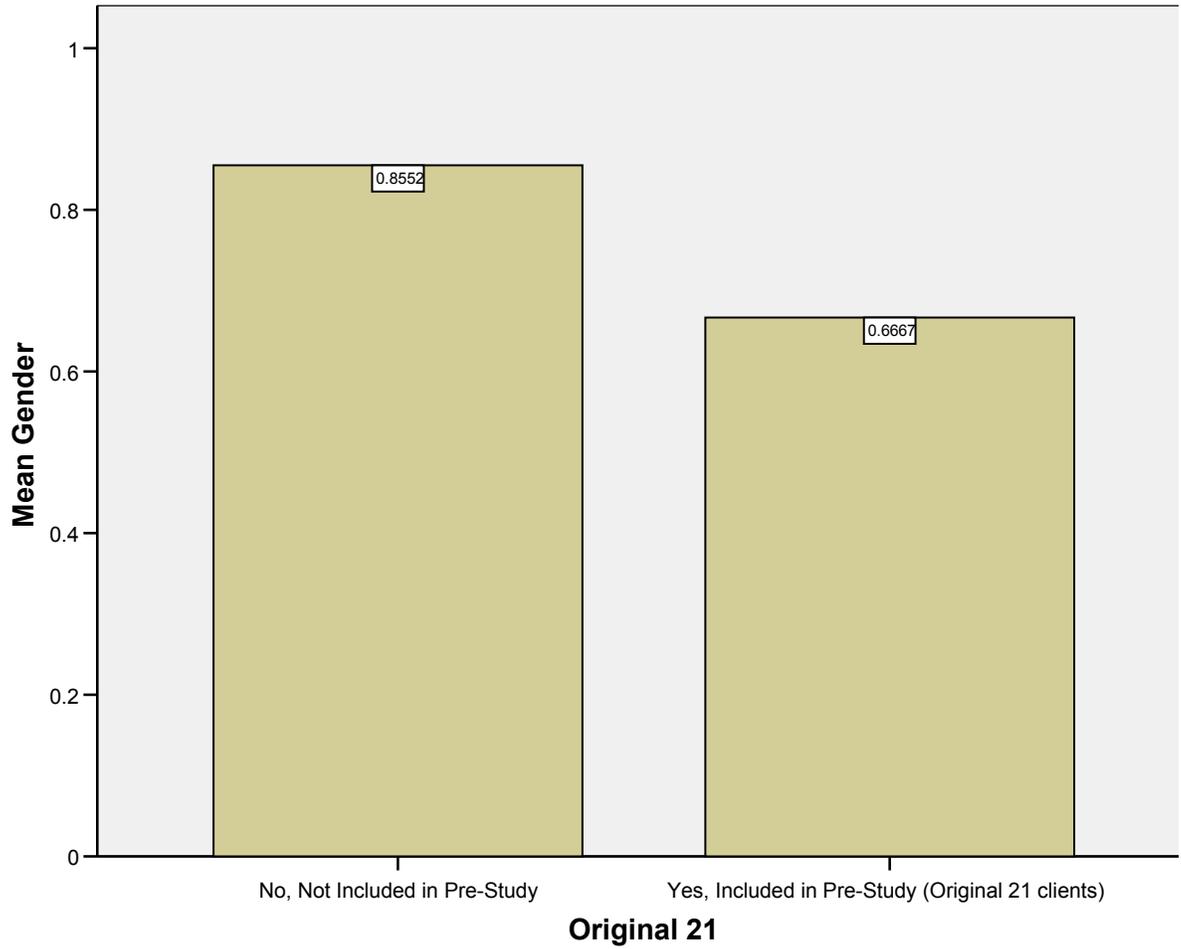
Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	4.648(b)	1	.031		
Continuity Correction(a)	3.401	1	.065		
Likelihood Ratio	3.968	1	.046		
Fisher's Exact Test				.055	.039
Linear-by-Linear Association	4.620	1	.032		
N of Valid Cases	166				

a Computed only for a 2x2 table

b 1 cells (25.0%) have expected count less than 5. The minimum expected count is 3.54.

Summary gender results were as follows: 66.7% of study one clients were female, versus 85.5% of non-study-one clients.



Final Status of Case * Original 21

Crosstab

			Original 21		
			No, Not Included in Study One	Yes, Included in Study One (Original 21 clients)	Total
Final Status of Case	Remained Open at the Time Study Ended	Count	21	8	29
		% within Final Status of Case	72.4%	27.6%	100.0%
		% within Original 21	14.5%	38.1%	17.5%
	Closed at the Time	Count	124	13	137

Total	Study Ended (6/30/06)	% within Final Status of Case	90.5%	9.5%	100.0%
		% within Original 21	85.5%	61.9%	82.5%
		Count	145	21	166
		% within Final Status of Case	87.3%	12.7%	100.0%
		% within Original 21	100.0%	100.0%	100.0%

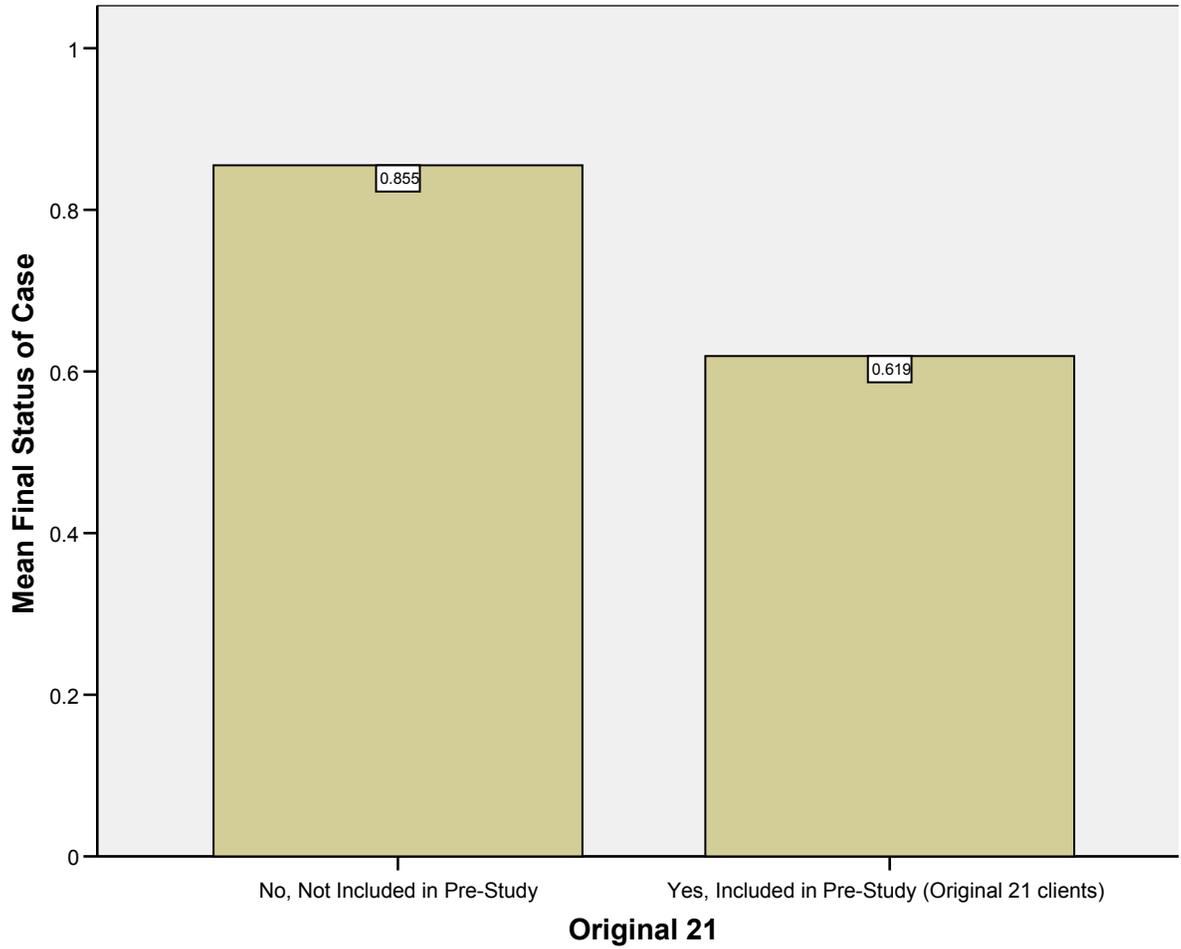
Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	7.093(b)	1	.008		
Continuity Correction(a)	5.550	1	.018		
Likelihood Ratio	5.939	1	.015		
Fisher's Exact Test				.014	.014
Linear-by-Linear Association	7.051	1	.008		
N of Valid Cases	166				

a Computed only for a 2x2 table

b 1 cells (25.0%) have expected count less than 5. The minimum expected count is 3.67.

Summary results of final status: 38.1% of study one clients remained open at the time the study ended, versus 14.5% of non-study-one clients.



TANF4+ Months * Original 21

			Original 21		
			No, Not Included in Study One	Yes, Included in Study One (Original 21 clients)	Total
TANF4+ Months	1-3 months on TANF	Count	93	6	99
		% within TANF Months	93.9%	6.1%	100.0%
		% within Original 21	64.1%	28.6%	59.6%
		% of Total	56.0%	3.6%	59.6%
	4+ months on TANF	Count	52	15	67
		% within TANF Months	77.6%	22.4%	100.0%
		% within Original 21	35.9%	71.4%	40.4%

Total	% of Total	31.3%	9.0%	40.4%
	Count	145	21	166
	% within TANF Months	87.3%	12.7%	100.0%
	% within Original 21	100.0%	100.0%	100.0%
	% of Total	87.3%	12.7%	100.0%

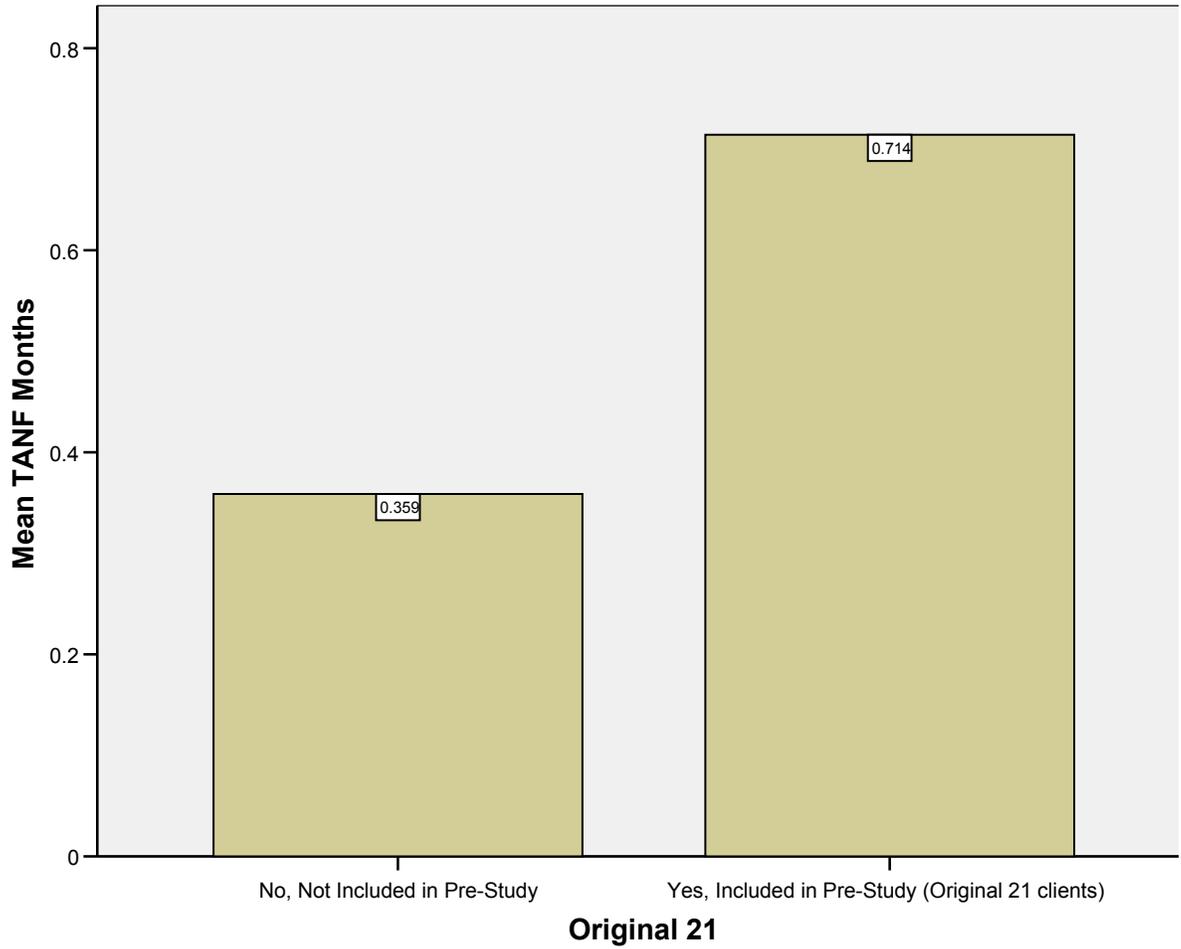
Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	9.640(b)	1	.002		
Continuity Correction(a)	8.219	1	.004		
Likelihood Ratio	9.530	1	.002		
Fisher's Exact Test				.003	.002
Linear-by-Linear Association	9.582	1	.002		
N of Valid Cases	166				

a Computed only for a 2x2 table

b 0 cells (.0%) have expected count less than 5. The minimum expected count is 8.48.

Summary results of TANF months used: 71.4% of study one clients used 4+ months of TANF, versus 35.9% of non-study-one clients.



Sanction History * Original 21

Crosstab

			Original 21		
			No, Not Included in Study One	Yes, Included in Study One (Original 21 clients)	Total
Sanction History	Not Sanctioned	Count	116	21	137
		% within Sanction History	84.7%	15.3%	100.0%
		% within Original 21	80.0%	100.0%	82.5%
	Sanctioned At Least Once Before	Count	29	0	29
		% within Sanction History	100.0%	.0%	100.0%
		% within Original 21	20.0%	.0%	17.5%

Total	Count	145	21	166
	% within Sanction History	87.3%	12.7%	100.0%
	% within Original 21	100.0%	100.0%	100.0%

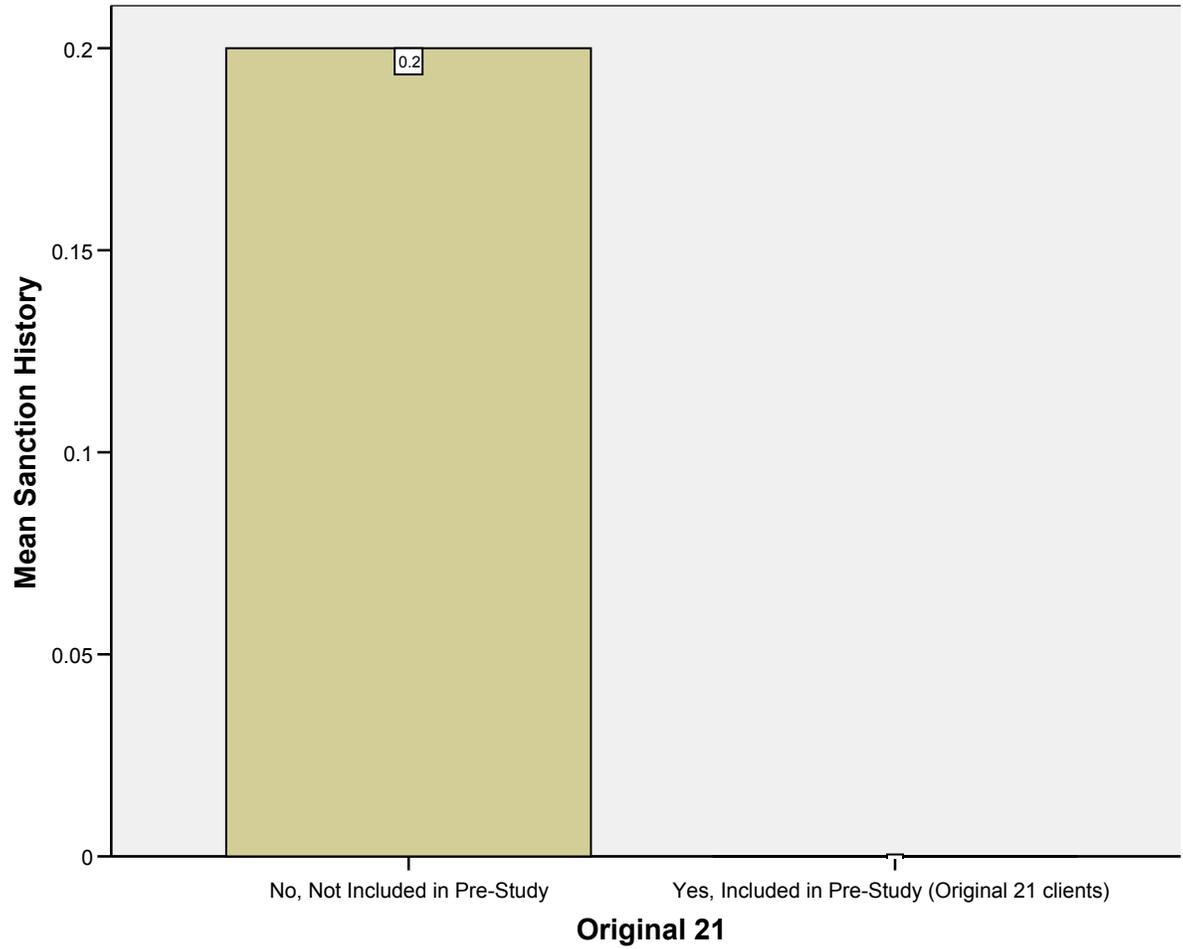
Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	5.089(b)	1	.024		
Continuity Correction(a)	3.796	1	.051		
Likelihood Ratio	8.685	1	.003		
Fisher's Exact Test				.027	.013
Linear-by-Linear Association	5.058	1	.025		
N of Valid Cases	166				

a Computed only for a 2x2 table

b 1 cells (25.0%) have expected count less than 5. The minimum expected count is 3.67.

Summary results of sanction history: 100% of study one clients had never been sanctioned, versus 80% of non-study-one clients.



Job Search * Original 21

Crosstab

			Original 21		Total
			No, Not Included in Study One	Yes, Included in Study One (Original 21 clients)	
Job Search	Not in Job Search	Count	132	14	146
		% within Job Search	90.4%	9.6%	100.0%
		% within Original 21	91.0%	66.7%	88.0%
Yes, in Job Search	Yes, in Job Search	Count	13	7	20
		% within Job Search	65.0%	35.0%	100.0%
		% within Original 21	9.0%	33.3%	12.0%

Total	Count	145	21	166
	% within Job Search	87.3%	12.7%	100.0%
	% within Original 21	100.0%	100.0%	100.0%

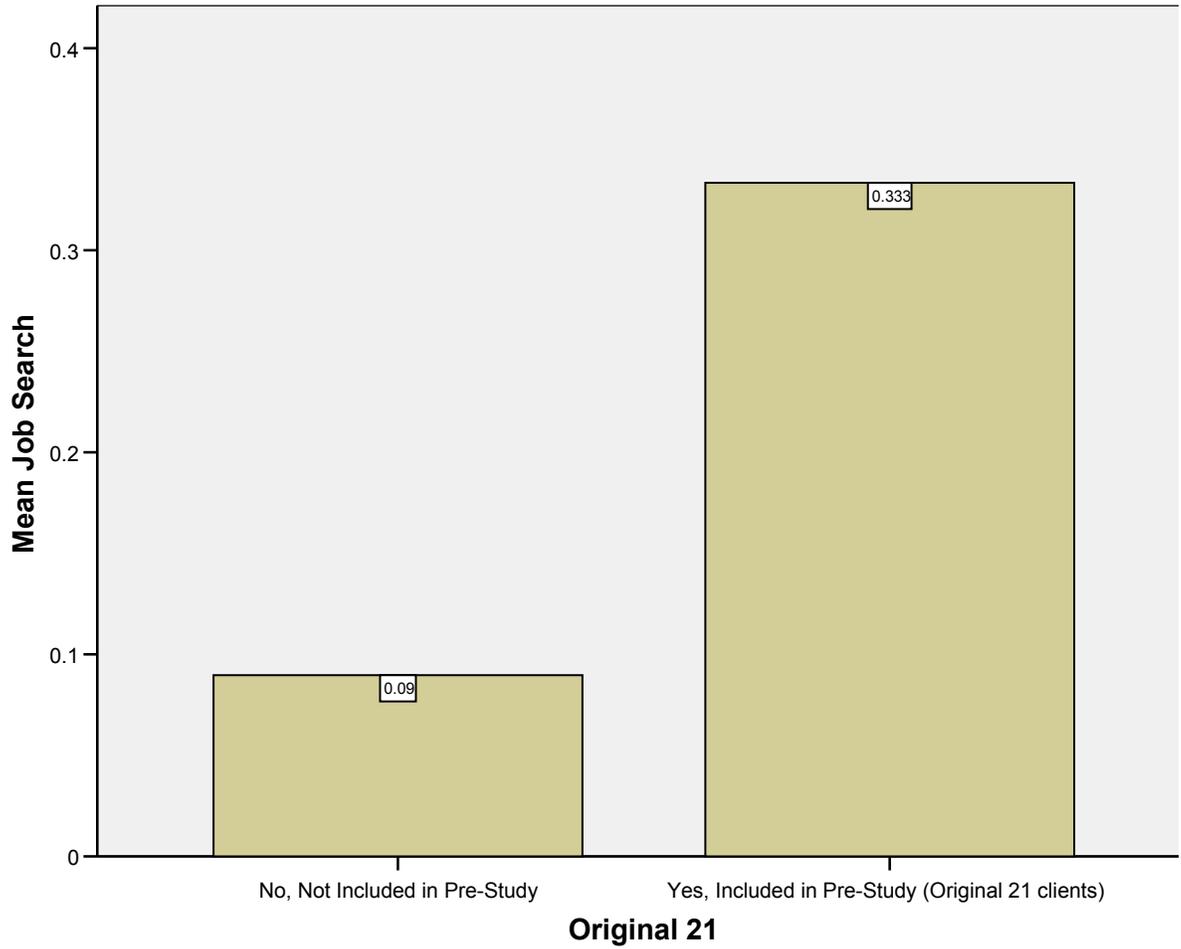
Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	10.279(b)	1	.001		
Continuity Correction(a)	8.108	1	.004		
Likelihood Ratio	7.900	1	.005		
Fisher's Exact Test				.005	.005
Linear-by-Linear Association	10.217	1	.001		
N of Valid Cases	166				

a Computed only for a 2x2 table

b 1 cells (25.0%) have expected count less than 5. The minimum expected count is 2.53.

Summary results of Job Search: 33.3% of study one clients were in Job Search, versus 9% of non-study-one clients.



Medical Issues * Original 21

Crosstab

			Original 21		
			No, Not Included in Study One	Yes, Included in Study One (Original 21 clients)	Total
Medical Issues	Never an Issue	Count	69	5	74
		% within Medical Issues	93.2%	6.8%	100.0%
		% within Original 21	47.6%	23.8%	44.6%
	Yes, Was an Issue, Either Now or in the Past	Count	76	16	92
		% within Medical Issues	82.6%	17.4%	100.0%
			52.4%	76.2%	55.4%

Total	Count	145	21	166
	% within Medical Issues	87.3%	12.7%	100.0%
	% within Original 21	100.0%	100.0%	100.0%

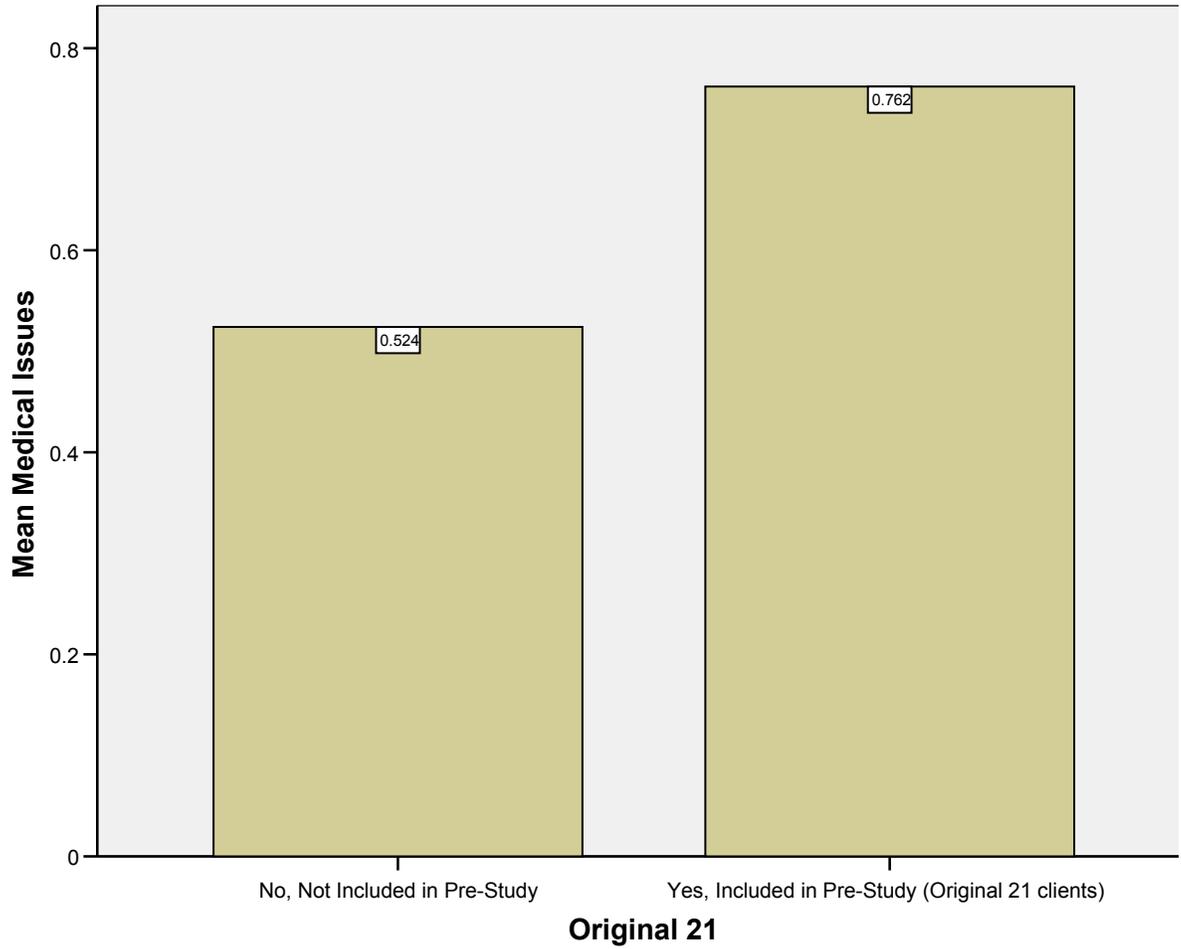
Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	4.197(b)	1	.040		
Continuity Correction(a)	3.290	1	.070		
Likelihood Ratio	4.442	1	.035		
Fisher's Exact Test				.059	.033
Linear-by-Linear Association	4.172	1	.041		
N of Valid Cases	166				

a Computed only for a 2x2 table

b 0 cells (.0%) have expected count less than 5. The minimum expected count is 9.36.

Summary results of medical issues: 76.2% of study one clients had medical issues, versus 52.4% of non-study-one clients.



Current DV * Original 21

Crosstab

			Original 21		
			No, Not Included in Study One	Yes, Included in Study One (Original 21 clients)	Total
Current DV	No, Not a Current Issue	Count	129	21	150
		% within Current DV	86.0%	14.0%	100.0%
		% within Original 21	89.0%	100.0%	90.4%
	Yes, Current Issue	Count	16	0	16
		% within Current DV	100.0%	.0%	100.0%
		% within Original 21	11.0%	.0%	9.6%

Total	Count	145	21	166
	% within Current DV	87.3%	12.7%	100.0%
	% within Original 21	100.0%	100.0%	100.0%

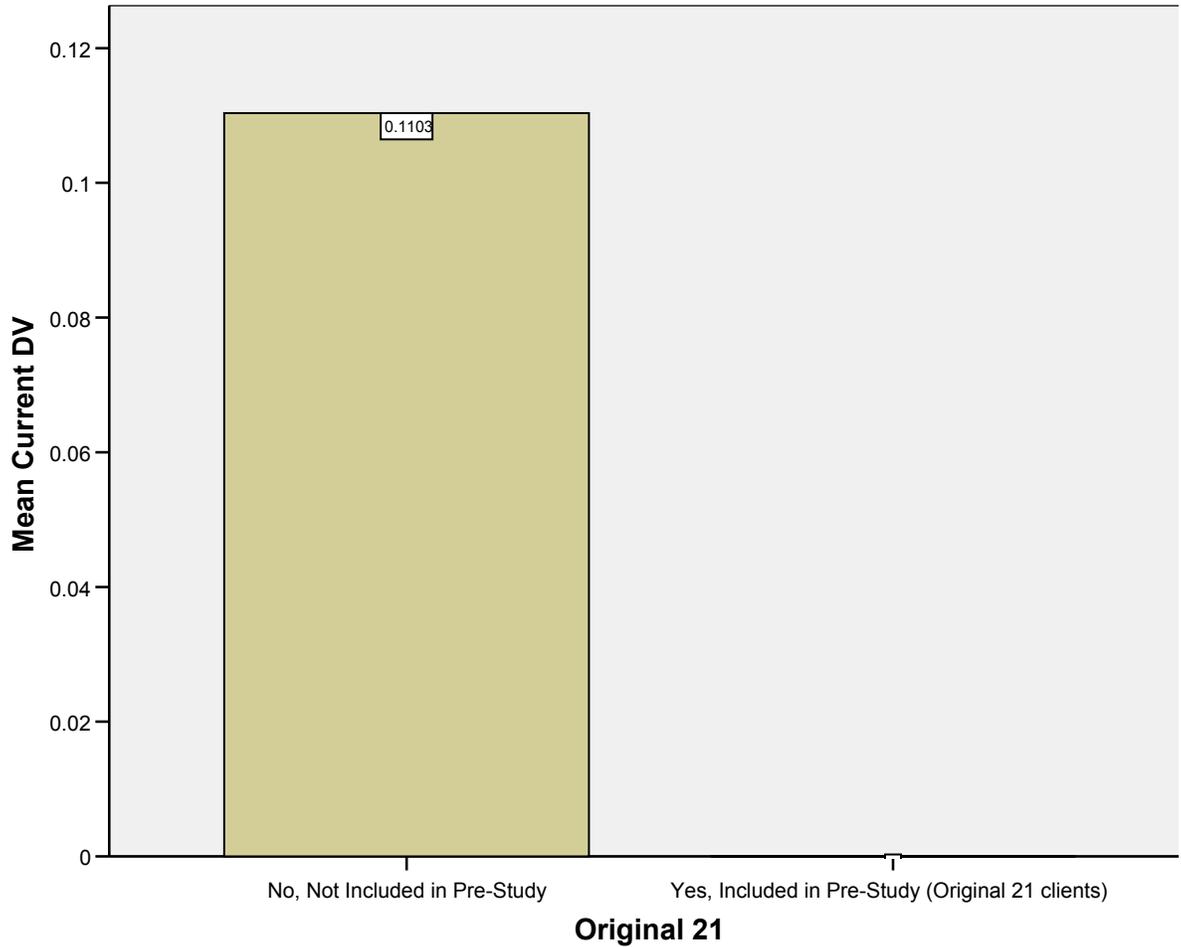
Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	2.564(b)	1	.109		
Continuity Correction(a)	1.454	1	.228		
Likelihood Ratio	4.568	1	.033		
Fisher's Exact Test				.227	.103
Linear-by-Linear Association	2.549	1	.110		
N of Valid Cases	166				

a Computed only for a 2x2 table

b 1 cells (25.0%) have expected count less than 5. The minimum expected count is 2.02.

Summary results for current domestic violence issues: 100% of study one clients were not currently experiencing domestic violence, versus 89.0% of non-study-one clients.



6.1.2 Logistic Regression

Ultimately, there were 9 variables determined by logistic regression to be statistically significantly related to gaining employment. The chi-square and crosstab results for 5 of those variables (pre-study, female, TANF 4+ months, final status and merit/sanction) were displayed in the section above. The chi-square and crosstab results for the other 4 variables (no STT, no LD, no DV, no CD) are displayed below.

Domestic Violence Issues * Original 21
Crosstab

			Original 21		Total
			No, Not Included in Study One	Yes, Included in Study One (Original 21 clients)	
Domestic Violence Issues	Never an Issue	Count	60	12	72
		% within Domestic Violence Issues	83.3%	16.7%	100.0%
		% within Original 21	41.4%	57.1%	43.4%
	Yes, Was an Issue, Either Now or in the Past	Count	85	9	94
		% within Domestic Violence Issues	90.4%	9.6%	100.0%
		% within Original 21	58.6%	42.9%	56.6%
Total	Count	145	21	166	
	% within Domestic Violence Issues	87.3%	12.7%	100.0%	
	% within Original 21	100.0%	100.0%	100.0%	

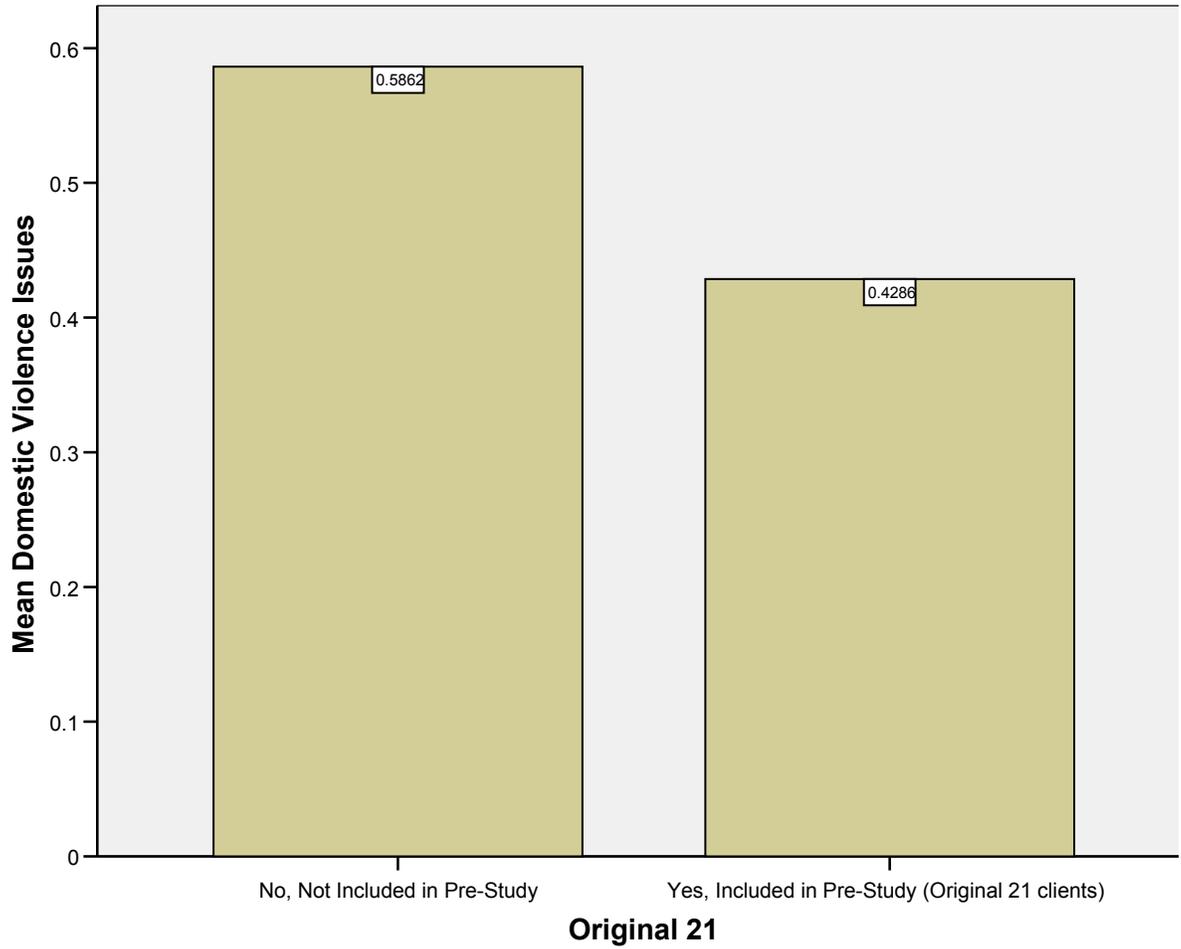
Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	1.856(b)	1	.173		
Continuity Correction(a)	1.270	1	.260		
Likelihood Ratio	1.838	1	.175		
Fisher's Exact Test				.239	.130
Linear-by-Linear Association	1.845	1	.174		
N of Valid Cases	166				

a Computed only for a 2x2 table

b 0 cells (.0%) have expected count less than 5. The minimum expected count is 9.11.

The summary results for domestic violence issues were: 57.1% of study one clients had never experienced domestic violence, versus 41.4% of non-study-one clients.



Chemical Dependency Issues * Original 21

Crosstab

			Original 21		Total
			No, Not Included in Study One	Yes, Included in Study One (Original 21 clients)	
Chemical Dependency Issues	Never an Issue	Count	76	8	84
		% within Chemical Dependency Issues	90.5%	9.5%	100.0%
	Yes, Was an Issue, Either Now or in the Past	% within Original 21	52.4%	38.1%	50.6%
		Count	69	13	82

Total	% within Chemical Dependency Issues	84.1%	15.9%	100.0%
	% within Original 21	47.6%	61.9%	49.4%
	Count	145	21	166
	% within Chemical Dependency Issues	87.3%	12.7%	100.0%
	% within Original 21	100.0%	100.0%	100.0%

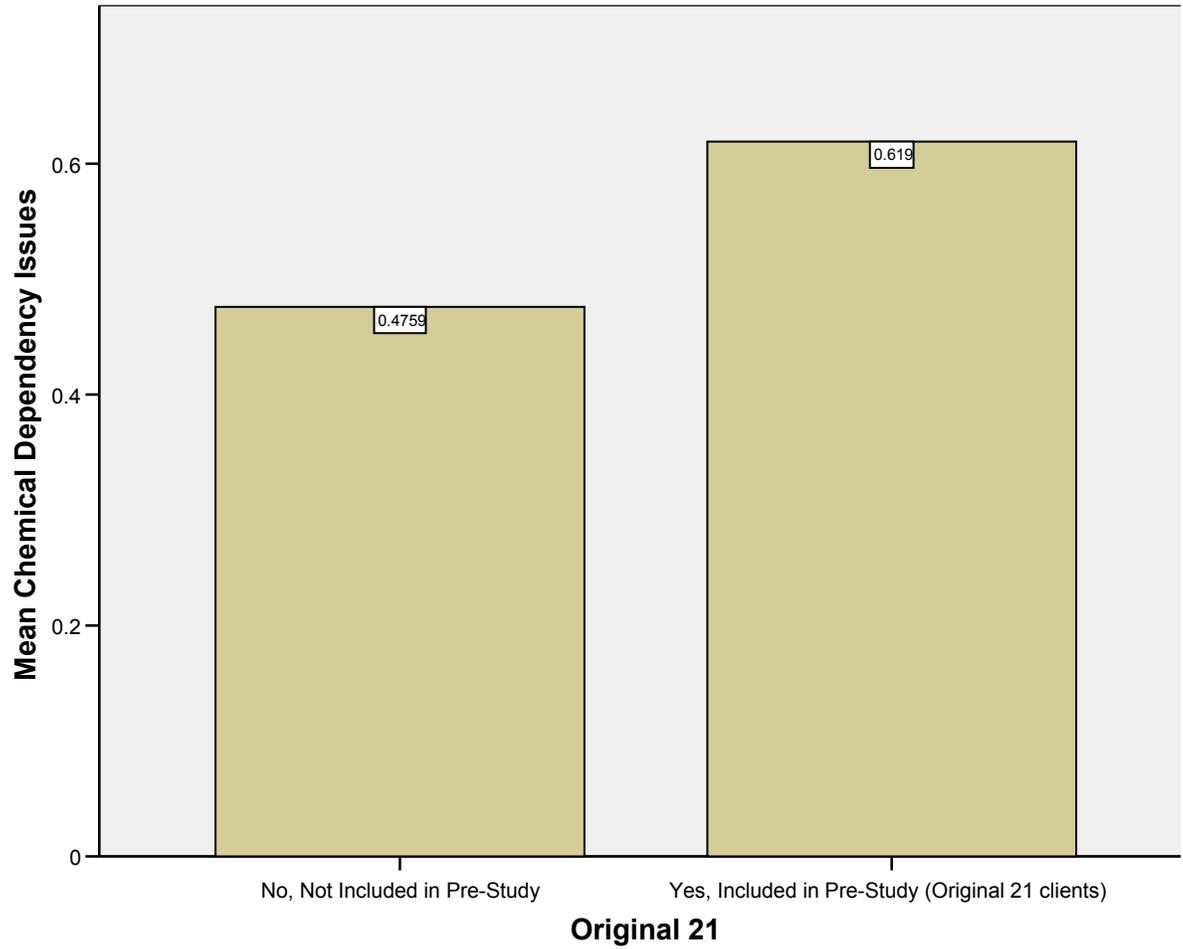
Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	1.505(b)	1	.220		
Continuity Correction(a)	.986	1	.321		
Likelihood Ratio	1.516	1	.218		
Fisher's Exact Test				.250	.160
Linear-by-Linear Association	1.495	1	.221		
N of Valid Cases	166				

a Computed only for a 2x2 table

b 0 cells (.0%) have expected count less than 5. The minimum expected count is 10.37.

Summary results of chemical dependency issues: 38.1% of study one clients had never experienced chemical dependency issues, versus 52.4% of non-study-one clients.



STT History * Original 21

Crosstab

			Original 21		
			No, Not Included in Study One	Yes, Included in Study One (Original 21 clients)	Total
STT History	Not in Short Term Training	Count	129	17	146
		% within STT History	88.4%	11.6%	100.0%
		% within Original 21	89.0%	81.0%	88.0%
	In Short Term Training	Count	16	4	20
		% within STT History	80.0%	20.0%	100.0%
		% within Original 21	11.0%	19.0%	12.0%

Total	Count	145	21	166
	% within STT History	87.3%	12.7%	100.0%
	% within Original 21	100.0%	100.0%	100.0%

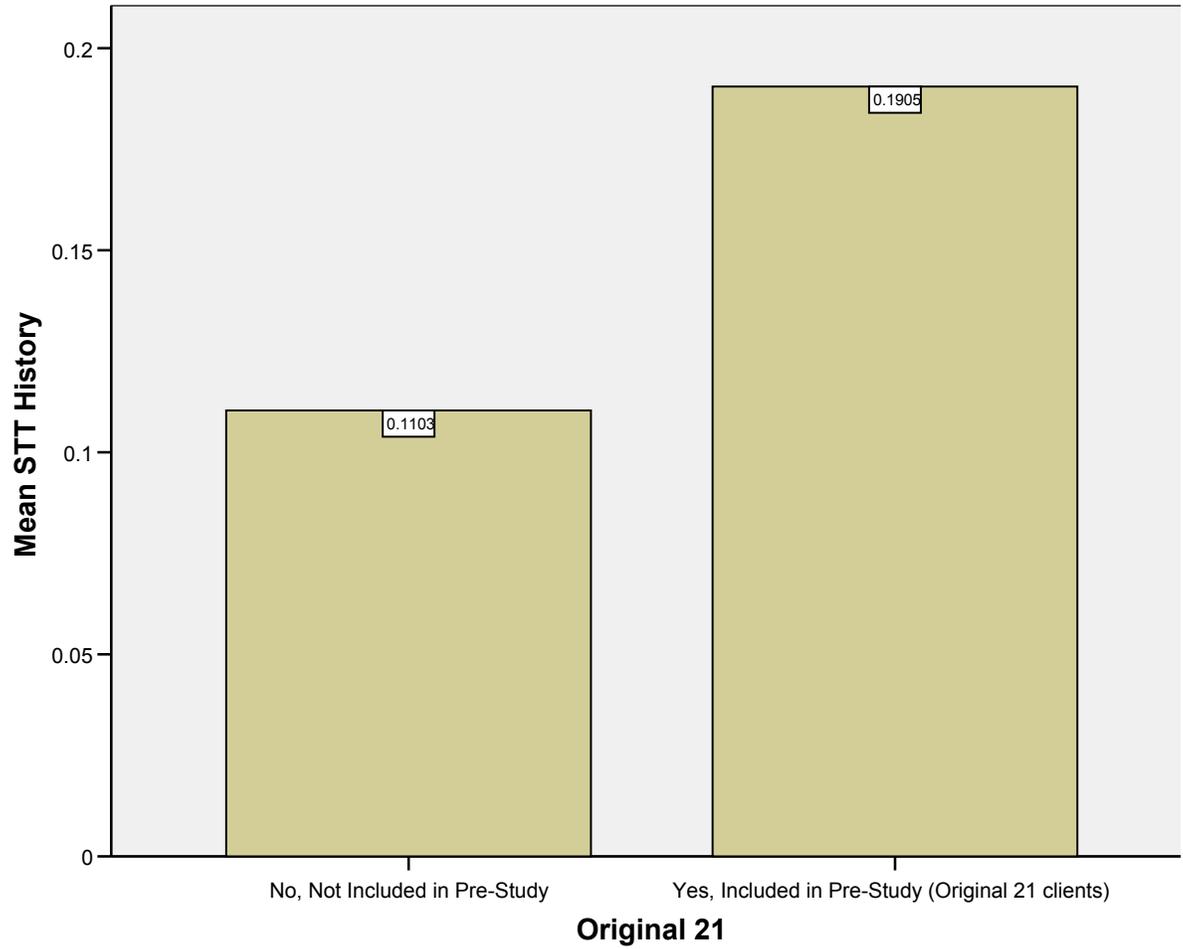
Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	1.112(b)	1	.292		
Continuity Correction(a)	.484	1	.487		
Likelihood Ratio	.989	1	.320		
Fisher's Exact Test				.288	.232
Linear-by-Linear Association	1.105	1	.293		
N of Valid Cases	166				

a Computed only for a 2x2 table

b 1 cells (25.0%) have expected count less than 5. The minimum expected count is 2.53.

Summary results of STT history: 81% of study one clients had not used any STT training months, versus 89.0% of non-study-one clients.



Learning Needs Level * Original 21

Crosstab

			Original 21		Total
			No, Not Included in Study One	Yes, Included in Study One (Original 21 clients)	
Learning Needs Level	Learning Needs Assessment Score Below Cut Off Point (12)	Count	114	13	127
		% within Learning Needs Level	89.8%	10.2%	100.0%
		% within Original 21	78.6%	61.9%	76.5%
	Learning Needs	Count	31	8	39

Total	Assessment Score At or Above Cut Off Point (12)	% within Learning Needs Level	79.5%	20.5%	100.0%
		% within Original 21	21.4%	38.1%	23.5%
		Count	145	21	166
		% within Learning Needs Level	87.3%	12.7%	100.0%
		% within Original 21	100.0%	100.0%	100.0%

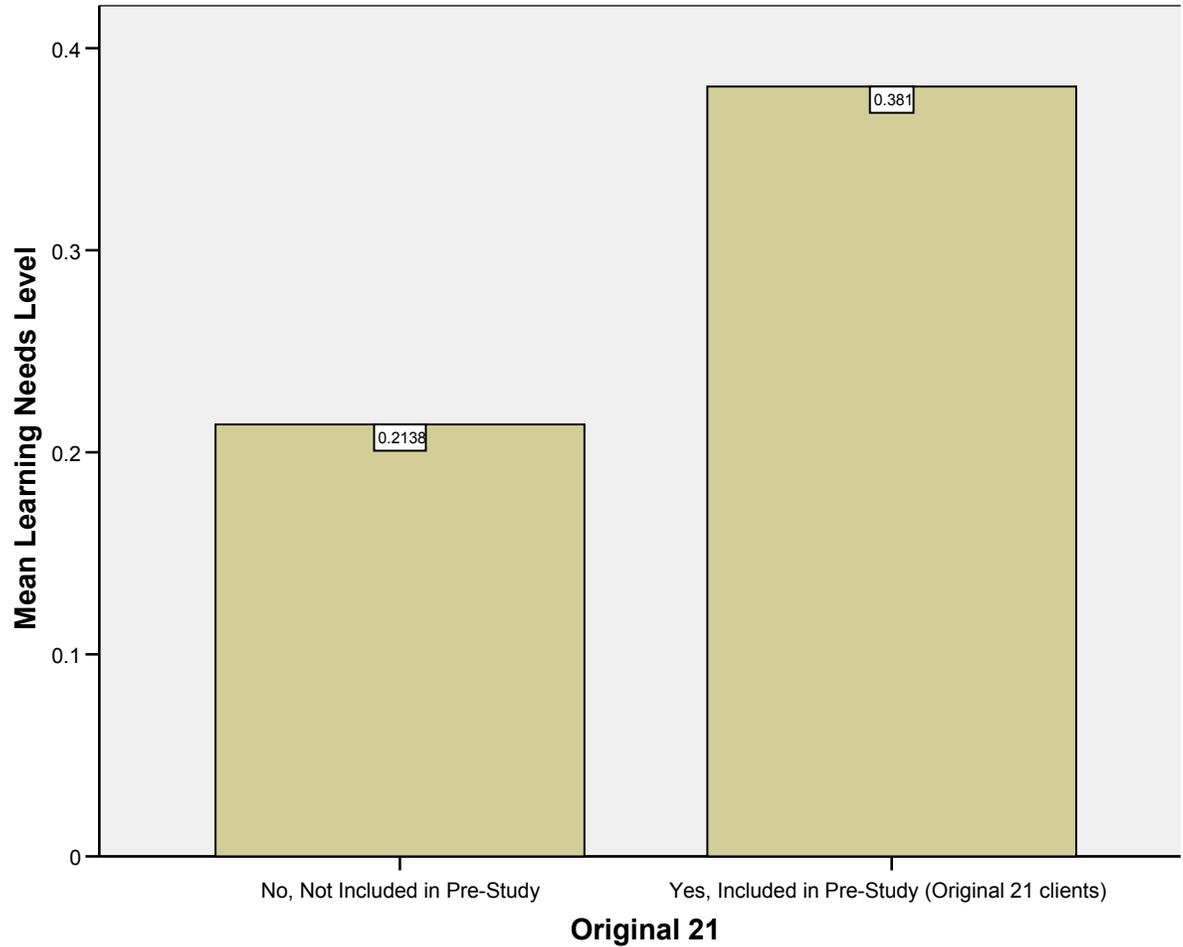
Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	2.852(b)	1	.091		
Continuity Correction(a)	1.997	1	.158		
Likelihood Ratio	2.596	1	.107		
Fisher's Exact Test				.103	.083
Linear-by-Linear Association	2.834	1	.092		
N of Valid Cases	166				

a Computed only for a 2x2 table

b 1 cells (25.0%) have expected count less than 5. The minimum expected count is 4.93.

Summary results of learning needs level: 61.9% of study one clients scored below the cutoff point of 12, versus 78.6% of non-study-one clients.



6.2.2.1 Run 1, Block 1 (Entry Method)

Logistic regression was used to analyze 166 cases, in which the value of the dependent variable was coded 1 to represent a study one client, and 0 to represent a non-study-one client. As demonstrated by t-ratio and chi-square tests run prior to the logistic regression, a list of 7 variables was identified as correlated with the pre-study group: female; sanction; TANF 4 Months; Job

Search; medical; domestic violence (current); and final status. Those 7 variables were entered in Run 1, Block 1 (Entry Method).

Block One: Variables in the Equation

a Variable(s) entered on step 1: Female, Sanction, TANFMos, JBS, Medical, DVCurrent, FinalStatus.

		B	S.E.	Wald	df	Sig.	Exp(B)	95.0% C.I. for EXP(B)	
								Lower	Upper
Step 1(a)	Female	1.322	.508	6.777	1	.009	3.749	1.386	10.139
	Sanction	-.771	.277	7.729	1	.005	.463	.269	.797
	TANF4Mos	1.083	.373	8.410	1	.004	2.953	1.421	6.140
	JBS	.879	.611	2.068	1	.150	2.408	.727	7.975
	Medical	-.310	.360	.746	1	.388	.733	.362	1.483
	DVCurrent	-1.246	.643	3.756	1	.053	.288	.082	1.014
	FinalStatus	1.214	.474	6.548	1	.010	3.366	1.329	8.529
	Constant	-2.095	.711	8.684	1	.003	.123		

As a result of the logistic regression in Run 1, Block 1, Entry Method, three variables (Job Search, medical and domestic violence) were eliminated as non-significant at $p \leq .05$ when other variables were entered and so were returned to the predictor pool in the 2nd logistic model. Four variables (female, sanction, TANF 4+ months, final status) were statistically significant and were retained as the Block 1 predictors in the Run 2 (initial model) logistic regression run.

6.2.2.2 Initial Model, Run 2, Block 1 (Entry Method)

The 4 statistically significant variables (female, TANF 4 months, final status, and merit (not sanctioned), as well as the study one variable, were then entered in the first block of the second logistic run, in order to test the power of the variables that were correlated with the study one indicator. Gained employment was the dependent variable.

Model Summary

Step	-2 Log likelihood	Cox & Snell R Square	Nagelkerke R Square

1	189.259(a)	.218	.291
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a Estimation terminated at iteration number 5 because parameter estimates changed by less than .001.

The Nagelkerke R Square result was .291, which meant the model at that point explained almost 30% of the variance. The Hosmer and Lemeshow Test significance level was .835, which was not significantly different than a perfect model. The contingency table for the Hosmer and Lemeshow Test demonstrated that the observed versus the expected values were very close. For example, in Step 1, 1 for “No, Did Not Gain Employment,” the observed value was 14 and the expected value was 13.142. The results of Step 1, 2-8 were similarly close in value, for both “Did Not Gain,” and “Gained.” The classification table in block one showed an overall hit rate of 68.1% with a 50-50 cut value.

Variables in the Equation

		B	S.E.	Wald	df	Sig.	Exp(B)	95.0% C.I. for EXP(B)	
								Lower	Upper
Step 1(a)	Study One	1.535	.630	5.931	1	.015	4.639	1.349	15.951
	Female	1.434	.544	6.956	1	.008	4.195	1.445	12.174
	TANF4Mo	.987	.371	7.074	1	.008	2.683	1.297	5.553
	FinalStatus	1.475	.505	8.523	1	.004	4.373	1.624	11.775
	Merit	.731	.269	7.365	1	.007	2.078	1.225	3.523
	Constant	-7.152	1.798	15.820	1	.000	.001		

a Variable(s) entered on step 1: Study One, Female, TANF4Mo, FinalStatus, Merit.

The results of the logistic regression demonstrated that half of the clients (83) gained employment (dependent variable), coded as 1, and half did not, coded as 0. The results of block one variables in the equation were as follows. Holding other model predictors constant, study one program clients were 4.64 times (p=.015) more likely to gain employment than non-study-one clients. Holding other model predictors constant, females were 4.19 times (p=.008) more

likely to gain employment than males. Holding other model predictors constant, clients who were on TANF 4 months or more (during the current enrollment period) were 2.68 times ($p=.008$) more likely to gain employment than clients who were on TANF 3 months or less. Holding other model predictors constant, clients who were closed at the end of the post-study (June 30, 2006) were 4.37 times ($p=.004$) more likely to have gained employment than clients who remained open at the conclusion of the study. Holding other model predictors constant, clients who had not been sanctioned under the new policy (July 2004) were 2.08 times ($p=.007$) more likely to gain employment than clients who were sanctioned under the new policy. The correlation matrix in block one didn't show any important correlations or overlap.

6.2.2.3 Final Model, Block 2 (Stepwise LR Method)

In block 2, a stepwise regression based on the likelihood ratio was utilized to test the block of variables competing against each other. Four new variables (no STT, no LD, no DV, no CD) came in. Use of short term training months, which had a negative relationship to gaining employment, was recoded as "no STT," (did not use short term training months), in order to create a positive relationship with gaining employment, for ease of reporting. The presence of a possible learning disability (score above cutoff of 12), which had a negative relationship to gaining employment, was recoded to "no LD," (score below cutoff of 12), in order to create a positive relationship with gaining employment, for ease of reporting. The presence of domestic violence (current or past), which had a negative relationship to gaining employment, was recoded as "no DV," (the

absence of domestic violence, either currently or in the past), in order to create a positive relationship with gaining employment, for ease of reporting. The presence of chemical dependency (current or past), which had a negative relationship to gaining employment, was recoded as “no CD,” (the absence of chemical dependency, either current or past), in order to create a positive relationship with gaining employment, for ease of reporting. Please see Appendix D for further details.

In block two, the omnibus tests of model coefficients showed significance at every step. The final Nagelkerke R Square in block two was .416, which explained about 42% of the variance. The Hosmer and Lemeshow Test significance level was .734, which was not significantly different from a perfect model. The contingency table for the Hosmer and Lemeshow Test demonstrated that the observed versus the expected values were very close. For example, in Step 4, 1 for “No, Did Not Gain Employment,” the observed value was 16 and the expected value was 16.250. The results of Step 4, 2-9 were similarly close in value, for both “Did Not Gain,” and “Gained.” The classification table in block two showed an overall hit rate of 73.5%, with a 50-50 cut value. The correlation matrix in block two didn’t show any important correlations or overlap. In block two, the results of variables not in the equation did not show anything close to .1. The casewise list in block two indicated that there were only 2 cases beyond 2 standard deviations from the mean, which was likely the result of miscoded data.

Block 2 Variables in the Equation

	B	S.E.	Wald	df	Sig.	Exp(B)	95.0% C.I. for EXP(B)	
							Lower	Upper

Final	Study One	1.773	.651	7.411	1	.006	5.890	1.643	21.115
	Female	2.131	.683	9.726	1	.002	8.421	2.207	32.132
	TANF4Mo	1.446	.432	11.185	1	.001	4.248	1.820	9.915
	FinalStatus	1.501	.532	7.968	1	.005	4.487	1.582	12.723
	Merit	.817	.288	8.035	1	.005	2.264	1.287	3.983
	NoSTTMo	.321	.157	4.154	1	.042	1.378	1.012	1.876
	NoLD	.056	.027	4.422	1	.035	1.058	1.004	1.114
	NoDV	1.082	.457	5.610	1	.018	2.949	1.205	7.217
	NoCD	.814	.401	4.110	1	.043	2.256	1.027	4.955
	Constant	-13.364	2.881	21.516	1	.000	.000		

The 2nd (final) logistic model demonstrated 9 variables were statistically significant after the stepwise regression. The results of block two variables in the equation were statistically significant at .05 or less. Those variables were: study one clients; female; TANF 4+ months; final status; merit (not sanctioned); no (did not use) short term training months; no (did not have) learning disability; no domestic violence (current or past); and no chemical dependency (current or past). Arranged in order from the most powerful to the least, the 9 variables, with accompanying explanations, were as follows.

1. Females: Holding other model predictors constant, females were 8.42 times more likely (p = .002) to have gained employment than males. There were a few possible reasons why males had so much more trouble than females obtaining employment. First, it was possible that males had a more difficult time reaching out for, and/or accepting help. Second, perhaps males did not engage long enough, or actively enough, to benefit from the services WoRC has to offer. Third, perhaps because there has long been a much greater proportion of females than males in the program, WoRC's services were inadvertently geared towards females and somehow left something out that

males needed from the program. Fourth, it may have been that an emphasis on talking about and resolving barriers prior to job searching did not work for males. It may have been that males were more able to focus on obtaining employment in the midst of dealing with barriers, and once they had a job secured, they were then able to turn their time and resources to resolving the barriers. It may have been that part of the problem was a gender preferences issue. Females may have liked to talk through their difficulties, work on them, received support and then move on to their own goals (employment). Males however, may have preferred to get right down to business, get a job right away and reasoned that once they are employed, their other life problems would either sort themselves out, or, they would be much more able to solve them. Males may not have felt a need to talk about or receive support for resolving their problems. They may have considered the focus on barrier reduction to be a distraction that served only to create a frustrating delay. It was also possible that all of those things contributed to the difficulty males had with gaining employment. The WoRC Program was anecdotally aware that males may have had a more difficult time reaching out for help.

Consequently, they made an effort to put males at ease by creating an accepting atmosphere and providing encouragement and support for their decision to come in for help. That included matching them with a male case manager if possible/desired. But perhaps that was not enough. The programmatic implications of this result were significant. First, because males fared so much worse than females with gaining employment, it would be

helpful to do another study to try to more precisely determine why. Second, it would make sense that the possibility that males have a harder time reaching out, and that they may need to gain a job to resolve the barriers, could inform practice until further research is done. The WoRC program could offer males an option of working with a male Employment Consultant, right away. Within the parameters mandated by Federal and state law, WoRC could at least allow males to simultaneously work to gain employment and resolve barriers.

2. Study One: Holding other model predictors constant, study one program clients were 5.89 times more likely ($p = .006$) to have gained employment than the clients in study two. This finding was likely explained by the fact that participation in the research was entirely voluntary and by extension, these clients were probably more open to help from the program in general. It was also possible that self-selection, the Hawthorne effect or both, resulted in the findings. Perhaps the clients got something special out of their experience in study one. The study one variable was strong enough to overcome all other correlated variables. The study one group was still more able to gain employment than the study two group, with all other variables held constant. There were two programmatic implications of this result. First, because the study one clients did so much better than their peers with getting jobs, it would be helpful to do another study to try to more precisely determine why. Second, it would make sense that the combination of self-selection and special attention in study one could inform practice until further research is done. If nothing else, WoRC staff members working with clients who are in

- compliance and who want to engage in the services offered (self-selection), could be approached in a dynamic, collaborative way, above and beyond the routine weekly case management setting (special attention). More details regarding that approach will be articulated in chapter 5, recommendations.
3. Final Status: Holding other model predictors constant, clients whose cases were closed by the time the study ended (6/30/06) were 4.49 times more likely ($p = .005$) to have gained employment than clients who remained open at the conclusion of the study. That finding was likely explained by the program structure that once clients spend a short period of time building skills and enhancing their employment prospects, they were able to find work and their case closed due to income guidelines. It was not necessary for clients to participate in the WoRC Program indefinitely. They only needed to stay long enough to build whatever skills they were most in need of and then they were able to move on and become employed. This finding did not carry programmatic implications. It simply provided further support for the temporary nature of WoRC Program services.
 4. TANF 4+: Holding other model predictors constant, clients who were on TANF 4 months or more (during the current enrollment period) were 4.25 times more likely ($p = .001$) to have gained employment than clients who were on TANF 3 months or less. This finding was likely explained by those clients were in compliance and were therefore more open to accepting help and benefiting from what the program had to offer (otherwise they would have been represented in the sanction category). Clients who built a positive track

record of attendance and performance in WoRC Program activities were considered for increasingly responsible and beneficial classes and opportunities, such as the Accelerated Employment Services Program. By design, clients learned important life and work skills with every class they attended and every program they participated in (i.e. WEX). As a result, engaging in the program long enough to build skills helped clients learn how to be successful on the job. This finding did not carry programmatic implications. It did however, support the WoRC Program structure of providing intensive, individually tailored services for a brief period of time.

5. Domestic Violence: Holding other model predictors constant, clients who had not experienced domestic violence (current or past) were 2.95 times more likely ($p = .018$) to have gained employment than clients who had experienced domestic violence. This finding was explained by the knowledge that family violence disrupted a person's emotions, time and finances and may have interfered with their ability to work. Additionally, current or past partners may have directly tried to prevent the client from getting a job, or, tried to get the client fired once they had the job. This finding carried significant programmatic implications, which are detailed in chapter five, recommendations.
6. Merit: Holding other model predictors constant, clients who had not been sanctioned (merit) under the new policy (July 2004) were 2.26 times more likely ($p = .005$) to have gained employment than clients who were sanctioned under the new policy. This finding was explained that by definition, clients

who were not sanctioned were positively engaged in the program. Complying with the requirements to attend case management appointments and participate in skill building activities, allowed clients to work towards reducing barriers and enhancing their employment prospects. This finding did not carry programmatic implications. The WoRC Program already did an excellent job working with each client individually and if problems arose, they were proactive about utilizing the conciliation process to attempt to prevent a sanction.

7. No CD: Holding other model predictors constant, clients who did not have chemical dependency issues (current or past) were 2.26 times more likely ($p = .043$) to have gained employment than clients who did have chemical dependency issues. This finding was explained by the knowledge that substance abuse problems, whether current or in the past, can interfere with a person's state of mind/being/actions so that their ability to learn skills, follow-through and get a job was impaired. This finding carried significant programmatic implications, which are detailed in chapter five, recommendations.
8. No STT: Holding other model predictors constant, clients who had not used short term training (STT) months were 1.38 times more likely ($p = .042$) to have gained employment than clients who had used STT months. This finding was likely explained by non college students being more focused exclusively on work. College students who worked had to juggle competing priorities and could only accept employment that worked around their class

schedule. As a result, those clients who were not in school were free of a major time constraint and therefore, were more able to look for and accept a much larger range of jobs. This finding did not carry programmatic implications. Missoula is a college town and clients who were also students faced more difficult employment prospects due to the time constraint issue. The WoRC Program already did an excellent job of working with students to plan out the best use of their STT months.

9. No LD: Holding other model predictors constant, clients with lower learning needs screening scores were 1.06 times more likely ($p = .035$) to have gained employment than clients with higher scores. This finding was likely explained by the knowledge that clients with lower scores were less likely to have learning difficulties which may have interfered with gaining employment. Clients who did not contend with learning challenges had an easier time navigating the process of getting a job, such as filling out an application, writing a resume and successfully interviewing. This finding did not carry programmatic implications. The WoRC Program already did an excellent job of screening for learning problems at intake. Clients who had learning challenges were referred out to the adult education center for further testing. Those clients may have also been referred to the Missoula Workforce Center for assistance that would improve their chances of finding employment.

6.1.3 Stepwise Linear Regression

Once it was determined in the logistic regression that 50% (83) of the study two clients did gain employment, it was decided to further analyze those who did,

for the purpose of determining what their level of monthly income was and what factors predicted it. Linear regression was selected to analyze the wage related data. Monthly gross income was selected as the dependent variable. Only the number of cases (83) that gained employment were analyzed. As the result of the stepwise linear regression, it was determined that there were 4 predictors (number of employment hours per week, wage, Job Search and the presence of mental health issues) of monthly gross income.

Descriptive Statistics

	Mean	Std. Deviation	N
Monthly Gross Income	\$805.6940	\$476.12131	83
Number of Employment Hours Per Week	27.49	11.219	83
Wage	\$7.1611	\$2.24351	83
Job Search	.17	.377	83
Mental Health Issues	.24	.430	83

The results of the descriptive statistics for the statistically significant variable were as follows. Number of employment hours per week: mean=27.49; SD=11.23. Wage: mean=\$7.16; SD=\$2.24. Job search: mean=.17; SD=.377. Mental health issues: mean=.24; SD=.430. The results for a chi square of mental health issues was: 63 clients (75.9%) had no mental health issues, 18 clients (21.7%) had current issues and 2 clients (2.4%) had past issues.

Model Summary(e)

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Change Statistics					Durbin-Watson
					R Square Change	F Change	df1	df2	Sig. F Change	
1	.773(a)	.598	.593	\$303.66305	.598	120.588	1	81	.000	
2	.975(b)	.951	.949	\$107.103	.352	571.127	1	80	.000	

				01						
3	.976(c)	.953	.951	\$104.862 67	.003	4.455	1	79	.038	
4	.978(d)	.956	.954	\$102.500 72	.003	4.683	1	78	.034	2.268

a Predictors: (Constant), Number of Employment Hours Per Week

b Predictors: (Constant), Number of Employment Hours Per Week, Wage

c Predictors: (Constant), Number of Employment Hours Per Week, Wage, Job Search

d Predictors: (Constant), Number of Employment Hours Per Week, Wage, Job Search, Mental Health Issues

e Dependent Variable: Monthly Gross Income

Variables entered stepwise were: number of employment hours per week; wage; Job Search; and mental health issues. The model summary indicated that at step 1, .598 of the variance was explained and at step 2, .352 of the variance was explained. These first two steps explain 95% of the variance. Steps 3 and 4 each explained .003 of the variance. The Durbin-Watson result was 2.268, indicating that the adjacent residuals were uncorrelated.

ANOVA(e)

Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	11119591.769	1	11119591.769	120.588	.000(a)
	Residual	7469111.138	81	92211.249		
	Total	18588702.907	82			
2	Regression	17671018.529	2	8835509.265	770.244	.000(b)
	Residual	917684.378	80	11471.055		
	Total	18588702.907	82			
3	Regression	17720004.660	3	5906668.220	537.156	.000(c)
	Residual	868698.247	79	10996.180		
	Total	18588702.907	82			
4	Regression	17769203.857	4	4442300.964	422.819	.000(d)
	Residual	819499.050	78	10506.398		
	Total	18588702.907	82			

a Predictors: (Constant), Number of Employment Hours Per Week

b Predictors: (Constant), Number of Employment Hours Per Week, Wage

c Predictors: (Constant), Number of Employment Hours Per Week, Wage, Job Search

d Predictors: (Constant), Number of Employment Hours Per Week, Wage, Job Search, Mental Health Issues

e Dependent Variable: Monthly Gross Income

The ANOVA results indicated a step 4 F value of 422.819, with 4 degrees of freedom and a significance level of $p \leq .000$. The coefficients indicated that the independent variables were truly independent of each other. All four statistically significant variables had collinearity values very close to 1.0. The values were as follows: number of employment hours per week =.963; wage =.966; job search =.994; and mental health issues =.999. The casewise diagnostics indicated that there were only 3 cases that fell beyond 2 standard deviations, likely due to miscoded data. The residual statistics indicated a normal distribution.

Coefficient Correlations(a)

Model		Number of Employment Hours Per Week	Wage	Job Search	Mental Health Issues	
4	Correlations	Number of Employment Hours Per Week	1.000	-.181	-.059	.023
		Wage	-.181	1.000	-.031	.002
		Job Search	-.059	-.031	1.000	.026
		Mental Health Issues	.023	.002	.026	1.000
	Covariances	Number of Employment Hours Per Week	1.058	-.953	-1.841	.633
		Wage	-.953	26.363	-4.833	.247
		Job Search	-1.841	-4.833	908.296	20.917
		Mental Health Issues	.633	.247	20.917	693.040

a Dependent Variable: Monthly Gross Income

Model	Unstandardized Coefficients		Standardized Coefficients	t	Sig.	95% Confidence Interval for B		Correlations			Collinearity Statistics		
	B	Std. Error	Beta			Lower Bound	Upper Bound	Zero-order	Partial	Part	Tolerance	VIF	
4	(Constant)	-905.794	44.165		20.509	.000	993.720	817.868					
	Number of Employment Hours Per Week	28.054	1.028	.661	27.280	.000	26.006	30.101	.773	.951	.649	.963	1.039
	Wage	127.825	5.134	.602	24.895	.000	117.603	138.047	.725	.942	.592	.966	1.036
	Job Search	66.773	30.138	.053	2.216	.030	6.773	126.773	.121	.243	.053	.994	1.006
	Mental Health Issues	56.968	26.326	.051	2.164	.034	4.558	109.378	.028	.238	.051	.999	1.001

Possible explanations for the post-study linear regression results were as follows. The statistically significant result “number of employment hours per week,” was explained by the fact that a greater number of hours per week resulted in a higher monthly gross income. This finding did not carry programmatic implications. The number of hours a client worked in a week was decided upon by the employer, not the WoRC Program.

The statistically significant result “hourly wage,” was explained by the fact that a higher hourly wage resulted in a higher monthly gross income. This finding did

not carry programmatic implications. The hourly wage a client was paid was determined by the employer, not by the WoRC Program.

The statistically significant result “job search,” was likely explained by the fact that when a client actively seeks employment in an organized fashion, they are more likely to find work than if they conduct a haphazard search. This finding carried significant programmatic implications, although it did not require a change in the program. WoRC was already doing an excellent job of conducting this activity. Job Search was an official activity that affords clients the opportunity to concentrate exclusively on finding employment, in lieu of the work or WEX requirement. This activity was restricted to six weeks during the fiscal year, with a maximum of four that could be consecutive. As part of the Job Search activity, case managers helped clients carefully consider the types of jobs they were applying for. Clients were highly encouraged to apply for jobs that would be a good match for them personally, and for their family’s needs at that time. For example, a single parent with young children who was interested in office work would not be encouraged to apply for graveyard shift in the local convenience store, because it would be an obvious bad match, which could then quickly lead to job loss and cycling. Additionally, case managers helped clients set goals of a minimum number of jobs to apply for each week. Case managers either shared employment opportunity information directly with the clients, or they sent them to the Missoula Workforce Center for referrals to specific jobs. The classified ads in the local newspaper were always posted in the waiting room, as were other local jobs of interest to the clients. Case managers also helped with cover letter and

resume review and if more extensive help was needed, they referred the client to the Missoula Workforce Center for a one-on-one meeting with an Employment Consultant (EC). The EC worked in-depth with the client to improve their cover letter and resume, and may have also conducted a mock interview, to give the client detailed feedback about how they presented themselves. Clients then tracked what jobs they applied for, where they interviewed and what the results were. Case managers then reviewed the results of the job search each week and offered clients feedback to help them successfully gain employment.

The statistically significant variable “mental health issues,” was a complete surprise. On the surface, this finding made no sense at all. How could it be that having mental health issues helped with obtaining a higher monthly gross income? Or was there simply an aberration in the composition of the caseload at the time of the case study? Were there an unusual number of clients with mental health issues at the time of the study that somehow skewed the data? Upon closer inspection however, there was a plausible theory that was intriguing to consider. Perhaps clients with mental health issues were more used to asking for, receiving and accepting help. Perhaps they were more accustomed to self-examination and personal change. Perhaps they were more comfortable with working in collaboration with a helping professional on a regular basis. Perhaps they were more able to think about past mistakes and strategize ways to have an improved outcome the next time. Perhaps they were more willing to assess themselves for what they could improve in their application and/or interview skills. Perhaps they were simply more mindful of their own behaviors and their impact

on others, since mental health treatment often revolves around careful daily self-monitoring. Perhaps it was all of those things. Whether individually or collectively, perhaps those things facilitated the client being more open to learning and practicing new skills that would allow them to have a successful job search experience. Regardless of the reason, which cannot be definitively determined within the scope of this study, the finding raises an interesting programmatic implication. If the theory of “more likely to be practicing self-improvement” was true, then how could the concept of active change be brought more fully into the WoRC Program environment? If clients with mental health issues were following a process of personal growth and change, then was there something within that process, a structure, or a few key concepts, that might be helpful to the client population at large? Was there a way for the positive undercurrent of hope and encouragement to be channeled into a process that could help clients walk step-by-step through achieving their goals? While not definitive enough to merit a recommendation for change as the result of this study, this finding did present an interesting topic of discussion for WoRC Program staff and management. Certainly, the idea of the process of change could provide a worthy area of future research. That idea is detailed in chapter five, recommendations.

6.1.4 Hypotheses Testing

6.1.4.1 Hypothesis H₁ Tested

H₁: There will be a positive relationship between client participation in the WoRC Program and gaining employment.

H₁ was tested using logistic regression, performed via SPSS Graduate Pack 14.0 software. The results demonstrated that participation in the WoRC Program did help exactly half of the clients (83) gain employment, therefore, the first hypothesis is accepted.

6.1.4.2 Hypothesis H₂ Tested

H₂: There will be a negative relationship between barriers and gaining employment.

H₂ was tested using logistic regression, performed via SPSS Graduate Pack 14.0 software. The results of the initial run of the logistic regression showed a negative relationship between three barriers and gaining employment. Those barriers were: learning disability, domestic violence and chemical dependency. For ease of reporting, those barriers were recoded to demonstrate a positive relationship for “no learning disability; no domestic violence and no chemical dependency.” Since the results indicated that barriers did interfere with gaining employment, the second hypothesis is accepted.

6.1.4.3 Hypothesis H₃ Tested

H₃: There will be a positive relationship between WoRC Program participation and higher than minimum wages being paid.

H₃ was tested using linear regression, performed via SPSS Graduate Pack 14.0 software. The results demonstrated that

clients participating in the WoRC program earned more than minimum wage on average (\$7.16/hr) (SD= \$2.24), therefore, the third hypothesis is accepted.

6.1.4.4 Hypothesis H4 Tested

H_{4.1}: There will be a positive relationship between study one group membership and employment.

H_{4.2}: Females will be more likely than males to obtain employment.

H4 was tested using logistic regression, performed via SPSS Graduate Pack 14.0 software. The results demonstrated that 76.2% of WoRC clients who participated in study one did gain employment, therefore, hypothesis 4.1 is accepted. The results also demonstrated that females were 8.42 times more likely to gain employment than males, therefore, hypothesis 4.2 is accepted.

6.1.4.5 Hypothesis H5 Tested

H₅: Some WoRC study variables will be significantly related to the level of monthly income of clients who gained employment.

H5 was tested using linear regression, performed via SPSS Graduate Pack 14.0 software. The results demonstrated that four variables were significantly related to the client's monthly gross income: number of employment hours per week; hourly wage; Job Search (official activity of looking for a job); and the presence of mental health issues. Therefore, hypothesis H5 is accepted.

CHAPTER SEVEN

STUDY TWO: CONCLUSION

7.3 Summary and Conclusions

Study two demonstrated that the Missoula WoRC Program provided services that assisted clients with gaining employment. The results were anticipated and made logical sense. There were no surprises. Some of the results were explained by simple reasons that did not carry programmatic implications. Four of the results however, warranted more complex explanations and as a result, carried significant programmatic implications. The statistically significant variables related to clients gaining employment were: participated in study one; females; on TANF 4 months or longer during the current enrollment; closed by the time the study ended; were not sanctioned under the new policy; did not use STT months; had a lower learning needs score; did not experience domestic violence either currently or in the past; and did not have chemical dependency issues either currently or in the past.

Additionally, study two demonstrated that the Missoula WoRC Program provided services that assisted clients with obtaining an above minimum wage and by extension, a higher monthly gross income. The mean wage for employed clients in the post-study was \$7.16 per hour. The Federal minimum wage at the time of the study was \$5.15/hr. Three of the four statistically significant variables were anticipated and made logical sense. Those variables were: number of employment hours per week, hourly wage and job search. One finding however, mental health issues, was a complete surprise. Three of the results were

explained by simple reasons. Two of the results carried programmatic implications, two did not.

Please see chapter eight for detailed descriptions of the recommendations based on the statistically significant variables that carried programmatic implications.

CHAPTER EIGHT

DISCUSSION, CONTRIBUTION TO THE FIELD, SUMMARY

8.1 Recommendations for Change to the American Welfare System

Research is clearly the missing link in welfare policies in America today. As Washington, Sullivan and Washington (2006) emphasized, most of welfare policy has been based on values, not on research (p. 3). The way to change the system begins with changing how we draw our conclusions. Blank and Blum (1997) advocated for crafting a steadier balance between the opposing values that complicate welfare reform and one way to achieve that stability and credibility is to remain true to the original AFDC goal of protecting children (p. 37). Goals cannot be met without a plan, and the soundest plan of action will honor both the underlying values and the objective research results. Any recommendation for changing the welfare system that includes stripping it of its moral overtones misses the mark. Policy and legislation are made by people. People have values and beliefs they hold dear. Those values and beliefs shape how they think and make decisions. The reality is that morals always have and always will influence the American political system, from the President right on down to the policy drafter and on to the agency that delivers the services to the clients. Empirical research generates scientific results, which allows for a more thorough consideration of the multifaceted issues facing American policy makers today.

The next evolution in the American welfare system needs to incorporate research into the debates. TANF is currently authorized until 2010. Between

now and then, the welfare system would be well served to conduct local research. Condrey (2001), suggested that states continue to evaluate the effectiveness of welfare reform within their own borders and then share the information with their neighbors. He further suggested that research should also focus on successful practices and barriers that may impede success (p. 378). Although a national program, TANF is implemented at the local jurisdiction level. What works for clients in New York City may not work in South Dakota. What works in Missoula, Montana may not work in Hamilton, Montana. Each community has to find a way to meet local needs within national parameters. Additionally, although national research may be able to be completed in the next three years, it is far less complex for individual programs to design and conduct their own studies. Each program that completes a study will fill in another part of the gap and if enough programs do research, policy makers will begin to have enough of a broad national overview to make sound decisions for the future of the welfare system as a whole.

One viable option for conducting solid research relatively quickly, is local programs partnering with colleges or universities in the area. There would be several benefits to such an arrangement. First, local programs do not have large sums of cash to hire out research functions. Second, local programs often deal with staffing shortages. The staff that are there simply do not have the extra time it takes to complete a study. Third, institutions of higher education are well served when they partner with the employers in the community. Building goodwill and strong ties within the community leads to job prospects for students. Fourth,

colleges and universities are often in need of research settings. Fifth, masters and doctoral level students are always looking for projects they can use to complete their studies. Sixth, college students are always supervised by faculty, so the local program would be assured of at least an adequate standard of work. Seventh, college students are much less likely to be part of the political system, therefore, it is highly unlikely their studies would fall prey to partisan pressure to produce a specific result. Finally, even if narrow in scope, the clients themselves benefit from any research that is done, because it adds to the growing body of knowledge and helps balance out the pervasively present personal opinions used to make public policy.

George Will (1983), stated that the emphasis on values, not research, in welfare reform, has created a situation in which America is practicing “statecraft as soulcraft” (quoted in Mead and Beem p. 224). Ironically, Will made that statement prior to PRWORA or the DRA being enacted. His words appear prophetic. However, due to the political realities of American public policy making, it is futile to try to repress the influence of values on what legislation gets passed. It is the far better solution to channel those values through a prism of objective research findings. When politicians, and the taxpayers, are able to make fully informed decisions, it is likely that there will be a tipping point when research is as much a player at the table as values are. The scientific method protects against accepting falsehoods. Eventually, a nationwide body of evidence will prove an indispensable commodity to balance out the extremes. The American welfare system will be vastly improved by making research an

expected and available part of the debate. It is only when we can supplement our beliefs with empirical research about what works, what doesn't and why, that we can hope to craft welfare policy that serves all stakeholders well. Our nation deserves nothing less.

8.2 Programmatic Recommendations for the WoRC Program

The Missoula WoRC program provided excellent services and did many things well. The infrastructure was supported by the literature and the research results. Resources were provided in short term blocks with the expectation that the client would learn, apply and succeed with their new skills. Day-to-day operations individualized the standard program offerings for each client and his/her unique needs. Staff were actively engaged with clients and much time was spent analyzing, planning and implementing strategies to address client needs at that particular moment in time. Learning needs screenings were done at intake. Staff members strategized with clients about how to succeed in the workplace despite any learning limitations. Staff members also made community resources referrals as appropriate. Finally, there was a system in place for dealing with non-compliance.

The Missoula WoRC Program did so many things right, in fact, that there were only eight recommendations for change, based on the combined results of study one and study two. The recommendations are consistent with the results of study one and study two, as well as the literature review. Work adjustment takes place in two phases. The first phase takes place during the first three months, when the client is trying to adjust to the schedule, rules and expectations

of the work environment. The second phase takes place after the first six months, when the client has gotten used to work and may become bored, may realize that they are in a dead end job, or may continue to have trouble meeting expenses with the wage they are making. A comprehensive employment retention program needs to teach clients skills for both phases of work adjustment. The recommendations for the WoRC Program were: revise the medical section of the barrier reduction forms; revise the procedure for domestic violence referrals; revise the procedure for chemical dependency assessment at intake; create a life skills class to teach employment retention skills; refer clients with criminal legal issues to an Employment Consultant with expertise in that area; appoint one staff member to serve as a negotiator/coach for clients who are adjusting to a new job; refer male clients to a male Employment Consultant at the Missoula Workforce Center; and to the extent allowed under current TANF rules, work with the client in a collaborative capacity to design their case management plan.

The first recommendation was to revise the medical section of the barrier reduction forms. Due to the large number of clients who reported they were dealing with medical issues, it makes sense to try to determine how serious the issues are and whether or not they impact the client's capacity to work. Adding the questions, "Does your medical issue affect your ability to work," and "If so, how?" would allow the caseworker to know if the client is simply reporting they have medical issues, or, if the client has issues that interfere with the ability to work, and if so, to what extent. This is important case planning information to

have. WoRC already does an excellent job of providing referrals to local medical resources for clients that need them. However, clients can also have non-obvious medical issues that a referral might help with, if the case worker was made aware of the problem. Furthermore, having the client specifically answer how their medical issue affects their ability to work allows the caseworker to create a plan that could facilitate the client overcoming or adjusting to that issue in their pursuit of self-sufficiency.

Second, since domestic violence (DV) turned out to be a critically important issue, it was recommended to make a subtle change to the way this issue is dealt with at intake, to strengthen the attempt to motivate clients to get help. Currently, a hand-written referral is offered and the client is free to accept or decline. Instead, it was recommended the WoRC Program create a pre-printed sheet (which reduces paperwork for staff) with the information about DV counseling/services in Missoula, and hand it out at every intake in which DV has been identified on the barrier reduction sheets, then notate that the sheet was given to the client on the barrier reduction form. This simple change will not cause increased work for staff, nor will it violate the program belief in client self-determination. Just as clients are given sheets to take home with other information, so too can they be given a sheet that is DV specific. Clients are still free to choose whether they act on the information or not. Clients cannot be forced to get help, but a subtle shift in the level of expectation of the program by giving, rather than just offering the referral, could help motivate clients who are too embarrassed/hurting at the time to say they would like the referral.

Third, since chemical dependency (CD) also turned out to be a critical issue, it was recommended to utilize the expertise on staff by conducting a CD screening at intake. Currently, CD is included on the barrier reduction forms in a brief format. There are three options for enhancing the screening process.

Option one: the WoRC Program could have the Licensed Addiction Counselor and/or the Licensed Clinical Professional Counselor conduct the screenings at intake or soon thereafter. The arguments for option one are: licensed experts who are fully qualified under Montana law to address CD issues will fill a critical gap along the continuum of services WoRC offers; enhanced screenings can be done without also doing the actual CD counseling, which currently lies outside the scope of program offerings; licensed experts have a greater likelihood of eliciting accurate information and motivating a client to go get help; and the change could be implemented at no cost to the program. The arguments against option one are: it would require an adjustment in how intakes are done (either counselor could sit in for CD assessment portion of the intake, or, they could meet privately with the client for a second intake focused exclusively on the CD screening), and, it requires additional staff time which may not be feasible for staffing levels at this time.

Option two: the WoRC Program could have the counselors work together to develop a CD assessment tool (much like the DV screening tool that was developed) that could be included in the barrier reduction packet. The arguments for option two are: the program and clients could still benefit from the expertise on staff; the counselors could train other staff members how to use the screening

tool; it would not require a change in how intakes are done; it would not require ongoing, additional time for the counselors; and the change could be implemented at no cost to the program. The arguments against option two are: it wouldn't fully utilize the expertise on staff; there may be possible problems with the administration of the screening due to differing case manager philosophies, time or experience; and it would not provide the critical link between assessing the presence of a problem and motivating the client to make a decision and go get help in real time.

Option three: the WoRC Program could have the counselors work together to find a standardized CD tool that could realistically be used effectively and that the program could afford. The arguments for option three are: if the tool was standardized enough, it would eliminate possible bias and/or effects of differing levels of experience, and, a standardized tool would likely be research based. The arguments against option three are: staff would still need to be trained on how to use the tool; the tool would likely still need to be sent elsewhere for scoring; most standardized tools cost money and could be cost prohibitive for a small, government program; and there would likely be a lag time between administration, scoring and getting the results back, causing a loss of opportunity to immediately engage and motivate the client about this issue. Regardless of which one of the three options above is chosen, if chemical dependency is identified as an issue, staff could refer out to community resources with a sheet much like the DV sheet, listing resources for getting help. Again, as with DV, making this change communicates an expectation that the client will address CD

issues yet it still respects client self-determination and does not force help when there is no jurisdiction to do so. Additionally, addressing barriers is one of the major purposes of the program to begin with, so an enhanced CD screening is within the scope of the services offered by and expected of the WoRC program. Finally, as all staff knows anecdotally, CD is becoming more prevalent within the client population. Increasing numbers of clients are either actively addicted, or are in recovery. As greater numbers of clients deal with increasingly severe CD issues, either currently or in their past, the normal way of doing business must adapt because the drugs, especially meth, changes everything. Not only would an enhanced CD screening methodology help the clients, it would also provide an additional measure of protection for staff, by alerting them more fully to the severity of a client's CD issue. An informed staff member can take the necessary safety precautions during case management meetings and in other interactions with their client.

Additional reasons for the WoRC Program to change the DV and CD procedures are as follows. First, the DV recommendation costs nothing and requires only a miniscule change in operations (handing out a pre-printed sheet rather than filling out an optional, individualized referral). That change can readily be discussed and decided upon by management and staff without a need for additional research or getting permission from central office. The second recommendation re CD is a bit more involved, however, the WoRC Program prides itself on flexibility and change as the need arises. The WoRC Program is in a unique and fortunate position, with two licensed staff members who are fully

qualified to do CD screening. Were that not the case, the author would still be recommending an enhanced CD screening tool from what currently exists in the barrier reduction form, along with a pre-printed sheet given as a referral to every client who identifies CD as an issue. Since WoRC does have experts on staff, however, why not make use of them? Staff has a long history of special projects/classes/assignments anyway, and this could certainly be viewed along that line. Staff generally enjoy an increase in responsibility, because the work is difficult and comes with high levels of stress. Any break up in the routine can go a long way towards helping restore a sense of balance and enjoyment of the job. The enhanced CD screenings would be a win-win-win. Clients would benefit from focused attention on one of their most difficult barriers to gaining employment; staff members would benefit from increased responsibilities and the program itself would have yet another cutting edge service in place to further enhance it's distinction as the best in the state.

The fourth recommendation is to develop a new life skills class addressing the specific issues clients identified they would like to learn, to help them make an easier transition to work. The life skills classes could also incorporate an assessment for the client's locus of control. Clients who have a tendency to attribute events to outside sources (external locus of control) could benefit from learning that they do have control over the choices they make and do hold within themselves the power to shape their own destinies (internal locus of control). The life skills class could use the results of the study to design a class that addresses participant needs. Additional funding is not necessary. The WoRC

Program is continually developing its “menu” of life skills classes the participants are offered and this class would just be the latest in a long line of innovative course offerings for the participants. Designing and teaching a class requires minimal time commitments for staff and also provides them with an enjoyable activity to break up their usual routine.

The fifth recommendation is to refer clients with criminal legal issues to one of the Employment Consultants at the Missoula Workforce Center who specializes in working with offenders. O’Looney (1997), advocates that, in a time of increasing legislative constraints and reduced funding streams, human service agencies form collaborative partnerships to foster positive interdependence, boost political support and expand power (p. 31-65). There is already a strong partnership of the kind O’Looney describes, between the Workforce Center and the WoRC Program, which means that WoRC does not have to identify or cultivate an unknown entity to work with these clients. The Workforce Center is reliable and provides outstanding service to job seekers in Missoula, some of whom are dealing with criminal legal matters. Utilizing their expertise would cost the WoRC Program nothing and provide the client with an additional resource for dealing with the difficult issue of how to find a job with a criminal history.

The sixth recommendation is to appoint a staff member as an in-house negotiator/coach, to help clients adjust to their new jobs and resolve any issues if they arise. An in-house negotiator would provide clients with the post-TANF coaching they indicated would help them successfully transition to work and keep their jobs. The staff member who was selected to fulfill the role of negotiator

could greatly benefit from attending The University of Montana's COMM 572, Family Law Mediation class, or the University of Montana's LAW 641, Negotiations class. Art Lusse, attorney, expert mediator and founder of the Missoula Community Dispute Resolution Center, teaches the class. Art's training has taken place in part at Harvard University and the training he offers students locally meets national standards. Students are trained in the interest based, or "win-win" model of negotiation and mediation. It would be critical for the negotiator/coach to have at least basic training in the principles of the win-win model, in order for them to effectively help resolve conflict between the client and their employer.

The seventh recommendation is to refer male clients to a male Employment Consultant at the Missoula Workforce Center, for the purpose of helping them conduct a more successful job search. Male clients may have a more difficult time asking for and accepting help, especially when the majority of staff members in a human services agency are women. The WoRC Program already does a great job of being sensitive to this issue. A particular effort is made to assure male clients that the program is there to help them when they need it and because we all need a little help from time to time in life, there is nothing to be embarrassed about by coming in and asking for help. If there are indications that the male client will be more comfortable with a male worker, then they are assigned to one. Referring male clients to a male Employment Consultant could allow them to feel more comfortable opening up about their employment issues, and, receiving help from someone they may regard as an authority figure.

The eighth recommendation is to the extent allowed under current TANF rules, work with the client in a collaborative capacity to design their case management plan. WoRC already does a great job working with the client to formulate and pursue employment goals. The extent of the Federal and state mandates no longer leaves a great deal of room for professional discretion. However, it is possible to invite clients to actively, rather than passively or combatively, work with their case manager to design a tailor made plan to address their unique needs.

A final, optional idea, that would require Montana DPHHS central office permission and increased funding, is to provide support services for transportation and employment clothing expenses after TANF ends, to help with the initial expenses of starting a job, especially during the time period before the first paycheck is received. Specific supportive services that could be provided are: bus passes, gas vouchers, clothing vouchers and car repairs after TANF closes.

In summary, the recommendations could be adopted in whole or in part. Any combination of the above suggestions for change will help fill the gap that currently exists in the extensive services the WoRC Program already offers. A feasible approach might be to implement the no cost options as soon as is reasonable to do so, while keeping an eye towards the future and writing a pilot project proposal to offer expense bearing services once the budget crisis eases.

8.3 Missoula WoRC Program Response to Recommendations for Change

The author was invited to present the results of the study at the WoRC Program staff meeting on August 3, 2007. The author had provided WoRC Program management with an advance copy of the results and recommendations for change. The recommendations included revising or creating procedures for resolving issues with: medical barriers; domestic violence; chemical dependency; employment retention skills; criminal history; and job coaching. The author presented the results and the floor was opened to the staff and management, to elicit their feedback regarding the results and recommendations. Since all staff and management assisted with the research in some capacity and the study was done as a team effort, it was the author's intent to finish the project together as well.

The staff and management stated that based on the advance copy, they had already implemented or were considering the recommended changes. The medical section recommendation had not been included in the advance copy, but they were interested in the idea and agreed that further determining the impact of medical issues could be beneficial. That recommendation is currently under consideration.

They had already revised the procedure for domestic violence referrals and provided the author with the referral sheet that is given to all WoRC clients at intake. The sheet provides information about: healthy relationship dynamics; recognizing power and control tactics; the effects of violence on children; a brief questionnaire regarding the client's current relationship; and a list of Missoula resources for dealing with domestic violence.

Staff and management stated that they are also carefully considering the enormity of the chemical dependency issue and how best to enhance the assessment process at intake. They are in agreement that chemical dependency is a huge cycling issue, because if the client is still actively drinking or using, it is almost inevitable they will lose their job and return to the welfare rolls. As they pointed out, resolving barriers and building employment retention skills are futile efforts if the client continues to use. The drugs have a tendency to dominate a person's life, sometimes to the exclusion of everything else. Staff and management are currently weighing options for the most programmatically and financially feasible option for putting a revised assessment procedure in place.

The staff and management stated that they already utilize contacts within the community to work with clients who have criminal histories, to help them in their job search efforts. At present, they also provide clients with a Montana Department of Labor and Industry Research & Analysis document from 2005 that coaches clients on how to obtain employment when they have a criminal history. They are currently considering having someone in-house specialize in helping clients with criminal histories find jobs.

The staff and management stated that the job coaching idea was tried to some extent in the past but it did not work out well because of the structure of the program. They stated that the program consisted of a periodic follow-up call, asking the client if they needed anything after they had become employed and their case closed. They stated that in addition to the infrequent nature of the follow-up, the calls were made by a case manager that the client may or may not

have worked with. As a result, the client may not have been willing to open up and ask for help about difficult issues from a stranger. The staff and management expressed a strong belief that the job coaching function could be incorporated into the case manager's duties, since they are the ones who know the client best and would have the greatest chance of intervening effectively in problem situations. They are currently considering a "job health checklist," to be done on a weekly basis for the first 2-6 weeks (the time it typically takes for the case to close) of the client's new job. The checklist would contain common employment retention problems the client might be experiencing. The case manager could then use that information to help the client strategize how to resolve the issues and stay on the job.

Of the several outstanding changes made by the WoRC Program, perhaps the most impressive was their restructuring of the life skills classes and the Employment Project, into a robust new offering called the Diversion Program. The staff and management stated that the Diversion Program is intended to go beyond basic employment skills and teach clients the employer's point of view and work maturity skills. They provided the author with the program schedule, which includes two intensive weeks of full day employment and retention training. The training is conducted by both male and female staff members, allowing clients of both genders to feel comfortable and receive help from someone they can relate to. The Diversion Program invites clients into a dynamic, collaborative relationship to very proactively decide on and pursue their employment goals. The first week includes: barriers assessment; First Impressions class; Job

Service registration; tour of Job Service; “Workin’ it Out” interpersonal skills and conflict prevention class; work etiquette and attitude class; customer service class; career exploration; job search skills class; application class; resume class; cover letter and thank you letter class; job search lab time; and presentations about the Accelerated Employment Services Program and the Family Economic Support Project. The second week includes: interview skills class; practice interviews; critiquing of practice interviews; time management class; workplace ethics class; job search lab time; employment retention assessment; long term employment goal setting and post-test assessment. To the best of this author’s knowledge, based on the published literature at the time this dissertation was finished, the Missoula WoRC Program is the first in the nation to assess clients directly for employment retention issues. The Diversion Program provides clients with a cutting edge blend of addressing barriers, working to resolve them, aggressively setting and pursuing work goals and planning for long-term job retention and employment success. It provides a highly interactive format for learning. It provides a great balance between group activities and individualized attention for each client. The program is held off-site, at the Missoula Workforce Center. At the end of the program, the clients are provided with a certificate of completion. The short term nature of the program provides clients with immersion into what it takes to conduct a successful job search, and those skills can then be practiced on their own after the program ends. The training about job retention issues provides clients with what they requested: education about

how to adjust to work and keep their job. The Diversion Program is the most comprehensive employment retention project in the nation at this time.

In addition to the specific recommendations for change, the staff and management offered excellent feedback about the study in general. They stated that it would have been very interesting to know how the results of the pre-study may have changed if non-compliant clients (i.e. those with a sanction history) had been interviewed. It was acknowledged of course that due to the voluntary nature of the study, it was impossible to obtain data from non-compliant clients, but it still could have been very enlightening to hear what they had to say about the reasons why they lost their jobs and what WoRC could have done to help them.

In regards to the finding that clients with mental health issues tended to obtain better paying jobs (above minimum wage), staff and management thought that perhaps complaint clients (non-sanctioned) who were getting help for their mental health issues, were more used to asking for and accepting professional guidance. They thought that perhaps those clients were more focused on resolving issues and looked for help to succeed. They also thought that some clients with mental health issues might view work as an escape from the difficulties of their daily lives, and therefore were more motivated to get a job. They pointed out that the result was based on the client's self-report of mental health issues, therefore, the client was willingly admitting they faced this particular problem. Staff and management felt it would have been very interesting to see if this result would have changed if the clients with diagnosed

mental health issues who chose to mark “no” on the barrier reduction form had been included in the group. They made particular mention of clients with personality disorders, who typically deny they have a disorder.

Staff and management were pleased with the overall results of the study and felt they provided statistical validity to the services that are working, as well as the effectiveness of the program overall. They felt that studying specific aspects of the WoRC Program allowed for building upon the strong foundation that already existed. They articulated that there remains a challenge in how the Federal and state governments interact about welfare reform. They noted that there needs to be a better way to deal with states that perform well (as Montana does) versus those who don't. They felt that the loss of credit and waivers was difficult for some states. They suggested that Federal benchmarks for performance would allow states to design programs that best fit their unique jurisdiction, while still ensuring national standards for how welfare-to-work programs are operated. They were in agreement that research at the local level could be of assistance to Federal policy makers in creating a national picture of how welfare reform in America is really progressing.

Finally, the staff and management had excellent ideas for future research projects. They expressed a desire to continue research about the effectiveness of their program in the future. They also would like to see a study done regarding how the loss of non-welfare benefits impacts job retention. They stated that the TANF check is not the only thing that changes when a client gets a job. Typically, utility expenses based on income rise, housing expenses based on income go

up, the daycare subsidy ends, and other financial assistance programs may either end or get cut back due to the increase in the client's income. As a result, for reasons completely unrelated to TANF, the combined effect of those expenses rising could cause a budgetary breakdown and the client would be better financially served (in the short term) by returning to welfare. Staff and management were also highly interested in the relationship between subsidized housing and job retention. Anecdotally, the receipt of subsidized housing can make a client's monthly expenses so low that it is not necessary for them to work. Conversely, if they are in a sliding scale subsidized arrangement, the increase in income can result in a new rent payment that the client can no longer afford. Subsidized housing in America is a complex and politically charged issue and would serve as an excellent dissertation topic on its own merits for someone in the future.

8.4 Future Research Recommendations

There are four areas of recommendations for future research: national policy, local programs, the Missoula WoRC program and exploring theory.

The areas of national policy and local programs could be addressed simultaneously. To craft improved national policy, much more information is needed about how local programs are operating. As previously discussed in detail, local jurisdictions could partner with area colleges to affordably conduct at least basic research. Particular areas of study could include: the extent to which the services offered are effective for resolving barriers; the effectiveness of the program in helping clients gain employment; talking with the clients directly to find

out what interferes with maintaining employment; and, inviting the clients to discuss what services the local program could add that would help them keep their jobs. Based on the results of those research topics, local programs could adjust their programs as much as the chain of command, budget and political feasibility would allow. Local programs could run pilot programs if necessary, to at least try out new ideas without a wholesale change in operations or funding being required. After the adjustments were made, their effectiveness could be studied within a relevant and reasonable time frame, perhaps after 6 months and 1 year. Then, adjustments could be made again and the process repeated, until cycling ceases to be such a prominent issue and clients that go off the system stay off and remain employed. As local programs complete their research projects, they could forward the results to the United States Department of Public Health and Human Services. The policy writing team for TANF, or any other individual or group tasked with that duty by DPHHS, could compile and analyze the results. Over time, a national picture of welfare reform would emerge and that information could be used to greatly enhance the policy discussions that take place at the national and Congressional levels.

The Missoula WoRC Program would be well served by implementing as many of the ideas sparked by the research results as are feasible and affordable at this time. Afterwards, they could study the effectiveness of the adjustments. They could consult with the University of Montana to design a study that could help determine whether the results of the pre-study were due to self-selection, special attention, or both. As the most powerful predictor of gaining employment

for both males and females, it would be useful to know why study one clients did so well. Programmatically, the study one clients were not provided different routine services than the general population. They simply chose to accept an invitation to participate in the research study, which was an opportunity offered to all WoRC clients who met the basic study eligibility criteria. It could be beneficial for WoRC to know why the study one clients did so well gaining employment, because what worked for them may also work for other clients. We do know however, that the study one group's success was not due to the other significant variables that were held constant in the final logistic regression model. Those variables were: female; on TANF 4+ months; final status of case; merit (not sanctioned); no short term training months used (post-secondary education); no learning disability (score below cut off of 12 on screening tool); no domestic violence (past or current); and no chemical dependency (past or current).

Additionally, WoRC could look ahead to what type of expanded services they would like to offer in the future. They could write a grant proposal or a pilot project proposal and begin to work with the Montana DPHHS and Montana Department of Labor central offices to bring the plan to fruition. The WoRC management team members are highly skilled negotiators and could collaborate with staff to come up with a strategy that could win central office approval for whatever proposal they felt would improve services and better meet client needs. Certainly, they could cite their excellent track record as an effective testing ground for pilot programs and procedures, especially those that were later expanded across the state of Montana. Ideally, the WoRC Program would

continue to have staff members who are also University of Montana students, to conduct the necessary studies. However, as with other local programs, they could partner with the University to have a student researcher work with a staff member to conduct the study. Perhaps it would be feasible for WoRC and the University of Montana to develop an internship program, for the purposes of conducting further research.

In regards to exploring theory, there are several themes that could be of interest to local programs and national policy makers. Researching the themes in regards to the welfare-to-work system might serve as an excellent Master's level thesis or a doctoral dissertation project for a graduate level student. Potential topics for research are as follows, presented as questions for exploration. First, the need for help is acknowledged to some degree when a client walks through the door. The simple act of attending the welfare-to-work intake appointment demonstrates at least basic insight that either the client knows they need help, or, they believe someone else (i.e. family member, advocate) who tells them they do. But what happens after the first appointment? Is self-assessment, or the ability to identify one's own strengths and weaknesses, a prerequisite for successfully navigating the process of gaining and maintaining employment? Is a certain degree of examining one's own behaviors necessary for receiving the employer's feedback and adjusting one's behavior accordingly? If so, how can self-assessment be taught effectively to clients, to enhance their ability to get and keep a job? Second, what can be done to help clients increase their motivation if it's an issue? Third, is the ability to recognize what welfare-to-

work programs have to offer as an opportunity important? Even if a person realizes they need help and are motivated to make changes, can they recognize the resources offered by the program as an opportunity? Does an inability to recognize services as an opportunity correlate in any way to a possible inability to recognize opportunities on the job? If so, how can clients be taught to recognize and capitalize on the employment opportunities they encounter? Fourth, what could be done to facilitate clients accepting help more readily? Fifth, what can be done to make positively engaging with the program more attractive to clients? Sixth, how does the client's work ethic and attendance at work factor in to their ability to keep a job? Does a sense of entitlement interfere with the ability to recognize that employers are running a business and have certain needs and expectations that must be met? If so, what could be done to help clients learn about basic employer expectations, to help smooth their adjustment to work? Seventh, how can client resilience be enhanced? How important is flexibility, defined as the ability to adapt, consolidate gains, revise plans/strategy and keep moving forward? What could be done to help clients learn how to set goals and continue working to achieve them, even when obstacles arise? Finally, do males have more difficulty in general with the above issues than females? Would a different approach to case planning be beneficial for males? The literature would be strengthened by research that includes an exploration of gender issues in relation to specific barriers, resolutions and employment retention strategies.

8.5 Future Research Plans

At this time, the author does not plan to do any further research or seek publication of any portion of this study. However, the author stands ready to serve the Missoula WoRC Program in a consulting capacity for any further research they may choose to conduct.

8.6 Contribution to the Literature

The results of the Missoula study filled a gap in the literature in four specific ways. First, it was one of a very few studies that was conducted in a rural setting. Since the opportunities and challenges of urban versus rural life can be quite disparate, it was important to the overall body of knowledge to study both types of settings. Second, it was the first study conducted by a lead researcher and a team of colleagues who worked inside the system. The nuanced view from the inside had previously been missing from the overall body of literature. Third, it was one of only a couple of studies that actually asked clients their viewpoint. Talking above and around clients does them a tremendous disservice. No matter how educated or experienced field workers are, if they're not hearing directly from the clients about what they need, there's a missing link in the information and important solutions may be overlooked. Fourth, the WoRC Program did not hold an extreme view towards its clients. It viewed them as important partners in the change process placed enough faith in them to be part of the solution. The view from the client's side of the desk proved to be invaluable.

8.7 Contribution to the Field

This dissertation did not provide The Answer to every problem within the welfare system. What it did do was serve as an important venture into the minimally researched problem of cycling and how to resolve it. Overall, this study was useful to welfare-to-work programs around the nation who are seeking to address job retention. Even if client demographics and/or community settings do not resemble Missoula's, what WoRC discovered and recommended may be enough to spark innovations within other programs. Similar research could be conducted in other jurisdictions and solutions could be tailored for that particular client population and community characteristics. As a result, programs that choose to implement a job retention program in any form will make more efficient use of taxpayer dollars when clients do not return to the public assistance rolls. Job retention programs redefine success in the welfare reform era. The status quo statistical definition of getting a job as a victory is no longer enough. Keeping a job is the new standard by which program effectiveness will be evaluated.

Finally, WoRC wanted the results to be practical, useful and lead to an improvement in the services they offered their clients. They didn't consider themselves light bearers for the rest of the state or the rest of the nation. They just wanted to do their own jobs better. If in the process they happened upon something that helps another program, they will have exceeded their own best expectations.

8.8 Executive Summary

History

Temporary Assistance to Needy Families (TANF) is a nationwide public assistance program, which includes a mandatory welfare-to-work component. In Missoula County, Montana, the welfare-to-work program is operated by the Missoula WoRC Program, in partnership with the Montana Department of Health and Human Services, the Montana Department of Labor and Industry, and the Missoula Workforce Center (formerly called Job Service). In 2005, the WoRC Program noticed a phenomenon that would come to be called “cycling,” in which TANF clients were able to get jobs but quickly lost them and then returned to the welfare rolls. This dissertation is the story of how the Missoula WoRC Program chose to research the issue of cycling and what could be done to resolve it.

Purpose

The research was conducted in two phases. The purpose of study one was to answer the following research questions:

- 1) What are the specific reasons why Missoula TANF recipients are failing to retain their jobs and consequently return to the WoRC Program?
- 2) What do Missoula TANF recipients believe will assist them with retaining their employment in the future?

Study two was designed to answer the following research questions:

- 1) Did the Missoula WoRC Program help clients get a job? If so, what specific services helped with obtaining employment?
- 2) Were there any barriers that interfered with clients obtaining employment?

- 3) If the WoRC Program helped clients get a job, did it help them get a better paying job?
- 4) Did the Study One group obtain employment to any different extent than their WoRC Program peers? If so, were there gender differences in the clients who gained employment?
- 5) What were the monthly earnings of those clients who did obtain employment and what factors predicted the level of those earnings?

Methodology

Study one was conducted according to a qualitative methodology. 21 clients (approximately 10% of the caseload at the time) volunteered to be interviewed for the study. Clients were interviewed directly and their responses were recorded and analyzed. Study one took a retrospective look at why clients lost their jobs and what the WoRC Program could have done to help prevent the job loss.

Study two was conducted according to a quantitative methodology. Existing program data (secondary data) were statistically analyzed to determine how many clients gained employment, and, what the traits of those clients were. Virtually the entire caseload (166 clients) were included in study two. SPSS was utilized for the statistical analysis of the data.

Findings

The results of study one indicated that the top three reasons clients lost their jobs were: family; medical; and other (i.e. attitude problems, boredom). The results demonstrated that the clients recommended three primary employment

retention services that WoRC could offer: life skills classes to teach work adjustment; job coaching; and supportive services (i.e. clothing and gas vouchers) after TANF ended.

The results of study two indicated that 50% of WoRC clients did gain employment. Logistic regression demonstrated 9 variables were statistically significant: study one clients; female; TANF 4+ months; final status; merit (not sanctioned); no (did not use) short term training months; no (did not have) learning disability; no domestic violence (current or past); and no chemical dependency (current or past). Linear regression indicated that WoRC clients did earn more (average of \$7.16/hr) than minimum wage (\$5.15/hr at the time of the study). Linear regression demonstrated that there were four predictors of monthly gross income: number of employment hours per week; wage; Job Search (structured job seeking activity); and mental health issues.

Conclusion

Both study one and study two were successful in answering the research questions. The literature review supported the findings of study one and study two.

Recommendations

Based on the results of study one and study two, there were eight recommendations for change for the Missoula WoRC Program: revise the medical section of the barrier reduction forms; revise the procedure for domestic violence referrals; revise the procedure for chemical dependency assessment at intake; create a life skills class to teach employment retention skills; refer clients

with criminal legal issues to an Employment Consultant with expertise in that area; appoint one staff member to serve as a negotiator/coach for clients who are adjusting to a new job; refer male clients to a male Employment Consultant at the Missoula Workforce Center; and to the extent allowed under current TANF rules, work with the client in a collaborative capacity to design their case management plan.

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APPENDIX A

Study One Informed Consent Form

Missoula WoRC Program Employment Retention Study Informed Consent

The Missoula WoRC Program is studying ways that we can help you keep a job once you've got it. You are invited to participate in the study. If you volunteer to participate, you will meet with WoRC Case Manager Deb Holland or Janis Cooper, for a private meeting to discuss reasons you may have lost jobs in the past and ways the WoRC Program could have helped you keep the job at the time. You will be asked questions similar to what you answered at intake, only this time, we want to know how those issues have affected your employment. Please see the attached sheet for the questions you will actually be asked in the study. The questions should be less invasive to answer than they were during intake. Your participation in the study is confidential and you can choose to stop participating in the study at any time, including during the research interview. You cannot be required to participate in the study in any way. Participation in the study cannot be required as part of a conciliation agreement. You cannot be placed in conciliation or sanctioned for not participating in the study. Your answers during the research interview will not be reported to your case manager. Your answers are confidential unless you indicate an intent to harm yourself or others. All answers will be compiled and analyzed at the end of the study and will not be reported on an individual basis. All forms will be stored in a locked file cabinet. Your name will not be written on your interview sheet. We will not be

audio or videotaping the interviews. The study is intended to gather information directly from you, the participants, which may then be used to develop new WoRC programs that can help you keep a job once you've got it. The research interview should take approximately ninety minutes. Thank you for considering participating in the research project.

Although we do not foresee any risk in taking part in this study, the following liability statement is required in all University of Montana consent forms: "In the event that you are injured as a result of this research you should individually seek appropriate medical treatment. If the injury is caused by the negligence of the University or any of its employees, you may be entitled to reimbursement or compensation pursuant to the Comprehensive State Insurance Plan established by the Department of Administration under the authority of M.C.A., Title 2, Chapter 9. In the event of a claim for such injury, further information may be obtained from the University Claims representative or University Legal Counsel."

My signature indicates that I have read, or someone has read to me, the purpose of the research project, I understand what the study is about, all my questions have been answered, I am voluntarily choosing to participate and a copy of the Informed Consent Form was provided to me.

Name

Date

If you have questions about the research project, please contact:
Deb Holland, MSW
WoRC Program
2677 Palmer St.
Missoula, MT 59808
329-1261

If you have questions about participating in the study as a research subject,
contact:
Sheila Hoffland
UH 116
Main Hall
University of Montana
Missoula, MT 59812
243-6670

The University of Montana Faculty Advisor for this project is:
Dr. Tompkins
Political Science Chair
Liberal Arts 350
University of Montana
Missoula, MT 59812
243-5202

APPENDIX B

Study One Research Instrument

Missoula WoRC Program Employment Retention Study Data Collection Sheet

1. Gender:
2. Ethnicity:
3. Your age:
4. Your children's ages:
5. Have you ever been on TANF before, in any state?
6. When is the last time you worked?
7. How long did you keep your last job?
8. How many jobs have you lost in the last 1-3 years?
9. Do your job losses tend to be seasonal?
10. Are you leaving jobs and returning to the WoRC Program by choice? If yes, please say why (i.e. if job is not paying enough to afford daycare).
11. Please tell me if you've lost a job in the last 1-3 years for any of the following reasons:
 - a. Family
 - b. Domestic violence
 - c. Housing
 - d. Finances
 - e. Legal
 - f. Transportation
 - g. Medical
 - h. Mental health
 - i. Addiction
 - j. Work site issues
 - k. Other
12. Please tell me the details of what happened (for each "yes" answer above).

13. Please tell me what you think our program could have done to help you keep your job.

14. What classes, programs or services do you feel could help you keep the next job you get?

APPENDIX C

Study One Item Frequency Distributions and Conclusions

The research results and conclusions are reported for each question on the study one instrument as follows.

Question 1, *Demographic data regarding gender.*

Gender of Study Participants

Gender	Count	%
Male	6	29
Female	15	71
Total	21	100%

- ✓ The gender breakdown of study one participants was 71% female, 29% male.
- ✓ The percentage of study participants for each gender was reflective of the typical monthly caseload during the time of the pre-study. Significantly more females than males were enrolled in the WoRC Program during that time.

Question 2, *Demographic data regarding ethnicity.*

Ethnicity of Study Participants

Ethnicity	Count	%
Caucasian	13	62
Nat American	8	38
Total	21	100

- ✓ The ethnicity breakdown of study one participants was 62% Caucasian and 38% Native American.
- ✓ The percentage of study participants by ethnicity was reflective of the typical monthly caseload during the time of study one. More Caucasians than Native Americans were enrolled in the WoRC Program during that time.

Question 3, *Demographic data regarding age.*

Age of Study Participants

Age	Count	%
18-19	1	5
20-29	9	43
30-39	9	43
40-49	2	9
50+	0	0
Total	21	100%

- ✓ The age breakdown of study one participants was: 5% were 18-19 years old; 43% were 20-29 years old; 43% were 30-39 years old; and 9% were 40-49 years old.
- ✓ The majority of WoRC clients that participated in the study were in their 20's and 30's. This allowed potential targeting of intervention services for adult learners of that age. This finding was somewhat surprising, as it had been anticipated that perhaps younger adults had more difficulty with job retention.

Question 4, *Demographic data regarding children's ages.*

Ages of Study Participant's Children		
Ages	Count	%
unborn	2	4
> 1 yr	2	4
1-5 yrs	19	37
6 to 11	14	27
12 to 13	2	4
14-17	6	12
18+	6	12
Total	51	100

- ✓ The age breakdown of study one participant's children was: 4% were unborn; 4 % were less than 1 year old; 37% were 1-5 years old; 27% were 6 to 11 years old; 4% were 12 to 13 years old; 12% were 14-17 years old; and 12% were 18+ years old.
- ✓ This question yielded somewhat surprising results. It was anticipated that clients with very young children may have experienced the highest rate of cycling, due to difficulty accessing adequate, affordable childcare. However, there were a significant number (27%) in the 6-11 age group and the 14-17 age group (12%). Additionally, there were a significant number of adult children (12%) that our participants remained actively involved with. The percentages for the 6-adult age groups total 51%, while the 1-5 years old category totaled only 37%. The total number 51 represents all children of study participants, including the unborn.

Question 5, *"Have you ever been on TANF before, in any state?"*

- ✓ 100% of study participants had been on TANF before, either in Montana or another state.

Question 6, *"When was the last time you worked?"*

Length of Time Since Last Job

Time Frame	Count	%
Never	1	5
Currently employed	7	33
1-3 mos	0	0

4-6 mos	5	24
7-12 mos	5	24
<12 mos	3	14
Total	21	100

- ✓ The breakdown of the length of time since study one participants last worked was: 5% were never employed; 33% were currently employed; 0% had last worked 1-3 months prior to the study; 24% had last worked 4-6 months prior to the study; 24% had last worked 7-12 months prior to the study; and 14% had last worked 12+ months prior to the study.
- ✓ The majority of participants were either currently employed or had been employed within the past 4-12 months. What was particularly interesting is the 0% of participants had last worked 1-3 months ago. This was reflective of what one of the clients discussed during the open-ended question portion of the interview: after a job loss, it takes some time to “bounce back” and have the confidence to try again. As a result, not only was the cycling itself disruptive to self-sufficiency, but when job loss occurred, it took time to get back into the labor market, further prolonging the disruption.

Question 7, “How long did you keep your last job?”

Length of Time Job Was Kept		
Time	Count	%
never emp	1	5
> 1 month	4	19
2 months	3	14
3 months	2	10
4 months	2	10
5 months	1	5
6-12 mos	3	14
12+ mos	5	23
Total	21	100%

- ✓ The breakdown of the length of time study one participants kept their last job was: 5% were never employed; 19% had been employed for 1 month or less; 14% had been employed for 2 months; 10% had been employed for 3 months; 10% had been employed for 4 months; 5% had been employed for 5 months; 14% had been employed for 6-12 months; and 23% had been employed for 12+ months.
- ✓ As the percentages demonstrate, a significant number of jobs (43%) are lost in the first 3 months. A 90-day timeframe would be ideal for an intervention program dealing with “in the moment” job issues. It appears that if a person could make it through the first 3 months, they had a decent chance of maintaining the employment. The numbers for 6 months and beyond (37%) were reflective of what clients said during the open-ended portion of the interview: they become bored and/or were not making enough money and/or were not used to the sustained attention work takes, so they quit. An

intervention program needs to target both short-term (first 90 days) and long-term (6 months and beyond) work adjustment issues.

Question 8, “How many jobs have you lost in the last 1-3 years?”

Number of Jobs In the Last 1-3 Years

Jobs Lost	Count	%
0	1	5
1	6	28
2	7	33
3	3	14
4	2	10
5	0	0
6+	2	10
Total	21	100%

- ✓ The breakdown of the number of jobs study one participants had lost in the last 1-3 years was: 5% had never worked; 28% had lost 1 job; 33% had lost 2 jobs; 14% had lost 3 jobs; 0% had lost 5 jobs; 10% had lost 4 jobs; and 10% had lost 6+ jobs.
- ✓ The majority of study participants (75%) lost 1-3 jobs in the last 1-3 years, further highlighting the importance of helping clients achieve long-term self-sufficiency by learning to keep a job over a sustained period of time.

Question 9, “Have your job losses tended to be seasonal?”

Jobs Lost Due to Seasonal Work

Seasonal	Count	%
Yes	3	14
No	18	86
Total	21	100%

- ✓ The breakdown of whether or not study one participant’s job loss was due to seasonal reasons was 14% yes and 86% no.
- ✓ The numbers showed that seasonal jobs are a factor in cycling, although not a significant one. Only 3 participants (14%) lost a job because it was seasonal. Some jobs in the Missoula economy were seasonal, but not as many as were anticipated.

Question 10, “Have you quit jobs and returned to the WoRC Program by choice?”

Voluntary Job Quit to Return to WoRC

Choice	Count	%
Yes	0	0
No	21	100
Total	21	100%

- ✓ The breakdown of the percentage of whether or not study one participants quit voluntarily and returned to WoRC by choice was 0% yes, 100% no.
- ✓ The answer to this question was unanimous, no one was cycling because they chose to. Clients who quit jobs for non-approved reasons were subject to sanction, which was a loss of partial benefits for non-compliance with program requirements. It may be that in general, the clients who volunteered for the study are the same clients who typically comply with program requirements and participate in activities. Or it may be that the clients who have quit jobs without good cause are the same clients who are not complying with the other requirements of the program and as a result, were not currently enrolled during the time period of the study.

Question 11, "Please list all reasons that have contributed to job loss."

Master List of Issues Contributing to Job Loss

Issues	Count	%
<i>Note: percentages will not equal 100 because each client was asked to choose all reasons leading to job loss.</i>		
Family	9	43
DV	2	10
Housing	2	10
Financial	3	14
Legal	4	19
Transport	3	14
Medical	7	33
MH	6	29
Addiction	3	14
Work site	6	29
Other	7	33

- ✓ Master List of Client-Reported Specific Barriers to Employment Retention
 - Highly special needs child could not be left alone
 - Difficulty finding adequate provider who could deal with behaviors
 - Suspended from school
 - Child committing violent incidents requiring police and legal involvement
 - Work schedule not flexible enough to allow parent to get off work a ½ hour earlier, as necessary for family circumstances at the time
 - Conflict with supervisor
 - Domestic violence
 - Partner wouldn't pick up kids
 - Housing was lost
 - Partner would take car to prevent going to work that day
 - Once job was lost, partner forbid getting another
 - Child in trouble with the law

- Child suspended from school
- Spouse's mental health issues
- Child's mental health issues
- Too many appointments to keep a job
- Too overwhelmed to continue to work
- Employer would not make accommodations for known medical issue
- Car broke down when out of state and could not return to work on time
- Childcare issues
- Boredom
- Overqualified for some jobs
- Under qualified for other jobs
- Cut backs
- No child support
- Issues with the supervisor
- Issues between managers
- Not understanding of pregnancy
- Not understanding of mental health issues
- Low wages cause need to accept higher paying spot jobs when available
- Temp jobs
- Addiction issues
- Was injured on the job and could no longer continue with previous line of work
- Childcare closed during the work week for a couple of days, no backup plan
- Scheduling issues
 - Was not given a break or lunch all day, then was written up for not taking lunch
- Paying for daycare
- Paying for bus passes
- Past due on bills
- Having to work evenings
- Took too long to get first paycheck
- Too difficult to keep on top of everything
- Paid less than promised
- Cultural issues
 - Workplace values conflicted with Native American cultural values
- Prejudice against Native Americans
- Unable to successfully negotiate issues with employer
- Scheduling issues
 - Not able to work during times that worked with daycare hours

- Client feeling like they weren't really a parent since kid's major needs taken care of by daycare
 - Client felt they were neglecting kids by working
 - No respect for Native American cultural importance of children in the family
 - No understanding that in Native American culture, family comes first and kids aren't expected to go to work and take care of themselves when they turn 18
- New to town, reluctant to leave kids with any daycare
- Domestic violence
 - Had to be hospitalized
 - Had head injury
 - Denied access to outside help by abusive spouse (took her back to his reservation and denied access to law enforcement, medical help or legal assistance)
 - He eventually left and took everything
- Addiction issues
- Didn't know how to understand feelings
- Didn't know how to problem solve
- Didn't know how to be accountable
- Lack of insight
- Didn't realize different choices could be made under the same circumstances
- Didn't realize could take care of self
- Didn't realize could be in charge of own life
- Family rejected/didn't fit in any longer once sobered up; had to leave to start over
- Seasonal jobs in construction industry
- Temp jobs that ended
- Seasonal jobs in construction industry
- Work-study jobs that ended
- Company went out of business
- Moved out of town
- Discharged from the military (medical)
- Moved for partner's needs (school)
- Got pregnant
- In school
- Work-study ended
- Childcare arrangements fell apart
- No car
- Had a baby
- Went to jail
- Fired for discovery of criminal record
- Addiction issues, was in treatment
- Attitude caused problems with bosses
- Difficulty adjusting to work

- Sexual harassment in the workplace
 - Theft in the workplace
 - Family stress
 - Boss on drugs
 - Boss on meth
 - Boss running drugs through the business
 - Not making enough money
 - Custody issues
 - Mental health issues
 - Trouble with co-workers (outworked them)
 - Supervisors weren't doing a good job
 - Fired for theft
 - Chronically ill
 - In and out of mental health treatment centers
 - In Warm Springs
 - Subcontracted work
 - School issues
 - Death of close friend
 - Took too long to get first paycheck
 - Hard to make multiple appointments
 - Got behind financially
 - Downward spiral that was hard to dig out of
 - Low wage jobs
 - Conflict with supervisor who didn't treat any of the employees well
 - Boss called names (i.e. stupid) in front of customers (boss wouldn't stop when asked to)
 - Boss cursed out in front of customers (boss wouldn't stop when asked to)
 - Attempts to solve issues only made the boss angrier
 - Not being allowed breaks or lunches affected medical issues
 - Self & child were sick a lot, employer wouldn't accept dr's notes
 - Needed backup childcare
 - Chronic medical issues
- ✓ The breakdown of the percentage of study one clients who faced particular issues was: 43% had dealt with family issues; 10% with domestic violence; 10% with housing issues; 14% with credit or debt issues; 19% with legal issues; 14% with transportation issues; 33% with medical issues; 29% with mental health issues; 14% with addiction issues; 29% with work site issues; and 33% with other issues.
 - ✓ As the results demonstrate, family issues were the number one contributor to job loss. Medical and other issues (i.e. boredom, attitude problems) were tied for second place. Mental health and work site issues (i.e. conflict with supervisors or co-workers) were tied for third place. The numbers highlight where the greatest need is for designing an effective intervention.

Question 12, “Please tell me the details of what happened (for each reason for job loss)?”

- ✓ As identified by the clients, the primary issues contributing to job loss were family, medical, mental health, work site and other (i.e. attitude problems).
- ✓ As numerically supported by the results of question 11, the primary issues study one participants stated interfered with employment retention were: family; medical; mental health; work site; and other (i.e. attitude problems). A life skills class would be an excellent method of addressing the identified issues.
- ✓ Study one participants also articulated a number of problematic work site issues, ranging from not being given a lunch break, to the boss selling meth at the place of business. This information confirmed that it is important to remember that job loss was not occurring exclusively due to something the clients were or were not doing, it was also occurring for workplace related factors. A job coach would serve as an excellent resource for helping clients process and address these types of issues.

Question 13, “Please tell me what you think our program could have done to help you keep your last job.”

- ✓ Please see Question 14, for a combined master list of all suggestions the clients had for new WoRC services and a pilot program.
- ✓ As identified by the clients, the primary issue WoRC could have helped with was all phases of the work adjustment process.

Question 14, “What classes, programs or services do you feel could help you keep the next job you get?”

- ✓ As suggested by the clients, there were three primary services that could be offered to help with work adjustment: life skills classes, job coaching and supportive services after TANF benefits ended.
- ✓ Participants repeatedly identified three primary ways the WoRC Program could help them maintain their employment. First, as was so eloquently answered in question 14, clients need help understanding that work “is a normal part of life” and there are rules, expectations and norms they need to learn. A life skills class, perhaps including an exercise of what it’s like to run a business from the employer’s perspective (similar to the “In Her Shoes” training the WoRC staff did at the domestic violence workshop), would meet the participant’s need for information about how to be successful at work. Second, there are often issues that arise in the moment and participants want someone to be available to coach them through resolving difficulties and step in if necessary. Third, supportive services after TANF closure for employment clothing, bus passes, gas vouchers and car repairs would be helpful. What is particularly interesting about the answers to this question is that no one suggested they should

be able to work and receive TANF at the same time (i.e. extend the time they are allowed to be on TANF once they are working). They all indicated insight about their role in the difficulties they face, asked for help in the form of more information and a negotiator/coach to step in while they learn the necessary skills themselves and expressed a strong desire to be self-sufficient and no longer need public assistance of any kind.

- ✓ Master List of Client's Suggestions for Services WoRC Could Offer to Enhance Employment Retention
 - Have someone who can come in and help negotiate specific issues, i.e. the ½ hour issue
 - Suspend TANF time clock (60 months lifetime limit) during times of family emergency
 - Bus passes
 - Someone to help negotiate/mentor/coach from job start on
 - Lots of anxiety and intimidation when starting new job
 - Moral support to get started right
 - Feedback from employers as to why not hired and how to do better next time
 - Life skills classes
 - Dealing with bad references
 - Negotiating with employer
 - Dealing with a poor work history
 - Dealing with gaps in employment
 - "How to be a productive human being. For you guys, work is a normal part of life. It's what you're expected to get up and do everyday. For some of us, we've never had anybody that did that or taught us how to do it. We don't know what the rules are for work or what the normal expectations are."
 - Handling family emergencies
 - How to ask questions on the job
 - How to keep a job
 - How to hang in there through the ups and downs (i.e. boredom and low-pay)
 - How to start a job right
 - Rules for work/normal expectations
 - Career planning and assessment
 - WoRC did try to help with domestic violence issue but just wasn't ready yet and no one could have changed that
 - Classes are good
 - Services are great
 - Positive environment helps a lot
 - Good we require work and get people out of the house
 - Help negotiating accommodations with employer
 - Help negotiating issues with employer
 - Need someone to go to for talking through problems without getting in trouble or looking bad at work

- Someone to vent to
 - Someone to step in and teach how to solve the problem productively
 - Someone to help plan how to solve problems
- Life skills classes
 - Communication
 - Assertiveness
 - Dealing with problems on the job
 - How to confront someone
- Have phones, computers and copy machines at WoRC office for participants to use in job search
- Offer typing/data entry courses
- Business classes
- Computer skills classes
- Clothing vouchers
- Help gaining work experience
- Someone to help negotiate if problems arise
 - Coworker lied and client tried to defend self/negotiate on own and was fired
- Money for car repairs
- Computer classes
- Money for clothing
- Someone to help negotiate adjustments to schedule
- Classes on how to handle difficult conversations at work
- Negotiator to help deal with supervisory issues
- Someone for emotional support
 - A specific worker to check in with 1x/week for the first month on the job
- Access to immediate help if a problem arises on the job
- Call-in appointments rather than in-person appointments once working
- No one could have helped more with addiction issue, was talked to and offered help but wasn't ready for it yet. Ended up losing job due to attendance issues related to the addiction.
- Bus passes
- Gas vouchers
- Employment clothing
- Money for gas and bus after TANF ends
- Money for car repairs after TANF ends
- Referring to voc-rehab sooner (before TANF closes)
- Access to phone for making calls
- Someone to help with making important calls
 - Coaching
- Nothing could have been done – the accident just happened and it was the only reason for the job loss
- Help coordinating bus schedules

- “State people should go through the difficulties that participants go through.”
- State people keeping their personal opinions out of things and trusting their clients
- Nothing we could have done: had to become aware she was responsible for herself and for changing in order to have a better life
- Nothing: jobs were just seasonal
- Vehicle repairs after TANF closes
- Clothing vouchers after TANF closes
- Nothing: jobs were just seasonal or work-study
- Don’t count non-participating spouse against the person who is participating
- Vehicle repairs after TANF closes
- Clothing vouchers after TANF closes
- Help with childcare
- Take marriage circumstances into consideration
- Nothing: chose to move to be with partner
- Help getting a foot in the door with employers
 - Has skills to keep job, wants assistance getting one
- Help with daycare
- Help with transportation expenses
- Someone to help figure out how to handle/balance family needs and what’s required by job
- Nothing: work-study jobs tend to last just 1 academic year
- Bus passes after TANF closes
- Childcare referral after TANF closes
- Life skills classes
 - Making good personal choices
 - How to handle work situations
 - How to deal with things outside of work (i.e. avoiding drugs and alcohol)
- Someone to talk to for support
 - Help with problem solving
 - Should be outside of job, to be able to talk through things and figure out a way to deal with them
- Someone to step in and help resolve issues with employer
- Being taught how to resolve issues
- Someone to talk through difficult situations with
 - i.e. boss on meth, drugs running through business
- More wellness classes
- Learning to Work it Out class was really good
- Leaving TANF open a little longer in order to save money for emergencies
- Keep food stamps open longer
- Keep Medicaid open longer

- Help with budgeting and planning ahead for future/goals
- Better explanation of the rules for TANF closing
 - What happens when employment is reported
- More benefits for students
- Someone to help step in and resolve conflict on the job, especially when new
- Encouraging clients not to rush out and take any job they can find
 - Encourage people to find a good match, especially if there are medical/health issues
- Life skills classes
 - How to get a job
 - How to keep a job
- STEPS was extremely helpful
- Money Basics was really helpful
- Help clients have more awareness that they have choices and options in their job search
- Inform clients of all options available through the program
 - WEX and AES are good programs to get training in a new area
- Allow people over 21 to pursue GED as their primary required hours
- Have someone available to talk to when problems on the job arise

APPENDIX D

List of Variables Analyzed in Study Two

The ninety variables, which includes a number of “dummy” variables to further refine the analysis are as follows: year of enrollment, number of prior enrollments, cycling status, pre-study, ethnicity, original ethnicity code, ethnic group, original age code, age category, age group, educational level, educational group, gender, number of parents, number of children, number of grandchildren, number of TANF months, length of time on TANF, closure category, closure reason, final status of case, sanction number, sanction history, conciliation history, gained employment, number of months employed, wage in dollars, level of wages, number of employment hours, full-time employment status, weekly pay, monthly pay, total pay, number of months in a Work Experience (WEX) site, WEX history, number of WEX hours, Job Search participant, number of Community Service Placement (CSP) months, CSP history, number of Short Term Training (STT) months, STT history, number of months in High School Education (HSE), HSE history, number of months on Extended Benefits (EB), EB history, Employment Project participant, number of months in an Accelerated Employment Services (AES) placement, AES history, STEPS class participant, Workin’ It Out class participant, First Impressions class participant, Mapping for Life class participant, Negotiation & Customer Service class participant, Personal Wellness class participant, Child Protective Services involvement, Child Protective Services history, current children’s issues, history of children’s issues, current housing issues, history of housing issues, current debt or credit issues,

history of debt or credit issues, current civil legal issues, history of civil legal issues, current criminal legal issues, history of criminal legal issues, current transportation issues, history of transportation issues, current medical issues, history of medical issues, originally coded medical issues, current mental health issues, history of mental health issues, current domestic violence issues, history of domestic violence issues, originally coded domestic violence issues, current chemical dependency issues, history of chemical dependency issues, originally coded chemical dependency issues, learning needs screening score, learning needs category, number of jobs listed on basic employment application at intake, job history, non-sanctioned, no STT months, no learning disability (screening score), no domestic violence history, no chemical dependency history and above minimum-wage pay.

Study Two Tables and Summaries

Frequency Table

		Year of Enrollment			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2005	94	56.6	56.6	56.6
	2006	72	43.4	43.4	100.0
	Total	166	100.0	100.0	

Variable #1: Year of Enrollment in the WoRC Program. This variable was included on the main Excel tracking sheet, as required by Central Office, for the purpose of determining enrollment rates by year.

- ✓ The breakdown of study two participants was 56.6% enrolled in 2005 and 43.4% enrolled in 2006.
- ✓ This information did not yield any findings of importance, it simply described the percentage of clients enrolled during each year.

of Prior Enrollments

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	0	121	72.9	72.9	72.9
	1	35	21.1	21.1	94.0
	2	8	4.8	4.8	98.8
	3	2	1.2	1.2	100.0
	Total	166	100.0	100.0	

Variable #2: # of Prior Enrollments in the WoRC Program. This variable was added to the Excel chart, for the purposes of determining the extent of the cycling problem during the time of the study.

- ✓ The breakdown of the cycling data was 72.9% had not been enrolled prior to study two; 21.1% were enrolled once before; 4.8% were enrolled twice before; and 1.2% were enrolled three times before.
- ✓ These results were interesting because only 27.1% of clients were cycling at the time of study two, but anecdotally, the rate seemed much higher. However, 27.1% is over ¼ of the caseload, a number significant enough to warrant an intervention program to address the issue.

Recycling Status

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No Previous Enrollments	121	72.9	72.9	72.9
	At Least One Previous Enrollment	45	27.1	27.1	100.0
	Total	166	100.0	100.0	

Variable #3: Recycling Status. This variable was added to the Excel chart as a dummy variable, as an aggregate compilation of the detailed cycling numbers presented in Variable #2, for the purpose of coding the data in a 0-1 format for ease of analysis.

- ✓ The results and significance of this variable are the same as is presented in Variable #2.

Original 21

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No, Not Included in Study One	145	87.3	87.3	87.3
	Yes, Included in Study One (Original 21 clients)	21	12.7	12.7	100.0

Total	166	100.0	100.0
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Variable #4: Original 21 clients who participated in study one. This variable was added to the Excel chart, for the purpose of comparing the study one group to the study two group in later analysis (logistic regression).

- ✓ The breakdown of the data was 87.3% of study two clients did not participate in study one, and 12.7% of study two clients did participate in study one.
- ✓ This information did not yield information of any importance until it was analyzed during the logistic regression. Those results will be presented in the summary analysis section of the logistic regression results.

Ethnicity

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Caucasian	102	61.4	61.4	61.4
	Native American	54	32.5	32.5	94.0
	Other (African American, Hispanic or Asian)	10	6.0	6.0	100.0
	Total	166	100.0	100.0	

Variable #5: Ethnicity. This variable was added to the Excel chart to further refine the original 5 categories of ethnic information, for the ease of data analysis.

- ✓ The breakdown of the data was 61.4% Caucasian; 32.5% Native American; and 6% other (African American, Hispanic or Asian).
- ✓ This information was reflective of the typical caseload at the time of the study, with Caucasians and Native Americans making up 93.9% of the caseload. Additionally, the percentage of Native American clients merits a review of culturally appropriate practices at the WoRC Program, to ensure they continue to take into consideration the needs of this special population.

Original Ethnic Code

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Caucasian	102	61.4	61.4	61.4
	African American	3	1.8	1.8	63.3
	Hispanic	5	3.0	3.0	66.3
	Native American	54	32.5	32.5	98.8
	Other	2	1.2	1.2	100.0
	Total	166	100.0	100.0	

Variable #6: Original Ethnic Code. This variable was included in the main Excel tracking sheet, as required by Central Office, for the purpose of statistical compilation of ethnic information.

- ✓ The breakdown of the data was 61.4% Caucasian; 1.8% African American; 3.0% Hispanic; 32.5% Native American; and 1.2% other.
- ✓ The importance of these findings was previously described in Variable #5.

Ethnic Group

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Other	64	38.6	38.6	38.6
	Caucasian	102	61.4	61.4	100.0
	Total	166	100.0	100.0	

Variable #7: Ethnic Group. This variable was added to the Excel chart, for the purpose of 0-1 coding and ease of data analysis.

- ✓ The breakdown of the data was 38.6% other, and 61.4% Caucasian.
- ✓ The importance of the results was previously described in Variable #5.

Age

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	19	3	1.8	1.8	1.8
	20	5	3.0	3.0	4.8
	21	5	3.0	3.0	7.8
	22	7	4.2	4.2	12.0
	23	13	7.8	7.8	19.9
	24	7	4.2	4.2	24.1
	25	8	4.8	4.8	28.9
	26	11	6.6	6.6	35.5
	27	11	6.6	6.6	42.2
	28	8	4.8	4.8	47.0
	29	8	4.8	4.8	51.8
	30	5	3.0	3.0	54.8
	31	9	5.4	5.4	60.2
	32	7	4.2	4.2	64.5
	33	3	1.8	1.8	66.3
	34	9	5.4	5.4	71.7
	35	6	3.6	3.6	75.3

36	8	4.8	4.8	80.1
37	3	1.8	1.8	81.9
38	3	1.8	1.8	83.7
40	5	3.0	3.0	86.7
41	1	.6	.6	87.3
42	7	4.2	4.2	91.6
43	6	3.6	3.6	95.2
44	1	.6	.6	95.8
45	1	.6	.6	96.4
46	1	.6	.6	97.0
47	3	1.8	1.8	98.8
49	2	1.2	1.2	100.0
Total	166	100.0	100.0	

Variable #8: Age. This variable was added to the Excel chart, for the purpose of determining if age was correlated with the ability to obtain or maintain employment in a later analysis.

- ✓ The age range of clients in study two spanned from 19 to 49 years old. Due to the large amount of information, the data was condensed into three and then two categories, for ease of coding and data analysis. Those results will be presented in Variable #9 and Variable #10.

AgeCategory

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 19-29	86	51.8	51.8	51.8
30-49	80	48.2	48.2	100.0
Total	166	100.0	100.0	

Variable #9: Age Category. This variable was added to the Excel chart, for the purpose of condensing the large amount of age data generated in Variable #8.

- ✓ The breakdown of the data was 51.8% of study two clients were between the ages of 19-29, and 48.2% were between the ages of 30-49.
- ✓ These results were somewhat surprising, as anecdotally, it seemed that a larger percentage of clients were in the younger age bracket. There was also a question about whether or not younger clients had more difficulty obtaining or maintaining employment. The results of this data demonstrate that in terms of WoRC program enrollment, there is an almost even split between the younger and older clients.

Age Group

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	19-29	86	51.8	51.8	51.8
	30-39	53	31.9	31.9	83.7
	40-49	27	16.3	16.3	100.0
	Total	166	100.0	100.0	

Variable #10: Age Group. This variable was added to the Excel chart, as an initial attempt to condense the large amount of data generated in Variable #8.

- ✓ The breakdown of the data was 51.8% of study two clients were between the ages of 19-29; 31.9% were between the ages of 30-39; and 16.3% were between the ages of 40-49.
- ✓ The overall significance of these results was previously described in Variable #9. Additionally, it was interesting that 16.3% of clients were age 40 or older, as anecdotally, the percentage seemed much smaller than that.

Highest Educational Grade Level Completed

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	5	1	.6	.6	.6
	6	1	.6	.6	1.2
	8	8	4.8	4.8	6.0
	9	4	2.4	2.4	8.4
	10	23	13.9	13.9	22.3
	11	16	9.6	9.6	31.9
	12	69	41.6	41.6	73.5
	13	19	11.4	11.4	84.9
	14	12	7.2	7.2	92.2
	15	7	4.2	4.2	96.4
	16	4	2.4	2.4	98.8
	17	2	1.2	1.2	100.0
	Total	166	100.0	100.0	

Variable #11: Highest educational level completed. This variable was included on the main Excel tracking sheet, as required by central office, for the purpose of determining if a client may need a referral to adult education services.

- ✓ The educational range of clients in study two spanned from completion of the 5th grade, to completion of 1 year of graduate level work (represented as grade 17). Due to the large amount of information, the data was

condensed into 3 categories, for ease of coding and data analysis. Those results will be presented in Variable #12.

Educational Group

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Did Not Graduate From High School Diploma or GED Program	53	31.9	31.9	31.9
	Earned High School Diploma or GED	69	41.6	41.6	73.5
	Completed At Least One Quarter/Semester of Post-Secondary Education	44	26.5	26.5	100.0
	Total	166	100.0	100.0	

Variable #12: Educational group. This variable was added to the Excel chart, for the purpose of condensing the large amount of data generated in Variable #11.

- ✓ The breakdown of the data was 31.9% of study two clients did not graduate from high school or a GED program; 41.6% earned their high school diploma or GED; and 26.5% completed at least one quarter/semester of post-secondary education.
- ✓ These findings were reflective of the typical breakdown in educational level for the caseload as a whole. A significant number of clients have their diploma or GED, a significant number do not. What was surprising however, is that over ¼ of the clients (26.5%) had completed at least some college level studies. Anecdotally, that number was expected to be much smaller.

Gender

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	28	16.9	16.9	16.9
	Female	138	83.1	83.1	100.0
	Total	166	100.0	100.0	

Variable #13: Gender. This variable was included on the main Excel tracking sheet, as required by central office, for the purpose of compiling demographic data.

- ✓ The breakdown of data was 16.9% of study two clients were male, and 83.2% were female.

- ✓ These findings were reflective of the typical caseload at the time of the study. There were many more females than males enrolled in the program.

Number of Parents

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	118	71.1	71.1	71.1
	2	48	28.9	28.9	100.0
	Total	166	100.0	100.0	

Variable #14: Number of Parents. This variable was included on the main Excel tracking sheet, as required by central office, for the purpose of compiling demographic data.

- ✓ The breakdown of data was 71.1% of study two clients were single parents, and 28.9% were part of two parent families.
- ✓ These findings were reflective of the typical caseload at the time of the study. There are always many more single parent than two parent families enrolled in the program. However, anecdotally, it was expected that the number of two parent families would be even smaller.

Number of Children

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	0	1	.6	.6	.6
	1	62	37.3	37.3	38.0
	2	67	40.4	40.4	78.3
	3	28	16.9	16.9	95.2
	4	6	3.6	3.6	98.8
	5	2	1.2	1.2	100.0
	Total	166	100.0	100.0	

Variable #15: Number of Children. This variable was added to the Excel chart, for the purpose of determining whether or not the number of children correlated with the ability to obtain or maintain employment in a later analysis.

- ✓ The breakdown of data was .6% of study two clients had 0 children (pregnant at the time of the study); 37.3% had 1 child; 40.4% had 2 children; 16.9% had 3 children; 3.6% had 4 children; and 1.2% had 5 children.

- ✓ These findings were reflective of the typical caseload at the time of the study. Most parents in the work program (77.7%) have smaller families (1-2 children) rather than larger ones.

Number of Grandchildren

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	0	164	98.8	98.8	98.8
	1	1	.6	.6	99.4
	2	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable # 16: Number of Grandchildren. This variable was added to the Excel chart, out of recognition of the fact that some WoRC clients were raising grandchildren, not children.

- ✓ The breakdown of the data was 98.8% of study two clients had 0 grandchildren they were raising (defined as being on the TANF cash grant together), while .6% were raising 1 grandchild and .6% were raising 2 grandchildren.
- ✓ These findings were reflective of the typical caseload at the time of the study. Most WoRC clients (98.8%) were not raising grandchildren instead of children.

Original TANF Months

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	15	9.0	9.0	9.0
	2	45	27.1	27.1	36.1
	3	39	23.5	23.5	59.6
	4	13	7.8	7.8	67.5
	5	17	10.2	10.2	77.7
	6	12	7.2	7.2	84.9
	7	3	1.8	1.8	86.7
	8	6	3.6	3.6	90.4
	9	7	4.2	4.2	94.6
	10	4	2.4	2.4	97.0
	12	2	1.2	1.2	98.2
	21	1	.6	.6	98.8
	22	1	.6	.6	99.4
	27	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #17: Original TANF Months. This variable was included on the main Excel tracking sheet, as required by central office, for the purpose of determining how close a client was to reaching their 60 month lifetime TANF limit.

- ✓ The breakdown of the data spanned from 1 month to 27 months. Due to the large amount of data generated by this variable, the information was condensed into two categories, for ease of coding and analysis. That information is presented in Variable #18.
- ✓ One interesting finding was that the majority of study two clients (84.9%) were on TANF for 6 months or less.

TANF Months

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1-3 months on TANF	99	59.6	59.6	59.6
	4+ months on TANF	67	40.4	40.4	100.0
Total		166	100.0	100.0	

Variable #18: TANF Months. This variable was added to the Excel chart, for the purpose of condensing the large amount of data in Variable #17.

- ✓ The breakdown of the data was 59.6% of study two clients were on TANF 1-3 months, and 40.4% were on for 4+ months.
- ✓ The results of variables 17 and 18 confirm that most clients can be served within a brief amount of time (1-6 months).

Closure Reason

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not Closed (case remained open at the end of the study on June 30, 2006)	29	17.5	17.5	17.5
	Employed	57	34.3	34.3	51.8
	Non-Compliance (sanction, unable to locate, non-coop w/CSED, no verifs/OPA, client request to avoid SAN or concil)	52	31.3	31.3	83.1
	No longer eligible for TANF in Msla Co (moved, SSDI, exh 60 mos, ch only, client/child out of home, incarcerated, other)	28	16.9	16.9	100.0
Total		166	100.0	100.0	

Variable #19: Closure Reason. This variable was added to the Excel chart, for the purpose of condensing the large amount of data in Variable #20. In that variable, there were 15 possible reasons a client's case may have closed. Those 15 reasons were condensed into 4 categories, for the purpose of ease of coding and data analysis.

- ✓ The breakdown of the data was 17.5% of study two clients remained open at the end of the study (June 30, 2006); 34.3% were closed due to employment; 31.3% were closed due to non-compliance (sanction, unable to locate, non-cooperation with CSED, failed to provide verification to Office of Public Assistance eligibility worker, or client requested to close case in order to avoid being placed in conciliation or sanctioned); and 16.9% were closed due to no longer being eligible for TANF in Missoula County (moved, started receiving SSI/SSDI, exhausted 60 month lifetime limit, requested child only grant, client or child no longer living in the home, incarcerated, other).
- ✓ These results were reflective of the anecdotally understood reasons for closure. It is interesting that the percentage of cases closing to employment was nearly the same as the cases closing due to non-compliance. This finding supports the need to continue to emphasize helping clients gain employment, as well as find innovative ways to address the non-compliance which prevents clients from receiving maximum benefits of the program. WoRC does an excellent job of attempting to keep clients engaged and this finding confirms the need to continue seeking new ways to address the problem.

Original Closure Reason

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Employment	58	34.9	34.9	34.9
	Partner's Employment	5	3.0	3.0	38.0
	Client's Request	10	6.0	6.0	44.0
	Closed by OPA	6	3.6	3.6	47.6
	Moved	9	5.4	5.4	53.0
	Non-cooperation with CSED	4	2.4	2.4	55.4
	Unable To Locate	1	.6	.6	56.0
	Other	3	1.8	1.8	57.8
	Social Security Disability Income or SSI	1	.6	.6	58.4
	Sanction	30	18.1	18.1	76.5
	Exhausted 60 Month Lifetime TANF Limit	4	2.4	2.4	78.9
	Child Only Grant	1	.6	.6	79.5

Client Out of Home	3	1.8	1.8	81.3
Incarcerated	1	.6	.6	81.9
Child Out of Home	1	.6	.6	82.5
Case Remained Open At The End Of The Study On June 30, 2006	29	17.5	17.5	100.0
Total	166	100.0	100.0	

Variable #20: Original Closure Reason. This variable was included on the main Excel tracking sheet, as required by central office, for the purpose of calculating the work participation performance standard required by the Federal government.

- ✓ The findings and importance of closure reasons were reported and discussed in Variable #19.

Final Status of Case

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Remained Open at the Time Study Ended	29	17.5	17.5	17.5
	Closed at the Time Study Ended (6/30/06)	137	82.5	82.5	100.0
	Total	166	100.0	100.0	

Variable #21: Final Status of Case. This variable was added to the Excel chart for the purpose of determining how many cases were closed at the time the study ended (June 30, 2006).

- ✓ The breakdown of the data was 17.5% of study two clients remained open at the time the study ended, and 82.5% were closed.

Sanction Number Under New Policy

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not Sanctioned	137	82.5	82.5	82.5
	1	12	7.2	7.2	89.8
	2	5	3.0	3.0	92.8
	3	5	3.0	3.0	95.8
	4	5	3.0	3.0	98.8
	6	2	1.2	1.2	100.0
	Total	166	100.0	100.0	

Variable #22: Sanction Number Under New Policy. This variable was added to the Excel chart for the purpose of determining if being sanctioned was correlated with the inability to obtain employment. The new policy is a reference to a more strict sanction policy as implemented by the Montana DPHHS in July of 2004. As required by that policy, the number of sanctions from the effective date forward had to be recorded, for the purpose of determining escalating consequences for repeated non-compliance.

- ✓ The breakdown of the data was 82.5% of study two clients had not been sanctioned under the new policy; 7.2% were sanctioned once; 3% were sanctioned twice; 3% were sanctioned three times; 3% were sanctioned four times; 0% were sanctioned five times; and 1.2% were sanctioned 6 times.
- ✓ These results were somewhat surprising. It was anticipated that many clients would have been sanctioned at least once, however, most clients were not (82.5%). The rate for those who were sanctioned once or twice before was 10.2%. That number is significant enough to support WoRC's continued efforts to address non-compliance. Additionally, the results also demonstrated that there was also a significant number of clients (7.2%) who were chronically non-compliant. Those clients represent a category of harder to serve individuals, for whom the regular process of engagement, rewards and consequences was not effective. That finding supports the anecdotal knowledge that most clients will meet the requirements and if they resist them, will quickly (within 1-2 sanctions) figure out that those requirements are non-negotiable and will then come back into compliance. At that point, efforts to re-engage the client are usually successful. However, there are some clients who are in an entirely separate category, who despite increasingly severe penalties, refuse to positively engage with the WoRC Program. This finding highlights the importance of WoRC's extra efforts to find new ways to reach out to clients who fall into the more difficult to serve category.

Sanction History

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not Sanctioned	137	82.5	82.5	82.5
	Sanctioned At Least Once Before	29	17.5	17.5	100.0
Total		166	100.0	100.0	

Variable #23: Sanction History. This variable was added to the Excel chart, for the purpose of 0-1 coding and analysis.

- ✓ The breakdown of the data was 82.5% of study two clients were not sanctioned (under the new policy) and 17.5% were sanctioned at least once before.
- ✓ The importance of this finding was explained in detail in Variable #22.

Conciliation

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No, was not in conciliation	104	62.7	62.7	62.7
	Yes, was placed in conciliation	62	37.3	37.3	100.0
	Total	166	100.0	100.0	

Variable #24: Conciliation. This variable was added to the Excel chart, for the purpose of determining another aspect of non-compliance. Conciliation is the formal step that precedes a sanction. It consists of a written plan of action, outlining exactly what is expected of the client, and also includes a warning that if the conciliation agreement is broken, sanction will follow. It is signed by both the client and the caseworker.

- ✓ The breakdown of the results was 62.7% of study two clients were not placed in conciliation, while 37.3% were.
- ✓ This finding was highly interesting. In terms of the post-study, about half the number of clients who were placed in conciliation (37.3%), broke their agreements and were sanctioned (17.5%) and half were not. This means that WoRC's system of progressive penalties works in a significant number of cases. As was demonstrated in the sanction results, for most clients, a warning serves to deter non-compliance and therefore allows them to receive the maximum benefit of the services WoRC has to offer.

Gained Employment

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No, Did Not Gain Employment	83	50.0	50.0	50.0
	Yes, Gained Employment	83	50.0	50.0	100.0
	Total	166	100.0	100.0	

Variable #25: Gained employment. This variable was added to the Excel chart, for the purpose of determining whether or not the WoRC Program (with the services it provided at the time) was correlated with clients gaining employment. This was the crux of the entire post-study.

- ✓ The breakdown of the results was 50% of study two clients gained employment, and 50% did not.
- ✓ This finding was key. It could be argued that the WoRC Program does no better than a random 50-50 chance in helping clients find employment. However, when understood in the context of the complexities of client's lives and welfare regulations, a 50% success rate is something for the WoRC Program to be very proud of. If the success rate was low, perhaps 10-25%, that would indicate a need for reexamining the program's structure and findings ways to achieve a better rate of success. However, the WoRC Program helps half of its clients get jobs. Those aren't half bad odds from the client's perspective. If someone were to say tonight, each person buying a lottery ticket has a 50-50 chance of winning, there would be a mass rush to the ticket outlets. The point is, 50-50 odds are really pretty remarkable. In keeping with purpose of the entire study, WoRC now has the opportunity to further refine its services, to achieve an even higher rate of success. Finally, when the 50% success rate is considered alongside the 31.3% rate of non-compliance, it becomes even clearer that for the majority of WoRC clients (81.3%), they either participate in the program and find work, or they choose not to participate and face penalties. Ultimately, that choice belongs to the clients and it was statistically proven that if they will positively engage, WoRC will help at least half of them find the work they are seeking.

Number of Months Employed

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not Employed	83	50.0	50.0	50.0
	1	3	1.8	1.8	51.8
	2	11	6.6	6.6	58.4
	3	7	4.2	4.2	62.7
	4	8	4.8	4.8	67.5
	5	4	2.4	2.4	69.9
	6	7	4.2	4.2	74.1
	7	5	3.0	3.0	77.1
	8	7	4.2	4.2	81.3
	9	10	6.0	6.0	87.3
	10	11	6.6	6.6	94.0
	11	5	3.0	3.0	97.0
	12	4	2.4	2.4	99.4
	15	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #26: Number of months employed. This variable was added to the Excel chart, for the purpose of determining how quickly clients lost employment after starting a new job.

- ✓ The breakdown of data was 50% of study two clients were not employed at the time of the study; 1.8% were employed 1 month; 6.6% were employed 2 months; 4.2% were employed 3 months; 4.8% were employed 4 months; 2.4% were employed 5 months; 4.2% were employed 6 months; 3% were employed 7 months; 4.2% were employed 8 months; 6% were employed 9 months; 6.6% were employed 10 months; 3% were employed 11 months; 2.4% were employed 12 months; and .6% were employed 15 months.
- ✓ These findings demonstrate that nearly all clients (99.4%) were employed for 1 year or less, further supporting the need for an intervention program that addresses employment retention skills for the first critical year on the job.

Wage

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not Employed	83	50.0	50.0	50.0
	\$3.00	1	.6	.6	50.6
	\$5.15	15	9.0	9.0	59.6
	\$5.45	1	.6	.6	60.2
	\$5.50	2	1.2	1.2	61.4
	\$5.75	2	1.2	1.2	62.7
	\$6.00	7	4.2	4.2	66.9
	\$6.15	2	1.2	1.2	68.1
	\$6.25	1	.6	.6	68.7
	\$6.48	1	.6	.6	69.3
	\$6.50	5	3.0	3.0	72.3
	\$6.52	1	.6	.6	72.9
	\$6.75	1	.6	.6	73.5
	\$7.00	11	6.6	6.6	80.1
	\$7.15	1	.6	.6	80.7
	\$7.43	1	.6	.6	81.3
	\$7.50	5	3.0	3.0	84.3
	\$7.67	1	.6	.6	84.9
	\$8.00	11	6.6	6.6	91.6
	\$8.75	1	.6	.6	92.2
	\$8.83	1	.6	.6	92.8
	\$9.00	2	1.2	1.2	94.0

\$9.03	1	.6	.6	94.6
\$9.24	1	.6	.6	95.2
\$9.25	1	.6	.6	95.8
\$9.50	1	.6	.6	96.4
\$10.00	1	.6	.6	97.0
\$10.56	1	.6	.6	97.6
\$10.90	1	.6	.6	98.2
\$11.36	1	.6	.6	98.8
\$12.20	1	.6	.6	99.4
\$21.00	1	.6	.6	100.0
Total	166	100.0	100.0	

Variable # 27: Wage. This variable was added to the Excel chart, for the purpose of determining in a later analysis whether or not the WoRC program helps clients gain a better paying job.

- ✓ The breakdown of data ranged from \$3.00/hr (.6% of post-study clients) to \$21.00/hr (.6%). Due to the large amount of data generated by this variable, a new variable was created that condenses the information into 4 categories. Those findings will be reported in Variable #28.

Level of Wages Earned

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No Employment Income	83	50.0	50.0	50.0
	Earning Minimum Wage (\$5.15/hr)	15	9.0	9.0	59.0
	Earning Above Minimum Wage	67	40.4	40.4	99.4
	Earning Less Than Minimum Wage	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #28: Level of Wages Earned. This variable was added to the Excel chart, for the purpose of condensing the data from Variable #27.

- ✓ The breakdown of the data was 50% of study two clients were not employed and did not have any employment income; 9% were earning minimum wage (\$5.15/hr); 40.4% were earning above minimum wage; and .6% were earning less than minimum wage.
- ✓ The results of this finding were very interesting. Of the study two participants who were employed (50%), the majority of them (40.4%) were earning above minimum wage. The less than minimum wage finding is

an aberration that likely resulted from the calculation of self-employment income rather than paid wages.

Number of Employment Hours Per Week

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not Employed	83	50.0	50.0	50.0
	2	1	.6	.6	50.6
	3	1	.6	.6	51.2
	4	1	.6	.6	51.8
	5	1	.6	.6	52.4
	10	5	3.0	3.0	55.4
	12	2	1.2	1.2	56.6
	13	1	.6	.6	57.2
	15	1	.6	.6	57.8
	20	15	9.0	9.0	66.9
	22	3	1.8	1.8	68.7
	23	2	1.2	1.2	69.9
	24	1	.6	.6	70.5
	25	6	3.6	3.6	74.1
	30	10	6.0	6.0	80.1
	32	1	.6	.6	80.7
	35	8	4.8	4.8	85.5
	38	1	.6	.6	86.1
	40	22	13.3	13.3	99.4
	50	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #29: Number of Employment Hours Per Week. This variable was included on the main Excel tracking sheet, as required by central office, for the purpose of determining work participation rate performance standards.

- ✓ The breakdown of data ranged from 2 hours per week (.6% of study two clients) to 50 hrs/wk (.6%). Due to the large amount of data generated by this variable, a new variable was created that condensed the information into 3 categories. Those findings will be reported in Variable #30.

Full-time Hours Status

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not Working	83	50.0	50.0	50.0

Working Part-Time (Less than 40 hrs/wk)	60	36.1	36.1	86.1
Working At Least Full-Time (40 hrs/wk)	23	13.9	13.9	100.0
Total	166	100.0	100.0	

Variable #30: Full-time Hours Status. This variable was added to the Excel chart, for the purpose of condensing the data from Variable #29.

- ✓ The breakdown of data was 50% of study two clients were not employed and therefore were not working any employment hours each week; 36.1% were working part-time; and 13.9% were working full-time (defined as 40 hrs/wk or more).
- ✓ These findings demonstrate that a significant number of clients (36.1%) were able to secure at least part-time employment.

Weekly Gross Income

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	\$.00	83	50.0	50.0	50.0
	\$10.30	1	.6	.6	50.6
	\$24.60	1	.6	.6	51.2
	\$25.75	1	.6	.6	51.8
	\$30.00	2	1.2	1.2	53.0
	\$61.80	1	.6	.6	53.6
	\$62.50	1	.6	.6	54.2
	\$70.00	2	1.2	1.2	55.4
	\$72.00	1	.6	.6	56.0
	\$78.00	1	.6	.6	56.6
	\$97.50	1	.6	.6	57.2
	\$103.00	3	1.8	1.8	59.0
	\$113.60	1	.6	.6	59.6
	\$119.90	1	.6	.6	60.2
	\$120.00	2	1.2	1.2	61.4
	\$123.00	1	.6	.6	62.0
	\$128.75	2	1.2	1.2	63.3
	\$129.60	1	.6	.6	63.9
	\$135.00	1	.6	.6	64.5
	\$138.00	1	.6	.6	65.1
	\$149.50	1	.6	.6	65.7
	\$150.00	1	.6	.6	66.3
	\$154.00	1	.6	.6	66.9

\$154.50	2	1.2	1.2	68.1
\$160.00	2	1.2	1.2	69.3
\$163.00	1	.6	.6	69.9
\$172.50	1	.6	.6	70.5
\$175.00	2	1.2	1.2	71.7
\$176.00	1	.6	.6	72.3
\$178.75	1	.6	.6	72.9
\$180.00	3	1.8	1.8	74.7
\$180.25	1	.6	.6	75.3
\$184.80	1	.6	.6	75.9
\$190.00	1	.6	.6	76.5
\$192.50	1	.6	.6	77.1
\$201.25	1	.6	.6	77.7
\$206.00	4	2.4	2.4	80.1
\$210.00	2	1.2	1.2	81.3
\$216.00	1	.6	.6	81.9
\$218.00	1	.6	.6	82.5
\$220.00	1	.6	.6	83.1
\$224.00	1	.6	.6	83.7
\$240.00	2	1.2	1.2	84.9
\$245.00	1	.6	.6	85.5
\$260.00	3	1.8	1.8	87.3
\$262.50	2	1.2	1.2	88.6
\$277.50	1	.6	.6	89.2
\$280.00	3	1.8	1.8	91.0
\$297.20	1	.6	.6	91.6
\$300.00	2	1.2	1.2	92.8
\$304.00	1	.6	.6	93.4
\$306.25	1	.6	.6	94.0
\$306.80	1	.6	.6	94.6
\$320.00	3	1.8	1.8	96.4
\$353.20	1	.6	.6	97.0
\$361.20	1	.6	.6	97.6
\$400.00	1	.6	.6	98.2
\$422.40	1	.6	.6	98.8
\$488.00	1	.6	.6	99.4
\$840.00	1	.6	.6	100.0
Total	166	100.0	100.0	

Variable #31: Weekly Gross Income. This variable was added to the Excel chart, for the purpose of determining weekly pay.

- ✓ The breakdown of the data ranged from \$10.30 gross income per week (.6%), to \$840.00/wk (.6%).
- ✓ These findings simply provide interesting data regarding gross weekly pay.

Monthly Gross Income

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	\$.00	83	50.0	50.0	50.0
	\$41.20	1	.6	.6	50.6
	\$98.40	1	.6	.6	51.2
	\$103.00	1	.6	.6	51.8
	\$120.00	2	1.2	1.2	53.0
	\$247.20	1	.6	.6	53.6
	\$250.00	1	.6	.6	54.2
	\$280.00	2	1.2	1.2	55.4
	\$288.00	1	.6	.6	56.0
	\$312.00	1	.6	.6	56.6
	\$390.00	1	.6	.6	57.2
	\$412.00	3	1.8	1.8	59.0
	\$454.40	1	.6	.6	59.6
	\$479.60	1	.6	.6	60.2
	\$480.00	2	1.2	1.2	61.4
	\$492.00	1	.6	.6	62.0
	\$515.00	2	1.2	1.2	63.3
	\$518.40	1	.6	.6	63.9
	\$540.00	1	.6	.6	64.5
	\$552.00	1	.6	.6	65.1
	\$598.00	1	.6	.6	65.7
	\$600.00	1	.6	.6	66.3
	\$616.00	1	.6	.6	66.9
	\$618.00	2	1.2	1.2	68.1
	\$640.00	2	1.2	1.2	69.3
	\$652.00	1	.6	.6	69.9
	\$690.00	1	.6	.6	70.5
	\$700.00	2	1.2	1.2	71.7
	\$704.00	1	.6	.6	72.3
	\$715.00	1	.6	.6	72.9
	\$720.00	3	1.8	1.8	74.7
	\$721.00	1	.6	.6	75.3

\$739.20	1	.6	.6	75.9
\$760.00	1	.6	.6	76.5
\$770.00	1	.6	.6	77.1
\$805.00	1	.6	.6	77.7
\$824.00	4	2.4	2.4	80.1
\$840.00	2	1.2	1.2	81.3
\$864.00	1	.6	.6	81.9
\$872.00	1	.6	.6	82.5
\$880.00	1	.6	.6	83.1
\$896.00	1	.6	.6	83.7
\$960.00	2	1.2	1.2	84.9
\$980.00	1	.6	.6	85.5
\$1,040.00	3	1.8	1.8	87.3
\$1,050.00	2	1.2	1.2	88.6
\$1,110.00	1	.6	.6	89.2
\$1,120.00	3	1.8	1.8	91.0
\$1,188.80	1	.6	.6	91.6
\$1,200.00	2	1.2	1.2	92.8
\$1,216.00	1	.6	.6	93.4
\$1,225.00	1	.6	.6	94.0
\$1,227.20	1	.6	.6	94.6
\$1,280.00	3	1.8	1.8	96.4
\$1,412.80	1	.6	.6	97.0
\$1,444.80	1	.6	.6	97.6
\$1,600.00	1	.6	.6	98.2
\$1,689.60	1	.6	.6	98.8
\$1,952.00	1	.6	.6	99.4
\$3,360.00	1	.6	.6	100.0
Total	166	100.0	100.0	

Variable #32: Monthly Gross Income. This variable was added to the Excel chart, for the purpose of determining monthly pay.

- ✓ The breakdown of the data ranged from \$41.20 gross income per month (.6%), to \$3,360/month (.6%).
- ✓ These findings simply provide interesting data regarding gross monthly pay.

Grand Total Income for This Job

Frequency	Percent	Valid Percent	Cumulative Percent
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Valid	\$.00	83	50.0	50.0	50.0
	\$120.00	1	.6	.6	50.6
	\$196.80	1	.6	.6	51.2
	\$206.00	1	.6	.6	51.8
	\$360.00	1	.6	.6	52.4
	\$412.00	1	.6	.6	53.0
	\$824.00	4	2.4	2.4	55.4
	\$840.00	1	.6	.6	56.0
	\$959.20	1	.6	.6	56.6
	\$1,030.00	1	.6	.6	57.2
	\$1,120.00	1	.6	.6	57.8
	\$1,200.00	1	.6	.6	58.4
	\$1,236.00	1	.6	.6	59.0
	\$1,440.00	2	1.2	1.2	60.2
	\$1,520.00	1	.6	.6	60.8
	\$1,540.00	1	.6	.6	61.4
	\$1,555.20	1	.6	.6	62.0
	\$1,744.00	1	.6	.6	62.7
	\$1,920.00	1	.6	.6	63.3
	\$1,950.00	1	.6	.6	63.9
	\$1,977.60	1	.6	.6	64.5
	\$2,000.00	1	.6	.6	65.1
	\$2,060.00	1	.6	.6	65.7
	\$2,100.00	1	.6	.6	66.3
	\$2,240.00	1	.6	.6	66.9
	\$2,880.00	1	.6	.6	67.5
	\$2,940.00	1	.6	.6	68.1
	\$3,090.00	1	.6	.6	68.7
	\$3,444.00	1	.6	.6	69.3
	\$3,456.00	1	.6	.6	69.9
	\$3,588.00	1	.6	.6	70.5
	\$3,744.00	1	.6	.6	71.1
	\$3,840.00	1	.6	.6	71.7
	\$4,120.00	1	.6	.6	72.3
	\$4,160.00	2	1.2	1.2	73.5
	\$4,312.00	1	.6	.6	74.1
	\$4,320.00	1	.6	.6	74.7
	\$4,326.00	1	.6	.6	75.3
	\$4,480.00	1	.6	.6	75.9
	\$4,544.00	1	.6	.6	76.5

\$4,755.20	1	.6	.6	77.1
\$4,944.00	1	.6	.6	77.7
\$5,005.00	1	.6	.6	78.3
\$5,216.00	1	.6	.6	78.9
\$5,376.00	1	.6	.6	79.5
\$5,400.00	1	.6	.6	80.1
\$5,632.00	1	.6	.6	80.7
\$5,760.00	1	.6	.6	81.3
\$6,072.00	1	.6	.6	81.9
\$6,210.00	1	.6	.6	82.5
\$6,300.00	1	.6	.6	83.1
\$6,720.00	1	.6	.6	83.7
\$7,200.00	2	1.2	1.2	84.9
\$7,560.00	1	.6	.6	85.5
\$7,920.00	1	.6	.6	86.1
\$8,050.00	1	.6	.6	86.7
\$8,131.20	1	.6	.6	87.3
\$8,400.00	1	.6	.6	88.0
\$8,512.00	1	.6	.6	88.6
\$8,640.00	1	.6	.6	89.2
\$8,960.00	1	.6	.6	89.8
\$9,450.00	1	.6	.6	90.4
\$9,990.00	1	.6	.6	91.0
\$10,080.00	1	.6	.6	91.6
\$10,560.00	1	.6	.6	92.2
\$11,025.00	1	.6	.6	92.8
\$11,440.00	1	.6	.6	93.4
\$11,520.00	1	.6	.6	94.0
\$12,272.00	1	.6	.6	94.6
\$12,360.00	1	.6	.6	95.2
\$12,800.00	1	.6	.6	95.8
\$13,003.20	1	.6	.6	96.4
\$13,200.00	1	.6	.6	97.0
\$13,440.00	1	.6	.6	97.6
\$13,516.80	1	.6	.6	98.2
\$14,128.00	1	.6	.6	98.8
\$16,000.00	1	.6	.6	99.4
\$19,520.00	1	.6	.6	100.0
Total	166	100.0	100.0	

Variable #33: Grand Total Income for This Job. This variable was added to the Excel chart, for the purpose of determining grand total gross income for the job the client held at the time of the post-study.

- ✓ The breakdown of the data ranged from \$120.00 grand total gross income (.6%), to \$19,520 (.6%).
- ✓ These findings simply provide interesting data regarding grand total gross income.

Number of Months at a WEX Site

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not in WEX	143	86.1	86.1	86.1
	1	7	4.2	4.2	90.4
	2	9	5.4	5.4	95.8
	3	2	1.2	1.2	97.0
	4	3	1.8	1.8	98.8
	5	1	.6	.6	99.4
	6	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #34: Number of Months at a WEX Site. This variable was included on the main Excel tracking sheet, as required by central office, for the purpose of calculating work participation performance standards.

- ✓ The breakdown of data was 86.1% of study two clients were not in WEX; 4.2% were in WEX for 1 month; 5.4% were in WEX for 2 months; 1.2% were in WEX for 3 months; 1.8% were in WEX for 4 months; .6% were in WEX for 5 months; and .6% were in WEX for 6 months.
- ✓ These findings were reflective of the typical caseload (only 13.9% of clients were participating in WEX). Several reasons explained the low number. Clients who were not employed were required to be in a WEX placement by their third month of enrollment. Case managers typically referred clients to WEX early on, sometimes even during intake. However, clients often did not show for their WEX orientation appointment at the WoRC Program, and/or they did not attend their placement interview and/or orientation at the site. Clients were not allowed to be counted in the WEX stats until the day they started at the site. Also, some clients were in other approved WoRC activities that excused them from the work or WEX requirement, at least on a temporary basis.

WEX History

	Frequency	Percent	Valid Percent	Cumulative Percent
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Valid	Not in WEX	143	86.1	86.1	86.1
	In WEX	23	13.9	13.9	100.0
	Total	166	100.0	100.0	

Variable #35: WEX History. This variable was added to the Excel chart, for the purpose of condensing the data in Variable #34, for ease of coding and data analysis.

- ✓ The breakdown of data was 86.1% of study two clients were not in WEX, 13.9% were.
- ✓ The importance of this finding was discussed in Variable #34.

Number of WEX Hours Per Week

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not in WEX	143	86.1	86.1	86.1
	20	20	12.0	12.0	98.2
	30	3	1.8	1.8	100.0
	Total	166	100.0	100.0	

Variable #36: Number of WEX Hours Per Week. This variable was added to the Excel chart, for the purpose of determining how many WEX hours clients were participating in.

- ✓ The breakdown of data was 86.1% of study two clients were not in WEX; 12.0% were participating in WEX 20 hours per week; and 1.8% were participating 30 hours per week.
- ✓ This finding is reflective of the typical caseload. Most clients were single parents and as a result, were only required to do 20 hours per week of work or WEX. A much smaller number (1.8%) were two-parent families, whom were required to do 30 hours per week of work or WEX.

Job Search

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not in Job Search	146	88.0	88.0	88.0
	Yes, in Job Search	20	12.0	12.0	100.0
	Total	166	100.0	100.0	

Variable #37: Job Search. This variable was included on the main Excel tracking sheet, as required by central office, for the purpose of calculating work participation performance standards.

- ✓ The breakdown of data was 88% of study two clients were not in Job Search, and 12% were.
- ✓ This finding is reflective of the typical caseload. Job Search is an official activity allowed to substitute temporarily for the work or WEX requirement. However, Federal rules mandate that a client can only have job search count for an official activity for 6 weeks in any given fiscal year, and only 4 of those weeks may run consecutively. As a result, much of the job searching a client does is not able to be counted in the official numbers.

Number of Months at a Community Service Placement

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not in a Community Service Placement	165	99.4	99.4	99.4
	7	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #38: Number of Months at a Community Service Placement. This variable was included on the main Excel tracking sheet, as required by Central Office, for the purpose of calculating work participation performance standards.

- ✓ The breakdown of the data was 99.4% of study two clients were not in a Community Service Placement, and .6% were.
- ✓ This finding is reflective of the typical caseload. Only in rare circumstances was a client approved for participating in a Community Service Placement, as a temporary substitute for the work or WEX requirement.

CSP History

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not in a Community Service Placement	165	99.4	99.4	99.4
	In a Community Service Placement	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #39: CSP History. This variable was added to the Excel chart, for the purpose of 0-1 coding and ease of data analysis at a later stage (logistic regression).

- ✓ The breakdown and results of the data are the same as was reported in Variable #38.

Number of Months in Short Term Training

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not in Short Term Training	146	88.0	88.0	88.0
	1	3	1.8	1.8	89.8
	2	5	3.0	3.0	92.8
	3	3	1.8	1.8	94.6
	4	4	2.4	2.4	97.0
	5	1	.6	.6	97.6
	6	2	1.2	1.2	98.8
	8	1	.6	.6	99.4
	9	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #40: Number of Months in Short Term Training. This variable was included on the main Excel tracking sheet, as required by Central Office, for the purpose of calculating work participation performance standards.

- ✓ The breakdown of the data was 88% of study two clients were not participating in Short Term Training; 1.8% had utilized 1 month; 3% had utilized 2 months; 1.8% had utilized 3 months; 2.4% had utilized 4 months; .6% had utilized 5 months; 1.2% had utilized 6 months; 0% had utilized 7 months; .6% had utilized 8 months; and .6% had utilized 9 months.
- ✓ These findings were reflective of the typical caseload. Short Term Training (college attendance) was allowed to substitute for the work or WEX requirement on a temporary basis, for a maximum of 12 lifetime months. Case managers assisted clients with planning out the most efficient and effective use of their STT months. As a result, a number of clients “saved” their STT months for time periods during their degree program when they knew the workload would be too heavy to hold a job.

STT History

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not in Short Term Training	146	88.0	88.0	88.0
	In Short Term Training	20	12.0	12.0	100.0
	Total	166	100.0	100.0	

Variable #41: STT History. This variable was added to the Excel chart, for the purpose of 0-1 coding and ease of data analysis at a later stage (logistic regression).

- ✓ The breakdown and results of the data were the same as was reported in Variable #40.

Number of Months in High School Education

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not in High School Education	165	99.4	99.4	99.4
	8	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #42: Number of Months in High School Education. This variable was included in the main Excel tracking sheet, as required by central office, for the purpose of calculating work participation performance standards.

- ✓ The breakdown of data was 99.4% of study two clients were not in High School Education, and .6% were.
- ✓ This finding was reflective of the typical caseload. For teenage clients, High School Education is allowed to temporarily substitute for the work or WEX requirement.

HSE History

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not in High School Education	165	99.4	99.4	99.4
	In HSE	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #43: HSE History. This variable was added to the Excel chart, for the purpose of 0-1 coding and ease of data analysis at a later stage (logistic regression).

- ✓ The breakdown and results of the data were the same as reported in Variable #42.

Extended Benefits Months Used This Enrollment

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not on Extended Benefits	164	98.8	98.8	98.8
	1	1	.6	.6	99.4
	3	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #44: Extended Benefits Months Used This Enrollment. This variable was included on the main Excel tracking sheet, as required by Central Office, for the purpose of calculating work participation performance standards. Additionally, since by definition extended benefits cases have exceeded their 60 month lifetime TANF limit, Central Office requires a special protocol to be followed.

- ✓ The breakdown of data was 98.8% of study two clients were not receiving extended benefits; .6% received 1 month of extended benefits; and .6% received 3 months of extended benefits.
- ✓ These findings were reflective of the typical caseload. When clients approach the end of their 60 month lifetime TANF limit, they are allowed to fill out an application for extended benefits. Strict criteria must be met in order for a client to be approved to receive extended benefits. The application must be signed off at both the local and central office levels. Central office then maintains strict oversight of the case and clients must comply with strict rules or their extended benefits will be terminated. As a result, the majority of clients do not apply for or receive extended benefits.

Extended Benefits History

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not Receiving Extended Benefits	164	98.8	98.8	98.8
	Receiving Extended Benefits	2	1.2	1.2	100.0
	Total	166	100.0	100.0	

Variable #45: Extended Benefits History. This variable was added to the Excel chart, for the purpose of 0-1 coding and ease of data analysis at a later stage (logistic regression).

- ✓ The breakdown and results of the data were the same as reported in Variable #44.

Employment Project

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No, Was Not in the Employment Project	137	82.5	82.5	82.5
	Yes, Was in the Employment Project	29	17.5	17.5	100.0
	Total	166	100.0	100.0	

Variable #46: Employment Project (EP). This variable was added to the Excel chart, for the purpose of data analysis at a later stage (logistic regression).

- ✓ The breakdown of data was 82.5% of study two clients were not in the Employment Project, and 17.5% were.
- ✓ This finding was reflective of the typical caseload. The EP was a one month program that assisted clients with focusing exclusively on obtaining employment. In order to be referred to the EP however, client had to be “work ready,” meaning they had to already have resolved their employment barriers and be ready to take a job as soon as an employer would hire them. Due to the fact that most clients had at least some employment barriers they are dealing with, there were not high numbers of referrals to the EP.

Number of Months in an Accelerated Employment Services Placement

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not in an Accelerated Employment Services Placement	164	98.8	98.8	98.8
	7	1	.6	.6	99.4
	10	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #47: Number of Months in an Accelerated Employment Services Placement (AES). This variable was added to the Excel chart, for the purpose of determining the length of time clients were participating in AES, which was a subsidized employment placement.

- ✓ The breakdown of the data was 98.8% of study two clients were not in an AES placement; .6% were in a placement for 7 months; and .6% were in a placement for 10 months.
- ✓ These findings were reflective of the typical caseload. AES was reserved for clients who had already demonstrated they were capable of excellent work performance (i.e. in a WEX site). As a result, the pool of potential candidates was very small. Additionally, the AES program required dedicated staffing, because in addition to identifying, selecting and developing clients for the program, the worker also had to identify, cultivate and negotiate subsidized employment with the local business community. That factor also affected participation rates, due to the length of time it took to finalize and open an AES slot.

AES History

		Frequency	Percent	Valid Percent	Cumulative Percent
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Valid	Not in an Accelerated Employment Services Placement	164	98.8	98.8	98.8
	In AES	2	1.2	1.2	100.0
	Total	166	100.0	100.0	

Variable #48: AES History. This variable was added to the Excel chart, for the purpose of 0-1 coding and ease of data analysis at a later stage (logistic regression).

- ✓ The breakdown and results of the data were the same as reported in Variable #47.

STEPS Lifeskills Class

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No, Did Not Attend Class	165	99.4	99.4	99.4
	Yes, Attended Class	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #49: STEPS Lifeskills Class. This variable was added to the Excel chart, for the purpose of determining if the class correlated with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 99.4% of study two clients did not attend STEPS class, and .6% of clients did.
- ✓ This finding is reflective of the typical caseload. STEPS was an intensive three day class that was reserved for clients who were positively engaged in the program and who were ready to do detailed employment and life goal setting.

Learning to Work It Out Lifeskills Class

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No, Did Not Attend Class	163	98.2	98.2	98.2
	Yes, Attended Class	3	1.8	1.8	100.0
	Total	166	100.0	100.0	

Variable #50: Learning to Work it Out Lifeskills Class. This variable was added to the Excel chart, for the purpose of determining if the class correlated with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 98.2% of study two clients did not attend Learning to Work it Out class, and 1.8% of clients did.

- ✓ This finding was reflective of the typical caseload. Learning to Work it Out was an intensive two day class that was reserved for clients who were positively engaged in the program and who were ready to learn conflict resolution skills.

Mapping for Life Lifeskills Class

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No, Did Not Attend Class	162	97.6	97.6	97.6
	Yes, Attended Class	4	2.4	2.4	100.0
Total		166	100.0	100.0	

Variable #51: Mapping for Life Lifeskills Class. This variable was added to the Excel chart, for the purpose of determining if the class correlated with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 97.6% of study two clients did not attend Mapping for Life, and 2.4% did.
- ✓ This finding was reflective of the typical caseload. Mapping for Life was reserved for clients who were positively engaged in the program and who were ready to examine their core career interests.

First Impressions Lifeskills Class

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No, Did Not Attend Class	161	97.0	97.0	97.0
	Yes, Attended Class	5	3.0	3.0	100.0
Total		166	100.0	100.0	

Variable #52: First Impressions Lifeskills Class. This variable was added to the Excel chart, for the purpose of determining if the class correlated with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 97% of study two clients did not attend First Impressions, and 3% did.
- ✓ This finding was reflective of the typical caseload. First Impressions was a class that was reserved for clients who were work ready and who wanted to learn skills for self-presentation at the interview and in the work environment.

Negotiation & Customer Service Lifeskills Class

		Frequency	Percent	Valid Percent	Cumulative Percent
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Valid	No, Did Not Attend Class	162	97.6	97.6	97.6
	Yes, Attended Class	4	2.4	2.4	100.0
	Total	166	100.0	100.0	

Variable #53: Negotiation and Customer Service Lifeskills Class. This variable was added to the Excel chart, for the purpose of determining if the class correlated with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 97.6% of study two clients did not attend the class, and 2.4% did.
- ✓ This finding was reflective of the typical caseload. Negotiations and Customer Service was reserved for clients who were positively engaged in the program and who were ready to learn advanced communication and customer service skills

Personal Wellness Lifeskills Class

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No, Did Not Attend Class	161	97.0	97.0	97.0
	Yes, Attended Class	5	3.0	3.0	100.0
	Total	166	100.0	100.0	

Variable #54: Personal Wellness Lifeskills Class. This variable was added to the Excel chart, for the purpose of determining if the class correlated with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 97% of study two clients did not attend Personal Wellness class, and 3% did.
- ✓ In contrast to the other classes, Personal Wellness was reserved for clients with mental health or medical challenges, who were not positively engaged in the program. This class was designed to help clients find ways to set employment goals within the parameters allowed by their disorder.

Child Protective Services Involvement

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never an Issue	125	75.3	75.3	75.3
	Yes, Was an Issue Either Now or in the Past	41	24.7	24.7	100.0
	Total	166	100.0	100.0	

Variable #55: Child Protective Services (CPS) Involvement. This variable was added to the Excel chart, for the purpose of condensing the data in Variable #56 into two categories for 0-1 coding and ease of analysis.

- ✓ The breakdown of data was 75.3% of study two clients were never involved with the child protection system, and 24.7% were.
- ✓ The importance of the results will be discussed in Variable #56.

Original CPS History

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never An Issue	125	75.3	75.3	75.3
	Current Issue	28	16.9	16.9	92.2
	Past Issue	13	7.8	7.8	100.0
	Total	166	100.0	100.0	

Variable #56: Original CPS History. This variable was added to the Excel chart, for the purpose of determining if this barrier interfered with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 75.3% of study two clients had never been involved with the child protection system; 16.9% were currently involved; and 7.8% were involved in the past.
- ✓ These findings were reflective of the typical caseload. Some clients were dealing with the child protection system, however, if the children were out of the home they were often no longer eligible for TANF and their WoRC case was closed. WoRC already does an excellent job of balancing the work or WEX requirements with the visitation and court hearings required by CPS.

Children's Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never an Issue	119	71.7	71.7	71.7
	Yes, Was an Issue, Either Now or in the Past	47	28.3	28.3	100.0
	Total	166	100.0	100.0	

Variable #57: Children's Issues. This variable was added to the Excel chart, for the purpose of condensing the data in Variable #58 into two categories for 0-1 coding and ease of analysis.

- ✓ The breakdown of the data was 71.7% of study two clients had never had issues with their children that interfered with employment, and 28.3% had experienced issues that interfered.
- ✓ The importance of the results will be discussed in Variable #58.

Original Kids Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never An Issue	119	71.7	71.7	71.7
	Current Issue	45	27.1	27.1	98.8
	Past Issue	2	1.2	1.2	100.0
	Total	166	100.0	100.0	

Variable #58: Original Kids Issues. This variable was added to the Excel chart, for the purpose of determining if this barrier interfered with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 71.7% of study two clients had never had issues with their children that interfered with employment; 27.1% were experiencing current issues; and 1.2% had experienced issues in the past.
- ✓ These findings were reflective of the typical caseload. Most of the clients did not have problems with their children that interfere with employment, but some did. Those parents were not facing garden variety difficulties, they were dealing with serious medical, behavioral, emotional or legal problems that could lead to job loss (i.e. missing work due to medical appointments, therapy sessions or court dates). WoRC already does an excellent job of supporting these parents by helping them find community resources to help with their circumstances, and by giving them excused time from the WoRC or WEX requirement to stabilize their family situation.

Housing Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never an Issue	106	63.9	63.9	63.9
	Yes, Was an Issue, Either Now or in the Past	60	36.1	36.1	100.0
	Total	166	100.0	100.0	

Variable #59: Housing issues. This variable was added to the Excel chart, for the purpose of further refining Variable #60 for ease of analysis.

- ✓ The breakdown of data was 63.9% of study two clients had never experienced housing issues, and 36.1% had, either currently or in the past.

- ✓ The importance of the results will be discussed in Variable #60.

Original Housing Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never An Issue	106	63.9	63.9	63.9
	Current Issue	60	36.1	36.1	100.0
	Total	166	100.0	100.0	

Variable #60: Original Housing Issues. This variable was added to the Excel chart, for the purpose of determining if current housing issues interfered with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of the data was 63.9% of study two clients had never experienced housing issues, while 36.1% had current housing issues.
- ✓ These results were typical of the caseload. Many clients face housing issues and when they do, it can easily interfere with employment. WoRC already does an excellent job of referring these clients to resources in the community that can help with locating housing and/or with paying for housing.

Debt and/or Credit Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never an Issue	11	6.6	6.6	6.6
	Yes, Was an Issue, Either Now or in the Past	155	93.4	93.4	100.0
	Total	166	100.0	100.0	

Variable #61: Debt and/or Credit Issues. This variable was added to the Excel chart, for the purpose of condensing the data in Variable #62 into two categories for 0-1 coding and ease of analysis.

Original Debt & Credit Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never An Issue	11	6.6	6.6	6.6
	Current Issue	154	92.8	92.8	99.4
	Past Issue	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #62: Original Debt and/or Credit Issues. This variable was added to the Excel chart, for the purpose of determining if this barrier interfered with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 6.6% of study two clients never had debt or credit issues; 92.8% were experiencing current issues; and .6% had dealt with issues in the past.
- ✓ These findings were somewhat surprising. While by definition, TANF clients are experiencing financial problems, it was not anticipated that virtually all of them (92.8%) had debt and/or credit issues. The WoRC Program already does an excellent job addressing this issue. WoRC helps clients obtain a free copy of their credit report and also brings in guest speakers from local banks, as well as Consumer Credit Counseling Service, to teach clients how to gain control of their finances.

Civil Legal Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never an Issue	104	62.7	62.7	62.7
	Yes, Was an Issue, Either Now or in the Past	62	37.3	37.3	100.0
	Total	166	100.0	100.0	

Variable #63: Civil Legal Issues. This variable was added to the Excel chart, for the purpose of condensing the data in Variable #64 into two categories for 0-1 coding and ease of analysis.

- ✓ The breakdown of the data was 62.7% of study two clients had never had civil legal issues, and 37.3% had.
- ✓ The importance of the results will be discussed in Variable #64.

Original Civil Legal Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never An Issue	104	62.7	62.7	62.7
	Current Issue	61	36.7	36.7	99.4
	Past Issue	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #64: Original Civil Legal Issues. This variable was added to the Excel chart, for the purpose of determining if this barrier interfered with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of the data was 62.7% of study two clients had never had civil legal issues; 36.7% were experiencing current issues; and .6% had dealt with civil legal issues in the past.
- ✓ These findings were typical of the caseload. Some clients were contending with civil legal issues, but many were not. WoRC already does an excellent job of addressing this issue, by bringing in guest speakers from local law firms to teach clients about legal resources for dealing with specific issues (i.e. landlord-tenant, parenting plans) in the local community. WoRC also routinely refers clients with civil legal issues to Legal Services or to the State Bar, which keeps a list of attorneys in the area who are willing to take pro bono cases.

Criminal Legal Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never an Issue	77	46.4	46.4	46.4
	Yes, Was an Issue, Either Now or in the Past	89	53.6	53.6	100.0
	Total	166	100.0	100.0	

Variable #65: Criminal Legal Issues. This variable was added to the Excel chart, for the purpose of condensing the data in Variable #66 into two categories for 0-1 coding and ease of analysis.

- ✓ The breakdown of data was 46.4% of study two clients had never had criminal legal issues, and 53.6 had.
- ✓ The importance of the results will be discussed in Variable #66.

Original Criminal Legal

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never An Issue	77	46.4	46.4	46.4
	Current Issue	88	53.0	53.0	99.4
	Past Issue	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #66: Original Criminal Legal Issues. This variable was added to the Excel chart, for the purpose of determining if this barrier interfered with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 46.4% of study two clients had never had criminal legal issues; 53% were experiencing current issues; and .6% had experienced prior issues.

- ✓ This result was somewhat surprising. While it was anecdotally known that a number of clients had a criminal history, it was unanticipated that so many clients (53%) were dealing with current criminal issues. This finding suggested a need for a possible intervention program specifically targeting the challenges this special population encounters in obtaining and maintaining employment. WoRC previously brought in a nationally recognized speaker who specializes in ex-offender employment issues, to train staff to work with clients on an individual basis.

Transportation Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never an Issue	98	59.0	59.0	59.0
	Yes, Was an Issue, Either Now or in the Past	68	41.0	41.0	100.0
	Total	166	100.0	100.0	

Variable #67: Transportation Issues. This variable was added to the Excel chart, for the purpose of further refining Variable #68 for ease of analysis.

- ✓ The breakdown of data was 59.0% of study two clients had never had transportation issues, and 41% had.
- ✓ The importance of the results will be discussed in Variable #68.

Original Transportation Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never An Issue	98	59.0	59.0	59.0
	Current Issue	68	41.0	41.0	100.0
	Total	166	100.0	100.0	

Variable #68: Original Transportation Issues. This variable was added to the Excel chart, for the purpose of determining if current transportation issues interfered with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 59% of study two clients had never experienced transportation issues, and 41% of clients were dealing with current issues.
- ✓ These results were reflective of the typical caseload. Many WoRC clients deal with a lack of, or unreliable transportation. Missoula has weather extremes that range from above 100 degrees in the summer to well below zero in the winter, which can cause car problems for even the newest vehicles. The older a vehicle is, the more likely it is to have weather related problems such as overheating or not starting. Fixing these

problems can break a struggling family's budget. Additionally, Missoula's only options for public transportation are taxis, which are expensive and not readily available, and, a bus system that does not adequately cover all areas of the growing town. Furthermore, clients who need to rely on friends and family for rides are at the mercy of other people's availability and reliability. Finally, the town is spread out enough geographically that there is not easy walking or bike riding distance between residential housing areas and business districts. The WoRC Program already does an excellent job of addressing this issue, by providing clients with gas vouchers, bus passes and money to pay for car repairs.

Medical Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never an Issue	74	44.6	44.6	44.6
	Yes, Was an Issue, Either Now or in the Past	92	55.4	55.4	100.0
	Total	166	100.0	100.0	

Variable #69: Medical Issues. This variable was added to the Excel chart, for the purpose of condensing the data in Variable #70 into two categories for 0-1 coding and ease of analysis.

- ✓ The breakdown of data was 44.6% of study two clients had never had medical issues, and 55.4% had.
- ✓ The importance of the results will be discussed in Variable #70.

Original Medical Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never An Issue	74	44.6	44.6	44.6
	Current Issue	82	49.4	49.4	94.0
	Past Issue	10	6.0	6.0	100.0
	Total	166	100.0	100.0	

Variable #70: Original Medical Issues. This variable was added to the Excel chart, for the purpose of determining if this barrier interfered with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 44.6% of study two clients had never had medical issues; 49.4% were experiencing current issues; and 6% had deal with past issues.
- ✓ These findings were surprising. While it was anecdotally known that some clients were on the program while they waited for their Social Security

disability or worker’s compensation applications to be processed, or while they temporarily convalesced from injury, illness or surgery, it was not anticipated that nearly half the caseload (49.4%) was experiencing current medical problems. This finding suggested that in addition to the known major medical issues clients deal with, there are perhaps less serious issues that still impact their ability to get and keep a job. One possible way to address that issue would be for WoRC to add the questions “Does your medical issue affect your ability to work?” and “If so, how?” to the barrier reduction forms already in use.

Current Medical

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No, Not a Current Issue	84	50.6	50.6	50.6
	Yes, Current Issue	82	49.4	49.4	100.0
Total		166	100.0	100.0	

Variable #71: Current Medical. This variable was added to the Excel chart, for the purpose of further refining Variable #70 for ease of analysis.

- ✓ The breakdown of data and results was already discussed in Variable #70.

Mental Health Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never an Issue	116	69.9	69.9	69.9
	Yes, Was an Issue, Either Now or in the Past	50	30.1	30.1	100.0
Total		166	100.0	100.0	

Variable #72: Mental Health Issues. This variable was added to the Excel chart, for the purpose of condensing the data in Variable #73 into two categories for 0-1 coding and ease of analysis.

- ✓ The breakdown of data was 69.9% of study two clients had never had mental health issues, and 30.1% had.
- ✓ The importance of the results will be discussed in Variable #73.

Original Mental Health Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never An Issue	116	69.9	69.9	69.9
	Current Issue	46	27.7	27.7	97.6

Past Issue	4	2.4	2.4	100.0
Total	166	100.0	100.0	

Variable #73: Original Mental Health Issues. This variable was added to the Excel chart, for the purpose of determining if this barrier interfered with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 69.9% of study two clients had never had mental health issues; 27.7% were experiencing current issues; and 2.4% had dealt with past issues.
- ✓ These findings were reflective of the typical caseload. A fair number of clients do struggle with mental health challenges (30.1%) but many more do not (69.9%). WoRC already does an excellent job addressing this issue by referring clients to a wide variety of mental health resources in the local community.

Current MH

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid No, Not a Current Issue	120	72.3	72.3	72.3
Yes, Current Issue	46	27.7	27.7	100.0
Total	166	100.0	100.0	

Variable #74: Current mental health issues. This variable was added to the Excel chart, for the purpose of further refining Variable #73 for ease of analysis.

- ✓ The breakdown of data and results was already discussed in Variable #73.

Original DV Issues

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Never An Issue	72	43.4	43.4	43.4
Current Issue	16	9.6	9.6	53.0
Past Issue	78	47.0	47.0	100.0
Total	166	100.0	100.0	

Variable #75: Original Domestic Violence Issues. This variable was added to the Excel chart, for the purpose of determining if this barrier interfered with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 43.4% of study two clients had never experienced domestic violence; 9.6% were currently experiencing it; and 47% had dealt with it in the past.

- ✓ These findings were somewhat surprising. While it was anecdotally known that a significant number of clients had dealt with domestic violence, it was not anticipated that over half of them had faced this issue. Ideas for strengthening the way the WoRC Program addresses this problem will be covered in detail in the “recommendations for programmatic change” section of this dissertation.

Domestic Violence Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never an Issue	72	43.4	43.4	43.4
	Yes, Was an Issue, Either Now or in the Past	94	56.6	56.6	100.0
	Total	166	100.0	100.0	

Variable #76: Domestic Violence Issues. This variable was added to the Excel chart, for the purpose of condensing the data in Variable #75 into two categories for 0-1 coding and ease of analysis.

- ✓ The breakdown of data was 43.4% of study two clients had never experienced domestic violence, and 56.6% had.
- ✓ The importance of the results will be discussed in Variable #76.

Current DV

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No, Not a Current Issue	150	90.4	90.4	90.4
	Yes, Current Issue	16	9.6	9.6	100.0
	Total	166	100.0	100.0	

Variable #77: Current Domestic Violence Issues. This variable was added to the Excel chart, for the purpose of further refining Variable #76 for ease of analysis.

- ✓ The breakdown of data and results was already discussed in Variable #76.

Chemical Dependency Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never an Issue	84	50.6	50.6	50.6
	Yes, Was an Issue, Either Now or in the Past	82	49.4	49.4	100.0
	Total	166	100.0	100.0	

Variable #78: Chemical Dependency Issues. This variable was added to the Excel chart, for the purpose of condensing the data in Variable #79 into two categories for 0-1 coding and ease of analysis.

- ✓ The breakdown of data was 50.6% of study two clients had never had chemical dependency issues, and 49.4% had.
- ✓ The importance of the results will be discussed in Variable #79.

Original CD Issues

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never An Issue	84	50.6	50.6	50.6
	Current Issue	15	9.0	9.0	59.6
	Past Issue	67	40.4	40.4	100.0
	Total	166	100.0	100.0	

Variable #79: Original Chemical Dependency Issues. This variable was added to the Excel chart, for the purpose of determining if this barrier interfered with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 50.6% of study two clients had never had chemical dependency issues; 9% were experiencing current issues; and 40.4% had dealt with past issues.
- ✓ These findings were reflective of the typical caseload. It was anecdotally understood that the drug problem was getting worse, therefore, more and more clients were dealing with substance abuse issues. Ideas for strengthening the way the WoRC Program addresses this problem will be covered in detail in the “recommendations for programmatic change” section of this dissertation.

Current CD

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No, Not a Current Issue	151	91.0	91.0	91.0
	Yes, Current Issue	15	9.0	9.0	100.0
	Total	166	100.0	100.0	

Variable #80: Current Chemical Dependency Issues. This variable was added to the Excel chart, for the purpose of further refining Variable #79 for ease of analysis.

- ✓ The breakdown of data and results was already discussed in Variable #79.

Special Learning Needs Screening Score

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	0	74	44.6	44.6	44.6
	1	17	10.2	10.2	54.8
	2	6	3.6	3.6	58.4
	3	3	1.8	1.8	60.2
	4	3	1.8	1.8	62.0
	5	7	4.2	4.2	66.3
	6	5	3.0	3.0	69.3
	7	5	3.0	3.0	72.3
	8	1	.6	.6	72.9
	9	1	.6	.6	73.5
	10	2	1.2	1.2	74.7
	11	3	1.8	1.8	76.5
	12	2	1.2	1.2	77.7
	13	5	3.0	3.0	80.7
	14	3	1.8	1.8	82.5
	15	4	2.4	2.4	84.9
	16	4	2.4	2.4	87.3
	17	2	1.2	1.2	88.6
	18	4	2.4	2.4	91.0
	19	3	1.8	1.8	92.8
	20	3	1.8	1.8	94.6
	21	2	1.2	1.2	95.8
	23	3	1.8	1.8	97.6
	24	2	1.2	1.2	98.8
	27	1	.6	.6	99.4
	28	1	.6	.6	100.0
	Total	166	100.0	100.0	

Variable #81: Special Learning Needs Screening Score. This variable was added to the Excel chart, for the purpose of determining whether or not this barrier interfered with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data ranged from a score of 0 (44.6%), to a score of 28 (.6%). Due to the large amount of information, the data was condensed into 2 categories, for 0-1 coding and ease of data analysis. Those results will be presented in Variable #82.

Learning Needs Level

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Learning Needs Assessment Score Below Cut Off Point (12)	127	76.5	76.5	76.5
	Learning Needs Assessment Score At or Above Cut Off Point (12)	39	23.5	23.5	100.0
	Total	166	100.0	100.0	

Variable #82: Learning Needs Level. This variable was added to the Excel chart, for the purpose of condensing the large amount of data generated in Variable #81.

- ✓ The breakdown of data was 76.5% of study two clients had a learning needs assessment score below the cut off point of 12, and 23.5% of clients had a score at or above 12.
- ✓ This finding was reflective of the typical caseload. There are some clients who deal with learning needs issues, but most do not. WoRC already does an excellent job addressing this issue, by providing clients with referrals to further testing and resources in the local community.

Number of Jobs Listed on Basic Employment Application

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	0	4	2.4	2.4	2.4
	1	15	9.0	9.0	11.4
	2	43	25.9	25.9	37.3
	3	34	20.5	20.5	57.8
	4	70	42.2	42.2	100.0
	Total	166	100.0	100.0	

Variable #83: Number of Jobs Listed on Basic Employment Application. This variable was added to the Excel chart, for the purpose of determining whether or not this barrier interfered with gaining employment in a later analysis (logistic regression).

- ✓ The breakdown of data was 2.4% of study two clients listed 0 jobs in the past; 9.0% of clients listed 1 job in the past; 25.9% of clients listed 2 jobs in the past; 20.5% of clients listed 3 jobs in the past; and 42.2% of clients listed 4 jobs in the past.
- ✓ This finding was reflective of the typical caseload. Many (88.6%) of clients have held more than 1 job in the past. Almost half (42.2%) have held 4 jobs in the past. The Basic Employment Application only provides enough room to list 4 jobs, so it is unknown if there was space, how many more jobs clients would list. On the other hand, due to the widely varying ages

of the clients in the WoRC Program, a higher number of jobs listed does not necessarily indicate a more serious problem with cycling. A person who is older and has held 4 jobs within a 35 year work history, is the not same situation as a young adult who has held 4 jobs in the last 6 months.

Employment History

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No Employment History	4	2.4	2.4	2.4
	Has Been Employed At Least Once Before	162	97.6	97.6	100.0
	Total	166	100.0	100.0	

Variable #84: Employment History. This variable was added to the Excel chart, for the purpose of condensing the data in Variable #83 into two categories for 0-1 coding and ease of analysis.

- ✓ The breakdown of data was 2.4% of study two clients reported they had no work history, and 97.6% reported they did have a work history.
- ✓ The importance of this finding is more relevant than the findings listed in #83, for the reasons listed in #83. This variable was also created to determine if a prior work history was correlated with gaining employment in a later analysis (logistic regression).

Merit

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00	2	1.2	1.2	1.2
	2.00	5	3.0	3.0	4.2
	3.00	5	3.0	3.0	7.2
	4.00	5	3.0	3.0	10.2
	5.00	12	7.2	7.2	17.5
	6.00	137	82.5	82.5	100.0
	Total	166	100.0	100.0	

Variable #85: Merit. This variable was added to the SPSS data set after the logistic regression, to convert a negative correlation regarding sanction to a positive correlation, which was easier to present and understand in the dissertation.

NoSTTMo

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00	1	.6	.6	.6

1.00	1	.6	.6	1.2
3.00	2	1.2	1.2	2.4
4.00	1	.6	.6	3.0
5.00	4	2.4	2.4	5.4
6.00	3	1.8	1.8	7.2
7.00	5	3.0	3.0	10.2
8.00	3	1.8	1.8	12.0
9.00	146	88.0	88.0	100.0
Total	166	100.0	100.0	

Variable #86: No STT Months. This variable was added to the SPSS data set after the logistic regression, to convert a negative correlation regarding short term training months to a positive correlation, which was easier to present and understand in the dissertation.

NoLD

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00	1	.6	.6	.6
1.00	1	.6	.6	1.2
4.00	2	1.2	1.2	2.4
5.00	3	1.8	1.8	4.2
7.00	2	1.2	1.2	5.4
8.00	3	1.8	1.8	7.2
9.00	3	1.8	1.8	9.0
10.00	4	2.4	2.4	11.4
11.00	2	1.2	1.2	12.7
12.00	4	2.4	2.4	15.1
13.00	4	2.4	2.4	17.5
14.00	3	1.8	1.8	19.3
15.00	5	3.0	3.0	22.3
16.00	2	1.2	1.2	23.5
17.00	3	1.8	1.8	25.3
18.00	2	1.2	1.2	26.5
19.00	1	.6	.6	27.1
20.00	1	.6	.6	27.7
21.00	5	3.0	3.0	30.7
22.00	5	3.0	3.0	33.7
23.00	7	4.2	4.2	38.0
24.00	3	1.8	1.8	39.8
25.00	3	1.8	1.8	41.6

26.00	6	3.6	3.6	45.2
27.00	17	10.2	10.2	55.4
28.00	74	44.6	44.6	100.0
Total	166	100.0	100.0	

Variable #87: No Learning Needs. This variable was added to the SPSS data set after the logistic regression, to convert a negative correlation regarding learning needs score to a positive correlation, which was easier to present and understand in the dissertation.

NoDV

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00	94	56.6	56.6	56.6
	1.00	72	43.4	43.4	100.0
Total		166	100.0	100.0	

Variable #88: No Domestic Violence. This variable was added to the SPSS data set after the logistic regression, to convert a negative correlation regarding domestic violence to a positive correlation, which was easier to present and understand in the dissertation.

NoCD

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00	82	49.4	49.4	49.4
	1.00	84	50.6	50.6	100.0
Total		166	100.0	100.0	

Variable #89: No Chemical Dependency. This variable was added to the SPSS data set after the logistic regression, to convert a negative correlation regarding chemical dependency to a positive correlation, which was easier to present and understand in the dissertation.

Above Minimum Wage

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	minimum wage or less	16	9.6	19.3	19.3
	above minimum wage	67	40.4	80.7	100.0
Total		83	50.0	100.0	
Missing	System	83	50.0		
Total		166	100.0		

Variable #90: Above Minimum Wage. This variable was added to the SPSS data set after the linear regression, to further refine wage data for ease of analysis.

APPENDIX E

Study Two Logistic Regression Output for Run 1

Block 1 (Enter Method) Tables

Block One: Variables in the Equation

a Variable(s) entered on step 1: Female, Sanction, TANFMos, JBS, Medical, DVCurrent, FinalStatus.

		B	S.E.	Wald	df	Sig.	Exp(B)	95.0% C.I. for EXP(B)	
								Lower	Upper
Step 1(a)	Female	1.322	.508	6.777	1	.009	3.749	1.386	10.139
	Sanction	-.771	.277	7.729	1	.005	.463	.269	.797
	TANFMos	1.083	.373	8.410	1	.004	2.953	1.421	6.140
	JBS	.879	.611	2.068	1	.150	2.408	.727	7.975
	Medical	-.310	.360	.746	1	.388	.733	.362	1.483
	DVCurrent	-1.246	.643	3.756	1	.053	.288	.082	1.014
	FinalStatus	1.214	.474	6.548	1	.010	3.366	1.329	8.529
	Constant	-2.095	.711	8.684	1	.003	.123		

Study Two Logistic Regression Output for Run 2

Block 1 (Enter Method) Tables

Block 1: Method = Enter

Model Summary

Step	-2 Log likelihood	Cox & Snell R Square	Nagelkerke R Square
1	189.259(a)	.218	.291

a Estimation terminated at iteration number 5 because parameter estimates changed by less than .001.

Hosmer and Lemeshow Test

Step	Chi-square	df	Sig.
1	2.785	6	.835

Contingency Table for Hosmer and Lemeshow Test

		Gained Employment = No, Did Not Gain Employment		Gained Employment = Yes, Gained Employment		Total
Observed	Expected	Observed	Expected	Observed	Expected	Total

Step 1	1	14	13.142	0	.858	14
	2	8	9.488	4	2.512	12
	3	12	12.370	4	3.630	16
	4	11	10.857	7	7.143	18
	5	22	22.734	27	26.266	49
	6	5	3.821	4	5.179	9
	7	8	7.805	24	24.195	32
	8	3	2.784	13	13.216	16

Classification Table(a)

Observed		Predicted			
		No, Did Not Gain Employment	Yes, Gained Employment	Percentage Correct	
Step 1	Gained Employment	No, Did Not Gain Employment	45	38	54.2
		Yes, Gained Employment	15	68	81.9
Overall Percentage					68.1

a The cut value is .500

Block 2 (Stepwise Likelihood Ratio Method) Tables

Omnibus Tests of Model Coefficients

		Chi-square	df	Sig.
Step 4	Step	4.194	1	.041
	Block	21.139	4	.000
	Model	62.005	9	.000

Model Summary

Step	-2 Log likelihood	Cox & Snell R Square	Nagelkerke R Square
4	168.120(b)	.312	.416

b Estimation terminated at iteration number 6 because parameter estimates changed by less than .001.

Hosmer and Lemeshow Test

Step	Chi-square	df	Sig.
1	2.916	7	.893
2	5.429	8	.711
3	5.107	8	.746

4 4.389 7 .734

Contingency Table for Hosmer and Lemeshow Test

		Gained Employment = No, Did Not Gain Employment		Gained Employment = Yes, Gained Employment		Total
		Observed	Expected	Observed	Expected	
Step 4	1	16	16.250	1	.750	17
	2	14	14.689	3	2.311	17
	3	12	12.411	5	4.589	17
	4	14	11.707	5	7.293	19
	5	8	8.687	9	8.313	17
	6	7	7.548	11	10.452	18
	7	5	5.270	12	11.730	17
	8	6	3.831	13	15.169	19
	9	1	2.607	24	22.393	25

Classification Table(a)

Observed		Predicted			
		Gained Employment		Percentage Correct	
		No, Did Not Gain Employment	Yes, Gained Employment		
Step 4	Gained Employment	No, Did Not Gain Employment	59	24	71.1
		Yes, Gained Employment	20	63	75.9
Overall Percentage					73.5

a The cut value is .500

Correlation Matrix

		Constant	Pre Study	Female	TANF4 Mo	Final Status	Merit	NoDV	NoLD	No STT Mo	NoCD
Step 4	Constant	1.000	-.171	-.418	-.357	-.373	-.711	-.304	-.376	-.661	-.128
	PreStudy	-.171	1.000	.275	-.063	.270	-.055	.022	.163	.083	.120
	Female	-.418	.275	1.000	.025	.263	.088	.484	.099	.145	-.074
	TANF4Mo	-.357	-.063	.025	1.000	.203	.105	.062	.200	.305	.182
	FinalStatus	-.373	.270	.263	.203	1.000	.168	.094	.080	.074	-.051
	Merit	-.711	-.055	.088	.105	.168	1.000	.093	.079	.134	.001
	NoSTTMo	-.661	.083	.145	.305	.074	.134	.159	.146	1.000	.158
	NoLD	-.376	.163	.099	.200	.080	.079	.038	1.000	.146	.003
	NoDV	-.304	.022	.484	.062	.094	.093	1.000	.038	.159	-.160
	NoCD	-.128	.120	-.074	.182	-.051	.001	-.160	.003	.158	1.000

Casewise List(b)

Case	Selected Status(a)	Observed		Temporary Variable		
		Gained Employment	Predicted	Predicted Group	Resid	ZResid
58	S	Y**	.062	N	.938	3.881
61	S	Y**	.120	N	.880	2.702

a S = Selected, U = Unselected cases, and ** = Misclassified cases.

b Cases with studentized residuals greater than 2.000 are listed.

APPENDIX F

Linear Regression Output

Descriptive Statistics

	Mean	Std. Deviation	N
Monthly Gross Income	\$805.6940	\$476.12131	83
Number of Employment Hours Per Week	27.49	11.219	83
Wage	\$7.1611	\$2.24351	83
Job Search	.17	.377	83
Mental Health Issues	.24	.430	83
Year of Enrollment	2005.48	.503	83
# of Prior Enrollments	.27	.543	83
Recycling Status	.22	.415	83
Original 21	.19	.397	83
Ethnicity	1.45	.610	83
Original Ethnic Code	2.45	1.902	83
Ethnic Group	.61	.490	83
Age	30.22	7.064	83
AgeCategory	.47	.502	83
Age Group	1.61	.730	83
Highest Educational Level Completed	12.05	1.987	83
Original TANF Months	4.63	3.087	83
TANF Months	.54	.501	83
Closure Reason	1.10	.726	83
Original Closure Reason	14.70	30.452	83
Final Status of Case	.86	.354	83
Sanction Number Under New Policy	.12	.479	83
Sanction History	.07	.261	83
Conciliation	.37	.487	83
Full-time Hours Status	1.28	.450	83
Number of Months at a WEX Site	.40	1.023	83
WEX History	.18	.387	83
Number of WEX Hours Per Week	3.86	8.386	83
Number of Months at a Community Service Placement	.08	.768	83

CSP History	.01	.110	83
Number of Months in Short Term Training	.45	1.290	83
STT History	.13	.341	83
Employment Project	.17	.377	83
Number of Months in an Accelerated Employment Services Placement	.20	1.332	83
AES History	.02	.154	83
Learning to Work It Out Lifeskills Class	.02	.154	83
First Impressions Lifeskills Class	.05	.215	83
Mapping for Life Lifeskills Class	.01	.110	83
Negotiation & Customer Service Lifeskills Class	.02	.154	83
Personal Wellness Lifeskills Class	.02	.154	83
Child Protective Services Involvement	.20	.406	83
Original CPS History	.28	.591	83
Children's Issues	.30	.462	83
Original Kids Issues	.33	.521	83
Housing Issues	.31	.467	83
Original Housing Issues	.31	.467	83
Debt and/or Credit Issues	.92	.280	83
Original Debt & Credit Issues	.93	.304	83
Civil Legal Issues	.36	.483	83
Original Civil Legal Issues	.36	.483	83
Criminal Legal Issues	.53	.502	83
Original Criminal Legal	.54	.525	83
Transportation Issues	.42	.497	83
Original Transportation Issues	.42	.497	83
Medical Issues	.51	.503	83
Original Medical Issues	.55	.590	83
Current Medical	.46	.501	83
Domestic Violence Issues	.49	.503	83
Original DV Issues	.93	.973	83
Current DV	.06	.239	83
Chemical Dependency Issues	.39	.490	83

Original CD Issues	.70	.920	83
Current CD	.07	.261	83
Special Learning Needs Screening Score	4.48	7.070	83
Learning Needs Level	.20	.406	83
Number of Jobs Listed on Basic Employment Application	2.96	1.053	83
Employment History	.99	.110	83

Model Summary(e)

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Change Statistics					Durbin-Watson
					R Square Change	F Change	df1	df2	Sig. F Change	
1	.773(a)	.598	.593	\$303.66305	.598	120.588	1	81	.000	
2	.975(b)	.951	.949	\$107.10301	.352	571.127	1	80	.000	
3	.976(c)	.953	.951	\$104.86267	.003	4.455	1	79	.038	
4	.978(d)	.956	.954	\$102.50072	.003	4.683	1	78	.034	2.268

- a Predictors: (Constant), Number of Employment Hours Per Week
- b Predictors: (Constant), Number of Employment Hours Per Week, Wage
- c Predictors: (Constant), Number of Employment Hours Per Week, Wage, Job Search
- d Predictors: (Constant), Number of Employment Hours Per Week, Wage, Job Search, Mental Health Issues
- e Dependent Variable: Monthly Gross Income

ANOVA(e)

Model		Sum of Squares	df	Mean Square	F	Sig.
4	Regression	17769203.857	4	4442300.964	422.819	.000(d)
	Residual	819499.050	78	10506.398		
	Total	18588702.907	82			

- a Predictors: (Constant), Number of Employment Hours Per Week
- b Predictors: (Constant), Number of Employment Hours Per Week, Wage
- c Predictors: (Constant), Number of Employment Hours Per Week, Wage, Job Search
- d Predictors: (Constant), Number of Employment Hours Per Week, Wage, Job Search, Mental Health Issues
- e Dependent Variable: Monthly Gross Income

Coefficients(a)

a Dependent Variable: Monthly Gross Income

Model	Unstandardized Coefficients		Standardized Coefficients	t	Sig.	95% Confidence Interval for B		Correlations			Collinearity Statistics		
	B	Std. Error	Beta			Lower Bound	Upper Bound	Zero-order	Partial	Part	Tolerance	VIF	
4	(Constant)	-905.794	44.165										
				20.509	.000	993.720	817.868						
	Number of Employment Hours Per Week	28.054	1.028	.661	27.280	.000	26.006	30.101	.773	.951	.649	.963	1.039
	Wage	127.825	5.134	.602	24.895	.000	117.603	138.047	.725	.942	.592	.966	1.036
	Job Search	66.773	30.138	.053	2.216	.030	6.773	126.773	.121	.243	.053	.994	1.006
	Mental Health Issues	56.968	26.326	.051	2.164	.034	4.558	109.378	.028	.238	.051	.999	1.001

Coefficient Correlations(a)

Model			Number of Employment Hours Per Week	Wage	Job Search	Mental Health Issues
4	Correlations	Number of Employment	1.000	-.181	-.059	.023
		Hours Per Week				
		Wage	-.181	1.000	-.031	.002
		Job Search	-.059	-.031	1.000	.026
		Mental Health Issues	.023	.002	.026	1.000
	Covariances	Number of Employment	1.058	-.953	-1.841	.633
		Hours Per Week				
		Wage	-.953	26.363	-4.833	.247
		Job Search	-1.841	-4.833	908.296	20.917
		Mental Health Issues	.633	.247	20.917	693.040

a Dependent Variable: Monthly Gross Income

Casewise Diagnostics(a)

Case Number	Std. Residual	Monthly Gross Income	Predicted Value	Residual
113	-3.633	\$454.40	\$826.8311	\$372.43108
142	-3.284	\$120.00	\$456.6147	\$336.61469
149	3.274	\$3360.0	\$3,024.4092	\$335.59078

a Dependent Variable: Monthly Gross Income

Residuals Statistics(a)

	Minimum	Maximum	Mean	Std. Deviation	N
Predicted Value	-\$175.0115	\$3,024.4092	\$805.6940	\$465.50790	83
Std. Predicted Value	-2.107	4.766	.000	1.000	83
Standard Error of Predicted Value	14.135	77.020	23.542	8.925	83
Adjusted Predicted Value	-\$224.9159	\$2,589.2158	\$801.2192	\$444.59947	83
Residual	-\$372.43109	\$335.59079	\$.00000	\$99.96945	83
Std. Residual	-3.633	3.274	.000	.975	83
Stud. Residual	-3.845	4.962	.017	1.099	83
Deleted Residual	-\$417.02155	\$770.78412	\$4.47479	\$133.39204	83

Stud. Deleted Residual	-4.243	5.959	.023	1.193	83
Mahal. Distance	.571	45.310	3.952	5.262	83
Cook's Distance	.000	6.385	.096	.702	83
Centered Leverage Value	.007	.553	.048	.064	83

a Dependent Variable: Monthly Gross Income