

WV WORKS 2003:

**Perspectives of Former Recipients
Who Have Exhausted Their 60-Months of
Program Eligibility**

Presented to the

West Virginia Department of Health and Human Resources

by the

**West Virginia University
Interdisciplinary Research Task Force on Welfare Reform**

**A Joint Effort of the
Institute for Public Affairs and School of Applied Social Sciences
West Virginia University
Eberly College of Arts and Science**

Dr. Robert Jay Dilger (project leader)
Dr. Eleanor Blakely
Dr. Melissa Latimer
Dr. Barry Locke
Dr. L. Christopher Plein
Ms. Lucinda A. Potter
Dr. David Williams

Presented in Charleston, West Virginia, June 2004. All rights are reserved.

**WV WORKS 2003:
Perspectives of Former Recipients Who Have Exhausted
Their 60-Months of Program Eligibility**

Executive Summary

This is the third in a continuing series of reports concerning the lives and perspectives of West Virginians who have been, or currently are, enrolled in WV WORKS. Each of these research projects were funded by West Virginia's Department of Health and Human Resources (DHHR) and conducted by West Virginia University's Interdisciplinary Research Task Force on Welfare Reform.

The Task Force's first report, "WV WORKS Case Closure Study," examined the lives and perspectives of West Virginians who left WV WORKS in 1999. The report was presented to DHHR and the state legislature in 1999 and can be accessed on-line at: http://www.polsci.wvu.edu/ipa/par/Report17_1.pdf."

The Task Force's second report, "WV WORKS 2000: The Recipients' Perspective" examined the lives and perspectives of WV WORKS recipients who were receiving benefits in 2000. The report was presented to DHHR and the state legislature in 2000 and can be accessed on-line at: http://www.polsci.wvu.edu/ipa/par/Report18_3.pdf.

This report examines responses to a comprehensive, mailed survey of former WV WORKS recipients who had exhausted their 60-months of program eligibility. The ten-page, 85 question survey was constructed with input from DHHR, welfare advocacy groups, and others with expertise in social-welfare policy. The survey was mailed in July 2003 to 448 WV WORKS recipients who had exhausted their 60-months of program eligibility (about thirty others had also exhausted their 60-months of program eligibility, but they either had not left a forwarding address or could not be reached for some other reason). Sixty-two percent of the mailed surveys (276) were completed and returned.

The survey's results provide information concerning the respondent's:

- enrollment in available programs (Medicaid, Food Stamps, school clothing vouchers, federal earned income tax credit, CHIP, child support enforcement, job training, etc.);
- knowledge of and access to available programs;
- assessment of available programs;
- assessment of their previous and current interaction with DHHR;
- demographic and economic profile (including family history with public assistance);
- assessment of their current economic and social well-being;
- assessment of their child or children's well-being;
- sources of family income and support;
- reliance on community resources;
- employment experiences (if applicable);
- perception of what they need to achieve economic self-sufficiency (i.e., the relative importance of child care, transportation, job training, education etc.);
- views on what changes they would make to improve their lives and their family; and

- views on what changes they would make to improve WV WORKS.

It is important to note that DHHR developed and implemented several new programs and made modifications to several of its procedures since the respondents to this survey were on WV WORKS. For example, DHHR has modified its appeals process for WV WORKS recipients interested in requesting an extension to the 60-months of program eligibility time limit, created a new emotional health screening process and a new learning needs screening process, and implemented a new pre-employment vision and dental care program. Further information concerning DHHR's programs and procedures is available on their web site: <http://www.wvdhhr.org/bcf/>.

Survey Findings

Among the survey's more notable findings drawn from specific questions are:

- a. Only about one-quarter of the respondents (26.9 percent) were employed. The median wage of working respondents was \$5.84 an hour. Their median monthly income was \$612. The median monthly household income of all respondents was \$510;
- b. More than half of the working respondents (54 percent) were employed on a part-time basis (defined as less than thirty hours a week), 41.3 percent were employed on a full-time basis (defined as 30 to 40 hours a week), and 4.8 percent were working more than 40 hours a week.
- c. Nearly all of the respondents (81.9 percent) reported that they had a total annual household income of \$10,000 or less in 2002, and nearly all of the respondents (85.4 percent) reported that they will have a total annual household income of \$10,000 or less in 2003;
- d. Most of the respondents (58.9 percent) reported that they were either worse off or much worse off financially since leaving WV WORKS. Also, most of the respondents reported (60.6 percent) that the amount of stress in their lives was now either worse or much worse since leaving WV WORKS.
- e. Many of the respondents reported that they had experienced times when they did not have enough money to pay the electric, gas, or water bill (65.6 percent), to pay for telephone service (54.6 percent), to pay for heat (50.8 percent), to get glasses (48.5 percent), or to buy food (42 percent) since leaving WV WORKS. The percentage of respondents who had experienced times when they did not have enough money to purchase these and other items was higher, sometimes dramatically, than when they were on WV WORKS.
- f. Many of the respondents indicated that they had their telephone disconnected (48.2

percent), ran out of food (46.9 percent), had their electric, gas or water shut off (41.1 percent), moved (31.3 percent), were visited by Child Protective Services (21 percent) and/or were evicted from their home (20.5 percent), since leaving WV WORKS. The percentage of respondents who experienced these hardships was higher, sometimes dramatically, than when they were on WV WORKS.

- g. More than half of the respondents reported that since leaving WV WORKS they had experienced times when they did not have enough money to buy their children's school supplies (60.3 percent), let their children participate in after school activities (59.1 percent), buy their children the clothes they need (57.8 percent), buy their children a birthday gift (56.1 percent), or buy their children a holiday/Christmas Gift (58.2 percent). Also, the average number of items they reported not having enough money to purchase for their children increased from 3.04 while on WV WORKS to 5.27 since leaving the program.
- h. The respondents were relatively pessimistic concerning their own personal and financial futures, but were relatively optimistic concerning their children's future.
- i. Nearly all of the respondents (93 percent) were enrolled in Medicaid when they completed the survey, 92.3 percent received Food Stamps, 75 percent received a school clothing voucher, 50.7 percent received Low Income Energy Assistance, 22.4 percent received DHHR emergency assistance, 16.9 percent received transportation assistance, and 5.1 percent had children enrolled in CHIP.
- j. Respondents reported the use of slightly more programs/services while on WV WORKS than since leaving WV WORKS (average of 4.1 programs/services versus 4.01 program/services). The four most frequently used programs/services (Medicaid, Food Stamps, school clothing vouchers, and free or reduced price school meals) were the same while on WV WORKS and since leaving WV WORKS, but the percentage of respondents utilizing each of these programs was somewhat higher when they were on WV WORKS.
- k. Few of the respondents (7.4 percent of the respondents, 9.4 percent of the respondent's households) reported that they had received income from the federal earned income tax credit;
- l. About one-third of the respondents had not completed high school or received a GED (32.9 percent); and almost four out of every ten respondents (39.4 percent) did not have a working telephone in their home;
- m. About one-fifth of the respondents (21.3 percent) reported that they experienced a time, either with a past or a current partner, when that partner made them feel unsafe. The incidence of having a partner that made them feel unsafe increased somewhat after leaving WV WORKS.
- n. The most frequently cited barriers to finding a job were: the lack of nice clothes (38.6

percent), have a mental problem (depression, anxiety, etc.) (35.4 percent), finding transportation (32.7 percent), have a physical disability (32.7 percent), don't have a drivers' license (28.7 percent) and bad teeth (22.4 percent).

- o. Most respondents who were receiving DHHR services were either satisfied or very satisfied with how the local DHHR office looks (82.7 percent), the hours their local DHHR office is open (80.7 percent), where the local DHHR office is located (78.7 percent), the way they were treated at the local DHHR office (64 percent), the help they received getting other benefits (63.3 percent), the way they were treated by their caseworker (63.2 percent), and with the help they received dealing with family problems (59.1 percent). A majority of respondents were also satisfied or very satisfied with how long they had to wait to see their caseworker (50.2 percent). Most of the respondents (55.1 percent) were either not sure, dissatisfied, or very dissatisfied with how quickly their caseworker returned their telephone calls.
- p. About half of the respondents (49.6 percent) had participated in either a job training or education program during the past five years. Respondents who had participated in a job training program had a mixed assessment of the training programs' helpfulness in getting them a job. Only about one-quarter of these respondents (27.5 percent) reported that the training program(s) helped them get a job. But, about one-third of the respondents (32.2 percent) reported that the program(s) would have been helpful if there were jobs available.
- q. About one-quarter of the respondents (28.3 percent) reported that they had child care needs while they were working, in school, or in another job preparation activity and more than half of them (55.1 percent) indicated that it was either very hard (31 percent) or hard (24.1 percent) to find child care for their children while they were working, in school, or in another job preparation activity;
- r. More than three-quarters of the respondents (79.1 percent) indicated that their children's school attendance had not changed since leaving WV WORKS, 8.2 percent reported that their children's school attendance had improved, and 12.7 percent reported that their children's school attendance had become worse.
- s. More than three-quarters of the respondents (75.2 percent) reported that their children's school grades had not changed since leaving WV WORKS, 7 percent reported that their children's school grades had improved, and 17.8 percent reported that their children's school grades had become worse.
- t. The most frequently mentioned written responses to "Is there anything that the West Virginia Department of Health and Human Services can do, or do differently, that would help you?" were: grant more extensions (18.5 percent), nothing (16.1 percent),

provide post-60 month transitional benefits/services (11.3 percent), and be more respectful/understanding (10.4 percent).

Table of Contents

Introduction	1
Legislative Background	1
West Virginia’s Initial Response to Welfare Reform	3
WV WORKS Case Closure Study	3
WV WORKS 2000: The Recipients’ Perspective	4
West Virginia’s Recent Response to Welfare Reform	4
WV WORKS 2003: Perspectives of Former Recipients Who Have Exhausted Their 60-Months of Program Eligibility	5
Survey Design	6
Open-Ended Questions	7
Survey Sample Size	7
Survey Representativeness	8
Respondent Profile	9
Methodological Notes	9
WV WORKS and DHHR Experiences	10
Time Since Leaving WV WORKS	10
Informational Levels	10
Time Extension Issues	11
Respondent’s Ratings of WV WORKS, DHHR, and Support Programs When They Were on WV WORKS	12
The Post-WV WORKS Population and The Safety Net	13
DHHR Program and Personnel Evaluation	15
Current Economic and Social Well-Being	16
Employment and Income.....	16
Perceived Employment Barriers	17
Life Experiences	17
Domestic Violence	20
Housing	20
Personal Assessments	21
Unemployed Respondents	23
Perceived Employment Barriers	24
Currently Employed Respondents	25
Part-time versus Full-time	25
Job Training and Education Program Experiences	26
Job Training Program Experiences.....	26
Education Program Experiences.....	26
Job Training and Education Program Completion	27
Child Care as a Factor Affecting the Transition to Economic Independence.....	28
Children’s Experiences	30
Household Profile	30
Benefits	31
Life Experiences	31
Assessment of DHHR’s Assistance.....	35

Open-Ended Questions	35
Concluding Remarks	36
References	38
Figures	41
About the Authors	44

List of Tables and Figures

Table 1	When You Were on WV WORKS, how would you rate:	12
Table 2	When You Were on WV WORKS, how would you rate:.....	12
Table 3	Does anyone in your home (including yourself) currently receive benefits from the following programs?.....	14
Table 4	Does anyone in your home (including yourself) currently receive benefits from the following programs? (Other government programs)	15
Table 5	If you currently receive Medicaid, Food Stamps, or any other DHHR administered program, how satisfied are you with... ..	16
Table 6	Respondent’s Annual Household Income (2002)	17
Table 7	Have you found it difficult to find a job because you.....	17
Table 8	Were there times when you did not have enough money to do any of the following?	18
Table 9	Have any of the following happened to you?.....	19
Table 10	Have you done any of the following to get by?	19
Table 11	Does your home have any of the following problems?.....	21
Table 12	Financially, are you... (Since leaving WV WORKS)	22
Table 13	Personally, in terms of the amount of stress in your life, are you... (Since leaving WV WORKS)	22
Table 14	Respondent Perspectives concerning the Future	23
Table 15	“I have confidence in my ability to provide financially for my family in the future”.....	23
Table 16	What reasons best explain why you don’t currently have a paying job? (Unemployed Respondents only)	24
Table 17	Did the job training program(s) help you get a job? (job training program participants only)	26
Table 18	Did the education program(s) help you get a job? (education program participants only)	27
Table 19	Main Reason for Dropping Out of Job Training or Education Program	27
Table 20	While you are working, in school, or in another job preparation activity, who provides your child (or children) with child care? (Respondents with child care needs only)	28
Table 21	On average, how many hours per week is your child (or children) in child care while you are working, in school, or in another job preparation activity? (Respondents with child care needs only)	

	29	
Table 22	How hard has it been for you to find child care for your child (or children)?	29
Table 23	Benefits/Services Children Received While On and Since Leaving WV WORKS	32
Table 24	Were There Times When You Did Not Have Enough Money To Do Any Of The Following For Your Children	33
Table 25	Since leaving WV WORKS, have your children done any of the following:	35
Table 26	Is there anything that the Department of Health and Human Resources can do, or do differently, that would help you?	36
Table 27	Is there anything that the Department of Health and Human Resources can do, or do differently, that would help you?.....	36
Figure 1	County-by-County Distribution of Respondents: Actual Number of Those Who Have Exhausted their WV WORKS Benefits Compared to the Survey's Respondents	41
Figure 2	Economically Distressed and Non-distressed Counties in West Virginia	42
Figure 3	West Virginia Department of Health and Human Resources' Regions	43

**WV WORKS 2003:
Perspectives of Former Recipients Who Have Exhausted
Their 60-Months of Program Eligibility**

West Virginia University Research Task Force on Welfare Reform

The *Personal Responsibility and Work Opportunity Reconciliation Act of 1996* redefined social welfare policy in the United States. The new law purposively “delinked” eligibility for welfare (cash assistance) from other government safety net programs, including Medicaid and Food Stamps. It did this, in large part, by doing away with the Aid to Families With Dependent Children (AFDC) program that had been in existence for decades, and replacing it with a new cash assistance program called Temporary Assistance to Needy Families (TANF).

Underlying the federal welfare reform effort was an assumption that the program’s original purposes - providing subsistence income to those who were generally viewed as being victims of either unfortunate circumstances (such as the death of a spouse or the family’s abandonment by the primary bread-winner) or other forces largely beyond the recipient’s control (such as racial discrimination, a national recession or a weak local economy, mental or health problems, etc.) - were either no longer relevant, or were not being achieved under existing program arrangements. Importantly, recipients are no longer generally viewed as victims. Instead, they are generally viewed as being responsible for their own circumstances, and, therefore, responsible for changing them. To end what some commentators have called the enduring culture of welfare dependency, the law encourages recipients to “change their ways.”

Legislative Background

The *Personal Responsibility and Work Opportunity Reconciliation Act of 1996* stated goals were to:

- assist needy families to care for their children in their own homes or in the homes of relatives by creating a \$1 billion annual Child Care and Development Block Grant;
- prevent and reduce the incidence of out-of-wedlock births by providing states “bonus” money for programs that reduced out-of-wedlock births;
- reduce single-parent child-rearing by requiring recipients to cooperate with state child support enforcement agencies; and
- reduce welfare dependency by replacing the Aid to Families With Dependent Children and the Job Opportunities and Basic Skills Training programs with the state-centered Temporary Assistance for Needy Families Block Grant (TANF). (*Federal Register* 1999).

TANF was designed to end welfare dependency by imposing mandatory work requirements and lifetime benefit limits for recipients, and mandatory work participation rates and maintenance of effort requirements for states. Specifically, with only a few exemptions, recipients are now required to work within twenty-four months of the receipt of benefits, and states can require them to work sooner. In 2003, thirty states required recipients to begin

working immediately, and eight more states required work within six months of the receipt of benefits (DHHS 2002). West Virginia requires WV WORKS recipients to work within twenty-four months of the receipt of benefits (DHHR 2003).

States were also required to place increasing proportions of their adult TANF recipients in an approved work activity (e.g., unsubsidized or subsidized employment, on-the-job training, work experience, community service, etc.) (DHHS 2000b). In FY 2002, the overall minimum participation rate reached 50 percent (90 percent for households with two-parents present). States that fail to meet the mandatory work participation rates are subject to the forfeiture of 5 percent of their federal TANF funds during the first year of non-compliance, and an additional 2 percent each consecutive year they continue in non-compliance, up to a maximum of 21 percent (National Conference of State Legislatures 1997).

Nationally, the recipient work participation rate for all families increased from 11 percent in 1996 to 33.4 percent in 2002 (49.4 percent for two-parent families) (DHHS 2003a). West Virginia's work participation rate in 2002 for all families was 19.2 percent and 26.5 percent for two-parent families.

Although very few states have met the federally imposed work participation requirement, only a handful of states have been sanctioned by the federal government because of the federal caseload reduction credit. It was designed to prevent states from being penalized if they moved recipients off the rolls (presumably into employment). Specifically, each state's required work participation rate is reduced by the number of percentage points that the average monthly number of families receiving assistance in that state in the immediately preceding fiscal year is less than the average monthly number of families that received assistance in that state in FY 1995. Because welfare enrollment declined by nearly 60 percent between 1996 and 2002, most state's overall workforce participation requirement was lowered to near zero. For example, after factoring in the caseload reduction credit, West Virginia's adjusted overall work participation rate requirement in 2002 was reduced from 50 percent to 0 percent and West Virginia's adjusted two-parent family work participation rate requirement was reduced from 90 percent to 28.4 percent.

TANF also limited cash assistance for adults and their dependent children to a maximum of five cumulative years. Once over the age of 18, a former dependent child becomes eligible for an additional 60 months of lifetime eligibility. States can impose shorter time limits and exempt up to 20 percent of their caseload from the time limit. In 2003, nine states had implemented time limits less than five cumulative years and two states (Massachusetts and Michigan) have no time limit (they use state funds after the 60-months expires). Also, for the most part, states have elected to exempt relatively few recipients from their time limit (DHHS 2002). West Virginia has adopted the 60 months time limit, and, like most other states, has exempted relatively few recipients from their time limit (approximately 85 recipients as of November 2003).

In 2002, the West Virginia Supreme Court, in *State of West Virginia ex Rel. K. M., a Minor Child...vs. West Virginia Department of Health and Human Resources*, ruled that West Virginia's policy of limiting cash assistance to 60 months did not violate the state's constitutional

role as overseer of the poor, primarily because the state makes available to former recipients other support services, such as Food Stamps, Medicaid, clothing vouchers, and housing and transportation services. The court also recommended changes to the Department of Health and

Human Resources' time limit hearings and appeals process to ensure that recipient's right to due process was being met (*State of West Virginia ex Rel. K. M vs. DHHR* 2002).

Finally, the 1996 welfare reform law required states to continue to spend at least 80 percent of what they spent on Aid to Families with Dependent Children and related programs in FY 1994 in order to receive their full allotment of TANF funds. That threshold is reduced to 75 percent if they meet their work requirements (DHHS 2000b).

West Virginia's Initial Response to Welfare Reform

When the *Personal Responsibility and Work Opportunity Reconciliation Act of 1996* was passed, West Virginia already had a welfare reform plan in development. Called WV WORKS, West Virginia's program was implemented on a county-by-county basis through the latter part of 1997. By early 1998, WV WORKS was operating across the state. The program's initial emphasis was on providing individuals the means to leave the welfare rolls by (1) promoting work, (2) pursuing child support payments, (3) providing education and training to those in need of job skills, and (4) offering a one-time diversion payment of up to three months of benefits to new applicants who could verify that they will be employed within a month of their application.

Like many states, West Virginia's WV WORKS program was essentially a "work first" program. Also, like most states, West Virginia experienced a short-term surplus of funds primarily due to significant enrollment declines. Nationally, TANF enrollment fell from 11.4 million in January 1997 to 6.2 million in January 2000. The reductions were even more dramatic in West Virginia. In January 1997, there were 98,690 West Virginians on welfare. By January 2000, there were 32,895 West Virginians on WV WORKS (DHHS 2000b, 2003b).

After a delay, primarily waiting for the issuance of federal regulations concerning the appropriate uses for TANF funds, the state's surplus TANF funds were invested in several new programs and also increased funding for existing programs, targeting youth development, truancy diversion, delinquency prevention, and recipient transportation needs. The state also increased the average monthly cash assistance check by \$200, increased its earned income disregard from 40 percent to 60 percent to make it easier for working West Virginians to qualify for WV WORKS and to encourage existing recipients to seek employment, and invested additional resources in supportive services to assist individuals as they transition off welfare. It also committed additional resources to help recipients pursue post-secondary education (DHHR 2000a, 2000b).

WV WORKS Case Closure Study

In 1998 and 1999, policymakers across the nation, and in West Virginia, began to ask the same question: what was happening to welfare "leavers"? In an effort to answer this, and other questions, West Virginia's Department of Health and Human Resources (DHHR) funded West Virginia University's Interdisciplinary Research Task Force on Welfare Reform to design, administer, and interpret a comprehensive statewide survey of WV WORKS recipients whose cases were closed during 1998. The survey results, "WV WORKS Case Closure Study," were released in December 1999, and can be read on-line (and downloaded for free) at "http://www.polsci.wvu.edu/ipa/par/Report17_1.pdf" (Dilger et al. 1999).

In summary, the survey results contained both good and bad news. The good news was that most of the respondents who left the program in 1998 were still off the program when they completed the survey in 1999, more than half of them (54.3 percent) were employed, and, as a group, their assessment of their future and their children's future was relatively positive. The bad news was that many of the respondents were experiencing severe financial difficulties. Most of them (82.9 percent) had a total annual household income of \$10,000 or less, and many experienced times when they did not have enough money to buy food, go to the doctor, or buy medicine. Also, 8 percent of the respondents reported that their financial situation was much worse since leaving WV WORKS/TANF and 13.5 percent reported that their future looked very poor (Dilger et al. 1999).

WV WORKS 2000: The Recipients' Perspective

In 2000, DHHR provided additional funds to the Interdisciplinary Research Task Force on Welfare Reform to survey WV WORKS recipients. The survey results, "WV WORKS 2000: The Recipients' Perspective," can be viewed on-line at: http://www.polsci.wvu.edu/ipa/par/Report18_3.pdf.

Like the WV WORKS leaver survey, the WV WORKS recipient survey contained both good and bad news. The good news was that most of the respondents were relatively satisfied with their treatment by DHHR personnel, the help DHHR provided getting them other benefits, and with their overall experience with their caseworker. However, many respondents reported that they did not have the knowledge necessary to make an informed judgment on a wide range of issues and available services (such as the availability of education and job training services and transportation and child care assistance programs). Also, many of the respondents were experiencing severe financial problems (nearly two-thirds of the respondents had an annual household income below \$5,000). In addition, many respondents reported that their personal and financial futures looked poor or very poor. Yet, as a group, respondents were relatively optimistic concerning their children's future, and nearly two-thirds of them reported that they did not expect to be on WV WORKS the following year (Dilger et al. 2000).

West Virginia's Recent Response to Welfare Reform

In 2001, TANF's dramatic enrollment declines experienced during the 1996-2000 period ended. Nationally, TANF enrollment leveled off, ranging between 5.2 and 5.5 million recipients since 2001. West Virginia's enrollment has actually increased, rising from 32,895 in January 2000 to 38,931 in January 2001 and to 43,446 in January 2002 (DHHS 2003b). This meant that the budget surpluses experienced during the initial years of implementing the new welfare reform law also ended. Moreover, with the national and state economy weakened, at least partially due to the terrorist attacks on September 11, 2001, DHHR could not rely on significant increases in state funding for the program.

When Governor Robert Wise entered office in 2001, he appointed Paul Nusbaum Secretary of the Department of Health and Human Resources. Fred Boothe was named Commissioner for the West Virginia Bureau for Children and Families, the agency responsible for WV WORKS. As they entered office, the state was already in the process of spending down

its TANF surplus. Now facing a projected budget shortfall of up to \$90 million in FY 2003, a TANF Advisory Council was assembled to assess the Department's budget difficulties and, after holding several meetings across the state, reluctantly recommended reduced funding for many support services programs. A total of 107 support services contracts with local non-profit organizations were subsequently canceled, reducing expenditures by about \$27 million a year. The cuts affected a variety of programs, including child protective services, truancy diversion, domestic violence prevention, assistance for the homeless, and several welfare-to-work projects (Kabler 2002). DHHR also reduced WV WORKS earned income disregard back to its original 40 percent (DHHR 2002).

In recognition of its funding difficulties, DHHR officials conducted an extensive self-study of the Department's administrative procedures to identify where program efficiencies and cost-savings could be realized. In 2002, DHHR launched two initiatives to improve program performance and contain costs. The first initiative, the Comprehensive Planning and Assessment System (CAPS), created a standardized system to assess the service needs of children and families. The new process was designed to minimize the provision of services that were either not needed or did not move recipients toward economic independence (DHHS 2002).

The second initiative required all services identified in the CAPS process to go through the Administrative Services Organization (ASO) for approval. The ASO's role is "to regulate social necessity services to ensure that services provided are based on the needs of the child or family and are at the intensity needed" (DHHS 2002). The ASO reviews offered services every ninety days to ensure that the services are needed and at the appropriate intensity (DHHS 2002).

As part of DHHR's self-examination, new procedures were also put into place concerning the appeals process for WV WORKS recipients interested in requesting an extension to the 60-months of program eligibility time limit.

WV WORKS 2003: Perspectives of Former Recipients Who Have Exhausted Their 60-Months of Program Eligibility

Nationwide, more than 200,000 TANF recipients have been removed from TANF because they had reached their state's time limitation on the receipt of benefits (Sawhill et al. 2002). Most of these recipients resided in states that had imposed a time limit of less than 60-months. Since 2002, several thousand recipients each year have been forced off of TANF because they had reached their state's 60-month limitation on the receipt of benefits. In West Virginia, about 500 families have been removed from the program because they had exhausted their 60-months of benefits.

Because time limits are new, there has been very little research on the lives and perspectives of those who have been removed from the program because they had reached their state's time limit on the receipt of benefits. Some welfare advocacy groups have called upon the states to exercise more aggressively their option to exempt up to 20 percent of their recipients from the time limitation, especially for those facing multiple personal employment barriers, often referred to as the hard-to-employ. Others have suggested that recipients who are working, especially those working a significant number of hours per week, should be exempt from the state's time limitation if their earnings are low enough to qualify for assistance. Others note that states with full-family sanctions have already removed from the rolls those unwilling to work.

As a result, the only recipients that reach the time limit in those states are ones that have looked for employment and not found it, or those who are working but are not earning enough to be economically self-sufficient. In their view, states with full-family sanctions should be exempt from the federally-imposed time limitation (Sawhill et al. 2002).

Scholars, practitioners, administrators, and policymakers across the nation are seeking valid and reliable information concerning the lives and perspectives of those who have been removed from TANF because they have reached their state's time limit on the receipt of benefits. They want this information so they can make informed decisions concerning the affect time limits in their states are having on recipient behavior and their prospects for economic self-sufficiency. They also want information that will help them to assess the effectiveness of other support programs in assisting welfare recipients to achieve economic self-sufficiency and to escape poverty.

In West Virginia, DHHR provided funds to West Virginia University's Interdisciplinary Research Task Force on Welfare Reform to conduct a comprehensive, mailed survey of former WV WORKS recipients who had exhausted their 60-months of program eligibility. The survey was designed to provide information concerning the respondent's:

- enrollment in available programs (Medicaid, Food Stamps, school clothing vouchers, federal earned income tax credit, CHIP, child support enforcement, job training, etc.);
- knowledge of and access to available programs;
- assessment of available programs;
- assessment of their previous and current interaction with DHHR;
- demographic and economic profile (including family history with public assistance);
- assessment of their current economic and social well-being;
- assessment of their child or children's well-being;
- sources of family income and support;
- reliance on community resources;
- employment experiences (if applicable);
- perception of what they need to achieve economic self-sufficiency (i.e., the relative importance of child care, transportation, job training, education etc.);
- views on what changes they would make to improve their lives and their family; and
- views on what changes they would make to improve WV WORKS.

It is important to note that in 2003 DHHR developed and implemented several modifications to its procedures concerning the appeals process for WV WORKS recipients interested in requesting an extension to the 60-months of program eligibility time limit. The respondents to this survey had left the system prior to these changes.

Survey Design

The survey was designed in consultation with officials in West Virginia's Department of Health and Human Resources and with input from welfare advocacy groups in West Virginia and others knowledgeable about social-welfare policy. Because the response rate for mailed surveys is typically low, especially for survey populations with limited formal education and/or

income, respondents were offered \$20 to complete the survey. In addition, four small, face-to-face, focus group sessions were held with former WV WORKS recipients who had been removed from the program because they had exhausted their 60 months of program eligibility. A focus group session was held in each of DHHR's four administrative regions (in Barboursville, Clarksburg, Weston, and Welch). Information from the focus group sessions was used to augment the interpretation of the survey data.

The use of telephone surveys to either replace or supplement the information provided by the mailed survey was considered but dismissed, primarily because 43 percent of the respondents to one of the Task Force's previous mailed survey indicated that they did not have access to a working telephone. This finding raises serious validity and reliability questions for the use of telephone surveys for this population group.

Open-Ended Questions

In an effort to supplement the quantitative nature of the survey questions, the survey included several open-ended questions. For example, respondents who requested an extension to the 60-months time limit were asked why their request was denied. Also, respondents were asked "Do you feel that DHHR is doing all that it can to help your children?" If the respondent indicated no, they were provided space to indicate what DHHR can do, or do differently, to help their children. In addition, all of the respondents were asked the following open-ended, questions:

- Is there anything that the West Virginia Department of Health and Human Services can do, or do differently, that would help you?
- Is there any program or service, either offered by the West Virginia Department of Health and Human Resources or by any other organization, that you found particularly helpful?
- If there was one thing you could change about WV WORKS, what would it be?

Most of the respondents provided written comments for each of these open-ended questions. A summary of their written comments can be found on page 38. In addition, the respondent's verbatim written responses to each of these open-ended questions, minus any references to individuals, companies, or other entities that could possibly compromise the respondent's confidentiality, are provided in an Appendices that can be obtained from the authors.

Survey Sample Size

In May 2003, DHHR generated mailing labels for 475 former WV WORKS adult recipients who were removed from WV WORKS because they had exhausted their 60 months of program eligibility. The initial mailing of the surveys, using the U.S. Postal Service's address service request forwarding program, took place in July 2003. A second, follow-up mailing took

place in August 2003. Respondents were given until September 30, 2003 to complete and return the surveys. Of the initial 475 mailing, 27 were returned undeliverable, creating a population size of 448.

A total of 276 surveys were completed and returned, for a response rate of 62 percent. This is considered an exceptional response rate for mailed surveys to low-income populations (Nachmias and Nachmias 1987). Because the sample size exceeds 50 percent of the population size (276 responses from a population of 448 adult recipients), the results are not expected to have any statistical margins of error (Manheim and Rich 1986).

Survey Representativeness

The sample's demographic characteristics were similar to the demographic characteristics of the population group in the following respects:

- The county-by-county distribution of survey responses is similar to the actual county-by-county distribution of former WV WORKS adult recipients who were removed from WV WORKS because they had exhausted their 60-months of program eligibility;
- The region-by-region distribution of survey responses, using DHHR's four administrative regions, is similar to the region-by-region distribution of former WV WORKS adult recipients who were removed from WV WORKS because they had exhausted their 60 months of program eligibility (15.6 percent of the respondents resided in region 1, 21.4 percent resided in region 2, 13.8 percent resided in region 3, and 49.3 percent resided in region 4);
- The gender of the respondents is similar to the gender of former WV WORKS adult recipients who were removed from WV WORKS because they had exhausted their 60-months of program eligibility (87.2 percent of the respondents were women and 12.8 percent were men);
- The ethnicity of the respondents is similar to the ethnicity of former WV WORKS adult recipients who were removed from WV WORKS because they had exhausted their 60 months of program eligibility (87.9 percent of the respondents were White/Caucasian, 9.9 percent were African-American, 0.7 percent were Native American, 0.7 percent were Hispanic, and 0.7 percent reported other);

In addition,

- 28 percent of the respondents were in their twenties, 49 percent were in their thirties, 19 percent were in their forties, and 4 percent were in their fifties. The respondent's average age was thirty-four;

- 43.9 percent of the respondents were married (33.1 percent were married and living with their spouse and 10.8 percent were married but separated), 27.9 percent were divorced, 27.5 percent were single (17.8 percent were single and not living with someone else and 9.7 percent were single and living with someone), and 0.7 percent were widowed.

The variations in demographic characteristics observed between the sample and population are minor. As a result, the Interdisciplinary Research Task Force on Welfare Reform is confident that the survey sample is truly representative of the survey population.

Respondent Profile

The survey included a series of questions designed to provide a profile of the respondents. As mentioned previously, most of the respondents were white women in their twenties or thirties. Also:

- Most of the respondents had more than one child in the household (5.8 percent had none, 21.9 percent had one, 32.1 percent had two, 25.9 percent had three, 10.2 percent had four, and 4 percent had more than four);
- Most of the respondents had more than one adult in their household (43.4 percent had one, 46.3 percent had two, and 9.3 percent had more than two);
- Most of the respondents were renters (58.4 percent), about one-quarter (22.9 percent) were either buying a home, 10.1 percent, or owned a home, 12.8 percent, and almost one-fifth (18.7 percent) did not pay for housing;
- About one-third of the respondents (32.3 percent) reported that they lived in a rural area, more than half (55.3 percent) reported that they lived in a small town, and 12.4 percent reported that they lived in a city/suburb.
- More than two-thirds of the respondents (68.1 percent) resided in a county that has been designated as being economically distressed by the Appalachian Regional Commission;
- About one-third of the respondents had not completed high school or received a GED (32.9 percent);
- Almost half of the respondents (49.3 percent) have been off WV WORKS for more than a year, about one-third (31.3 percent) were off WV WORKS between six months and a year, and about one-fifth (19.4 percent) were off WV WORKS for less than six months;
- Only about one-quarter of the respondents (26.9 percent) were employed. The median wage of working respondents was \$5.84 an hour. Their median monthly income was

\$612. The median monthly household income of all respondents was \$510;

- Nearly all of the respondents (90.8 percent) reported that they had a total annual household income of \$10,000 or less in 2002, and nearly all of the respondents (85.4 percent) reported that they will have a total annual household income of \$10,000 or less in 2003;
- More than one-third of the respondents (38.4 percent) did not have a working telephone in their home, and more than two-thirds (76.1 percent) did not have a working computer in their home;
- Relatively few of the respondents (7.4 percent of the respondents and 9.4 percent of the respondent's households) reported that they had taken advantage of the federal earned income tax credit;
- Nearly all of the respondents (93 percent) were enrolled in Medicaid when they completed the survey, 92.3 percent received Food Stamps, 75 percent received a school clothing voucher, 50.7 percent received Low Income Energy Assistance, 22.4 percent received DHHR emergency assistance, 16.9 percent received transportation assistance, and 5.1 percent had children enrolled in CHIP.

Methodological Notes

There were a few cases where two adults in the same household had exhausted their 60-months of eligibility and both of them completed the survey. In these cases, the second person's response to questions concerning their household characteristics (number of adults and children in the household, household income, housing conditions, etc.) were excluded from the analysis to avoid double counting their answers.

The authors tested all of the questions for statistically significant differences in the responses (at the .05 level) according to the respondent's residence in a self-reported rural compared to a non-rural area, their residence by DHHR region, their residence in an economically distressed county (determined by the U.S. Appalachian Regional Commission - see Figure 2 on page 42) compared to a non-economically distressed county, their age, their educational attainment (having a high school degree or GED compared to those without a high school degree or GED), and their gender. In addition, tests for statistical differences for other variables were used when appropriate. For example, responses to child care questions were also tested for statistically significant differences between households with school-aged children and those without school-aged children. In all cases, only statistically significant differences in the responses are reported.

WV WORKS and DHHR Experiences

Time Since Leaving WV WORKS

About half of the respondents (49.3 percent) reported that they had been off WV WORKS for more than a year. Almost one-third of the respondents (31.3 percent) were off WV WORKS from six months to a year and 19.4 percent were off less than six months.

Informational Levels

Respondents were asked a series of questions designed to assess their level of information on several key items when they approached the end of their 60-months of program eligibility. Nearly all of the respondents (91.8 percent) reported that they were told that their eligibility for benefits was about to end. Most of the respondents also reported that they were told how to get (or keep) Food Stamps (78.3 percent) and their medical card (Medicaid) (67.8 percent). However, nearly half of the respondents (46.5 percent) reported that they were not told that they had a right to request a time extension.

Time Extension Issues

Note: As mentioned earlier, as part of DHHR's recent self-examination, new procedures were put into place concerning the appeals process for WV WORKS recipients interested in requesting an extension to the 60-months of program eligibility time limit. These new procedures were not yet in place when the respondents left WV WORKS.

Almost half of the respondents (48.7 percent) requested a time exemption. The most frequently cited main reason for making the request for a time extension were: "my disability" (34.8 percent), "there were no jobs available in my area" (25 percent), "I was unable to work" (9.8 percent), and "I was pregnant or had a young child in the home" (5.4 percent).

A statistical analysis of the responses to this question revealed that respondents either older than 40 or younger than 26 were more likely than respondents age 26 to 40 to have asked for a time extension because of a perceived disability.

Two-thirds of those requesting a time extension (66.7 percent) reported that their request was not treated fairly. In order to gain additional perspective concerning the respondent's perception of the time extension process, they were provided an opportunity to explain why their request was denied by the Department of Health and Human Resources. Eighty-one respondents (29.3 percent of all respondents, 63.8 percent of respondents who requested a time extension) provided written commentary concerning why their request was denied. Their written responses suggest that a lack of communication and understanding exists between DHHR and clients concerning time extension policies, procedures, and options. Many of the respondents indicated that DHHR had not explained why their request for a time extension was denied, others cited postponements and delays in requested appeals hearings, others expressed frustration that they had not made requests within the time frame allotted and were not aware that there was a deadline to file for an extension.

Respondent's Ratings of WV WORKS, DHHR, and Support Programs When They Were on WV WORKS

As shown on Table 1, respondents had a generally positive assessment of their caseworker when they were on WV WORKS, with most of them (50.4 percent) rating their caseworker as either excellent (17.8 percent) or good (32.6 percent). However, one-quarter of the respondents (25 percent) rated their caseworker as either poor (12.9 percent) or very poor (12.1 percent).

The respondents also had a generally positive assessment of WV WORKS and DHHR, although a sizable minority rated WV WORKS (16.2 percent) and DHHR (23 percent) as either poor or very poor (see Table 1).

A statistical analysis of the responses to these questions revealed that respondents older than 40 or younger than 26 were less satisfied with WV WORKS than those in other age groups.

Respondents were also asked to rate their job training program (if applicable), education program (if applicable), CWEP (Community Work Experience Program) (if applicable), and other DHHR job placement (if applicable). As shown on Table 2, the respondent's ratings of these programs were mixed.

<u>Assessment</u>	<u>Caseworker</u>	<u>WV WORKS</u>	<u>DHHR</u>
Excellent	17.8%	14.3%	9.6%
Good	32.6	37.2	33.5
Fair	24.6	32.3	33.8
Poor	12.9	6.8	13.8
Very Poor	12.1	9.4	9.2
	N = 264	N = 266	N = 260

<u>Assessment</u>	<u>Job Training</u>	<u>Education Program</u>	<u>CWEP</u>	<u>Other Job Placement</u>
Excellent	11.6%	12.0%	11.7%	5.8%
Good	32.9	33.7	27.4	26.8
Fair	28.2	28.8	31.0	30.0
Poor	14.8	13.0	14.2	18.9
Very Poor	12.5	12.5	15.7	18.9
	N = 216	N = 208	N = 197	N = 190

A statistical analysis of the responses to these questions revealed that respondents residing in DHHR region 4 rated CWEP lower than respondents residing in other DHHR regions.

Respondents were also asked a series of questions about their Personal Responsibility

Contract. Nearly all of the respondents reported that they were informed of the contents of their Personal Responsibility Contract (86.1 percent) and what would happen if they did not meet the conditions in their Personal Responsibility Contract (83.6 percent). However, more than half of the respondents (51.1 percent) reported that they did not have a say in what was put in their Personal Responsibility Contract.

Respondents residing in economically distressed counties were more likely than those residing in non-economically distressed counties to report that they had a say in what was put in their Personal Responsibility Contract. Also, respondents who left WV WORKS within the past year were more likely than those who had left WV WORKS more than a year ago to report that they were informed of the contents of their Personal Responsibility Contract, what would happen if they did not meet the conditions in their Personal Responsibility Contract, and to have had a say in what was put in the Personal Responsibility Contract. These findings may be a product of recent efforts by DHHR's Bureau of Children and Families to improve front line case management practices.

The Post-WV WORKS Population and The Safety Net

Almost all (96.9 percent) of the respondents reported that they, or someone in their household, received benefits or services from a program administered by West Virginia's Department of Health and Human Resources. In addition, the vast majority (80.2 percent) of the respondents reported that they, or someone in their household, received benefits from three or more programs offered by the Department.

As shown on Table 3, nearly all of the respondents reported that they, or someone in their household, currently receives Medicaid (93 percent) and Food Stamps (92.3 percent). In addition, three-quarters of the respondents reported receiving school clothing vouchers, and more than half (50.7 percent) received assistance from the Low Income Energy Assistance (LEAP) program.

Respondents aged 26 to 40 were more likely than those over 40 or under 26, and respondents residing in economically distressed counties were more likely than respondents residing in non-economically distressed counties to receive a larger number of government benefits and services.

Respondents who reported receiving food stamps were also asked to indicate how much they got each month. The average reported food stamp benefit was \$346 per month.

Respondents were also asked if they, or someone in their household, participated in or received benefits from any of a list of fourteen other programs and services offered by (or funded by) governmental agencies other than DHHR. The vast majority (82 percent) of the respondents reported that they, or someone in their household, received benefits from at least one of the programs. However, the utilization of these programs was lower than the utilization of DHHR programs. For example, the vast majority of respondents (82 percent) reported receiving benefits from at least one of the listed programs. A similar percentage of respondents reported receiving benefits from at least three DHHR programs.

As Table 4 indicates, the most frequently cited programs were ones designed to address immediate needs: free or reduced price school meals (67.4 percent), Supplemental Security Income (SSI) (31.5 percent), housing assistance (subsidies, public housing) (17.2 percent) and

the Women, Infants, and Children nutrition program (16.9 percent). Relatively few of the respondents reported that they were participating in programs designed to provide the skills necessary to escape poverty (such as job training, basic education, etc.).

Table 3
Does anyone in your home (including yourself) currently receive
benefits from the following programs?
 (Governmental programs associated with DHHR)

<u>Program</u>	<u>Percentage*</u>
Medicaid/medical card	93.0%
Food stamps	92.3
School clothing voucher	75.0
Low Income Energy Assistance program (LEAP)	50.7
DHHR emergency assistance	22.4
State transportation assistance	16.9
Supportive Services (clothing needed for work, car repair, etc.)	5.9
Children’s Health Insurance Program (CHIP)	5.1
Relocation Assistance	.7

N = 272

*Table 3 reflects the distribution of services among all former WV WORKS recipients who have exhausted their program eligibility and has not been adjusted to account for difference in the various program’s eligibility standards.

Respondents from non-rural areas were more likely than those from rural areas to receive housing assistance. Men were more likely than women to receive Supplemental Security Income (SSI).

Respondents were also asked if they, or someone in their household, participated in or received benefits from any of a list of fourteen other programs and services typically offered by non-governmental agencies. Most of the respondents (59.4 percent) reported that they did not make use of any of the fourteen benefits and services offered by non-governmental entities.

The most frequently cited programs and services were: food pantry (11.7 percent), mental health services (10.9 percent), assistance from church (7.3 percent), and family or friend provided child care (6 percent). Once again, the utilization of programs and services offered by non-governmental agencies was lower than for governmental agencies other than DHHR, and much lower than the utilization of services sponsored by, or offered by, DHHR.

Respondents residing in DHHR region 4 were more likely than respondents residing in

other DHHR regions to use food pantries. Also, respondents who were age 26 to 40 less likely than those younger than 26 or older than 40 to use these services.

Table 4
Does anyone in your home (including yourself) currently receive
benefits from the following programs?
 (Other Governmental Programs)

<u>Program</u>	<u>Percentage*</u>
Free or reduced price school meals	67.4%
Supplemental Security Income (SSI)	31.5
Housing assistance (subsidies, public housing)	17.2
Women, Infants, and Children nutrition program	16.9
Federal Earned Income Tax Credit	9.4
Head Start	6.4
Unemployment benefits	3.7
Summer Food Service (energy express)	2.6
Adult Basic Education	1.5
Worker's Compensation or other disability program (not SSI)	1.1
Meals on Wheels	.7
Job training	.4
Veteran's benefits	.4
Vocational Rehabilitation	.4

N = 267

*Table 4 reflects the distribution of services among all former WV WORKS recipients who have exhausted their program eligibility and has not been adjusted to account for difference in the various program's eligibility standards.

DHHR Program and Personnel Evaluation

Respondents who reported that they were receiving DHHR services were asked to rate various aspects of their treatment and interaction with DHHR and its personnel. As Table 5 indicates, most of the respondents (63.2 percent) were either very satisfied (16.2 percent) or satisfied (63.2 percent) with their treatment by their caseworker and most of them (64 percent) were either very satisfied (13.4 percent) or satisfied (50.6 percent) with their treatment at the local DHHR office.

Most respondents were also either satisfied or very satisfied with how the local DHHR office looks (82.7 percent), the hours their local DHHR office is open (80.7 percent), where the local DHHR office is located (78.7 percent), the help they received getting other benefits (63.3 percent), and with the help they received dealing with family problems (59.1 percent). About half of the respondents were satisfied or very satisfied with how long they had to wait to see their caseworker (50.2 percent).

Most of the respondents (55.1 percent) were either not sure, dissatisfied, or very dissatisfied with how quickly their caseworker returned their telephone calls.

Table 5
If you currently receive Medicaid, Food Stamps, or any other DHHR administered program, how satisfied are you with...

<u>Assessment</u>	<u>Caseworker</u>	<u>DHHR</u>
Very Satisfied	16.2%	13.4%
Satisfied	47.0	50.6
Not Sure	15.0	14.6
Dissatisfied	12.6	12.3
Very Dissatisfied	9.3	9.1
	N = 247	N = 266

Current Economic and Social Well-Being

The respondents were asked a series of questions that were designed to provide an assessment of their current economic and social well-being. Specifically, they were asked questions concerning their employment and income, perceived barriers to employment, life experiences, domestic violence, housing, and their personal assessment of their future economic and social well-being.

Employment and Income

Only about one-quarter of the respondents (26.9 percent) reported that they were employed. About one of every six respondents (17.1 percent) had an employed spouse or partner and a few (4.3 percent) had an employed child (age 18 or younger) in their household.

The median wage of working respondents was \$5.84 an hour. Their median monthly income was \$612. The median household income of all respondents, including those not employed, was \$510 a month.

More than half of the working respondents (54 percent) were employed on a part-time basis (defined as less than thirty hours a week), 41.3 percent were employed on a full-time basis (defined as 30 to 40 hours a week), and 4.8 percent were working more than 40 hours a week.

Almost one-quarter of the main job held by the respondents who were working (23.4 percent) were temporary positions, three-quarters were permanent, year round positions (75 percent), and 1.6 percent were seasonal positions.

As Table 6 indicates, nearly all respondents (90.8 percent) reported that their annual household income was less than \$10,000 in 2002. When asked to estimate what their total annual household income would be in 2003, nearly all of the respondents (85.4 percent) reported less than \$10,000, 13.4 percent reported \$10,000 to \$20,000, and 1.3 percent reported \$20,001 to \$30,000.

Perceived Employment Barriers

Respondents were presented a list of personal circumstances and asked to indicate which, if any, made it difficult for them to find a job. As Table 7 shows, the most frequently cited employment barriers were the lack of nice clothes (38.6 percent of those answering the question), have a mental problem (depression, anxiety, etc.) (35.4 percent), finding transportation (32.7 percent), have a physical disability (32.7 percent), don't have a drivers' license (28.7 percent) and bad teeth (22.4 percent).

Life Experiences

Respondents were provided a list of items and asked if there were times when they did not have enough money to pay for the item while they were on WV WORKS and since they had left the program.

As Table 8 indicates, many respondents reported that they had experienced times when they did not have enough money to pay the electric, gas, or water bill (32.1 percent), to pay for telephone service (30.2 percent), to pay for heat (28.6 percent), to get glasses (28.2 percent), and to buy food (23.8 percent) when they were on WV WORKS. In addition, as the Table shows, the percentage of respondents who had experienced times when they did not have enough money to purchase these and the other items listed on the Table increased,

Table 6
Respondent's Annual Household Income (2002)

<u>Amount</u>	<u>Percentage</u>
Less than \$10,000	90.8%
\$10,000 - \$20,000	8.4
\$20,001 - \$30,000	.8
N = 249	

Table 7
Have you found it difficult to find a job because you...

<u>Personal Circumstance</u>	<u>Percentage</u>
Don't have nice clothes	38.6%
Have a mental problem (depression, anxiety, etc.)	35.4
Cannot find transportation	32.7
Have a physical disability	32.7
Don't have a drivers' license	28.7
Have bad teeth	22.4
Cannot find child care	18.1
Are overweight	17.3
Are female	13.0
Cannot see well	11.4
Look too old	5.9
Are a person of color	4.3
Look too young	2.4
Do not want to work	1.6
Cannot speak English well	1.6
Are male	.8
N = 254	

Table 8
**Were there times when you did not have
enough money to do any of the following?:**

<u>Life Circumstance</u>	<u>While on WV WORKS</u>	<u>Since Leaving WV WORKS</u>
Pay the electric, gas, or water bill	32.1%	65.6%
Pay for telephone service	30.2	54.6
Pay for heat	28.6	50.8
Get glasses	28.2	48.5
Buy food	23.8	42.0
Go to the dentist	22.1	43.9
Pay the rent or mortgage	20.2	44.3
Buy medicine	19.5	47.7
Go to the doctor	13.4	33.2

N = 262

sometimes dramatically, after they left WV WORKS.

A statistical analysis of the responses to this question revealed that women were more likely than men to report not having enough money to buy food since leaving WV WORKS. Respondents lacking a high school degree or GED were more likely than those without a high school degree or GED to report not having enough money to buy medicine, to go to the dentist, and to get glasses since leaving WV WORKS. Also, respondents residing in DHHR Regions 1 and 4 were more likely than respondents residing in DHHR regions 2 and 3 to report not having enough money to pay for heat since leaving WV WORKS.

Also, as shown on Table 9, many people had their telephone disconnected, ran out of food, were visited by Child Protective Services, or moved when they were on WV WORKS. The percentage of respondents who experienced these hardships, as well as others listed on the table, increased, sometimes dramatically, after leaving the program.

Respondents residing in DHHR Region 1 were more likely than those residing in other DHHR regions and respondents who had a high school degree or GED were more likely than those without a high school degree or GED to report having run out of food since leaving WV WORKS. Also, respondents residing in a non-economically distressed county were more likely than those residing in an economically distressed county to report having been evicted since leaving WV WORKS.

Table 9
Have any of the following happened to you?

<u>Life Circumstance</u>	<u>While on WV WORKS</u>	<u>Since Leaving WV WORKS</u>
Telephone disconnected	26.3%	48.2%
Ran out of food	22.3	46.9
Visited by Child Protective Services	17.4	21.0
Moved	16.5	31.3
Electric, gas or water shut off	12.9	41.1
Evicted from your home	12.7	20.5
N = 224		

Respondents were asked if they had done any of a series of activities to “get by,” both while on WV WORKS and since leaving the program. As shown on Table 10, the incidence of all activities increased, sometimes dramatically, after they left the program.

Respondents who were married, but separated were more likely than other respondents to have moved in with someone, moved to find work, or traded goods or services to get by. Respondents residing in rural areas were more likely than respondents in non-rural areas to have driven more than an hour to work and to have borrowed money to get by.

Table 10
Have you done any of the following to get by?

<u>Life Circumstance</u>	<u>While on WV WORKS</u>	<u>Since Leaving WV WORKS</u>
Borrowed money	35.2%	72.1%
Sold or pawned things	26.2	62.3
Worked odd jobs	13.1	36.9
Moved in with someone else	10.2	19.7
Drove more than an hour to work	5.7	13.9
Traded goods or services	5.7	19.3
Moved to find work	4.5	13.1
Took in boarders/others	2.5	9.4
N = 244		

Domestic Violence

About one-fifth of the respondents (21.3 percent) reported that they experienced a time, either with a past or a current partner, when that partner made them feel unsafe. The incidence of having a partner that made them feel unsafe increased somewhat after leaving WV WORKS. Specifically, about one out of every eleven respondents (8.2 percent) reported that they had a partner that made them feel unsafe before they were on WV WORKS. About one in every ten respondents (10.4 percent) reported that they had a partner that made them feel unsafe when they were on WV WORKS. About one in every nine respondents (11.2 percent) reported that they had a partner that made them feel unsafe since leaving WV WORKS.

The respondent's marital status had a statistically significant effect on the incidence of having a partner that made them feel unsafe. Married respondents who were not separated from their spouse/partner were less likely than other respondents to have reported that they experienced a time, either with a past or a current partner, when that partner made them feel unsafe. Married respondents who were not separated from their spouse/partner were also less likely than other respondents to have reported that they experienced a time when that partner made them feel unsafe before they were on WV WORKS, while they were on WV WORKS, and since leaving WV WORKS. Married respondents who were separated from their spouse/partner at the time they were surveyed were more likely than other respondents to have reported that they had experienced a time, either with a past or a current partner, when that partner made them feel unsafe. They were also more likely than other respondents to report that they had experienced a time when they felt unsafe since leaving WV WORKS, but not before they were on the program and when they were on WV WORKS.

Most of the respondents (55.1 percent) reported that when they were on WV WORKS they were informed that the Department of Health and Human Resources had a Domestic Violence Counseling/Prevention Program and 11.8 percent of the respondents reported using that program. Most of the respondents (79.5 percent) who used the program reported that it was not helpful.

Relatively few of the respondents (8.7 percent) were aware of the West Virginia Department of Health and Human Resources new policy that allows people to reapply for WV WORKS benefits after their case has been closed if they are in a domestic violence situation.

Most of the respondents (65.4 percent) indicated that they did have another adult in their life to turn to for help or advice. The most frequently mentioned source of help and advice was another family member (67.8 percent of those having another adult in their life to turn to for help or advice).

Most of the respondents (65.2 percent) reported that they did not feel that they could turn to the Department of Health and Human Resources for help or advice when they needed it.

Housing

Most of the respondents were renting their home (58.4 percent). About one-quarter (22.9 percent) of the respondents were either buying a home, 10.1 percent, or owned a home, 12.8 percent. About one-fifth (18.7 percent) of the respondents did not pay for housing (i.e., live with someone else, etc.).

Respondents in DHHR regions 1, 2, and 3 were more likely than respondents residing in DHHR region 4, respondents residing in non-rural areas were more likely than those residing in

rural areas, and respondents residing in a non-economically distressed county were more likely than those residing in an economically distressed county to rent their home.

Nearly half (46.4 percent) of the respondents live in a house, 33.2 percent live in a trailer/mobile home, 18.6 percent live in an apartment, and 2.3 percent indicated other.

Men were more likely than women and respondents residing in DHHR region 4 were more likely than respondents residing in other DHHR regions to live in a house.

Respondents were provided a list of potential housing problems (i.e., leaky roof or ceiling, exposed wiring, not enough heat, etc.) and were asked to indicate if their home had any of those problems. As shown on Table 11, almost half (48.3 percent) of the respondents indicated that they did not experience any of the listed housing problems. The most frequently cited housing problems were leaking roof or ceiling (21.4 percent), holes or cracks in the walls, floor, ceilings (21 percent), too small, not enough bedroom for my kids (17.2 percent), rats, mice, roaches/insects (16.8 percent), broken windows (13.4 percent), and living conditions are bad enough that I want to move (13.4 percent).

Men were more likely than women and respondents residing in rural areas were more likely than respondents residing in non-rural areas to report that they had a leaking roof or ceiling. Respondents residing in rural areas were also more likely than respondents from non-rural areas to report having broken windows and too small of a home. Also, respondents residing in non-rural areas were more likely than those residing in rural areas and those with a high school degree or GED were more likely than those without a high school degree or GED to report no problems with their current home.

Personal Assessments

Respondents were asked a series of questions designed to assess their perspectives on their financial and personal well-being since leaving WV WORKS compared to when they were on the program and their perspectives on their future.

<u>Housing Problem</u>	<u>Percentage</u>
None of those listed	48.3%
Leaking Roof or Ceiling	21.4
Holes/Cracks in Walls, Floor Ceiling	21.0
Too Small/Not Enough Bedrooms for Children	17.2
Rats, Mice, Roaches/Insects	16.8
Broken Windows	13.4
Bad Living Conditions/Want To Move	13.4
No or Too Little Heat	13.0
Exposed Wiring	7.6
Plumbing Not Working	5.0
No Plumbing	3.4
Average # of Housing Problems	1.32
N = 238	

As shown on Table 12, most of the respondents (58.9 percent) reported that they were either worse off or much worse off financially since leaving WV WORKS. Specifically, 36.9 percent reported that, financially, they were now much worse off, 22 percent reported that they were worse off, 28 percent reported that they were about the same as when they were on WV WORKS, 7.8 percent reported that they were better off, and 5.2 percent reported that they were much better off.

Unemployed respondents were more likely than employed respondents to report that they were worse off financially than when they were on WV WORKS.

Respondents were also asked about the amount of stress in their life now compared to when they were on WV WORKS. Most of the respondents (60.6 percent) reported that the amount of stress in their life was now worse than when they were on WV WORKS. Specifically, as shown on Table 13, 38.3 percent reported that the amount of stress in their life was much worse since leaving WV WORKS, 22.3 percent reported that the amount of stress in their life was worse, 24.9 percent reported that it was about the same as when they were on WV WORKS, 6.7 percent reported that it was better, and 7.8 percent reported that it was much better.

Respondents who were unemployed were more likely than those who were employed and those residing in DHHR region IV were more likely than those residing in other DHHR regions to report having more stress in their lives since leaving WV WORKS.

Respondents were asked to provide an assessment of their financial future. As Table 14 indicates, most of the respondents (52.2 percent) reported that their financial future looked either poor (29.2 percent) or very poor (23 percent). About one-third of the respondents reported that their financial future looked fair (33.5 percent), 11.3 percent reported that it was good, and 3.1 percent reported that it was excellent.

Table 12
Financially, are you...
(Since leaving WV WORKS)

<u>Assessment</u>	<u>Percentage</u>
Much better off	5.2%
Better off	7.8
About the same	28.0
Worse off	22.0
Much worse off	36.9
N = 268	

Table 13
Personally, in terms of the amount of
stress in your life, are you...
(Since leaving WV WORKS)

<u>Assessment</u>	<u>Percentage</u>
Much better off	7.8%
Better off	6.7
About the same	24.9
Worse off	22.3
Much worse off	38.3
N = 269	

The respondents had a generally more positive, though mixed, view of their personal prospects for the future when compared to their views of their financial future. As Table 14 indicates, 3.1 percent of the respondents reported that their personal future looked excellent, 17.8 percent reported that their personal future looked good, 37.6 percent reported that it looked fair, 21.7 percent reported that it was poor, and 19.8 percent reported that it was very poor.

<u>Assessment</u>	<u>Financially</u>	<u>Personally</u>	<u>Children's</u>
Excellent	3.1%	3.1%	13.4%
Good	11.3	17.8	33.7
Fair	33.5	37.6	30.3
Poor	29.2	21.7	14.6
Very Poor	23.0	19.8	8.0
	N = 257	N = 258	N = 261

Respondents had a generally positive, but still mixed, view of their children's future. As shown on Table 14, 13.4 percent of the respondents reported that their children's future looked excellent, 33.7 percent rated it good, 30.3 percent rated it fair, 14.6 percent rated it poor, and 8 percent rated it very poor.

Unemployed respondents were more likely than employed respondents to report a low rating of their financial, personal and children's future.

Respondents were also asked to agree or disagree with the statement: "I have confidence in my ability to provide financially for my family in the future." Most of the respondents (57.5 percent) agreed with the statement. The remainder (42.5 percent) disagreed (see Table 15).

<u>Assessment</u>	<u>Percentage</u>
Agree	57.5%
Disagree	42.5
N = 247	

Unemployed respondents were more likely than employed respondents and respondents age 26 to 40 were more likely than younger and older respondents to disagree with the statement "I have confidence in my ability to provide financially for my family in the future."

Unemployed Respondents

Most of the respondents (73.1 percent) were not employed when they completed the survey. Moreover, most of the unemployed respondents (69.4 percent) were unemployed for more than a year when they completed the survey. Specifically, 10.4 percent had never worked, 21.4 percent have not worked for more than five years, 10.4 percent had not worked from three to five years, and 27.2 percent had not worked for one to three years. Also, 16.2 percent last worked from six months to one year ago and 14.5 percent last worked less than six months ago.

Respondents over age 30 were more likely than those under 30 years old and divorced respondents were more likely than other respondents to be unemployed for long periods of time.

Perceived Employment Barriers

Unemployed respondents were provided a list of reasons that could help explain why they currently do not have a job. They were then asked to indicate which of the reasons best explained why they currently did not have a paying job.

As Table 16 indicates, the most frequently cited reasons for not working were: I have a physical or mental illness or disability problem (56.2 percent of unemployed respondents), have no transportation (37.1 percent), don't have the right education (32.6 percent), can't find a job (29.8 percent), and don't have the right skills/experience (29.2 percent).

Respondents over age 30 were more likely than those under 30 years old to report "I have a physical or mental illness or disability problem" as a reason to explain why they were unemployed. Respondents lacking a high school degree or GED were more likely than those with a high school degree or GED to report "don't have the right education" as a reason for their not being employed. Respondents 26 to 40 years old were more likely than those either younger than 26 or older than 40 to report "can't find a job" as a reason for their being unemployed. Respondents under age 30 were more likely than those over 30 years old to report "don't have a drivers license" as a reason for their not having a paying job. Respondents under age thirty were also more likely than those over 30 years old to report "can't afford child care," "no child care available," and "attending school" as reasons for their being unemployed.

<u>Reason</u>	<u>Percentage</u>
I have a physical or mental illness or disability problem	56.2%
Have no transportation	37.1
Don't have the right education	32.6
Can't find a job	29.8
Don't have the right skills/experience	29.2
Don't have a drivers license	25.8
Can't afford child care	17.4
Can't find a good paying job	15.7
No child care available	15.2
Want to stay home with my child(ren)	9.0
I would lose benefits if I worked	9.0
I care for someone with a physical or mental illness or disability problem	8.4
In an abusive relationship	3.9
Attending school	2.8
Drug/alcohol problem	1.7
Currently or recently pregnant	1.1
Don't want to work	0.0
N = 178	
note: the total of the percentages exceed 100 percent because respondents were allowed to provide more than one reason for not currently having a job.	

Currently Employed Respondents

As mentioned earlier, only about one-quarter of the respondents (26.9 percent) reported that they were employed. Almost one in every ten (9.2 percent) of the employed respondents worked at more than one job. The median wage of working respondents was \$5.84 an hour. Their median monthly income was \$612. The median household income of all respondents, including those not employed, was \$510 a month.

More than half of the working respondents (54 percent) were employed on a part-time basis (defined as less than thirty hours a week), 41.3 percent were employed on a full-time basis (defined as 30 to 40 hours a week), and 4.8 percent were working more than 40 hours a week.

Married respondents were more likely than non-married respondents to be working at least on a full-time basis.

Of those working, most did not have paid vacation or personal days (59.4 percent), paid sick leave (78.1 percent), paid holidays (67.2 percent), employer provided child care assistance (96.9 percent), a retirement plan (92.2 percent) and health insurance (70.3 percent). Also, of those working, 90.8 percent had one job and 9.2 percent had more than one job.

Almost one-quarter of the main job held by the respondents who were working (23.4 percent) were temporary positions, three-quarters were permanent, year round positions (75 percent), and 1.6 percent were seasonal positions.

Women were more likely than men to work in a temporary or seasonal position.

Almost one-third of the employed respondents (29.6 percent) were employed in food services, accommodations, and arts, 16.7 percent were employed in education, health or social services, 11.1 percent were employed in wholesale or retail trade, 5.6 percent were employed in transportation, warehousing or utilities, 3.7 percent were employed in construction, 1.9 percent were employed in agriculture, forestry, or hunting, 1.9 percent were employed in finance, insurance or real estate, and the remainder (29.6 percent) reported other.

Part-time versus Full-time

Respondents who worked part-time (less than thirty hours a week) were provided a list of reasons that might explain why they were working less than thirty hours a week. They were then asked to indicate which of the reasons helped explain why they were working less than thirty hours a week. The most frequently cited reasons for working less than thirty hours a week were: the job does not require a full-time person (47.5 percent of respondents who worked part-time); can not find a full-time job (30 percent); lack of child care (15 percent); lack of transportation (12.5 percent); illness or disability prevents me from working full-time (10 percent); my family would lose benefits (such as Food Stamps, medical card) (10 percent); and a family member has an illness or disability (5 percent).

Job Training and Education Program Experiences

Most scholars and practitioners agree that job training and educational attainment are

critical factors affecting an individual’s ability to make the transition from welfare to economic self-sufficiency.

Job Training Program Experiences

About half of the respondents (49.6 percent) answered questions concerning their experiences with job training and/or education programs. More than three-quarters (76 percent) of these respondents reported participating in at least one job training program in the past five years, with almost everyone participating in those programs while they were enrolled in WV WORKS.

Respondents who had participated in a job training or education program within the past five years were asked a series of questions about those programs. Eighty percent of these respondents indicated that they had completed their job training program(s).

Respondents between the ages of 26 and 40 years were more likely than respondents who were less than 26 years old or more than 40 years old to complete their program(s).

The respondents’ overall assessment of the job training programs’ helpfulness in getting them a job was mixed (see Table 17). Only about one-quarter of the respondents (27.5 percent) reported that the training program helped them get a job. But, about one-third of the respondents (32.2 percent) indicated that the program would have helped them to get a job if there were jobs available. The remainder (40.3 percent) reported that the training program did not help them get a job.

Respondents between the ages of 26 and 40 years old were more likely than those younger than 26 or older than 40 years old to report that the training would have been helpful if jobs had been available.

<u>Response</u>	<u>Percentage</u>
Yes	27.5%
No, but would have helped if there were jobs available	32.2
No	40.3
N = 149	

Education Program Experiences

Respondents were also asked if they had participated in an education program (i.e., GED, Adult Basic Education, vo-tech, college, etc.) within the past five years. More than half of the respondents (60.7 percent) answered questions concerning their experiences with education programs. About half of these respondents (51.8 percent) reported that they had completed an education program.

Women were more likely than men to participate in an education program within the past

five years. However, men were more likely than women to complete their education program.

As Table 18 indicates, less than one-fifth of the respondents (16.3 percent) reported that the education program(s) helped them get a job. About one-quarter (26 percent) reported that the program(s) would have helped them get a job but there were no jobs available. More than half (57.7 percent) of the respondents to this question reported that these programs did not help them get a job.

Job Training and Education Program Completion

About half of the respondents who reported that they had participated in a job training or education program (53.3 percent) indicated that they did not finish the program. As Table 19 indicates, about one-third of these respondents (38.4 percent) reported that the main reason they dropped out of the program was due to a personal health problem. In addition, 19.2 percent indicated that they dropped out because they could not get transportation to the training, 15.1 percent dropped out of the program because they found a job, 5.5 percent dropped out because of a health problem of a family member, 5.5 percent dropped out because they could not find or afford child care, 5.5 percent dropped out because they quit to look for a job, and 5.5 percent dropped out because they did not want to continue the program. In addition, 2.7 percent indicated that they left the program because they were not learning anything or did not like the training and 2.7 percent indicated they quit to go to school.

Respondents residing in rural areas were more likely than those residing in non-rural areas to drop out of the program because of a personal health problem and because a health problem of a family member.

Child Care as a Factor Affecting the Transition to Economic Independence

Table 18
Did the education program(s) help you get a job?
(education program participants only)

<u>Response</u>	<u>Percentage</u>
Yes	16.3%
No, but would have helped if there were jobs available	26.0
No	57.7
N = 104	

Table 19
Main Reason for Dropping Out of Job Training or Education Program

<u>Reason</u>	<u>Percentage</u>
Health problem you have/had	38.4%
Couldn't get transportation to training	19.2
Found a job	15.1
Health problem of a family member	5.5
Couldn't find/afford child care	5.5
Quit to look for a job	5.5
Did not want to continue	5.5
Did not learn anything or did not like the training	2.7
Quit to go to school	2.7
N = 73	

Child care is universally recognized as being an important factor affecting the transition from welfare to economic self-sufficiency, especially for women with pre-school age children. In recognition of this, West Virginia's Department of Health and Human Resources has made a special effort in recent years to provide funding for child care assistance. For example, in 2000, West Virginia had the highest funding rate for child care in the South (24 percent of eligible low-income families received assistance) (AP 2000).

The survey asked respondents a series of questions concerning their child care needs and arrangements while they were working, in school, or in another job preparation activity. This is a purposively narrow definition of child care needs that focuses on child care as a factor affecting the transition to economic independence. Because child care needs was defined narrowly, the authors expected, and received, significantly different responses to questions concerning the extent of the respondent's child care needs and child care arrangements than those provided by WV WORKS recipients in earlier surveys. For example, about two-thirds of the respondents to the Interdisciplinary Research Task Force's WV WORKS 2000 study reported that they had child care needs compared to just over one-quarter of the respondents (28.3 percent) to this survey. Also, two-thirds of the respondents to the WV WORKS 2000 survey indicated that they provided their own child care, while that was not an option for the respondents to this survey because they were, by definition, not available to care for their children because they were either working, in school, or engaged in another job preparation activity. As Table 20 indicates, 66.7 percent of the respondents answering this question reported that other family members cared for their children while they were working, in school, or engaged in another job preparation activity, 23.5 percent reported that their child was cared for in a child care center, 17.6 percent reported that their child was cared for by a friend or neighbor, and 13.5 percent reported that their child was cared for by no one.

Younger respondents (those age thirty and younger) were more likely than older respondents to use a child or care center and older respondents (those over age thirty) were more likely than younger respondents to have their children cared by no one. There were no significant statistical differences in the responses to this question on the basis of residence by DHHR region, residence in a rural or non-rural area, residence in an economically distressed or non-distressed county, educational status,

Table 20
While you are working, in school, or in another job preparation activity, who provides your child (or children) with child care?
 (Respondents with child care needs only)

<u>Provider</u>	<u>Percentage</u>
Other family member	66.7%
Child/day care center	23.5
Friend or neighbor	17.6
No one	13.5
Church or other organization	2.0

N = 52

*the total percentage exceeds 100 because respondents may designate more than one child care arrangement

gender, marital status, or the presence or absence of school-aged children in the household (under age 6).

As Table 21 indicates, about one-half of the respondents with child care needs while they were working, in school, or in another job preparation activity (51.2 percent) reported that their children were in child care from one to ten hours per week, about one-fifth (19.5 percent) reported that their children were in child care between eleven and twenty hours per week, 14.6 percent reported that their children were in child care between twenty-one and thirty hours per week, and 14.6 percent reported that their children were in child care for more than thirty hours per week.

Respondents with pre-school aged children in the household (under age 6) were more likely to have their children in child care for longer periods of time than respondents without a pre-school aged child in the household. There were no significant statistical differences in the responses to this question on the basis of residence by DHHR region, residence in a rural or non-rural area, residence in an economically distressed or non-distressed county, educational status, age, gender, or marital status.

More than half of the respondents with child care needs while working, in school, or in another job preparation activity (55.1 percent) reported that they had either a very hard or hard time finding child care. Specifically, 31 percent reported that it was very hard to find child care, 24.1 percent reported that it was hard, 19 percent reported that it was not too hard, 17.2 percent reported that it was easy and 8.6 percent reported that it was very easy (see Table 22).

Respondents residing in rural areas were more likely than those residing in non-rural areas, single respondents were more likely than married respondents, and respondents with older children in their household (age 6 and older) were more likely than respondents with pre-school aged children to have a difficult time finding child care.

Respondents with child care needs were asked if they had any of the following problems with child care: “I cannot afford it,” “I have no way to get there,” “The facility is too far from my home or work,” “Transportation to the child care facility costs

Table 21
On average, how many hours per week is your child (or children) in child care while you are working, in school, or in another job preparation activity?
 (Respondents with child care needs only)

<u>Time</u>	<u>Percentage</u>
1-10 hours	51.2%
11-20 hours	19.5
21-30 hours	14.6
More than 30 hours	14.6
N = 41	

Table 22
How hard has it been for you to find child care for your child (or children)?

<u>Level of Difficulty</u>	<u>Percentage</u>
Very Hard	31.0%
Hard	24.1
Not too Hard	19.0
Easy	17.2
Very Easy	8.6
N = 58	

too much,” and “The quality of the child care is inadequate.” More than half of the respondents with child care needs while working, in school, or in another job preparation activity reported that they had a problem with child care because they could not afford it (56 percent), about one-third reported that they had no way to get to child care (32.6 percent), about one-quarter reported that the closest child care facility was too far from their home or work (23.7 percent), about one-quarter reported that transportation to the child care facility costs too much (24.3 percent) and almost one-third reported that the quality of the child care is inadequate (30 percent).

Non-married respondents were more likely than married respondents and respondents with a pre-school aged child in their household were more likely than respondents with older children in their household to report that they had a problem with child care because they could not afford it. Non-married respondents were more likely than married respondents to report that they had no way to get to child care. Respondents with a pre-school aged child in their household were more likely than respondents with older children in their household to report that the closest child care facility was too far from their home or work. Non-married respondents were more likely than married respondents and respondents with a pre-school aged child in their household were more likely than respondents with older children in their household to report that the quality of the child care is inadequate.

About one-third of respondents with child care needs (35.6 percent) also reported that their child care needs made it more difficult for them to get a paying job, about one-fifth (20.3 percent) reported that their child care needs made it more difficult to go to school, about one-fifth (20.3 percent) reported that their child care needs made it more difficult to get job training, and about one-eighth reported that their child care needs made it more difficult to keep peace in the family.

Non-married respondents were more likely than married respondents to report that their child care needs made it more difficult for them to get a paying job and to go to school.

More than two-thirds of the respondents with child care needs (71.4 percent) reported that if they had access to an affordable child care center they would use it.

Respondents residing in non-rural areas were more likely than those residing in rural areas and younger respondents (age 30 and under) were more likely than older respondents to report that they would use an affordable child care center if it were available.

More than two-thirds of the respondents with child care needs (69 percent) reported that if their local school offered an affordable after-school program at a school near them that they would use it.

Children’s Experiences

Household Profile

Most of the respondents (73.3 percent) indicated that between one and three children had been on WV WORKS when they received benefits, with 12 percent reporting none, 21.2 percent reporting one, 31.3 percent reporting two, 20.8 percent reporting three, 10.8 percent reporting four, and 3.9 percent reporting more than four.

Nearly all (85.2 percent) of the respondents indicated that all of their children (age 18 and

younger) were currently living with them. Respondents aged 26 to 40 years old were more likely than those younger than 26 years old or over 40 years old to have all of their children currently living with them.

About one-third of the children living with someone else (35 percent) were living with their grandparent, 22.5 percent were living with their other parent, and 15 percent were living on their own. The remaining were living with other relatives (5 percent), friends (5 percent), in foster care (5 percent), or in some other arrangement (12.5 percent).

Respondents were asked if any of their children left home to live with someone else. Almost 4 percent (3.8 percent) of respondents indicated that their children had left their home to live with someone else while they were receiving WV WORKS, compared to 9.5 percent since leaving the program.

Benefits

Respondents were asked to indicate if their children had received benefits from a variety of programs (i.e., Medicaid, Food Stamps, mental health services, etc.) while on WV WORKS and since leaving WV WORKS. Overall, as shown on Table 23, respondents reported the use of slightly more services while on WV WORKS compared to services used since leaving WV WORKS (average of 4.1 services versus 4.01 services).

The four most frequently used benefits were the same while they were on and since leaving WV WORKS: Medicaid (88.1 percent versus 79.9 percent utilization), Food Stamps (84.3 percent versus 76.5 percent), school clothing vouchers (73.1 percent versus 71.3 percent), and the free or reduced price school meals (69 percent versus 63.8 percent). Head Start services (23.9 percent) was the fifth most utilized benefit when they were on WV WORKS compared to child support payments (20.9 percent) since leaving WV WORKS.

Respondents residing in rural areas were more likely than those residing in non-rural areas to receive Food Stamps when they were on WV WORKS. Respondents aged 26 to 40 years old were less likely than younger or older respondents to report that their children participated in CHIP when they were on WV WORKS. Respondents with a high school degree or GED were more likely than those lacking a high school degree or GED to receive child support payments since leaving WV WORKS.

Life Experiences

Respondents were asked to indicate if there had been times when they did not have enough money to do certain things for their children (i.e., buy their food, take them to the doctor, etc.) while on WV WORKS and since leaving WV WORKS. As Table 24 (on page 33) indicates, overall, respondents reported a higher number of basic care and services they could not provide for their children since leaving WV WORKS (5.27 average number of services) than when they were on WV WORKS (3.04 average number of services).

Respondents under the age of 26 or over 40 years old were more likely than those aged

Table 23
Benefits/Services Children Received While On and Since Leaving WV WORKS

<u>Benefit/Service</u>	<u>While on WV WORKS</u>	<u>Since leaving WV WORKS</u>
Medicaid	88.1%	79.9%
Food Stamps	84.3	76.5
School Clothing Voucher	73.1	71.3
Free/Reduced Price School Meals	69.0	63.8
Head Start	23.9	13.8
Child Support Payment	19.8	20.9
Free/Reduced Price Dental Clinics	9.3	10.8
Free/Reduced Price Health Clinics	9.3	10.8
Children's Health Insurance Program	9.3	10.8
Supplemental Security Income (SSI)	9.0	15.3
Mental Health Services	7.8	10.8
Energy Express	3.7	7.1
Drug/Alcohol Rehabilitation Services	1.1	4.9
Starting Point	0.7	4.1
Average (Mean)	4.10	4.01
Range	0-9	0-14

N = 268

26 to 40 to report that they could not provide for their children while on WV WORKS.

The five most frequently mentioned basic care item or service item are the same while on and since leaving WV WORKS, but the percent of respondents not having enough money to provide the item was much higher (almost double on many items) since leaving the program. Respondents reported that they most frequently did not have enough money to buy the clothes their children need (38.4 percent versus 57.8 percent), buy their children's school supplies (30.4 percent versus 60.3 percent), let their children participate in after school activities (38.4 percent versus 59.1 percent), buy their children a birthday gift (35.4 percent versus 56.1 percent), and buy their children Christmas/holiday gifts (33.3 percent versus 58.2 percent).

While on WV WORKS, women were more likely than men to report that they did not have enough money to pay for child care. In addition, respondents residing in non-rural areas were significantly more likely than respondents residing in rural areas to indicate that they did not have enough money for child care, to wash clothes, to buy Christmas or holiday presents, and to have their children bathe regularly. Respondents under age 26 and those over age 40 were more likely to report that they did not have enough money to buy clothes for their children

Table 24
Were There Times When You Did Not Have Enough Money
To Do Any Of The Following For Your Children

<u>Item</u>	<u>While on</u> <u>WV WORKS</u>	<u>Since leaving</u> <u>WV WORKS</u>
Buy The Clothes They Need	38.4%	57.8%
Let Them Participate in After School Activities	38.4	59.1
Buy Them a Birthday Gift	35.4	56.1
Buy Them a Holiday/Christmas Gift	33.3	58.2
Buy Their School Supplies	30.4	60.3
Buy Their Food	19.0	32.5
Buy Their Medicine	14.8	28.7
Buy Their Glasses	14.3	21.1
Buy Them Personal Care Items	13.5	31.2
Take Them to the Doctor	12.7	24.1
Get Their Eyes Checked	11.8	19.0
Take Them to the Dentist	11.4	22.4
Wash Their Clothes	11.0	23.6
Have Them Bathe Regularly	4.2	7.2
Average	3.04	5.27
N = 268		

or to buy birthday presents. In addition, respondents residing in DHHR region 4 were more likely than those residing in DHHR's other regions to report that they did not have enough money to have their children's eyes checked.

Since leaving WV WORKS, women were more likely than men to report that they did not have enough money to buy a birthday present for their children. In addition, respondents aged 26 to 40 were more likely than younger and older respondents to report a lack of money for child care. Respondents lacking a high school degree or GED were more likely than those with a high school degree or GED to report that they did not have enough money for their children to bathe regularly. Respondents living in an economically non-distressed county were more likely than those living in an economically distressed county to report that they lacked the money to wash their children's clothes. Also, respondents residing in rural areas were more likely than respondents from non-rural areas to report that they did not have enough money to buy their children Christmas or holiday gifts.

Respondents were asked how many times during the past month their children had gone hungry because they could not buy them enough food. Nearly ninety percent of the respondents

(89.7 percent) indicated that their children had not gone hungry during the past month. Three percent of the respondents reported that their children had gone hungry once during the past month, 5.7 percent reported that their children had gone hungry twice during the past month, and 1.5 percent reported that their children had gone hungry on a weekly basis.

Respondents residing in DHHR region 4 were more likely than those residing in other DHHR regions to report that their children had gone hungry at some point during the past month.

Respondents were also asked a series of questions to assess changes in their children's school attendance, school grades, overall behavior, and overall health since leaving WV WORKS. More than three-quarters of the respondents (79.1 percent) indicated that their children's school attendance had not changed since leaving WV WORKS, with another 8.2 percent reporting that their children's school attendance had improved and 12.7 percent reporting that their children's school attendance had become worse. More than three-quarters of the respondents (75.2 percent) reported that their children's school grades had not changed since leaving WV WORKS, with another 7 percent reporting that their children's school grades had improved and 17.8 percent reporting that their children's school grades had become worse. More than two-thirds of the respondents (69.9 percent) indicated that their children's overall behavior had not changed since leaving WV WORKS, with another 6.5 percent reporting that their children's overall behavior had improved and 23.6 percent reporting that their children's overall behavior had become worse. Finally, most of the respondents (85.9 percent) reported that their children's overall health had not changed since leaving WV WORKS, with another 7.3 percent reporting that their children's overall health had improved and 6.8 percent reporting that their children's overall health had become worse.

Respondents with a high school degree or GED were more likely than those without a high school degree or GED to report that their children's grades and overall health had declined since leaving WV WORKS. In addition, respondents residing in non-rural areas were more likely than those residing in rural areas to report that their children's school attendance, grades, and behavior had become worse since leaving WV WORKS. Also, respondents residing in DHHR region 4 were more likely than those residing in the other DHHR regions to report that their children's school attendance had gotten worse since leaving WV WORKS.

Respondents were also asked to indicate whether or not their children had done any of a list of activities/behaviors (e.g., started using drugs/alcohol, stopped smoking/chewing tobacco, moved out, etc.) since leaving WV WORKS. As shown on Table 25, 77.5 percent of the respondents indicated that their child had not engaged in any of the behaviors listed on the survey. The percent of parents indicating a "yes" for any of the items on the list ranged from 0.4 percent (stopped taking drugs or alcohol) to 8 percent (started smoking/chewing/rubbing tobacco).

Respondents with a high school degree or GED were less likely than those without a high school degree or GED to say that "none" of these things had happened to their children.

Assessment of DHHR's Assistance

Respondents were asked if they felt West Virginia's Department of Health and Human Resources was doing all it could to help their children. Respondents were fairly evenly split in their assessment of DHHR's assistance. Fifty-two percent indicated that DHHR was doing all it could to help their children while 47.8 percent indicated that they did not think it was doing all it could to help their children.

Open-ended Questions

In an effort to supplement the quantitative nature of the survey questions, respondents were provided space to write in an answer to the following three open-ended questions. The respondents' verbatim written answers to each of these questions, with references to individuals, locales, companies, or other entities that could possibly compromise the respondent's confidentiality removed, are included in the Appendices:

- Is there anything that the Department of Health and Human Resources can do, or do differently, that would help you?
- Is there any program or service, either offered by the West Virginia Department of Health and Human Resources or by any other organization, that you found particularly helpful?
- If there was one thing that you could change about WV WORKS, what would it be?

More than three-quarters of the respondents (76.4 percent) answered the open-ended question, "Is there anything that the Department of Health and Human Resources can do, or do differently, that would help you? As Table 26 shows, the most frequently mentioned written response was grant more extensions (18.5 percent), followed by nothing (16.1 percent), provide post-60 month transitional benefits/services (11.3 percent), and be more respectful/understanding (10.4 percent).

Most of the respondents (63.8 percent) also answered the open-ended question, "Is there any program or service, either offered by the West Virginia Department of Health and Human

<u>Activity</u>	<u>Percentage</u>
None of the Above	77.5%
Started Using Tobacco	8.0
Moved Out of Home	7.6
Got In Trouble with the Law	6.9
Spent More Time on Bus	5.3
Started Using Drugs/Alcohol	3.1
Stopped Using Tobacco	1.1
Spent Less Time on Bus	1.1
Ran Away	1.1
Stopped Using Drugs/Alcohol	0.4
N = 262	

Resources or by any other organization, that you found particularly helpful? The most frequently mentioned written response was none (51.7 percent), followed by education and job training programs (5.1 percent), Food Stamps (4.6 percent), clothing vouchers (3.4 percent) and transportation and car repair assistance (3.4 percent).

Most of the respondents (72.1 percent) answered the open-ended question, “If there was one thing that you could change about WV WORKS, what would it be?” As Table 27 indicates, the most frequent response was eliminate or extend the time limit (24.6 percent), followed by be more respectful/ understanding (12.1 percent), nothing (9.1 percent), get me a job (8 percent), allow the disabled to stay on the program (5.5 percent), provide post-60 months transitional benefits/services (4.5 percent), return my check (4.5 percent), and provide a check for the children until they are 18 (4 percent).

Concluding Remarks

There is some good news in this study, but, overall, the survey results indicate that the respondents are experiencing many hardships and face a very difficult time escaping poverty.

On a positive note, most of the respondents who were still receiving benefits or services from DHHR were relatively satisfied by the way they were treated at the local Department of Health and Human Resources’ office, the help the Department provided getting them other benefits, and with their overall experience with their caseworker. Also, the vast majority of respondents who were eligible for Medicaid and Food Stamps were

Table 26
Is there anything that the Department of Health and Human Resources can do, or do differently, that would help you?

<u>Response</u>	<u>Percentage</u>
Grant more extensions	18.5%
Nothing	16.1
Provide post-60 month transitional benefits/services	11.3
Be more respectful/understanding	10.4
Allow the disabled to stay on the program	6.2
Provide a check for the children until they are 18	5.7
Provide better information on available programs and services	5.2
Eliminate the time limit	4.7

N = 211

Table 27
If there was one thing that you could change about WV WORKS, what would it be?

<u>Response</u>	<u>Percentage</u>
Eliminate/extend the time limit	24.6%
Be more respectful/understanding	12.1
Nothing	9.1
Get me a job	8.0
Allow the disabled to stay on the program	5.5
Provide post-60 months transitional benefits/services	4.5
Provide a check for the children until they are 18	4.0
Provide better information on available programs and services	3.5

N = 199

receiving them.

However, the respondents are experiencing severe economic hardship. Nearly all of the respondents (81.9 percent) reported that they had a total annual household income of \$10,000 or less in 2002, and nearly all of the respondents (85.4 percent) reported that they will have a total annual household income of \$10,000 or less in 2003. Most of the respondents (58.9 percent) reported that they were either worse off or much worse off financially since leaving WV WORKS. Many of the respondents also reported that since leaving WV WORKS that they had experienced times when they did not have enough money to pay the electric, gas, or water bill (65.2 percent), to pay for telephone service (54.6 percent), to pay for heat (50.8 percent), to get glasses (48.5 percent), and to buy food (42 percent). All of these percentages were higher, sometimes dramatically, compared to when they were on WV WORKS. Similar increases were seen when respondents were asked if they had their telephone disconnected (48.2 percent since leaving WV WORKS), ran out of food (46.9 percent), or were visited by Child Protective Services (21 percent). Moreover, more than half of the respondents reported that since leaving WV WORKS they had experienced times when they did not have enough money to buy their children's school supplies (60.3 percent), let their children participate in after school activities (59.1 percent), buy their children the clothes they need (57.8 percent), buy their children a birthday gift (56.1 percent), or buy their children a holiday/Christmas Gift (58.2 percent). Perhaps not surprising, given their financial difficulties, most of the respondents (60.6 percent) reported that the amount of stress in their lives was now either worse or much worse since leaving WV WORKS, and they were relatively pessimistic concerning their own personal and financial futures.

A large part of the respondent's financial difficulties arise from their very low level of employment. Only about one-quarter of the respondents (26.9 percent) were employed and more than half of the employed respondents (54 percent) were employed on a part-time basis. Moreover, the median wage of working respondents was just \$5.84 an hour.

The respondents indicated that the lack of nice clothes (38.6 percent), a mental problem (depression, anxiety, etc.) (35.4 percent), finding transportation (32.7 percent), a physical disability (32.7 percent), don't have a drivers' license (28.7 percent), and bad teeth (22.4 percent) were major impediments to getting a job.

When asked if there was anything that the West Virginia Department of Health and Human Services can do, or do differently, that would help them, the respondents indicated grant more extensions (18.5 percent), nothing (16.1 percent), provide post-60 month transitional benefits/services (11.3 percent), and be more respectful/understanding (10.4 percent).

One of the more surprising findings from the survey was the reduction, sometimes dramatic reductions, in the utilization of services available to the respondents beyond the programs administered by, or sponsored by, DHHR. Most of the respondents qualified for and received Medicaid, Food Stamps, school clothing vouchers, and Low Income Energy Assistance benefits. There was relatively low levels of utilization of the programs and services offered by other governmental and non-governmental agencies. The only exception was the free or reduced price school meal program (67.4 percent). Moreover, most of the services that were utilized were designed to address immediate needs. Relatively few of the respondents reported that they were participating in programs designed to provide the skills or experiences necessary to escape poverty (such as job training, basic education, etc.). This suggests that the respondent's

relatively pessimistic view of their own financial and personal futures is justified. They are experiencing severe financial difficulties and many of them are not, for a variety of reasons - some within their control and some not in their control (such as mental illness or physical disability and a lack of employment opportunities) - taking the steps necessary to improve their situation.

References

- Associated Press (AP). 2000. "State best of worst in child-care funding." *The Dominion Post*, December 14, p. 1A.
- Dilger, Robert Jay, Eleanor Blakely, Karen V.H. Dorton, Melissa Latimer, Barry Locke, Carson Mencken, L. Christopher Plein, Lucinda A. Potter, David Williams, and Dong Pil Yoon. 1999. *WV WORKS Case Closure Study*. Morgantown, WV: West Virginia University Institute for Public Affairs. Reprinted in *The West Virginia Public Affairs Reporter* 17:1 (Winter 2000): 2-15. Accessed on-line at: http://www.polsci.wvu.edu/ipa/par/Report17_1.pdf.
- Dilger, Robert Jay, Eleanor Blakely, Melissa Latimer, Barry Locke, Carson Mencken, L. Christopher Plein, Lucinda A. Potter, and David Williams. 2000. *WV WORKS 2000: The Recipients' Perspective*. Morgantown, WV: West Virginia University Institute for Public Affairs. Reprinted in *The West Virginia Public Affairs Reporter* 18:3 (Summer 2001): 2-19. Accessed on-line at: http://www.polsci.wvu.edu/ipa/par/Report18_3.pdf.
- Federal Register*. 1999. "Part II: Department of Health and Human Services. 45 CFR Part 260, et. al. Temporary Assistance for Needy Families Program (TANF), Final Rule." (April 12): 17720-17931.
- Kabler, Phil. 2002. "Deficit forces cuts in welfare: Hundreds of state social services employees to be laid off as well." *The Charleston Gazette*. May 21, pp. 1A, 11A.
- Manheim, Jarol B. and Richard C. Rich. 1986. *Empirical Political Analysis: Research Methods in Political Science*. Second Edition. New York: Longman.
- Nachmias, David and Chava Nachmias. 1987. *Research Methods in the Social Sciences*. Third Edition. New York: St. Martin's Press.
- National Conference of State Legislatures (NCSL). 1997. *Analysis of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996*. Accessed on-line at: <http://www.ncsl.org/statefed/wel913.htm#tanf>.
- Sawhill, Isabel, R. Kent Weaver, Ron Haskins, and Andrea Kane, eds. 2002. *Welfare Reform and Beyond: The Future of the Safety Net*. Washington, DC: The Brookings Institution.

State of West Virginia ex Rel. K. M vs. DHHR. 2002. West Virginia Supreme Court of Appeals. No. 30494. December 9. Accessed on-line at:
<http://www.state.wv.us/wvsca/docs/fall02/30494.htm>

U.S. Department of Health and Human Services (DHHS). 2000a. "Temporary Assistance for Needy Families: Fact Sheet." Washington, D.C.: U.S. Department of Health and Human Services, September 5, 2000. Accessed on-line at: <http://www.acf.dhhs.gov/programs/opa/facts/tanf.htm>.

_____. 2000b. "State by State Welfare Caseloads since 1993 (Recipients)." Washington, D.C.: U.S. Department of Health and Human Services, August 8, 2000. Accessed on line at: <http://www.acf.dhhs.gov/news/stats/caseload.htm>

_____. 2000c. "Characteristics and Financial Circumstances of TANF Recipients, Fiscal Year 1999." Washington, D.C.: U.S. Department of Health and Human Services. Accessed on-line at: <http://www.acf.dhhs.gov/programs/opre/characteristics/fy99/analysis.htm>.

_____. 2000d. "State by State Welfare Caseloads since 1993 (Families)." Washington, D.C.: U.S. Department of Health and Human Services, August 2000. Accessed on-line at: <http://www.acf.dhhs.gov/news/stats/case-fam.htm>

_____. 2000e. "Temporary Assistance for Needy Families (TANF) Program: Annual Report to Congress." Washington, D.C.: U.S. Department of Health and Human Services, August 2000. Accessed on-line at: <http://www.acf.dhhs.gov/programs/opre/annual3.pdf>.

_____. 2002. "Temporary Assistance for Needy Families (TANF) Program: Annual Report to Congress." Washington, D.C.: U.S. Department of Health and Human Services, April 2002. Accessed on-line at:
<http://www.acf.dhhs.gov/programs/opre/ar2001/indexar.htm>.

_____. 2003a. "Temporary Assistance for Needy Families (TANF) Program: Information Memorandum." Washington, D.C.: U.S. Department of Health and Human Services, September 17. Accessed on-line at:
<http://www.acf.hhs.gov/programs/ofa/2002/table01a.htm>.

_____. 2003b. "Temporary Assistance for Needy Families (TANF) Program: Annual Report to Congress." Washington, D.C.: U.S. Department of Health and Human Services, February 2003. Accessed on-line at:
<http://www.acf.hhs.gov/programs/ofa/annualreport5/index.htm>

West Virginia Department of Health and Human Resources (DHHR). 2000a. *WV WORKS , West Virginia's Welfare Reform Program, 2000 Annual Report*. Charleston, WV: West

Virginia Department of Health and Human Resources. Accessed on-line at:
<http://www.wvdhhr.org/ofs/2000AnnualReport.htm>.

_____. 2000b. *State Plan for Temporary Assistance for Needy Families: Submitted to the U.S. Department of Health and Human Services*. Charleston, WV: West Virginia Department of Health and Human Resources.

_____. 2002. *Program Improvement Plan for West Virginia*. Charleston, WV: West Virginia Department of Health and Human Resources. Accessed on-line at:
<http://www.wvdhhr.org/bcf/pdf/PIPNarrative.pdf>.

_____. 2003. *State Plan for Temporary Assistance for Needy Families: Submitted to the U.S. Department of Health and Human Services*. Charleston, WV: West Virginia Department of Health and Human Resources. Accessed on-line at:
http://www.wvdhhr.org/ofs/PDF/stateplan_2003.pdf.

WV WORKS. 1998. "Caseload By County." Accessed on-line at:
<http://www.wvwelfarereform.org/Statistical%20Information.html>.

Figure 1

**County-by-County Distribution of Respondents:
Actual Number of Those Who Have Exhausted their WV WORKS Benefits
Compared to the Survey's Respondents**

<u>County</u>	<u>Actual</u>	<u>Respondents</u>	<u>County</u>	<u>Actual</u>	<u>Respondents</u>
Barbour	15	9	Monroe	5	4
Berkeley	5	4	Morgan	3	1
Boone	12	8	McDowell	88	54
Braxton	0	0	Nicholas	4	3
Brooke	1	0	Ohio	5	3
Cabell	13	6	Pendleton	3	1
Calhoun	5	3	Pleasants	3	3
Clay	1	0	Pocahontas	0	0
Doddridge	0	0	Preston	2	0
Fayette	18	14	Putnam	5	3
Gilmer	0	0	Raleigh	17	9
Grant	1	1	Randolph	0	0
Greenbrier	2	1	Ritchie	2	1
Hampshire	3	0	Roane	0	0
Hancock	0	1	Summers	12	11
Hardy	4	0	Taylor	3	3
Harrison	21	14	Tucker	0	0
Jackson	1	1	Tyler	0	0
Jefferson	1	0	Upshur	17	12
Kanawha	8	7	Wayne	8	5
Lewis	10	7	Webster	17	13
Lincoln	6	5	Wetzel	1	0
Logan	7	6	Wirt	1	1
Marion	6	4	Wood	8	6
Marshall	9	6	Wyoming	25	10
Mason	11	9			
Mercer	30	17	now out of state	7	0
Mineral	1	0			
Mingo	32	9	Total	448*	276
Monongalia	0	0			

Note: Total excludes 27 former WV WORKS recipients who have exhausted their benefits but had no known address

Figure 2

**Appalachian Regional Commission's
Economically Distressed Counties in West Virginia**

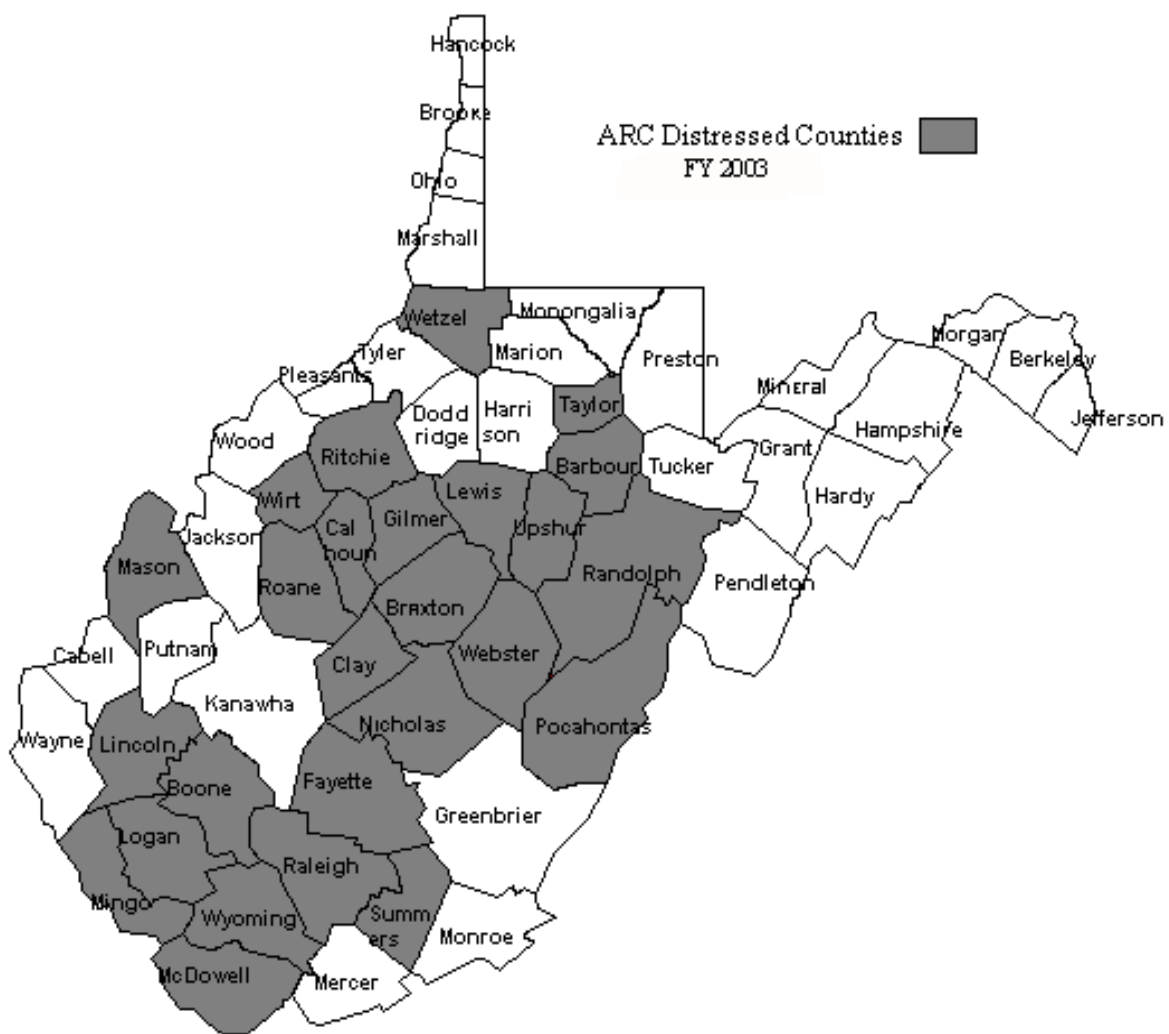
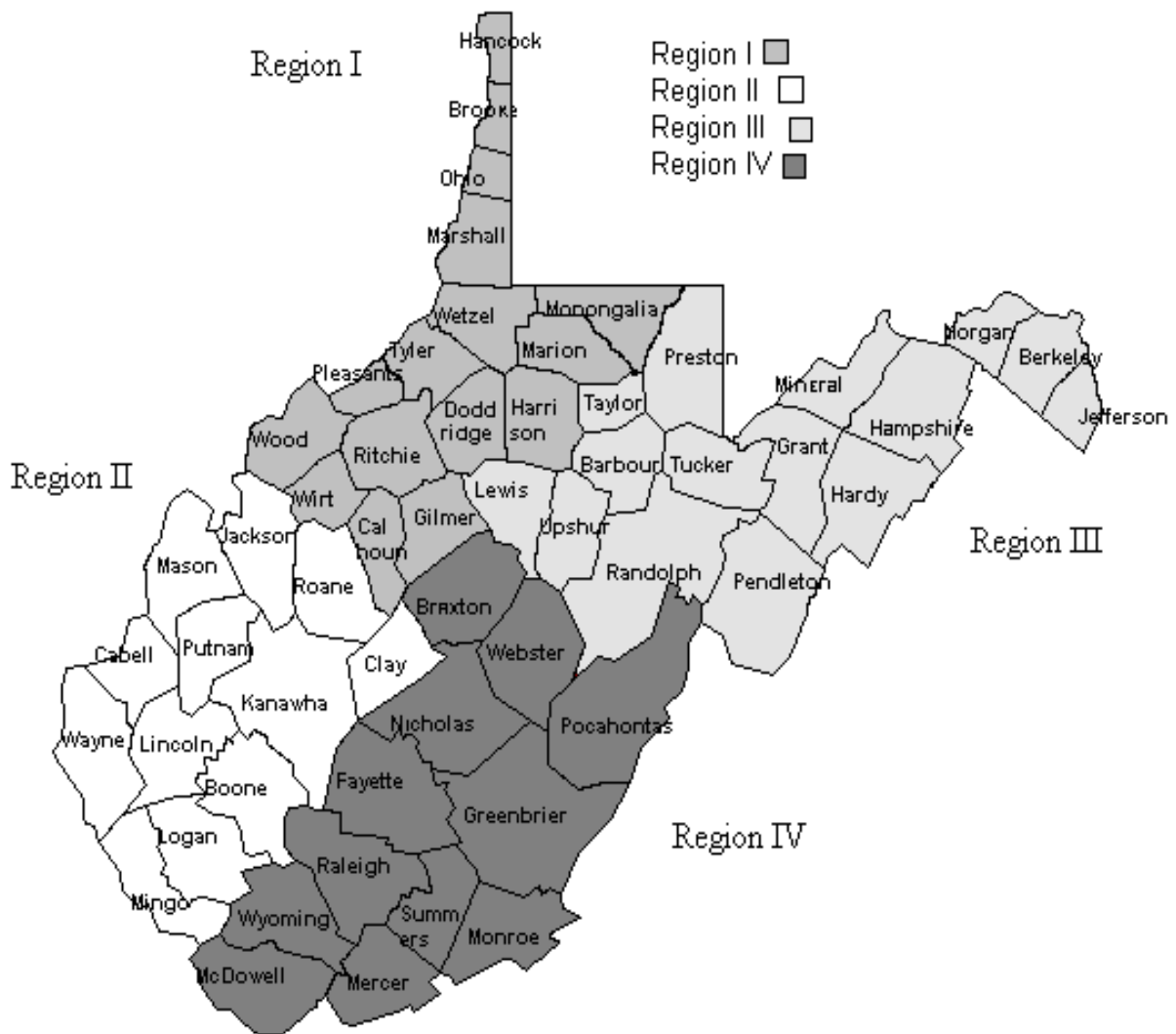


Figure 3

West Virginia Department of Health and Human Resources' Regions



About the Authors

Dr. Robert Jay Dilger	Director, Institute for Public Affairs and Professor of Political Science (Project Leader)
Dr. Eleanor Blakely	Associate Professor, Division of Social Work, School of Applied Social Sciences
Dr. Barry Locke	Associate Professor, Division of Social Work, School of Applied Social Sciences
Dr. Melissa Latimer	Associate Professor, Division of Sociology and Anthropology, School of Applied Social Sciences
Dr. L. Christopher Plein	Associate Professor, Division of Public Administration, School of Applied Social Sciences
Ms. Lucinda A. Potter	Graduate Research Assistant, Institute for Public Affairs and Ph.D. candidate, Department of Political Science
Dr. David Williams	Assistant Dean, School of Applied Social Sciences and Chair, Division of Public Administration, School of Applied Social Sciences

The authors would like to extend a special thank you to Dr. Neal Newfield, Associate Professor, Division of Social Work, School of Applied Social Sciences, who participated in the drafting of the survey questions and played a lead role in organizing and administering the focus groups.

The authors also thank Gayle Funt, Graduate Research Assistant with the Institute for Public Affairs, for assisting in the preparation of the data file.