

Department of Health and Human Services

**OFFICE OF
INSPECTOR GENERAL**

**THE FAMILY SUPPORT ACT OF 1988:
WHAT DO FRONT-LINE WORKERS KNOW?
WHAT DO THEY THINK?**



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EXECUTIVE SUMMARY

PURPOSE

To determine the knowledge, attitude and degree of acceptance by front-line workers and their immediate supervisors of the Family Support Act of 1988.

BACKGROUND

The Family Support Act (the Act) was a comprehensive restructuring of the welfare system to reduce long-term dependency on welfare programs. The centerpiece of the Act is the Job Opportunities and Basic Skills Training (JOBS) program, which provides Aid to Families with Dependent Children (AFDC) families with the opportunity to take part in educational activities, training programs or job activities. The Act strengthens the child support program and provides supportive services and transitional benefits for current and former AFDC clients. Front-line workers, who are usually the first who deal with the potential JOBS participants, play an important role in the new environment. More than half currently refer clients to other services. Therefore, the better they understand the new benefits and requirements of the Act, the more effectively they can make referrals. Furthermore, whether they refer clients or not, the knowledge and attitude of front-line workers about the Act can influence the way they present this new program to AFDC clients.

METHODOLOGY

We surveyed front-line workers and their immediate supervisors by drawing a random sample of 30 counties weighted on the amount of Federal AFDC funding each received in 1988. We sent out 3,861 questionnaires and received 2,118 responses.

FINDINGS

- ▶ Only one-third of front-line workers and supervisors report they are "familiar" or "very familiar" with the specific provisions of the Act.
- ▶ Overwhelmingly, front-line workers and supervisors believe the Act will increase client self-sufficiency.
- ▶ Front-line workers and supervisors who know about the Act's specific provisions are even more likely to believe it will increase client self-sufficiency.
- ▶ An inverse correlation exists between the knowledge and burnout of front-line workers and supervisors.

AGENCY COMMENTS

We wish to thank both the Administration for Children and Families and the Assistant Secretary for Planning and Evaluation for commenting on the draft report. Both were concerned with the reported low level of program familiarity among staff. Their comments identify some potential reasons why this may have been so during the time our survey was conducted. We will be conducting a follow-up survey on front-line workers' familiarity with the Act that will be compared to our baseline data. The complete text of agency comments can be found in Appendix F. Our response to these comments is contained on page 10.

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INTRODUCTION

PURPOSE

To determine the knowledge, attitude and degree of acceptance by front-line workers and their immediate supervisors of the Family Support Act of 1988.

BACKGROUND

The Family Support Act (the Act) was a comprehensive restructuring of the welfare system to reduce long-term dependency on welfare programs. The centerpiece of the Act is the Job Opportunities and Basic Skills Training (JOBS) program, which provides Aid to Families with Dependent Children (AFDC) families with the opportunity to take part in educational activities, training programs or job activities. The Act strengthens the child support enforcement program and reimburses participants for child care and transportation services during JOBS. The Act also requires transitional child care and Medicaid benefits to ease client's transition from welfare to the work force. Many AFDC recipients will have to participate in the JOBS program to receive their full AFDC cash grant.

The AFDC program (Title IV-A of the Social Security Act) is a cash assistance program begun in August 1935. It provides aid to families with children who are deprived of parental support or care because of the death, disability, unemployment or continued absence of a parent from the home. The State IV-A agencies, through local welfare offices, administer the AFDC program. Many States have a staff separate from the AFDC program that administer the JOBS program.

Whether the AFDC and JOBS program are administered by the same or separate staff, it is usually the front-line worker of the AFDC program that first deals with the potential JOBS client. The structure of welfare offices varies by State and county, so that front-line workers' responsibilities vary. However, since front-line workers administer the AFDC program, they have routine contact with welfare clients during initial AFDC eligibility determinations and/or periodic redeterminations for AFDC benefits.

In addition to administering the AFDC program, front-line workers also disseminate information about other Federal programs such as Food Stamps, Medicaid and Child Support Enforcement. They may take applications and determine eligibility for Food Stamps and Medicaid as well.

Front-line workers provide one link between welfare clients and both the JOBS program and the child support agency. The degree of involvement front-line workers and supervisors have with the child support agency varies since generally a separate

agency administers that program. However, the AFDC and child support programs often have the same clients. In some offices, front-line workers must advise AFDC clients of child support benefits, take preliminary child support information, and refer clients to the child support agency. Also, front-line workers can make critical decisions about which clients are referred to the JOBS program and sanction those not meeting JOBS participation requirements.

Because of their contact with welfare clients, front-line workers can provide information and referral for clients who need additional services beyond their cash grant. Front-line workers might use their knowledge of the Act to assist clients with information about the Act's provisions. For example, during an interview to redetermine AFDC eligibility, a welfare client may indicate they have, on their own, applied for a job but are worried about accepting the job because of the expense and lack of child care. The front-line worker could make a referral either to the JOBS program or another appropriate program to assist this client.

Furthermore, the knowledge and attitude of the front-line workers about the Act can influence the way they present the new program to AFDC clients. Their confidence, enthusiasm, and optimism might subtly affect the clients' receptivity to the JOBS program. Their knowledge of the Act and its intent might give them a better understanding of the clients' situations and affect the way they treat their clients.

The role of front-line workers is an evolving one. In the 1960's, these workers functioned more as social workers who worked closely with clients to meet their needs. More recently, the role of the front-line worker was separated from the social service components of welfare, leaving front-line workers more as administrative officers. This resulted in minimal worker and client interaction.¹ As a result of the Act, with its emphasis on developing client self-sufficiency, the role of the front-line worker is being re-examined.

METHODOLOGY

Collecting the Data

We drew a random sample of 30 counties weighted on the amount of Federal AFDC funding received in 1988.² Within these counties, we sent surveys to 3,861 front-line workers and their immediate supervisors. The respondents work in 72 different

¹ Despite this shift, evidence gathered in two studies suggest that these workers continued to provide some traditional social services to clients, such as information, referral and advocacy. (1) Wyers, Norman L. 1980. *Whatever happened to the income maintenance line worker?* *Social Work* 25 (July): 259-263; and (2) Wyers, Norman L. 1983. *Income maintenance workers and social work: A broken tie.* *Social Work* 28 (July/August): 261-268.

² The 30 counties included in the sample were from the following States: California, Connecticut, Georgia, Illinois, Iowa, Kentucky, Louisiana, Maine, Maryland, Minnesota, Missouri, New Jersey, Ohio, Oklahoma, Pennsylvania, Utah, Virginia, Washington and Wisconsin.

welfare offices located in 19 States. We mailed the surveys on December 3, 1990. Data was collected in the first quarter of calendar year 1991. Out of the 3,861 possible respondents, 55 percent, or 2,118, responded. Appendix A contains the Family Support Act questionnaire. Appendix B contains details on our sampling procedure, criteria to be a respondent and sampled counties.

Analysis

We analyzed respondents' familiarity with provisions of the Act, their attitudes about the Act, their attitudes about the affect of the Act on the welfare system, and their level of burnout according to the Gillespie-Numerof Burnout Inventory (GNBI).³

Using the statistical software package PC SAS, we analyzed the data with frequencies, crosstabulations, and multivariate logistic regression. The report presents results of an unweighted analysis. Appendices C, D and E contain a detailed description of our statistical methods.

RESPONDENT CHARACTERISTICS

Front-line workers and supervisors report that they:

- ▶ work in 72 different welfare offices. These offices are located in 30 counties in 19 States;
- ▶ have attended college. Fifteen percent have post-graduate experience, 30 percent have a 4 year college degree, 14 percent have a 2 year college degree, 28 percent have some college experience, and only 13 percent have not attended college;
- ▶ are experienced. Twenty-seven percent have 11 or more years experience on the job, 23 percent have 6 to 10 years of experience, 31 percent have 2 to 5 years experience, and 19 percent have 1 year or less job experience;
- ▶ are generalists, not specialists. Only 29 percent spend over half of their work time in the AFDC program, and 71 percent spend half or less of their time working in the AFDC program;
- ▶ refer clients to other programs. Sixty-four percent of respondents report they regularly refer clients to at least one of the following: the child

³ Copyright 1983. Dr. David F. Gillespie and Dr. Rita E. Numerof. Refer to appendix E for details on the GNBI.

support agency, an education program, a training program, a job search, a child care program, or community organizations;

- ▶ are line workers. Only 13 percent are supervisors;
- ▶ work in both State and county-administered offices. Fifty-six percent work in State administered offices, and 44 percent in county administered offices; and,
- ▶ work in and around cities. Ninety-four percent work in urban offices and 6 percent work in rural offices.

FINDINGS

ONLY ONE-THIRD OF FRONT-LINE WORKERS AND SUPERVISORS REPORT THEY ARE "FAMILIAR" OR "VERY FAMILIAR" WITH THE SPECIFIC PROVISIONS OF THE ACT.

When rating respondents' knowledge of 21 specific Act provisions, only 33 percent average a response of "familiar," or "very familiar."⁴ This percentage varies depending on the specific provision. For example, by excluding the child support provisions, 43 percent of the respondents average a response of "familiar" or "very familiar" for all other Act provisions.

Respondents' knowledge of the child support provisions is low compared to knowledge of other Act provisions. For example, 66.2 percent of the respondents know about the transitional Medicaid benefit but only 20.7 percent of the respondents know about immediate wage withholding for new and updated child support orders. Although half of the respondents make regular child support referrals, only 21.8 percent of these know about this specific provision.

If front-line workers and supervisors who regularly make client referrals know little about specific Act provisions, their effectiveness in informing clients about available services may be lessened. It may even be that welfare clients targeted for help may not receive timely notification of Act services and lose valuable tools such as child care and job training to achieve self-sufficiency.

Chart 1 shows respondents' knowledge of specific Act provisions. The first column lists the provisions included in our questionnaire. The second column shows the percentage of all respondents who report they are "familiar" or "very familiar" with each provision.

Columns A-H compare the knowledge of the following four pairs of respondents: workers versus supervisors, respondents from State-run offices versus county-run offices, urban respondents versus rural respondents, and respondents who spend over half of their work time in AFDC versus those who spend half or less of their work time in AFDC. The "✓s" indicate that respondents in that group are at least 1.5 times (rounded to the nearest half) more likely to know about a specific provision than their paired group. The comparisons are made within a pair, not between pairs. For example, looking at columns A and B, for 16 of the 21 Act provisions, supervisors are more likely to know about the Act's provisions than workers. Where there is no check mark in either column, both groups are equally likely to know about the provisions.

⁴ For the remainder of the report, we refer to the respondents' reported familiarity as knowledge. We did not independently verify their knowledge levels. See appendix C for details.

RESPONDENTS' KNOWLEDGE OF THE FAMILY SUPPORT ACT

Chart 1

FAMILY SUPPORT ACT PROVISION	KNOW	A	B	C	D	E	F	G	H
Periodic adequacy review of child support orders	9.8%				✓				
1994 JOBS participation rates	18.2%		✓		✓				
Mandatory guidelines for support orders	19.8%								
Immediate wage withholding on new & updated orders	20.7%		✓						
1990 JOBS participation rates	21.9%		✓		✓				
Paternity establishment standards	24.5%					✓			
No loss of income because of accepting a job	37.9%							✓	
Development of employability plan	40.9%		✓						
Up to 12 months of child care for JOBS participants	41.0%		✓					✓	
Required assessment of client needs	45.2%		✓	✓				✓	
JOBS targeting of long-time AFDC recipients	45.3%		✓					✓	
Transitional child care for up to 12 months	51.1%		✓	✓			✓	✓	
JOBS targeting of recipients without high school diploma or with little work experience	51.5%			✓				✓	
Referral of new cases to child support agency within 10 days	54.8%		✓					✓	
JOBS targeting of categories of welfare clients	56.9%		✓					✓	
JOBS targeting of young parents	57.9%		✓	✓				✓	
AFDC grant reduction for failure to meet JOBS participation requirements	59.6%		✓		✓		✓		
Exemption from JOBS participation in certain cases	64.5%		✓					✓	
Transitional Medicaid for up to 12 months	66.2%		✓	✓			✓	✓	
Required participation in education, training and job activities	66.2%		✓		✓		✓	✓	
Reimbursement for child care, transportation, and work related expenses for JOBS participants	69.2%		✓				✓	✓	

KEY FOR COLUMNS LABELLED A-H

A-FRONT-LINE WORKER
B-SUPERVISOR

C-STATE-RUN OFFICE
D-COUNTY-RUN OFFICE

E-URBAN OFFICE
F-RURAL OFFICE

G- > 50% OF TIME IN AFDC
H- <= 50% OF TIME IN AFDC

✓-indicates that respondents in a designated group are at least 1.5 times (rounded to nearest half) more likely to know about a specific provision than their counterparts.

OVERWHELMINGLY, FRONT-LINE WORKERS AND SUPERVISORS BELIEVE THE ACT WILL INCREASE CLIENT SELF-SUFFICIENCY.

Despite varying levels of knowledge about specific provisions, when calculating an average score for the provisions in Chart 2, 85 percent of front-line workers and supervisors feel that many of the Act provisions encourage client self-sufficiency.⁵ The 85 percent score represents those respondents who on average, answered "greatly increase" or "somewhat increase" in response to the questions about how the Act will affect client self-sufficiency.

This percentage varies depending on the specific Act provision. Chart 2 includes the percentage of respondents who think specific provisions will increase client self-sufficiency.

HOW WILL THE FAMILY SUPPORT ACT AFFECT CLIENT SELF-SUFFICIENCY?

Chart 2

Provision	% who think it will increase client self-sufficiency
12 months transitional Medicaid	85
12 months transitional child care	84
Reimbursement of child care, transportation and work related expenses when in JOBS	84
Required participation in education, training or job activities	84
Employability plan based on client assessment	82
Assessment of client needs	79
Immediate wage withholding for all new support orders	73
Mandatory State guidelines to determine amount of support orders	71
Case management ⁶	67
Periodic adequacy review of all AFDC support orders	64
Requirement for genetic blood testing	59

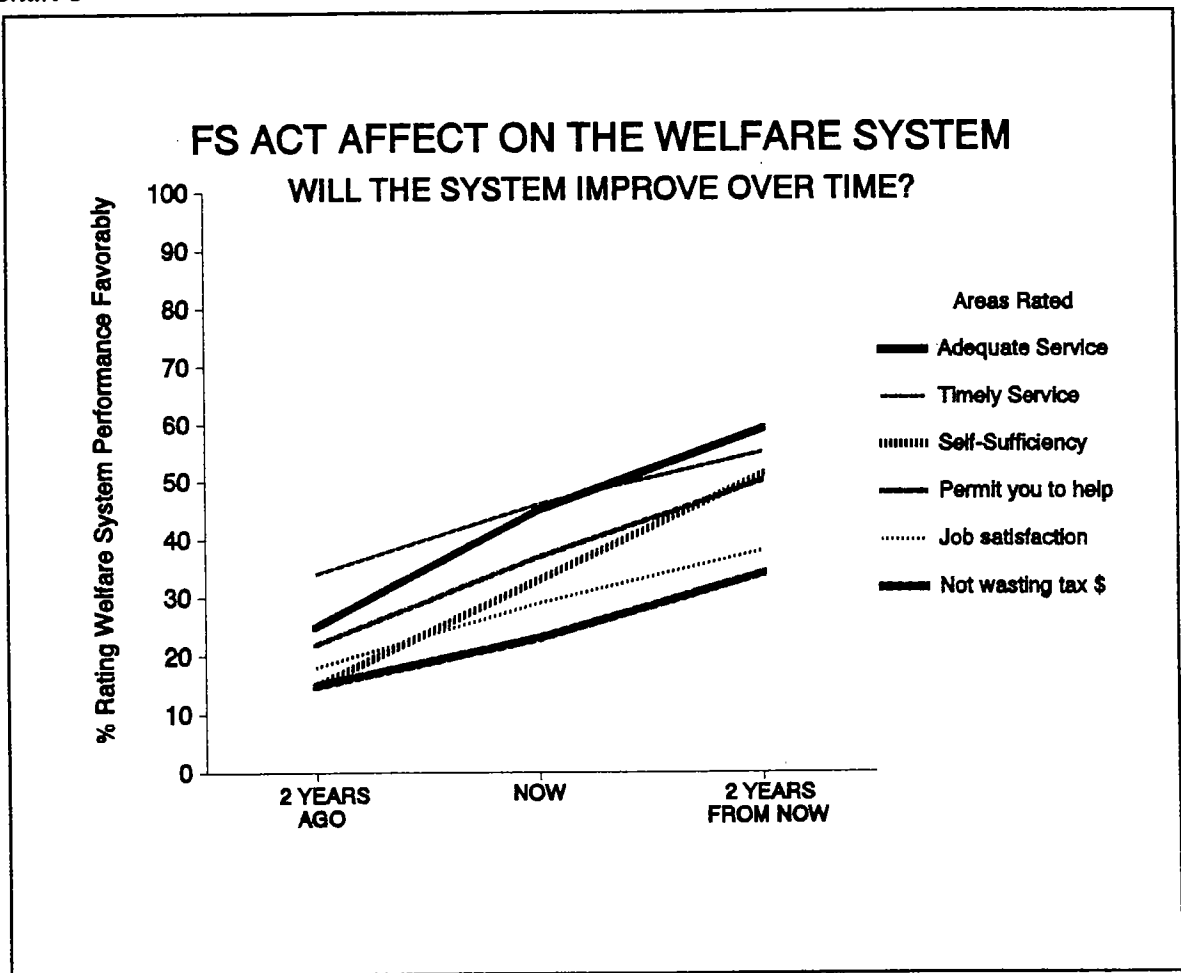
⁵ We did not ask respondents this question about all of the provisions of the Act discussed in Finding 1, only the 11 listed in the chart.

⁶ Case management was recommended, but not required by the Act. Since many States and counties practice some form of case management in implementing the Act, we included this question.

In Chart 3, we show how respondents, over time, rate how the Act affects the welfare system in the following areas: providing adequate services to clients, providing timely services to clients, improving client self-sufficiency, permitting you (front-line workers and supervisors) to help your clients, not wasting the taxpayers' money, and improving your job satisfaction.

Chart 3 shows that respondents think the Act will positively impact the welfare system in the areas listed above. Using an average score for the 6 areas, 43 percent of respondents think the welfare system will be "good" or "very good" 2 years from now. Only 14 percent thought this was true when asked how the welfare system performed 2 years ago.⁷

Chart 3



⁷ For this average score, a response of "good" or "very good" indicates a favorable response and a response of "fair", "poor" or "very poor" indicates a negative response.

FRONT-LINE WORKERS AND SUPERVISORS WHO KNOW ABOUT THE ACT'S SPECIFIC PROVISIONS ARE EVEN MORE LIKELY TO BELIEVE IT WILL INCREASE CLIENT SELF-SUFFICIENCY.

Respondents are twice as likely to believe the Act will increase client self-sufficiency if they know about the provisions. As respondents' level of knowledge increases, their support for the Act increases. The vast majority of respondents think the Act will increase client self-sufficiency. The relationship between knowledge and attitude suggests that the number of respondents who support the Act could grow even larger if more respondents knew about the provisions of the Act. This is important whether or not a front-line worker or supervisor makes client referrals since it may affect the presentation of the Act's provisions to clients.

The relationship between knowledge and attitude is strongest for transitional benefits. Respondents who know about transitional Medicaid are four times more likely to believe it will increase self-sufficiency. Respondents who know about transitional child care are three times more likely to believe it will increase client self-sufficiency.

Respondents who know about the child support provisions, the required education, training or job activities, an employability plan and the supportive services are twice as likely to think those provisions will increase client self-sufficiency.

AN INVERSE CORRELATION EXISTS BETWEEN THE KNOWLEDGE AND BURNOUT OF FRONT-LINE WORKERS AND SUPERVISORS.

A respondent's level of knowledge has a statistically significant inverse correlation with burnout of an individual. As respondents' knowledge increases, their chances of being burned out decrease.

Only knowledge has a significant relationship with an individual's burnout level. No other variable we tested relates to the burnout of a respondent. The following factors, as related to burnout, are insignificant: whether respondents are supervisors or workers, whether respondents work in urban or rural offices, whether respondents work in State-administered or county-administered offices, and whether respondents spend greater than 50 percent of their time working in the AFDC program or less time working in the AFDC program.

AGENCY COMMENTS

Both the Assistant Secretary for Planning and Evaluation (ASPE) and the Administration for Children and Families (ACF) commented on the report. Both were concerned about the reported low level of program familiarity with the Act. They suggested that the timing of the survey, along with the type of respondents we included in the sample, may have influenced the reported degree of familiarity with the Act.

OIG RESPONSE

We do recognize that not all States in the sample had the same or comparable experience with implementing and administering the Act. But, our objective was to collect baseline data that could then be compared to data collected at a later point in time.

Both ASPE and ACF suspect that the low level of familiarity with the Act could, in part, be explained by the varied job responsibilities of the sampled respondents. The ASPE states that some front-line workers might be expected to provide clients with information about the JOBS program, while others may be solely responsible for income maintenance functions with the expectation that they will refer clients to JOBS and child support enforcement to learn about these programs.

Undoubtedly, the respondents in the survey had varied duties and responsibilities as far as implementing and administering the Act's provisions. However, as stated in the report, we believe that front-line workers, who are usually the first to deal with potential JOBS participants, can play a critical role in shaping recipients' attitudes about JOBS and child support programs. The better they understand the new benefits and requirements of the Act, the more effectively they can present the program to clients.

We will conduct a follow-up study that will resurvey respondents in order to measure any change in their familiarity with the Act. As they have requested, we will work with ACF and ASPE in designing this study.

APPENDIX A

FAMILY SUPPORT ACT QUESTIONNAIRE

Family Support Act Questionnaire

First we want to know to what extent you have been acquainted with the law. Please respond to these statements by circling the number that represents your familiarity with the following. Use the following scale.

		Very Familiar	Familiar	Somewhat Familiar	Not Sure	Not at all Familiar							
		1	2	3	4	5							
		Circle a number							Circle a number				
Q1	Immediate wage withholding for all new child support orders	1	2	3	4	5	Q12	Exemption from participation in certain cases	1	2	3	4	5
Q2	Mandatory State guidelines to determine the amount of child support orders	1	2	3	4	5	Q13	Targeting categories of welfare recipients for the JOBS program	1	2	3	4	5
Q3	Three year adequacy review of all AFDC support orders	1	2	3	4	5	Q14	Targeting of young parents for the JOBS program	1	2	3	4	5
Q4	Federal standards to establish paternity	1	2	3	4	5	Q15	Targeting of non-diploma custodial parents under age 24 who have no work experience for the JOBS program	1	2	3	4	5
Q5	Requirement for AFDC staff to refer potential child support cases within 10 days of receipt to the child support agency	1	2	3	4	5	Q16	Targeting of families who received AFDC three of the last five years	1	2	3	4	5
Q6	AFDC families are assured education, training, or employment	1	2	3	4	5	Q17	Mandatory participation in savings plan	1	2	3	4	5
Q7	AFDC benefits will be reduced if Job Opportunity and Basic Skills (JOBS) program participants fail to fulfill their JOBS program obligations**	1	2	3	4	5	Q18	The required assessment of client needs	1	2	3	4	5
Q8	Participants in JOBS will be reimbursed for child care, transportation, and work related expenses	1	2	3	4	5	Q19	The requirement to develop an employability plan for JOBS participants	1	2	3	4	5
Q9	JOBS participants are required to participate in educational, training, or job activities	1	2	3	4	5	Q20	A welfare family must not lose income because of job acceptance	1	2	3	4	5
Q10	7% of eligible AFDC clients must be participating in JOBS in 1990	1	2	3	4	5	Q21	The requirement for the development of a family budgeting plan	1	2	3	4	5
Q11	20% of eligible AFDC clients must be participating in JOBS in 1995	1	2	3	4	5	Q22	Up to 12 months of child care is guaranteed for participation in JOBS	1	2	3	4	5
							Q23	Up to 12 months of child care is guaranteed after loss of AFDC eligibility due to acceptance of a job	1	2	3	4	5
							Q24	Up to 12 months of Medicaid benefits are guaranteed for families of clients after loss of AFDC eligibility due to acceptance of a job	1	2	3	4	5

** Your State or county may call this welfare-to-work program by another name. In this questionnaire, however, we will refer to it as JOBS, the Federal designation.

Family Support Act Questionnaire

How much information have you received from each of the following sources regarding the Family Support Act? Use the following scale.

What effect do you think the child support provisions will have on the self-sufficiency of your clients? Use the following scale.

	A Great Deal 1	Some 2	Not Much 3	None 4
Circle a number				
Q26			1	2 3 4
Q27			1	2 3 4
Q28			1	2 3 4
Q29			1	2 3 4
Q30	Other (please specify): _____			

	Greatly Increase 1	Somewhat Increase 2	No Effect 3	Somewhat Decrease 4	Greatly Decrease 5
Circle a number					
Q38			1	2 3 4 5	
Q39			1	2 3 4 5	
Q40			1	2 3 4 5	
Q41			1	2 3 4 5	

How will the following parts of the JOBS program effect client self-sufficiency? Use the following scale.

Which of the following do you think helps define self-sufficiency? (CHECK ALL THAT APPLY)

Q31	getting and keeping a job above the minimum wage level	-----
Q32	life skills	-----
Q33	responsibility for children assumed by both parents	-----
Q34	literacy	-----
Q35	education up to high-school level	-----
Q36	advanced education (above high school level)	-----
Q37	other (please specify) _____	-----
	_____	-----
	_____	-----

	Greatly Increase 1	Somewhat Increase 2	No Effect 3	Somewhat Decrease 4	Greatly Decrease 5
Circle a number					
Q42			1	2 3 4 5	
Q43			1	2 3 4 5	
Q44			1	2 3 4 5	
Q45			1	2 3 4 5	
Q46			1	2 3 4 5	
Q47			1	2 3 4 5	
Q48			1	2 3 4 5	

Family Support Act Questionnaire

How well do you think the following items measure the help provided to welfare clients by the Family Support Act?

Very Good Measure 1 Pretty Good Measure 2 Not Sure 3 Not Too Good A Measure 4 Very Poor Measure 5

Circle a number

Child support

- Q50 Number of AFDC terminations due to receipt of child support 1 2 3 4 5
- Q51 Number of child support orders 1 2 3 4 5
- Q52 Number of paternities established 1 2 3 4 5
- Q53 Dollar amount of child support collections on AFDC cases 1 2 3 4 5
- Q54 Increase in child support enforcement collections 1 2 3 4 5

Child care

Circle a number

- Q64 Number of children covered by child care benefits 1 2 3 4 5
- Q65 Number of parents who can participate in a training or education program because of the child care benefit 1 2 3 4 5
- Q66 Number of parents who can accept a job because of the child care benefit 1 2 3 4 5

Transportation and work related expenses

- Q67 Number of users of transportation benefit 1 2 3 4 5
- Q68 Number of parents who can participate in an educational or training program because of the new transportation benefit 1 2 3 4 5
- Q69 Dollar amount paid for transportation 1 2 3 4 5
- Q70 Dollar amount paid for work related expenses 1 2 3 4 5

JOBS

- Q55 Client participation rates 1 2 3 4 5
- Q56 Completion of education or training program 1 2 3 4 5
- Q57 Completion of a full assessment 1 2 3 4 5
- Q58 Regular attendance in a program 1 2 3 4 5
- Q59 Number of job placements 1 2 3 4 5
- Q60 Average wage at placement upon entrance into a job 1 2 3 4 5
- Q61 Number of clients removed from the welfare rolls 1 2 3 4 5
- Q62 Receipt of educational degree 1 2 3 4 5
- Q63 Increase in literacy level 1 2 3 4 5

Medicaid

- Q71 Dollar amount paid by Medicaid for 12 month extended benefits 1 2 3 4 5
- Q72 Number of parents who can accept a job because of the Medicaid extension 1 2 3 4 5

Family Support Act Questionnaire

Estimate the effect the Family Support Act will have on your duties.

Using the scale below, estimate how often your office currently provides the following services to clients.

Greatly Increase 1
Somewhat Increase 2
No Effect 3
Somewhat Decrease 4
Greatly Decrease 5

A Great Deal 1
Some 2
Not Much 3
None 4

Circle a number

Circle a number

Child support provisions

- Q74 Case related paperwork 1 2 3 4
- Q75 Contact with clients 1 2 3 4
- Q76 Contact with other agencies 1 2 3 4

- Q84 Education referrals 1 2 3 4
- Q85 Training referrals 1 2 3 4
- Q86 Employment referrals 1 2 3 4
- Q87 Assessment of client needs 1 2 3 4
- Q88 Development of an employability plan 1 2 3 4

JOBS provisions

- Q77 Case related paperwork 1 2 3 4
- Q78 Contact with clients 1 2 3 4
- Q79 Contact with other agencies 1 2 3 4

- Q89 Reimbursement for child care expenses 1 2 3 4
- Q90 Reimbursement for transportation expenses 1 2 3 4
- Q91 Reimbursement for work related expenses 1 2 3 4

Family Support Act as a whole

- Q80 Case related paperwork 1 2 3 4 5
- Q81 Contact with clients 1 2 3 4 5
- Q82 Contact with other agencies 1 2 3 4 5
- Q83 Other (please specify): _____
- _____
- _____

Family Support Act Questionnaire

Congress intended to overhaul the welfare system with the passage of the Family Support Act. We would like to know how well you think it will accomplish this. Please compare the following welfare systems;

- 1) before the Family Support Act (at least two years ago);
- 2) while the Family Support Act is being implemented, and;
- 3) two years from now

Very Good Good Fair Poor Very Poor
1 2 3 4 5

Not wasting the taxpayers' money

Q105	Prior to the Family Support Act (2 years ago)	1	2	3	4	5
Q106	Today	1	2	3	4	5
Q107	Two years from now	1	2	3	4	5
improving your job satisfaction						
Q108	Prior to the Family Support Act (2 years ago)	1	2	3	4	5
Q109	Today	1	2	3	4	5
Q110	Two years from now	1	2	3	4	5

Circle a number

Providing adequate services to clients

Q93	Prior to the Family Support Act (2 years ago)	1	2	3	4	5
Q94	Today	1	2	3	4	5
Q95	Two years from now	1	2	3	4	5

Approximately what percentage of your work time is spent on the following programs? (TOTAL MUST EQUAL 100%)

Q111	Food stamps %	-----
Q112	AFDC %	-----
Q113	Medicaid %	-----
Q114	General assistance %	-----
Q115	Other %	-----
Q116	(please specify):	-----
Q117	<u>TOTAL 100%</u>	-----

Providing timely services to clients

Q96	Prior to the Family Support Act (2 years ago)	1	2	3	4	5
Q97	Today	1	2	3	4	5
Q98	Two years from now	1	2	3	4	5

Improving client self-sufficiency

Q99	Prior to the Family Support Act (2 years ago)	1	2	3	4	5
Q100	Today	1	2	3	4	5
Q101	Two years from now	1	2	3	4	5

Approximately what percentage of your work time is spent in the following job duties? (TOTAL MUST EQUAL 100%)

Q118	Initial client intake %	-----
Q119	Ongoing cases %	-----
Q120	Supervision %	-----
Q121	Other %	-----
Q122	(please specify):	-----
Q123	<u>TOTAL 100%</u>	-----

Permitting you to help your clients

Q102	Prior to the Family Support Act (2 years ago)	1	2	3	4	5
Q103	Today	1	2	3	4	5
Q104	Two years from now	1	2	3	4	5

Family Support Act Questionnaire

Approximately what percentage of your work time is spent in each of the activities listed below? (TOTAL MUST EQUAL 100%)

About how often do you refer clients for the following services?

- Q125 Time with clients % -----
- Q126 Case related paperwork % -----
- Q127 Administrative duties % -----
- Q128 Client Assessment % -----
- Q129 Training % -----
- Q130 Contact with other agencies % -----
- Q131 Contact with employers and others related to cases % -----
- Q132 Supervision % -----
- Q133 Other % -----
- Q134 (please specify): -----
-
-
-
- Q135 TOTAL 100% -----

Every Day 1 Weekly 2 Monthly 3 Yearly 4 Less Than Once a Year 5

Circle a number

- Q147 Child support 1 2 3 4 5
- Q148 Education programs 1 2 3 4 5
- Q149 Training programs 1 2 3 4 5
- Q150 Job search 1 2 3 4 5
- Q151 Child care 1 2 3 4 5
- Q152 Community organizations 1 2 3 4 5

At your present skill level, how much confidence do you feel in assessing the capabilities of clients for referral to any of the following?

To do a better job, what percentage of your time at work should you spend in the following areas? (TOTAL MUST EQUAL 100%)

- Q136 Time with clients % -----
- Q137 Case related paperwork % -----
- Q138 Administrative duties % -----
- Q139 Client Assessment % -----
- Q140 Training % -----
- Q141 Contact with other agencies % -----
- Q142 Contact with employers and others related to cases % -----
- Q143 Supervision % -----
- Q144 Other % -----
- Q145 (please specify): -----
-
-
- Q146 TOTAL 100% -----

A Great Deal 1 Some 2 Not Much 3 None 4

- Q153 An education program 1 2 3 4
- Q154 A training program 1 2 3 4
- Q155 A job 1 2 3 4
- Q156 Child care 1 2 3 4

About how often do you evaluate clients for the following services?

A Great Deal 1 Some 2 Not Much 3 None 4

- Q157 An education program 1 2 3 4
- Q158 A training program 1 2 3 4
- Q159 A job 1 2 3 4
- Q160 Child care 1 2 3 4

Family Support Act Questionnaire

How much Family Support Act training do you need in each area below?

SUPERVISORS ONLY: How much Family Support Act training do your eligibility workers need in each area below?

	Extensive	Some	Not	Adequate	Don't
	1	2	Much	Training	Need This
			3	Received	For My Job
				4	5

	Extensive	Some	Not	Adequate	Don't
	1	2	Much	Training	Need This
			3	Received	For Their Job
				4	5

Circle a number

Circle a number

Q162	Immediate wage withholding		1	2	3	4	5	Q173	Immediate wage withholding		1	2	3	4	5
Q163	Mandatory State guidelines		1	2	3	4	5	Q174	Mandatory State guidelines		1	2	3	4	5
Q164	Review of all support orders		1	2	3	4	5	Q175	Review of all support orders		1	2	3	4	5
Q165	Paternity establishment and genetic blood testing		1	2	3	4	5	Q176	Paternity establishment and genetic blood testing		1	2	3	4	5
Q166	Education, training, employment activities		1	2	3	4	5	Q177	Education, training, employment activities		1	2	3	4	5
Q167	Client needs assessment		1	2	3	4	5	Q178	Client needs assessment		1	2	3	4	5
Q168	Development of employability plan		1	2	3	4	5	Q179	Development of employability plan		1	2	3	4	5
Q169	Case management		1	2	3	4	5	Q180	Case management		1	2	3	4	5
Q170	Child care benefits		1	2	3	4	5	Q181	Child care benefits		1	2	3	4	5
Q171	Transportation benefits		1	2	3	4	5	Q182	Transportation benefits		1	2	3	4	5
Q172	Medicaid benefits		1	2	3	4	5	Q183	Medicaid benefits		1	2	3	4	5

Q184 Do you think your job is important to the success of the Family Support Act?

yes ____ no ____

Family Support Act Questionnaire

How much education have you received on the following topics? (CIRCLE ALL THAT APPLY)

	College Course	Non - College Course	Work Shop	Formal In-House Training	Informal In-House Training	None
Juvenile delinquency	186 1	187 2	188 3	189 4	190 5	191 6
Teen pregnancy	192 1	193 2	194 3	195 4	196 5	197 6
Adolescent development	198 1	199 2	200 3	201 4	202 5	203 6
Adolescent psychology	204 1	205 2	206 3	207 4	208 5	209 6
Substance abuse	210 1	211 2	212 3	213 4	214 5	215 6
Employment services	216 1	217 2	218 3	219 4	220 5	221 6
Training services	222 1	223 2	224 3	225 4	226 5	227 6
Parenting	228 1	229 2	230 3	231 4	232 5	233 6
Early childhood development	234 1	235 2	236 3	237 4	238 5	239 6
Case management	240 1	241 2	242 3	243 4	244 5	245 6
Evaluation of clients	246 1	247 2	248 3	249 4	250 5	251 6
Literacy testing	252 1	253 2	254 3	255 4	256 5	257 6

Q258 What is your current job title? (PLEASE DO NOT ABBREVIATE OR USE ACRONYMS)

Q259 How many years have you held your current job or have been performing the same work?

Total years _____

(If you have ever been a supervisor give the number of years)

Q260 Supervisor _____

Family Support Act Questionnaire

Check the box by your highest level of formal education and write in your major;

- | | | | |
|------|-------------------------------------|-------------|-----|
| Q262 | Doctoral degree | major _____ | [] |
| Q263 | Masters degree | major _____ | [] |
| Q264 | Some graduate school | major _____ | [] |
| Q265 | 4-year college degree | major _____ | [] |
| Q266 | 2-year college degree | major _____ | [] |
| Q267 | Some college | | [] |
| Q268 | High school diploma (or equivalent) | | [] |
| Q269 | Less than high school | | [] |

Please circle the number which comes closest to the way you act or feel about your current job.

		Never		Sometimes			Always		
Q270	I'm fed up with the job.	0	1	2	3	4	5	6	7
Q271	I feel crabby at work.	0	1	2	3	4	5	6	7
Q272	I feel that everything is caving in at work.	0	1	2	3	4	5	6	7
Q273	I feel enthusiastic about my work.	0	1	2	3	4	5	6	7
Q274	I feel unable to get out from under my work.	0	1	2	3	4	5	6	7
Q275	I'm discouraged about my work.	0	1	2	3	4	5	6	7
Q276	Little things don't bug me.	0	1	2	3	4	5	6	7
Q277	I feel buried in my job.	0	1	2	3	4	5	6	7
Q278	I feel like giving up on the job.	0	1	2	3	4	5	6	7
Q279	I'm disillusioned with my work.	0	1	2	3	4	5	6	7
Q280	My job makes me angry.	0	1	2	3	4	5	6	7
Q281	I look forward to coming back to work when I leave.	0	1	2	3	4	5	6	7
Q282	My job has me at the end of my rope.	0	1	2	3	4	5	6	7

Family Support Act Questionnaire

Q284 **We solicit your comments. The Family Support Act is intended to improve client self-sufficiency. What else is needed?**

END OF SURVEY

THANK YOU FOR YOUR PARTICIPATION

Please return this questionnaire in the enclosed envelope.

APPENDIX B

Collecting the Data

Drawing the Sample

To collect the data, we used a single stage cluster sample. Our universe included the 3,084 counties in the United States who received Federal AFDC funds in 1988. Each county constituted a cluster. After determining the size of each cluster based on the total amount of Federal AFDC funds received in 1988, we randomly selected 38 clusters, including 8 designated alternates, with probability proportional to size.

Once a county was selected for inclusion in the study, we contacted the State and the county to determine the number of welfare offices in the county and the number of possible respondents in those offices.

Using this information, we determined the counties where 100 percent of the workers would be surveyed versus those counties which would be subsampled. We used the following criteria to determine which counties should be subsampled.

- ▶ Counties with under 300 total workers or with only one office were sampled at the 100 percent level.
- ▶ All other counties were subsampled. These counties have more than one welfare office within county/entity boundaries and have over 300 workers.

To determine the number of workers we would survey from each of the six counties in our subsample, we first determined the number of respondents we wanted from our subsampled counties. Based on estimates of response rates, we needed to survey approximately 2400 respondents in our subsampled counties. We obtained the number of front-line workers, or possible respondents, in each county of our subsample. We determined that we had a total of 7,312 possible respondents for the entire subsample. For each county, i , we calculated the approximate number of respondents we would need based on the following formula:

$$y_i = x_i / 7,312 * 2,400$$

i = a particular county in the subsample

y = the number of front-line workers surveyed from a particular county

x = the total possible respondents from a particular county

Based on the above calculations, we subsampled the following counties: Cook County, Illinois; Philadelphia County, Pennsylvania; and, Los Angeles, Kern, Riverside, San Bernardino, and Santa Clara Counties of California. In all other counties, we sampled at the 100 percent level.

Criteria to be a respondent

The sampled population includes front-line workers and their immediate supervisors. To qualify as a respondent, people had to meet the following profile. Each respondent must be:

- ▶ a worker involved with AFDC, including workers who split their time between AFDC and any other programs; or,
- ▶ a Medicaid worker who also does AFDC work, or located in the same office as AFDC workers. No Medicaid workers are included if they are located in a different physical location; or,
- ▶ an immediate supervisor of the above workers.

Excluded from the sample were the following:

- ▶ Food Stamp workers who did only Food Stamp work; or,
- ▶ any clerical staff or technicians; or,
- ▶ any upper management except if they function as an immediate supervisor of the respondents as described above.

Method for distributing questionnaires to respondents

On December 3, 1990, we sent each welfare office the appropriate number of questionnaire packets, a cover letter and a script for the contact person to administer the questionnaires. A script was prepared to ensure that each respondent receive identical instructions for completing the questionnaire. Respondents self-administered their questionnaires. To ensure confidentiality, each respondent received a pre-addressed, postage-paid envelope to send the completed questionnaire to Russo and Associates, the contractor responsible for compiling the data for analysis.

We received questionnaires throughout the first quarter of 1991. Out of the 3,861 questionnaires we sent out, we received 2,118 for a 55 percent response rate.

Selected counties with replacements

	STATE	County	County-run/ State-run	Urban/ Rural
1	California	Kern	County	Urban
2	California	Los Angeles	County	Urban
3	California	Riverside	County	Urban
4	California	San Bernardino	County	Urban
5	California	Santa Clara	County	Urban
6	Connecticut	Litchfield	State	Urban
7	Georgia	Chatham	County	Urban
8	Georgia	Clark	County	Urban
9	Georgia	Columbia	County	Urban
10	Illinois	Cook	State	Urban
11	Illinois	Iroquois	State	Rural
12	Iowa	Clay	State	Rural
13	Kentucky	Knox*	State	Rural
14	Louisiana	St. James*	State	Rural
15	Maine	Lincoln	State	Rural
16	Maryland	Kent	County	Rural
17	Minnesota	Beltrami	County	Rural
18	Minnesota	St. Louis	County	Urban
19	Missouri	Scott	State	Rural
20	New Jersey	Hudson	County	Urban
21	Ohio	Franklin	County	Urban
22	Ohio	Medina	County	Urban
23	Oklahoma	Cotton	State	Rural
24	Pennsylvania	Philadelphia	State	Urban
25	Utah	Cache	State	Rural
26	Virginia	Bristol City	County	Urban
27	Virginia	Virginia Beach City	County	Urban
28	Washington	King	State	Urban
29	Washington	Pierce	State	Urban
30	Wisconsin	Wood	County	Rural

* At the time of this survey, these counties had not implemented the JOBS program. However, they represent .9 percent of the total sample.

Non-participating States

Three States, New York, Michigan and Massachusetts refused to participate in our survey. We used eight replacement counties to complete our sample and to compensate for the States who chose not to participate. In spite of these non-participating States, we believe the survey results sufficiently represent the universe of front-line workers, based on the number of respondents and the broad geographic representation of the sample.

APPENDIX C

Creating Binary Variables

To analyze the data in the survey, we created binary variables.

- ▶ In questions 1-24 regarding a respondent's familiarity with provisions of the Act, we asked respondents:

"Please respond to these statements by circling the number that represents your familiarity with the following. Use the following scale."

Very Familiar	Familiar	Somewhat Familiar	Not Sure	Not at all Familiar
1	2	3	4	5

Respondents used this scale to rate their knowledge of 21 specific provisions of the Act. We omitted question six from our analysis because the question was confusing. We also omitted questions 17 and 21 because they were not provisions of the Act and were included only as a check of respondents' answers.

When we analyzed this data, we created a binary variable for each question according to the following code:

Know (1) = response of 1 or 2 on the five point scale above

Don't Know (0) = response of 3, 4 or 5 on the five point scale above

Average Score: Using the scale above, when we report overall knowledge of respondents, we use an average score of the 21 Family Support Act provisions from page 1 of the survey. The average scores were coded in this manner:

Know (1) = an average response < 2.5 on the five point scale above

Don't Know (0) = an average response >= 2.5 on the five point scale above

- ▶ For both of the questions below, respondents used the following scale:

Greatly Increase	Somewhat Increase	No Effect	Somewhat Decrease	Greatly Decrease
1	2	3	4	5

In questions 38-41 on Client Self-Sufficiency, we asked respondents:

"What effect do you think the child support provisions will have on the self-sufficiency of your clients?"

In questions 42-48 on Client Self-Sufficiency, we asked respondents:

"How will the following parts of the JOBS program affect client self-sufficiency?"

Respondents used the scale above to rate whether 11 specific provisions of the Act will increase client self-sufficiency.

When we analyzed this data, we created a binary variable for each question according to the following code:

Increase Client Self-Sufficiency (1) = response of 1 or 2 on the five point scale above

Not Increase Client Self-Sufficiency (0) = response of 3, 4 or 5 on the five point scale above

Average Score: When we report a respondent's opinion on how the Family Support Act will improve client self-sufficiency overall, we use an average score of the 11 questions, 38-48, on client self-sufficiency. We coded the average scores in this manner:

Increase Client Self-Sufficiency (1) = an average response < 2.5 on the five point scale above

Not Increase Client Self-Sufficiency (0) = an average response >= 2.5 on the five point scale above

- ▶ In questions 93-110, we asked respondents:

"Please compare the following welfare systems;

- 1) before the Family Support Act (at least two years ago);*
- 2) while the Family Support Act is being implemented; and,*
- 3) two years from now."*

Very Good	Good	Fair	Poor	Very Poor
1	2	3	4	5

Respondents used the scale above to rate the welfare system in the following areas:

- ▶ Providing adequate services to clients
- ▶ Providing timely services to clients
- ▶ Improving client self-sufficiency
- ▶ Permitting you to help clients
- ▶ Not wasting the taxpayers' money
- ▶ Improving your job satisfaction.

When we analyzed this data, we created a binary variable for each question according to the following code:

Favorable (1) = response of 1 or 2 on the five point scale above

Not Favorable (0) = response of 3, 4 or 5 on the five point scale above

Average Scores: When we report respondents' opinion on how the welfare system performed 2 years ago, we use an average score of the questions asking respondents to rate areas of the welfare system "before the FS Act (at least two years ago)." This includes questions 93, 96, 99, 102, 105 and 108.

We coded the average scores in this manner:

Favorable (1) = an average response < 2.5 on the five point scale above

Not Favorable (0) = an average response ≥ 2.5 on the five point scale above

When we report respondents' opinion on how the welfare system will perform 2 years from now, we use an average score of the questions asking respondents to rate areas of the welfare system "2 years from now." This includes questions 95, 98, 101, 104, 107 and 110.

Favorable (1) = an average response < 2.5 on the five point scale above

Not Favorable (0) = an average response ≥ 2.5 on the five point scale above

Independent Variables

When examining factors which may affect the responses to the above questions, our independent variables were:

Super: This variable indicates whether a respondent is a supervisor or a worker. If a respondent answers question 260 "If you have ever been a supervisor give the number of years", in addition to questions for supervisors only, 173-183, we refer to that respondent as a "supervisor". Otherwise we refer to a respondent as a "worker". We cross-checked this method for determining who was a supervisor against questions 120, 132, and 258.

Supervisor = responded to questions 173-183 and 260
Worker = all other respondents

Using this method, 13.1 percent of the respondents are supervisors and 75.9 percent of the respondents are workers.

Urban: This variable indicates whether a respondent works in an urban office or a rural office. We entered the urban or rural designation based on Metropolitan Statistical Area data (MSAs).

According to the MSAs, we surveyed 59 urban offices and 13 rural offices. These offices provided us with 94 percent urban respondents and 6 percent rural respondents.

Urban = respondent works in urban office based on MSAs
Rural = respondent works in rural office based on MSAs

State: This variable indicates whether a respondent works in a State where the IV-A program is administered by the State versus a State where the IV-A program is administered by each county.

State = respondent works in State-administered welfare office
County = respondent works in county-administered welfare office

Ten of the States we surveyed have State-administered IV-A programs while nine States have county-administered IV-A programs. The respondents are fairly evenly distributed between the two types of programs with 56 percent working in State-administered programs and 44 percent working in county-administered programs.

AFDC: We used this variable to distinguish between those respondents who spend over 50 percent of their time in the AFDC program and those who spend 50 percent or less time in AFDC. We created the variable based on responses to question 112 which asks what percentage of time a respondent spends on AFDC.

>50 AFDC = respondents who spend over 50 percent of their time in AFDC
<=50 AFDC = respondents who spend 50 percent or less time in AFDC

Few respondents specialize in the AFDC program with 29 percent spending over 50 percent of their time in AFDC and 71 percent spending 50 percent or less of their time in AFDC.

APPENDIX D

Analysis of Respondent Knowledge and Attitude

Knowledge Analysis

We hypothesize that a respondent's knowledge of the Family Support Act is partially dependent upon factors including: 1) whether the respondent is a worker or supervisor, 2) whether the respondent works in an urban office versus a rural office, 3) whether a respondent works in a State run welfare office versus a county run welfare office, and 4) whether a respondent spends greater than 50 percent of their time in AFDC versus spending less time in the AFDC program. To test the hypothesis, we constructed a multivariate model to determine which of the above factors, if any, have a significant relationship with each respondent's knowledge of the Act.

Construction of the Model

For this analysis, we created a series of binary variables that characterize each respondent. Table I lists the variables and the method for coding each of these characteristics. The variable "knowledge" serves as our dependent variable in the model.

Table I

Variables Used in Logistic Model

Knowledge	1 = Knows about specific provision of Family Support Act 0 = Does not know about specific provision of Family Support Act
Supervisor	1 = Supervisor 0 = Worker
Urban	1 = Urban office 0 = Rural office
State	1 = State-administered office 0 = county-administered office
AFDC	1 = Spends > 50% of time in AFDC 0 = Spends <= 50% of time in AFDC

We used a linear logistic model to fit this data. Using this model, the probability of a respondent knowing about specific provisions of the Act, p , equals a linear combination of the independent variables in the logistic scale. This gives

$$\ln(p / (1-p)) = \beta_0 + \beta_1 X_1 + \dots + \beta_k X_k,$$

where β is the coefficient to be estimated by the equation, X is the value of the independent variable and k is the number of independent variables in the equation.

With this construction, the negative exponential of each coefficient β , or $e^{-\beta}$, represents the estimated odds ratio of the effect due to the accompanying variable. From the multivariate model, we can determine the adjusted effect of each variable on a respondent's knowledge of a provision. The adjusted effect measures the strength of the relationship between an independent variable and the dependent variable while taking into account the effect of other independent variables in the equation.

Results of Analysis

Table II gives the results of the analysis using the multivariate logistic model for an average score of knowledge of the Act (appendix C describes the composite score of knowledge.) We conducted this analysis using the same independent variables for 21 questions on the Act provisions included in the questionnaire. The results are similar to those reported here. We do not include the details of these models here, but specific results of this analysis are available upon request.

Table II

Parameter Estimates & Adjusted Odds Ratios for Overall Knowledge of Act

Variable	Parameter Estimate	Standard Error	Odds Ratio	95% C.I. (lower,upper)
Intercept	.6089	.2018	.54	--
Supervisor	-0.5755	.1316	1.78	(1.37,2.30)
Urban	0.0427	.1970	.96	(0.65,1.41)
State	0.1606	.0968	.85	(0.70,1.03)
AFDC	-0.1956	.1056	1.22	(0.99,1.50)

Odds ratios greater than one indicate that the presence of the factor increases the likelihood that a respondent is familiar with the specific provisions of the Act, while odds ratios less than one indicate that the presence of the factor reduces the

likelihood that a respondent is familiar with the specific provisions of the Act. These relationships are significant only when the confidence interval does not include one. For example, the results show that supervisors are 1.78 times more likely to report that they are familiar with the different provisions of the Act than workers.

In the example above, only the "supervisor" variable has a significant impact on a respondent's overall familiarity with the Act after adjusting for the impact of the other variables. Respondents who are supervisors are nearly twice as likely to be familiar with the different provisions of the Act as workers.

Attitude Analysis

Using the multivariate logistic model described above, we analyzed respondents' attitude toward the Act. We designated "attitude" as the dependent variable. In this model, p represents the probability that a respondent believes the Act will increase client self-sufficiency. In addition, for this model, "knowledge" becomes an independent variable. The complete list of variables for the model are coded below.

Attitude	1 = Increase client self-sufficiency 0 = Does not Increase client self-sufficiency
Knowledge	1 = Knows about specific provision of Family Support Act 0 = Does not know about specific provision of Family Support Act
Supervisor	1 = Supervisor 0 = Worker
Urban	1 = Urban office 0 = Rural office
State	1 = State-run office 0 = county-run office
AFDC	1 = Spends > 50% of time in AFDC 0 = Spends <= 50% of time in AFDC

When including a "knowledge" variable, we used the knowledge question corresponding to the specific provision of the Act named in each self-sufficiency question. For example, we wanted to examine factors which may affect a response to question 48. This question asks respondents whether they think 12 months of Medicaid extension after obtaining a job will increase client self-sufficiency. The independent variable called "knowledge" in the model would be the response to question 24, which asks how familiar a person is with the provision of Medicaid after obtaining a job.

Table III gives the results of the analysis for question 48. We repeated this model for each of the eleven questions which ask about client self-sufficiency, questions 38-48. The results are similar to those presented. We omit the detailed results here, but they are available upon request.

Table III

Parameter Estimates and Adjusted Odds Ratios for Respondent Attitude

Variable	Parameter Estimate	Standard Error	Odds Ratio	95% C.I. (lower,upper)
Intercept	- .4732	.2758	1.61	--
Knowledge	-1.3247	.1332	3.76	(2.89, 4.88)
Supervisor	- .0848	.2039	1.09	(.73, 1.62)
Urban	- .3979	.2631	1.49	(.89, 2.49)
State	- .1962	.1382	1.22	(.93, 1.60)
AFDC	- .1210	.1485	1.13	(.84, 1.51)

The table shows that, of the variables we tested, only knowledge has a significant correlation with a respondent's opinion on whether the Medicaid extension will increase self-sufficiency.

APPENDIX E

Burnout Inventory Analysis

Initially, the Gillespie-Numerof Burnout Inventory (GNBI) was included in this survey to determine whether burnout might bias respondents' attitudes toward the Act. When our analysis revealed that support for the Act was high (and burnout relatively low), it was not necessary to pursue a relationship between respondent burnout and attitude. During further analysis, we found an inverse correlation between respondent knowledge and burnout. This correlation supports our conclusions about respondents' knowledge.

To estimate a level of burnout for respondents, we used a modified version of the GNBI.⁸ In questions 270-275 and 277-282, respondents rated how they feel about their job for 12 items. They used a scale from 0 to 7, where 0 represents "never" and 7 represents "always" on a continuum. Question 276 was deleted from our analysis because we determined the question was ambiguous.

In our sample, Cronbach's coefficient of test reliability, alpha, was very high at .93 on a scale of 0 to 1. The alpha coefficient measures the internal consistency of the scale, or measures the likelihood that respondents repeating the test under similar conditions would give similar answers.

Using the 12 items, we formed a composite burnout score by totaling the individual scores. Respondents each received a score between 0 and 84. Eighty-four represents the highest score and the highest possible level of burnout.

Using the composite burnout score, we created a binary variable, "burnout". We coded the variable as follows:

Burned Out (1) = burnout score > 42, or, on the upper half of the burnout scale

Not Burned Out (0) = burnout score <= 42, or, on the lower half of the burnout scale.

⁸ see David Gillespie and Rita Numerof, "Burnout Among Health Service Providers," *Administration and Policy in Mental Health*, Vol. 18, No. 3, pp. 161-171 and Rita Numerof and Joseph Seltzer, "Supervisory leadership and subordinate burnout," *Academy of Management Journal*, Vol. 31, No. 2, pp. 439-446. for examples of its use.

To identify factors which may affect whether a respondent is burned out, we conducted a multivariate analysis similar to those described in appendix D. In this case, "burnout" is the dependent variable and p represents the probability that a respondent is burned out. Independent variables for the equation include "supervisor", "urban", "state", "AFDC", and an average score of "knowledge". Table I shows the results of this analysis.

Table I

Parameter Estimates and Adjusted Odds Ratios for Respondent Burnout

Variable	Parameter Estimate	Standard Error	Odds Ratio	95% C. I. (lower, upper)
Intercept	.6540	.2140	.52	--
Knowledge	.2377	.1146	.79	(.63, .99)
Supervisor	.2826	.1606	.75	(.55, 1.03)
Urban	.2248	.2045	.80	(.53, 1.19)
State	-.0969	.109	1.11	(.89, 1.36)
AFDC	-.0944	.1189	1.10	(.87, 1.39)

In this table, an odds ratio less than one indicates that the presence of a factor decreases the likelihood of burnout. These relationships are significant only when the confidence interval does not include one. Only a respondent's level of knowledge has a significant correlation with burnout of an individual. Those who do not know about the Act are much more likely to be burned out than those who know about provisions of the Act.

APPENDIX F

AGENCY COMMENTS



MAR 30 1992


TO: Richard P. Kusserow
Inspector General

FROM: Assistant Secretary for
Planning and Evaluation

SUBJECT: Draft Inspection Report on Front-Line Workers
DEI-OS-89-01220

Thank you for sharing with us your draft report. Your study finds that there is widespread support among front line-workers for the provisions of the Family Support Act, even though their knowledge of specific Act provisions is generally low. It would have been helpful to get a better idea what the actual functions of the respondents were. For example, some front-line workers might be expected to provide clients with an orientation to the JOBS program. Other front-line workers may be solely responsible for income maintenance functions with the expectation that they will refer their clients to JOBS and child support enforcement to learn about these programs. The data do not tell us to what extent respondents had any direct responsibility for JOBS and child support enforcement. It is unclear whether respondents had a sufficient level of knowledge about the Act for them to carry out their jobs effectively. Nonetheless, we hope that since the survey was conducted a year ago, as States have made further progress in implementing the Family Support Act's provisions, the knowledge level of front-line workers about the Act's provisions will have increased.

Please keep us informed about all your studies related to the Family Support Act and JOBS. I understand that your staff have just completed a draft report on JOBS Skills Assessment practices and we would appreciate receiving a copy for review. My staff would also like to be invited to any future briefings that your staff provides about such studies. Notices of such briefings should be directed to Jane Baird, Deputy Assistant Secretary for Human Services Policy, (245-2409). Thank you.



Martin H. Gerry



DEPARTMENT OF HEALTH & HUMAN SERVICES

ADMINISTRATION FOR CHILDREN AND FAMILIES
Office of the Assistant Secretary, Suite 800
370 L'Enfant Promenade, S.W.
Washington, D.C. 20447

DATE: April 13, 1992

TO: Richard P. Kusserow
Inspector General

FROM: Jo Anne B. Barnhart *JAB*
Assistant Secretary
for Children and Families

SUBJECT: OIG Draft Report: "The Family Support Act of 1988:
What Do Front-Line Workers Know? What Do They Think?"
OEI-05-89-01220 -- COMMENTS

Thank you for the opportunity to review this draft report. The comments and suggestions we made during the exit conference have all been incorporated into this draft report. We believe the report clearly and effectively presents the findings of your survey.

We must admit to having mixed views about the findings. We are optimistic about the high expectations of front-line staff concerning the effects of the Family Support Act over time. At the same time, we are disappointed about the reported low level of program familiarity among front-line staff. Over the past few years we have worked hard to promote the Family Support Act as an important catalyst in changing the culture of the welfare system. Your study demonstrates that we need to continue these efforts; obviously more work needs to be done in educating workers about the Act's provisions and the potential of the welfare system to assist families in becoming self-sufficient.

We agree with your argument that front-line staff's early and ongoing contact with AFDC recipients can shape recipients' attitudes about JOBS and child support programs. As an agency, we believe that successful implementation of the Family Support Act means changing welfare agencies institutionally. Staff and clients alike need to understand that cash assistance is a temporary measure which supports families while they take steps to become economically self-sufficient.

For certain methodological reasons, your study may overstate the problems with the knowledge level of welfare workers. Also, the timing of the study could be a mitigating factor. The research was conducted in the first quarter of calendar year 1991. Among the 19 States in the sample, 25 percent were relatively new to

the program: four States implemented JOBS in October 1990, and a fifth began JOBS in July 1990. Also, not all programs were statewide. Perhaps, there is a relationship between the start date and level of knowledge and the extent of referral for JOBS and child support services. Thus, we would be interested in knowing whether there is a plan to re-survey these or other staff at some later time.

If you decide to conduct a re-survey, we would like the opportunity to discuss design changes with your staff. For example, we wonder if there is a direct relationship between the level of staff knowledge and the amount of time spent working on AFDC. Chart 1 shows, consistently, that less time spent in AFDC is associated with less JOBS program familiarity. However, we can't tell much more from the data collected; for example, we cannot tell to what extent those with little familiarity of the Family Support Act were Medicaid workers rather than AFDC workers.

Finally, we wonder if there is a possibility of your providing us with further information or doing further analysis of the existing data. First, there seems to be a lot of data on the survey which are not discussed in the report. For example: a) what specific training needs were identified (p. A-8); b) how common is training for workers in areas like case management and evaluation of clients; and c) how much do agencies rely on in-house training versus other forms? Also, what are the specific knowledge rates of the sub-categories of respondents in Chart 1? Secondly, there seems to be more analysis possible on the relationships between worker education, attitudes, knowledge, and responsibilities. For example: a) is the knowledge level higher or lower for workers who spend the most time with clients; b) are workers who spend a lot of time evaluating clients for education, training and jobs particularly positive about the potential effectiveness of JOBS; and c) are there differences between college-educated workers and others?

It would be helpful to know if you looked at some of these questions, but the data showed nothing, or if you did not have the opportunity to analyze the data in this much depth. Additional analysis might be helpful; my staff is available to meet with your staff if you think additional work would be fruitful.

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Following are some editorial comments.

Page i, third line under BACKGROUND, after Basic Skills and before (JOBS), insert "Training." A similar point on page 1 under BACKGROUND.

Page 1, last paragraph says that the JOBS and child support agency are separate. In some States, they are in the same agency.

If you or your staff have questions or need additional information, please do not hesitate to call.