# SURVEY OF FORMER FAMILY INDEPENDENCE PROGRAM CLIENTS:

CASES CLOSED DURING OCTOBER THROUGH DECEMBER, 1997

THE SOUTH CAROLINA DEPARTMENT OF SOCIAL SERVICES DIVISION OF PROGRAM QUALITY ASSURANCE February 22, 1999

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#### Summary

This is a report on the fifth survey to monitor the well-being of former clients of the South Carolina Family Independence Program (FI). This report presents statistics from the most recent sample, and for comparison, selected twelve month totals for leavers during calendar year 1997 (including the most recent sample) and for those who left during the first three months of the first year of FI.

Households were randomly selected from FI cases that were closed for any reason during October, November, or December 1997. Interviews were conducted with 429 former clients by staff from the South Carolina Department of Social Services' Division of Program Quality Assurance during September, October, November, and December 1998. The response rate was 80%. Almost all of the interviews were conducted over the telephone, with eight conducted in respondents' homes.

Some highlights of the survey results are:

• Of the reasons respondents gave for leaving FI, the most frequent ones related to income from jobs (64%), somewhat lower than the rate for all cases closed during 1997 (69%) and a bit higher than for cases closed during October to December, 1996 (58%).

• At the time of the interview, 55.2% of the respondents said they had jobs, and were working an average of 35.7 hours per week at an average wage of \$6.44 per hour. This is the fewest number of respondents employed at the time of the interview seen in surveys to-date. The sample had a larger number of former clients who had not been employed since leaving welfare, and the employment statistics for this sample most closely resembled that of clients who left during October to December during the previous year, 1996. The most common reasons given for unemployment were personal disability, lay-offs, pregnancy, and lack of child care or transportation.

• An estimated 84% of the children and 52% of the adults in respondents' families had some form of health insurance coverage, with the majority of these covered by Medicaid. The proportion of children covered by Medicaid was significantly lower than that noted for the previous survey, suggesting that expanded eligibility criteria may have had no effect or only a temporary effect on children in transitional families. Perceived unmet medical need occurred in 8.2% of the households.

• Respondents to this survey said that they had a motor vehicle available for their use at a rate (46.2%) about the same as that noted for all cases closed during 1997, and higher than the proportion with a vehicle during the first six months of closures (about 40%).

• About 26% of households have had difficulty either finding or paying for child care since leaving FI, and 10.7% had both problems.

• As in previous surveys, about a third of the households had problems making timely payments for housing and utilities after leaving welfare. Unlike the earlier surveys, significantly more of the latest respondents reported interruptions in water, electric, or telephone services after leaving FI, compared to the time on public assistance.

• Almost nineteen percent of the households in this survey said there was a time when they had no way to buy food after leaving welfare.

• Almost two-thirds of the respondents expressed positive attitudes toward the Department of Social Services and the welfare program although a trend is now evident for each successive sample to be less positive.

• Many respondents once again said they did not know about transitional benefits available to former FI clients. However, awareness of adult Medicaid coverage and child care assistance was higher in this most recent sample.

### Overview

South Carolina implemented its reformed statewide welfare program during 1996. The transformation of the AFDC program (Aid to Families with Dependent Children) began January 1, 1996 with the start of new job training and education components for adult AFDC recipients. On October 1, 1996, the full program began, and AFDC became the Family Independence (FI) Program, South Carolina's version of TANF, Temporary Assistance for Needy Families. The new program is a fundamental change in welfare, from one of distributing money to the poor to one that helps clients to become independent, productive members of South Carolina's workforce. The change has challenged both the clients of the program and the South Carolina Department of Social Services (DSS).

The Family Independence Program attempts to remove barriers to self-sufficiency for as many clients as possible, making available transportation, child care assistance, health care coverage, job training, and food stamps for those clients who would not otherwise be job-ready. After leaving the program, most lower income families are eligible to receive food stamps and Medicaid coverage for children, depending on need and income level. Clients who leave the program to take a job may also receive Medicaid coverage for themselves and assistance to purchase child care.

Under the new plan, households may receive a maximum of 24 months of economic assistance during a ten-year period, and a maximum of 60 months over an individual's lifetime. In exchange for money and other benefits, able-bodied adults take steps toward supporting themselves and their families from employment instead of public assistance. Unlike the AFDC program, spouses are eligible to participate in FI.

The consequence of non-compliance with FI requirements is stricter under the new program. This is termed "full-family sanctioning." Under the old welfare program, if an adult failed to complete a requirement, assistance would be withheld from that adult while other members of the family continued to receive benefits. Now, the sanction for non-compliance is termination of benefits for an entire family. The sanction is intended to motivate adults to stick with the often difficult task of finding and keeping employment. However, some families still leave the program due to sanctions.

As part of a larger plan for monitoring and evaluating the Family Independence Program, DSS implemented the first in a series of surveys during the summer of 1997 to learn about the fates of former clients. That study assessed how well former clients were supporting themselves and their families after their FI cases were closed during October, November, and December 1996. The study was repeated on new samples of clients who left FI during 1997.

This report presents results from the fifth survey of a sample of closed cases. Data collection was carried out by DSS' Division of Program Quality Assurance from September 12 to December 7, 1998.

Several criteria determined who was to be surveyed during this study. A family's case had to have been closed at some point between October 1, 1997, and December 31, 1997. At least one of the household's members was an able-bodied adult required to seek employment while on FI. The family could not have returned to FI since their case was closed last year. 3,904 families met these eligibility criteria. One out of every seven households was randomly selected for the survey, yielding a sample size of 558 families. Interviews were conducted with former clients from 429 households for a response rate of 80.3%, excluding 24 households found to be ineligible for the survey. The refusal rate was low, 3.8% (20/534). The reader is referred to the Technical Addendum in this report for more details on the survey methodology and an analysis of non-respondents.

### DSS Reasons for Case Closure

The table below provides a comparison of the two October to December samples, and the totals for cases closed during calendar year 1997:

	Closure	Period	
	1997 Total	Oct-Dec '97	Oct-Dec '96
	n=1617	n=429	n=411
Earned Income	48.3%	46.9%	32.4%
Sanctioned	23.3%	24.9%	29.4%
Procedural	10.7%	8.6%	11.7%
Voluntary Withdrawal	9.8%	10.3%	19.0%
Ineligible	5.9%	6.1%	6.3%
Unearned Income	1.5%	2.1%	1.0%
Application Opened in Error	0.4%	1.2%	0.2%

Types of Case Closure for Respondent Households

Note: Figures in the "1997 Total" column were weighted to account for disproportionate sampling across the four sampled closure periods.

The pattern of statistics for the latest sample is similar to that for the entire calendar year 1997. Leavers during the last quarter of 1997 differed from those leaving in the last quarter of 1996. In the latest sample, more households left for reasons of earned income and fewer for reasons of voluntary withdrawal. The reader may recall that in the first quarter of FI, October to December 1996, voluntary withdrawal masked exits that were actually due to acquiring jobs that respondents mentioned in the interviews, but did not report to DSS upon exit from public assistance.

### Reasons Given by Respondents for Leaving the Family Independence Program

Respondents were asked, "What do <u>you</u> say are the reasons that you no longer get welfare?" Multiple reasons could have been mentioned. Refer to the next page.

The pattern of reasons given has been very stable over all of the surveys though slightly fewer respondents mentioned "Got a job" in both of the Oct-Dec leavers samples.

For leavers during calendar year 1997, the most frequently mentioned reasons for leaving were "Got a job", "Earned too much money", "Simply did not want to be on FI", and "Requirements too much hassle." This was the pattern seen in all but the 1996 Oct-Dec sample, in which instead of "Requirements too much hassle," a wider range of reasons were given by six to eight percent of the respondents.

	Oct-Dec '97	Percent N	lentioning	1997
RESPONDENT REASONS	Mentions	Oct-Dec '97	Oct-Dec '96	Total %
Got a job	189	44%	43%	48%
Earned too much money	84	20%	15%	21%
Simply did not want to be on FI	53	12%	13%	12%
Requirements too much hassle	28	7%	6%	11%
Other Reasons	23	5%	3%	4%
Not willing to go through training/education	22	5%	7%	4%
No transportation - could not meet FI requirements	21	5%	6%	4%
Child support income pushed income over the limit	18	4%	1%	3%
Change in household members, lost eligibility	16	4%		4%
Could not complete training/education	16	4%	5%	3%
Late in supplying information	12	3%		3%
Don't know why case was closed	12	3%	1%	2%
Partner/Husband/Father of children in home	11	3%	2%	2%
No child care - could not meet FI requirements	10	2%	1%	2%
Too much money, not from jobs	10	2%	2%	2%
Wanted child support without DSS involvement	9	2%	8%	3%
Didn't want to give information	8	2%	2%	1%
Moved out of state	7	2%	0%	1%
Considers self unable to work	6	1%	0%	1%
Unwilling/unable to identify father of children	6	1%	1%	2%
DSS did not tell that something needed to be done	5	1%	0%	1%
Non-cash resources over limit	3	1%	0%	0%
Got training/education then got job	2	0%	0%	1%
Family problems	2	0%	0%	1%
Missed FI appointment	2	0%	1%	1%
FI helped get needed child care	2	0%	0%	0%
FI did not provide enough money	0	0%	1%	1%
Left for reasons of pride/dignity	0	0%	3%	2%
Could not do/Did not like job	0	0%	1%	1%
Problem with caseworker	0	0%	0%	1%

Self-Reported Reasons for Leaving the Family Independence Program

\* The table reflects <u>respondents' opinions</u> that do not necessarily relate to reasons recorded by the Family Independence Program when respondents' cases were closed. Numbers of respondents for each of the sample percentage columns are: Oct-Dec '97, 429; Oct-Dec '96, 411. "Percent Mention" is the number of respondents who reported a reason, divided by the number of respondents, then multiplied by 100. Respondents could have given more than one reason. "1997 Total %" are based on the results of four samples of leavers during calendar year 1997, weighted for disproportionate sampling.

### How Well Are Former Family Independence Program Clients Doing?

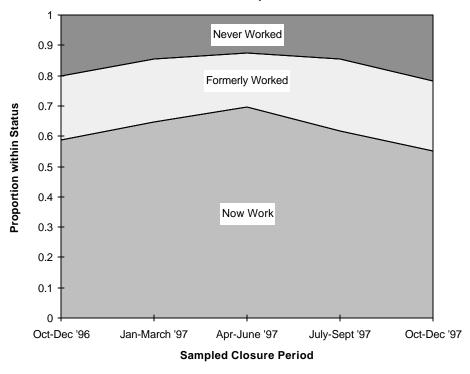
### **Employment since Leaving the Family Independence Program**

237 (55.2%) of the respondents were employed at the time of the latest interviews. This rate is significantly less than the 61.8% noted in the previous survey. The lower rate of current employment in the Oct-Dec 1997 sample seems to be due to more respondents reporting <u>no</u> employment since leaving welfare, a pattern that closely resembles employment status noted for the Oct-Dec 1996 leavers, but not for any of the other samples. It is likely that there is some kind of seasonality that effects this pattern, though there is not yet sufficient data to study this in detail. The table and chart below compare work status of respondents from each of the five samples that were surveyed to-date.

	Oct-Dec '97	Jul-Sep '97	Apr-Jun '97	Jan-Mar '97	Oct-Dec '96	
Status	n=429	n=403	n=391	n=395	n=411	Total 1997
Now Work	55.2%	61.8%	69.6%	64.6%	58.6%	63.0%
Formerly Worked	23.1%	23.8%	17.9%	20.8%	21.2%	21.4%
Never Worked	21.7%	14.4%	12.5%	14.7%	20.2%	15.7%

Work Status Reported at Time of Interview - Five Samples

Note: "Total 1997" is based on the results of four samples, those closed during calendar year 1997, weighted for disproportionate sampling.



Respondents' Work Status within Each of the Five Samples of Closed Cases

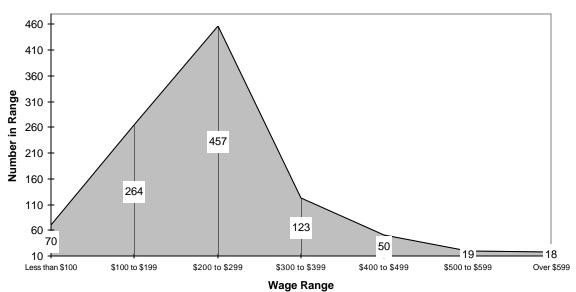
The proportion of former clients who had jobs at some time since leaving FI (the bottom two bands of the chart) climbed steadily from the first period to the third, at which point it leveled

off. The proportion dropped in the latest sample due to a larger number of respondents who did not work since leaving welfare. The pattern in the latest sample resembles that for the first sample, households that left welfare during the same months during 1996.

The fifth survey's results again remind us that these surveys are cross-sectional (i.e. snapshots of former clients at given points in time). Factors that the survey design may miss are the impact of temporary or seasonal work, of the state's economy and any other of a multitude of influences on the numbers of people employed at the time of the interviews. There could also be individual factors as well as more global ones: something may stimulate clients to leave FI during the last part of the year despite their not having jobs, although reasons for leaving (presented in the previous section) do not seem to explain this. In any case, if respondents were interviewed repeatedly instead of just once, a more complete picture of the currently versus formerly employed might arise (refer to the Technical Addendum in this report for a discussion of possible bias related to timing of interviews relative to the date of case closure). For the moment, the reader is cautioned about making comparisons of employment rates across samples.

Of the 237 employed respondents from this latest survey, the average number of hours worked per week was 35.7 at an average pay of \$6.44 per hour. 79.3% (188/237) were working 30 or more hours per week for an average \$6.57 per hour, and 19.0% worked 15 to 29 hours per week at an average \$5.91 per hour.

For those who were employed at the time of their interviews, personal earnings were fairly steady among leavers during calendar year 1997. For example, 85.7% of the most recent sample reported personal, weekly earnings of from \$100 to \$400 per week (or, roughly, \$433 to \$1733 per month). For four surveys combined, 84.7% showed weekly earnings of \$100 to \$400. The distribution of weekly earnings from data for leavers during calendar year 1997 is represented in the chart below:



#### Weekly Wages Reported by Respondents Employed at Time of the Interview: Family Independence Leavers during Calendar Year 1997

Major Category/Subcategory	Number	Percent Total
Service Occupations	131	36.2%
Food & Beverage Preparation	41	
Miscellaneous Personal Service	27	
Lodging & Related Service	21	
Domestic Service	14	
Apparel & Furnishings	8	
Building & Related Service	8	
Protective Service	7	
Barbering, Cosmetology	5	
Amusement & Recreation	0	
Clerical & Sales Occupations	128	35.4%
Computing & Account-Recording		55.470
	80	
Stenography, Typing, Filing	19	
Information & Message Distribution	4	
Miscellaneous Sales	5	
Miscellaneous Clerical	3	
Production & Stock Clerks	3	
Sales, Commodities	3	
Sales, Services	7	
Sales, Consumable Commodities	4	
Machine Trades	24	6.6%
Textile	13	
Assorted & Miscellaneous Materials	9	
Mechanics & Machinery Repairers	1	
Printing Occupations	1	
Benchwork	21	5.8%
Fabrication & Repair of Textile, Leather & Related Products	10	0.070
Fabrication & Repair of Products Made from Assorted Materials	2	
Assembly & Repair of Electrical Equipment	2	
Fabrication & Repair of Plastics, Synthetics, Rubber	2	
Fabrication, Assembly, and Repair of Metal Products	2	
Painting, Decorating Fabrication & Repair of Sand, Stone, Clay and Glass Products	2	
	1	
Miscellaneous	23	6.4%
Packaging, Materials Handling	10	
Motor Freight	5	
Transportation	5	
Graphic Art Work	1	
Production & Distribution of Utilities	2	
Professional/Technical/Managerial	11	3.0%
Education	6	
Miscellaneous Professional/Technical/Managerial	3	
Managers & Officials	1	
Medicine & Health	1	
Processing	8	2.2%
Processing of Assorted & Miscellaneous Materials	1	2.270
Processing of Food, Tobacco & Related Products	4	
Processing of Chemicals, Plastics, Synthetics, Rubber, Paint	3	
Structural Work	8	2.2%
Electrical Assembling, Installing, & Repairing	3	
Construction	3	
Painting, Plastering, Cementing	2	
Agricultural, Fishery, & Forestry	8	2.2%
Plant Farming Occupations	3	
	3	

Categorization of Jobs for 336 Respondents Employed Since Leaving Welfare \*

\* Note: 336 primary jobs and 29 second jobs were submitted for coding. Three job descriptions were not codeable. "Percent Total" is the percent falling into a major category relative to the 362 job descriptions coded.

	Had a Job Since Leavir	ng Public Assistance?
Reason Given	No Job, n=93	Had Job, n=99
Physical/ Mental Illness or injury(self)	36	21
Percent all reasons in column	31.6%	18.4%
Laid off from job	0	25
Percent all reasons in column	0.0%	21.9%
Have no transportation	13	10
Percent all reasons in column	11.4%	8.8%
Currently or recently pregnant	6	13
Percent all reasons in column	5.3%	11.4%
Lack child care	10	9
Percent all reasons in column	8.8%	7.9%
Can't find a job	12	5
Percent all reasons in column	10.5%	4.4%
Other Reason	7	6
Percent all reasons in column	6.1%	5.3%
Can't find job that pays enough	8	4
Percent all reasons in column	7.0%	3.5%
Want to stay home with children	7	4
Percent all reasons in column	6.1%	3.5%
Illness or injury (take care of other person)	5	3
Percent all reasons in column	4.4%	2.6%
Quit job	1	6
Percent all reasons in column	0.9%	5.3%
Fired from job	0	5
Percent all reasons in column	0.0%	4.4%
Don't have skills	5	0
Percent all reasons in column	4.4%	0.0%
In full or part time education/training	3	0
Percent all reasons in column	2.6%	0.0%
Felt disrespect from coworkers or boss	0	2
Percent all reasons in column	0.0%	1.8%
Could not get to job on time	1	1
Percent all reasons in column	0.9%	0.9%
Lose benefits if working/Delay restart benefits	0	0
Percent all reasons in column	0.0%	0.0%

### Reasons Given for Current Unemployment by 192 Respondents

Job descriptions reported by respondents to the fourth survey were coded into general categories and further into more detailed subcategories for those who had worked at any time since leaving welfare. As in past samples, most of the jobs reported were either in service, or clerical and sales occupations (71.6%). The table on the page 9 shows the types of jobs held by 336 respondents since leaving the FI program.

The table on page 10 summarizes the reasons for unemployment given by the most recent respondents at the time of the interview. The table is ordered from the most to the least frequently mentioned reasons. Respondents could give more than one answer, so the numbers in the cells will not sum to the numbers of respondents. The five most frequently given reasons were : a physical or mental disability, job layoffs, lack of transportation, pregnancy, lack of child care, and inability to find a job. The most common reasons in this survey differ from the previous survey. More respondents from the most recent sample claimed disability (22.2% for those with no job and 13.9% for those who had worked in the prior survey). More layoffs were reported in this survey among those who had worked since leaving welfare (21.9% compared to 10.4% in the fourth survey). Pregnancy, and lack of transportation or child care were mentioned by the most recent sample at roughly the same rates as in the previous sample.

There were 54 households in which there was a spouse, partner, or significant other among cases closed during the fourth quarter of 1997. Of these 54 partners, 27 (50.0%) were working at the time of the survey. As was the case with employment among respondents, this rate is lower than that observed for the previous survey (64.7%).

### Medical Insurance Coverage

Very few households reported unmet medical need for the period when receiving public assistance. 1.4% said they only had unmet need while on welfare, and 1.4% said unmet need occurred both during and after leaving the program (a total of 2.8% while on welfare).

More households, 8.2% (6.8%+1.4%), reported being unable to get care since leaving welfare (compared to the time during welfare, 2.8%).

			٢	/es	
	Never	Before Welfare	During Welfare	After Welfare	During & After
Did somebody in your home ever get sick or hurt when you could not get medical care?	384	6	6	29	6
Percent of Total Answers	89.0%	1.6%	1.4%	6.8%	1.4%

Over five surveys of closed cases, the pattern has been for former clients to report more unmet medical need after leaving welfare. On the positive side, the amount of unmet need has been relatively small, and decreased by half from the first survey to the last:

Percent Reporting Unmet Medical Need b	v Survev S	Sample

	Closure Pe	eriod	1997
C	Oct-Dec '97	Oct-Dec '96	Total
	8.2%	<b>16.3</b> %	9.2%

Note: Statistics in **bold** type face are significantly different from those of the latest survey at p<.05, z-test.

At the time of the latest interviews, 74 households (17.2%) lacked health insurance altogether. 355 (82.8%) had at least some household members covered. Of the households with at least some coverage, 7.0% (25/355) reported being unable to get care since leaving welfare.

	Closure Period				
	Oct-Dec '97	Jul-Sep '97	Apr-Jun '97	Jan-Mar '97	Oct-Dec '96
Children	84.0%	90.8%	84.0%	81.3%	81.2%
Adults	51.7%	52.3%	49.7%	35.3%	46.4%

#### Percent Adults and Children Covered by Health Insurance

Note: Statistics in **bold** type face are significantly different from those of the latest survey at p<.05, z-test.

There were 900 children reported to be living with respondents in this most recent survey. 756 children (84.0%) were said to be covered by some form of insurance, 6.8 percentage points lower than were covered in the previous survey. In August, 1997, Medicaid eligibility for children was expanded within the state. Previously, it was thought that the expansion explained why more children were covered among July to September 1997 closures. These latest results suggest at best that the effect of the expansion may have been temporary; it is also possible that other reasons explain the higher coverage rate in the previous sample.

A much lower proportion of the estimated 648 <u>adults</u> were covered by insurance, 51.7%. This was roughly the same rate observed since the third survey of closed cases.

Here are more details for households that had insurance coverage in the latest sample. Note that the unit for the following table is the <u>individual</u>, not the household.

	Number Covered		
	Children Adults		
Medicaid	662	241	
Private Insurance	86	72	
Medicare	0	15	
CHAMPUS, Military	8	7	
Totals	756	335	

### Types of Coverage and Who Is Covered for 355 Households with Health Insurance

Respondents with private insurance reported who paid the premiums. Most respondents paid some and employers paid some. An absent parent contributed to coverage in 6 households.

Who Pays Premiums for 64 Households with Private Insurance? More than one source of payment was possible

	Number
Pays All or Part	Households
Employer	44
Self	35
Absent parent	6

### Transportation

One hundred and ninety-eight of the most recent respondents (46.2%) had a car, truck or motorcycle available to use. In 159 of these households, the vehicle belonged to the respondent. Vehicle availability was slightly higher for cases closed in the last guarter of 1997 than for cases closed during the same period in 1996. Figures for the most recent survey were similar to for cases closed during the entire calendar year of 1997.

	Closure	1997	
	Oct-Dec '97	Total	
Have Use	46.2%	41.1%	45.8%
Have Use & Own	37.1% 31.1%		36.6%

Have a Vehicle to Use by Survey Sample

Note: "1997 Total" reflects answers from four samples covering cases closed during calendar year 1997, weighted for disproportionate sampling.

Among the most recent respondents who did not own the vehicle, 21 had a vehicle available within the home and 18 used a vehicle owned by someone outside the home. Thirty-three of these 38 paid an average of \$9.27 per week as a share in the cost of the vehicle's upkeep.

Eleven of the 18 respondents who had a vehicle repossessed since leaving welfare said that they had a vehicle available for their use at the time of the interview.

Those who did not have use of a vehicle employed the following forms of transportation (multiple forms of transportation may have been mentioned by an individual):

No Vehicle at Home					
	# Using				
Ride w/ friend/neighbor	171				
Bus	31				
Taxi	21				
Borrow vehicle	27				
Walk	31				
Bicycle	1				

# Transportation Used by Those With

Half of the 186 respondents (93) who borrowed a vehicle or rode with a friend or neighbor shared expenses on the vehicle, the average contribution being \$13.88 per week (12 respondents both got rides and borrowed vehicles). Forty of forty-six people who used public transportation (bus and/or taxi) paid an average of \$14.72 for fares per week.

### Sources and Use of Child Care

414 of the 429 respondents who left welfare during October to December, 1997 still had children in the home at the time of the interview. One hundred and ninety-one households (44.5% of 429) had preschoolers, 320 (74.6%) had school-aged children, and 97 (22.6%) had both preschooland school-aged children.

Respondents were asked about obtaining child care, whether they could find care and whether they could pay for it. If they could not get it, respondents were questioned about when the unmet need occurred. This table shows how people answered in the latest interviews:

		YES			
	Never	Before Welfare	During Welfare	After Welfare	During & After
Have you ever needed a regular baby sitter or child care service but could not <u>pay</u> for it?	303	14	32	46	34
Percent of Total Answers	70.6%	3.3%	7.5%	10.7%	7.9%
Have you ever needed a regular baby sitter or child care service but could not <u>find</u> it?	310	13	28	48	30
Percent of Total Answers	72.3%	3.0%	6.5%	11.2%	7.0%

Comparing experiences during welfare with those after leaving the program, the differences were not statistically significant (without regard to people with problems both during and after), though a few more households reported problems paying for care and problems finding care after leaving public assistance.

About 26% of households have had some kind of difficulty regarding child care (finding or paying for it) since leaving FI during October to December, 1997. Forty-six families (10.7% overall) had <u>both</u> problems, affording and finding care, after leaving FI.

Households with post-welfare difficulties in obtaining child care have persisted as roughly one fifth of all closures:

	Closure	1997	
	Oct-Dec '97	Oct-Dec '96	Total
Have you ever needed a regular baby sitter or child care service but could not <u>pay</u> for it?	18.6%	20.2%	19.0%
Have you ever needed a regular baby sitter or child care service but could not find it?	18.2%	n/a	18.0%

A much higher proportion of the parents with preschoolers had someone besides themselves to look after their children (117/191 or 61.3%) than did parents of older children (74/320 or 23.1%), a Child Care Providers by Reported Use, Age of Children, and Cost

	Homes with Preschoolers			Homes with	School-Age	ed Children
	Number H	ouseholds	Avg. Paid	Number Ho	useholds	Avg. Paid
Care Provider	Use	Pav	per Week*	Use	Pay	per Week*
School program	1	0		1	1	\$7
Friend	14	9	\$46	11	8	\$36
Relative	50	29	\$30	32	13	\$26
Church	1	1	\$10	0	0	
Child care center	30	24	\$23	15	12	\$17
Head Start	5	1	\$20	n/a	n/a	n/a
Family Day Care Home	7	7	\$19	1	1	\$5
Group Day Care Home	8	8	\$26	10	10	\$23
Other	3	1	\$50	4	3	\$13
All providers	119	80	\$28	74	48	\$24

\* Note: Averages were computed only for families that said they paid for care. It is possible that more than one child may have been covered by a reported cost. It is also possible that respondent paid only part of the cost of care.

pattern repeated in the latest sample from prior ones. Of the 113 <u>employed</u> respondents who had preschoolers, 93 (82.3%) had someone else to look after them. Sixty-three of 178 (35.4%) employed parents with school-aged children used child care for them.

Over half the providers were family members or were friends, as has been the case for prior samples. The reported costs for family and friends were higher than for child care centers (the \$50 weekly payment for preschool care was for a babysitter). It is possible that family and friends are more expensive, that they provide more hours of care, or that the average cost of care does not include any subsidy from the state; any of these reasons could explain the higher cost. Forty-two families with preschoolers (35.9% of those reporting a provider) said they were getting state assistance for their child care while 24 (32.4%) of those with school-age children got state assistance. Over the latest four samples, the use of assistance for school-age children climbed steadily then went down, whereas subsidies for pre-schoolers' care rose slightly and then leveled off (respondents were not asked about subsidies in the first sample).

		1997			
	Oct-Dec '97	Jul-Sep '97	Apr-Jun '97	Jan-Mar '97	Total
Pre-School	35.9%	34.4%	37.5%	28.1%	33.7%
School Age	32.4%	37.5%	30.0%	24.4%	31.2%

### Percent Reporting Care Subsidy among Those Using Child Care

### Deprivation: Before, During and After the Family Independence Program

Of particular concern is whether former clients of the Family Independence Program are worse off without public assistance. A series of questions assessed whether certain problems have occurred in their households and if so, when the problems happened. Answers from the most recent sample are tabulated on the next page. In order to determine the total proportion or number having a given problem during the time while on welfare or after leaving welfare, one must add the contents of the "Both" column to each. "Both" separates out cases reporting a deprivation in both periods.

Most respondents never experienced the deprivations they were asked about. The most frequently mentioned problems (without regard to time) were inability to pay bills, lack of child care, no money for food, and inability to pay for health care.

Many people said they had failed to pay bills for utilities or for housing, only a few had gone without these. Overall, one-hundred and twenty-five respondents reported that they had <u>ever</u> gone without heat, water, or electricity at some time; 75 had at least one of these problems since leaving FI. Twenty-four had <u>ever</u> made use of a homeless shelter, with 11 reporting shelter use since leaving welfare. However, this latest sample is distinguished by significantly more interruptions in water or electric services after leaving FI than while on the program. More households reported loss of telephone service after welfare compared to the time on welfare.

The most notable differences between proportions pertain to health care and ability to purchase food under "During Welfare" and "After Welfare". There was nearly a fivefold rise in the perceived need for medical care (from 1.4% to 6.8%). More households endured a period without money for food after welfare, 14.4%, than while on welfare, 4.1%.

Of those who reported a time when they could not buy food (35 households while on welfare, 80 after welfare, combining the "Both" column with each of the "On FI" and "After FI" columns), by far, the most common recourse was to seek help from friends or relatives (71.4% on welfare, 66.3%

after welfare), followed by getting help from a church (25.7% on welfare, 18.8% after welfare), or a shelter or food pantry (22.9% on welfare, 21.3% after). No respondent said they went hungry for a time on welfare and only one family went hungry during a time since leaving welfare.

٦	Never	Before FI	On Fl	After FI	Both
Did you ever get behind on a utility bill?	236	26	59	63	45
Percent of Total Answers	55.0%	6.1%	13.8%	14.7%	10.5%
Have you ever gotten behind in rent or other payment for					
housing?	253	29	36	73	38
Percent of Total Answers	59.0%	6.8%	8.4%	17.0%	8.9%
Was your telephone ever cut off?	269	15	39	74	32
Percent of Total Answers	62.7%	3.5%	9.1%	17.2%	7.5%
Have you ever needed a regular baby sitter or child care					
service but could not <u>pay</u> for it?	303	14	32	46	34
Percent of Total Answers	70.6%	3.3%	7.5%	10.7%	7.9%
Was there ever a time when you had no way to buy food?			10		
, , , ,	307	24	18	63	17
Percent of Total Answers	71.6%	5.6%	4.2%	14.7%	4.0%
Have you ever needed a regular baby sitter or child care	240	10		40	20
service but could not find it?	310	13	28	48 11.2%	30 7.0%
Percent of Total Answers	72.3% 332	3.0% 17	6.5% 25	45	10%
Did you ever go without electricity in your home?					
Percent of Total Answers	77.4%	4.0%	5.8%	10.5%	2.3%
Did you ever have to move because you could not pay for housing?	358	13	20	29	9
Percent of Total Answers	83.4%	3.0%	4.7%	6.8%	2.1%
Did you ever go without heat in your home?	377	7	16	23	6
Percent of Total Answers	87.9%	1.6%	3.7%	5.4%	1.4%
Did somebody in your home ever get sick or hurt when	01.070	1.070	0.770	0.470	1.470
you could not get medical care?	382	6	6	29	6
Percent of Total Answers	89.0%	1.4%	1.4%	6.8%	1.4%
Did vour water ever get cut off?	384	5	12	25	3
Percent of Total Answers	89.5%	1.2%	2.8%	5.8%	0.7%
Did a car or truck ever get taken away because you could					
not keep up payments?	389	9	13	16	2
Percent of Total Answers	90.7%	2.1%	3.0%	3.7%	0.5%
Did your children ever have to live with someone else					
because you could not take care of them?	391	1	14	18	5
Percent of Total Answers	91.1%	0.2%	3.3%	4.2%	1.2%
Did you have to go to a homeless shelter?	405	5	8	9	2
Percent of Total Answers	94.4%	1.2%	1.9%	2.1%	0.5%
Have you ever needed someone to look after an elderly					
parent but could not get anyone to do it?	416	0	5	4	4
Percent of Total Answers	97.0%	0.0%	1.2%	0.9%	0.9%

### Household Deprivations: Before, During, and After Being on Welfare (FI)

Note: Shaded cells within a row are significantly different at p<.05 according to McNemar's test for correlated proportions.

The table below compares the latest data to cases closed during the same quarter the year before and in the context of a calendar year's worth of FI closures. Statistics in the table apply to deprivations experienced after leaving the program. Households that left during the last quarter of 1997 were somewhat less likely to get behind on utility bills than those who left during the last quarter of 1996 or during calendar year 1997. Those in the latest survey had significantly less unmet need for medical care than those leaving during the corresponding quarter of 1996. They were also significantly more likely to report having moved than did the 1996 sample despite reporting nonpayment of rent at about the same rate as the 1996 sample.

	Closure	e Period	1997
	Oct-Dec '97	Oct-Dec '96	Total
Have you ever gotten behind in rent or other payment for housing?	25.9%	27.7%	26.0%
Did you ever get behind on a utility bill?	25.2%	29.7%	30.3%
Was your telephone ever cut off?	24.7%	22.1%	21.9%
Have you ever needed a regular baby sitter or child care service but could not <u>pay</u> for it?	18.6%	20.2%	19.0%
Was there ever a time when you had no way to buy food?	18.6%	19.2%	16.5%
Have you ever needed a regular baby sitter or child care service but could not find it?	18.2%	n/a	18.0%
Did you ever go without electricity in your home?	12.8%	9.7%	10.9%
Did you ever have to move because you could not pay for housing?	8.9%	5.1%	8.5%
Did somebody in your home ever get sick or hurt when you could not get medical care?	8.2%	16.3%	9.2%
Did you ever go without heat in your home?	6.8%	4.9%	6.3%
Did your water ever get cut off?	6.5%	6.8%	6.1%
Did your children ever have to live with someone else because you could not take care of them?	5.4%	3.4%	4.1%
Did a car or truck ever get taken away because you could not keep up payments?	4.2%	3.6%	4.5%
Did you have to go to a homeless shelter?	2.6%	1.2%	1.8%
Have your ever needed someone to look after an elderly parent but could not get anyone to it?	1.9%	n/a	1.9%

### Deprivations Reported after Leaving the Family Independence Program by Quarter of Case Closure

Note: Percentages within a row in bold type face are significantly different from those of the latest sample at p<.05, z-test.

### **Beliefs: Independence**

The belief items contain two scales with good psychometric properties, one scale of which assesses feelings of family independence. The same set of items used in the most recent survey were contained within the item set for the second and third surveys.

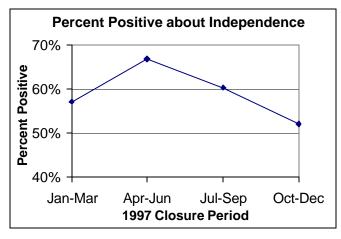
### Belief Items Indicating a Sense of Independence

	Strongly	/		Strongly
	Agree	Agree	Disagree	Disagree
Life was better when you were getting welfare	13	100	261	55
Percent of Those Answering	3.0%	23.3%	60.8%	12.8%
You buy little extras for yourself and your family				
without worrying about every penny.	15	178	206	30
Percent of Those Answering	3.5%	41.5%	48.0%	7.0%
You hardly ever worry about money anymore	4	86	242	96
Percent of Those Answering	0.9%	20.1%	56.5%	22.4%
You are pretty sure that you will not need to be on				
welfare again	23	194	191	21
Percent of Those Answering	5.4%	45.2%	44.5%	4.9%
You have more money now than when you were				
getting welfare	37	201	151	40
Percent of Those Answering	8.6%	46.9%	35.2%	9.3%
You feel like you are just barely making it from day				
to day	52	214	146	17
Percent of Those Answering	12.1%	49.9%	34.0%	4.0%

Confidence in one's independence was indicated by <u>agreeing</u> that one could buy extras without worrying about every penny, that one hardly worried about money anymore, that one is pretty sure of not needing welfare again, and having more money now, while <u>disagreeing</u> that life was better on welfare and day to day, one is barely making it.

73.0% said life was <u>not</u> better when they were on welfare. 55.5% agreed they had more money than when on welfare, and 45.0% said they buy extras without worrying about every penny. However, 49.4% believe they may end up on welfare again, and 62.0% agreed that they are barely making it from day to day. Only 22.0% hardly ever worried about money.

The six items related to sense of independence were recoded and combined to form an index reflecting each respondent's average score (1 to 4) for the items. This summary score was further simplified by coding it as "positive" or "negative" according to whether the average was above or below the midpoint, respectively, for the index. Proportions scoring as positive are shown in the chart below for samples of cases closed during 1997 (the questionnaire used for the first survey sample used a different item set and so that sample is not portrayed in the chart). The Apr-Jun sample had the largest proportion who were positive about their independence. Subsequent samples were less positive.



### **Beliefs: State-Administered Public Assistance**

A subset of items assessed respondents' views of the Family Independence Program and public assistance.

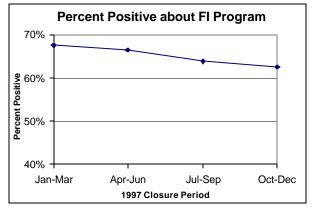
	Strongly			Strongly
	Agree	Agree	Disagree	Disagree
The welfare program was more about rules and red				
tape than about helping people.	29	185	197	18
Percent of Those Answering	6.8%	43.1%	45.9%	4.2%
The welfare program wants to get rid of people, not				
help them	22	110	260	37
Percent of Those Answering	5.1%	25.6%	60.6%	8.6%
Your DSS caseworker treated you with perfect				
fairness.	33	301	73	22
Percent of Those Answering	7.7%	70.2%	17.0%	5.1%
The money you got from public assistance was				
more trouble than it was worth	25	161	224	19
Percent of Those Answering	5.8%	37.5%	52.2%	4.4%
You felt like your DSS caseworker was a member				
of your family	5	143	247	34
Percent of Those Answering	1.2%	33.3%	57.6%	7.9%
The things you had to do to get public assistance				
were practically no hassle at all.	8	150	227	44
Percent of Those Answering	1.9%	35.0%	52.9%	10.3%

Beliefs Regarding State-Administered Public Assistance

A large percentage of the respondents, 49.9%, agreed that the welfare program was more about rules and red tape than about helping people though a smaller percentage, 30.7%, indicated that the welfare program wants to get rid of people, not help them. Some 56.6% agreed that money from public assistance was more trouble than it was worth and even more, 63.2%, disagreed that the requirements for welfare were no hassle at all. There was considerably less negativity expressed toward DSS caseworkers, with 77.9% agreeing that caseworkers had treated them with perfect fairness. 34.5% agreed that caseworkers were like members of their families.

The same procedure described above for independence items was applied to beliefs about the welfare program, giving a categorization to each individual of either "positive" or "negative" for this item set. The chart below shows the trend over the four samples drawn from cases closed in 1997:

Almost 70% of the Jan-Mar sample had positive attitudes toward state-administered welfare, but that rate shrank somewhat in each successive sample.



### Assistance in the Period after Leaving the Family Independence Program

### **Contributions to Support of Household Members**

Income from jobs is only one source of support for households. Families in transition from welfare to work would likely need and make use of other kinds of support, both public and private in origin. The table on page 22 lists other types of support reported by survey respondents. The table is sorted from most often mentioned support to least mentioned in the latest survey.

For both Oct-Dec samples, the three most frequently reported supports were Medicaid, Food Stamps, and the children's School Lunch Program. The Oct-Dec 1997 sample was less likely to be receiving cash from an absent parent or gifts of money from family or friends, and more likely to be using child care subsidies and non-DSS food assistance (i.e. WIC and school lunch program) than were those who left at the same time in the previous year.

Note that 57 respondents in the 1997 Oct-Dec sample said they were getting "child care assistance" at the time of the survey. This is eleven more respondents than said they were getting a state child care subsidy elsewhere in the questionnaire. Either respondents were receiving some other form of support to pay for child care (i.e. not from the state) or respondents may have interpreted the word "assistance" more broadly to include any sort help in child care, such as free babysitting.

DSS administrative records show that 17.6% of those responding to the latest survey were getting some support from an absent parent at the time of case closure. By the time of the interview, 33.3% of the current respondents said that at least one child was receiving support from an absent parent. Many of those owed child support left the FI program either because of the new child support income received or because they wanted to get the support without DSS' involvement, especially in the first months of FI.

## Awareness of Transitional Benefits: Food Stamps, Medicaid Coverage and Child Care

Clients who leave the Family Independence Program may continue to receive some transitional benefits even though they no longer receive a monthly check. The range of transitional benefits is conditioned on whether a client leaves to take a job and whether income falls below specified limits. Most clients will not exceed the earned income limits, and are eligible for Food Stamps and 24 months of Medicaid coverage for their children. If a client leaves FI to take a job, then the client may also be covered by Medicaid and receive assistance to pay for child care, up to 24 months of assistance.

Respondents were asked whether they knew about these transitional provisions. Here is a comparison of awareness across the five samples to-date:

		ł	Knew About?	?		1997
	Oct-Dec '97	Jul-Sep '97	Apr-Jun'97	Jan-Mar '97	Oct-Dec '96	Total %
Did you know that you may continue to						
get Food Stamps after leaving welfare?	352	316	308	296	309	
Percent	82.1%	78.4%	78.8%	74.9%	75.2%	78.3%
Did you know children may continue to						
get Medicaid after leaving welfare?	362	347	329	317	323	
Percent	84.4%	86.1%	84.1%	80.3%	78.6%	83.5%
Did you know that adults who leave						
welfare to work may continue to get						
Medicaid?	262	215	216	178	165	
Percent	61.1%	53.3%	55.2%	45.1%	40.1%	53.1%
Did you know that you may get						
assistance to pay for child care if you						
leave welfare to work at a job?	260	236	235	180	201	
Percent	60.6%	58.6%	60.1%	45.6%	48.9%	55.5%

Awareness of Provisions for Transitional Benefits by Closure Period

Note: Statistics in **bold** face are significantly different from those of the latest survey at p<.05, two tailed z-test

More respondents in all five surveys said they knew about Food Stamps and Medicaid coverage for children than about those benefits conditioned on work, adult Medicaid coverage and Transitional Child Care Assistance. In the first and second surveys of former clients (closed Oct-Dec '96 and Jan-March '97, respectively), a considerable number of respondents said they did not know about transitional benefits, and particularly, about those benefits conditioned on employment. Awareness was better for those in the three most recent samples, especially regarding adult Medicaid coverage and child care assistance.

The next table compares awareness according to whether DSS records indicated the respondent left FI to take a job.

	Adult M	edicaid	Child	Care
Closure Period	Left to Work	Not to Work	Left to Work	Not to Work
1997 Total %	73.6%	34.3%	69.9%	42.4%
Oct-Dec '97	77.1%	46.9%	74.6%	48.2%
Jul-Sep '97	72.2%	33.8%	71.7%	44.9%
Apr-Jun'97	74.8%	32.6%	73.3%	44.8%
Jan-Mar '97	70.7%	26.8%	60.4%	35.1%
Oct-Dec '96	69.9%	25.9%	66.9%	40.3%

Awareness of Provisions for Adult Medicaid and Child Care Assistance by whether DSS Knew Respondent Left FI to Work or Not

For each provision, awareness was higher among those presumably eligible for the benefit (overall for 12 months of closures, 73.6% among the working vs. 34.3% among non-working for Medicaid, and 69.9% vs. 42.4% for child care). Awareness of adult Medicaid and Transitional Child Care was highest for those closed during October to December, 1997, regardless of work status at FI exit. However, it can be seen from the statistics for the latest survey that a substantial number of former clients still claimed to be unaware of transitional benefits.

		Report	Getting	1997
		Oct-Dec '97	Oct-Dec '96	Percent
Medicaid		329	310	
	Percent	76.7%	75.4%	77.5%
Food Stamps		253	270	
	Percent	59.0%	65.7%	59.4%
School lunch program		246	204	
	Percent	57.3%	49.6%	49.2%
Child support from a child's parent		143	172	
	Percent	33.3%	41.8%	33.0%
WIC Supplemental Nutrition benefits		141	90	
	Percent	32.9%	21.9%	28.6%
Rent subsidy or public housing		98	103	
	Percent	22.8%	25.1%	23.8%
Help to pay bills from others outside				
household		76	N/A	
	Percent	17.7%		14.0%
SSI, Supplemental Security Income		60	57	
	Percent	14.0%	13.9%	12.0%
Child care assistance		57	31	
	Percent	13.3%	7.5%	14.9%
Free housing from parent/relative		53	N/A	
	Percent	12.4%		11.6%
Help to pay bills from others in househ	old	38	N/A	
	Percent	8.9%		10.0%
Social Security		36	37	
	Percent	8.4%	9.0%	8.2%
Gifts of money from family or friends		34	76	
	Percent	7.9%	18.5%	11.8%
Summer feeding program for children		33	47	
	Percent	7.7%	11.4%	69.1%
Fuel assistance		26	30	
	Percent	6.1%	7.3%	5.6%
Retirement or pension fund		10	N/A	
	Percent			1.1%
Unemployment benefits	_	9	9	
	Percent	2.1%	2.2%	1.8%
Workers' Compensation	_	3	1	<b>A A A A A A A A A A</b>
	Percent	0.7%	0.2%	0.4%
Other supports	<b>D</b>	1	6	0 70/
Design a sta fan dein e feste sere	Percent	0.2%	1.5%	0.7%
Payments for doing foster care	Davaard	1	2	0 40/
	Percent	0.2%	0.5%	0.1%

### Types of Support Received at Time of Interview by at Least One Member of Household

Note: Shaded cells indicate a significant difference between them at p<.05, z-test

### **Technical Addendum**

### Survey Sample Design

The sample size was designed to be 400 completed interviews. The maximum margin of error for a proportion estimated with this sample size is  $\pm$ .049, or about  $\pm$ 5% (95% confidence). Non-response was predicted to be 25%, and the sample size was inflated to 500 to account for this.

Several criteria defined members of the survey population. These criteria were:

- the Family Independence Program case was closed for any reason between October 1, 1997, and December 31, 1997;
- at least one household member was required to look for work, or was voluntarily seeking work;
- the household had received at least one check from FI; and,
- the household received no check from FI subsequent to case closure.

Sampling was carried out using DSS administrative data from an extract taken July 31, 1998.

3,904 households met the population criteria. This number divided by 500, the needed sample size, is 7.81, which was rounded down to 7. By this method, it was determined to select 1 in 7 households from the survey population, producing a sample of 558 households. A frequency in this report can be inflated by a factor of 7 to estimate the total number of households having the characteristic represented by the frequency among cases closed during October to December, 1997

A database was created with a record for each of the 3,904 households. A randomlygenerated number was assigned to each record and the file sorted in order of the random numbers from lowest to highest. It would have been acceptable at this point to merely take the first 558 records from the randomly sorted file, since in effect, that would be a simple random sample. However, since computers can only approximate the generation of random numbers, a second "layer" of sampling was applied, a systematic sample of the randomly ordered file. A random number between 1 and 7 was chosen to determine the first selected household, and thereafter, every 7<sup>th</sup> record was selected to choose a total sample of 558 households. Again, the systematic sample by itself would be an acceptable sampling method, but applying it to a randomly ordered file is an extra assurance of random selection. Since a computer program did the entire process, the extra sampling step added very little additional work.

This was the fifth sample in a series of follow-up surveys to track the well-being of former welfare clients. Each sample covered cases closed during a three-month period. Excluding the first sample and combining the subsequent four samples gives a sample of all cases closed from the Family Independence Program during calendar year 1997. This larger design is a 12-month sample stratified according to time of closure, with disproportionate probabilities of selection within strata, since the samples were drawn to achieve sample sizes of approximately 500 rather than selecting proportional to stratum size. Thus, for calculating statistics covering the entire twelve month period, weights

needed to be applied to each of the four time strata. The weights used for this purpose were:

1997	Numbers of Families		12-Month
<b>Closure Period</b>	Closed	Sampled	Weight
Jan-Mar	5,320	532	1.214833044
Apr-Jun	4,296	537	0.971866435
Jul-Sep	4,359	545	0.971643530
Oct-Dec	3,904	558	0.849947707
Total	17,879	2,172	

When applied to 12 months of samples, the total weighted sample size equals exactly the numbers of cases sampled (2,172). When applied to the respondent numbers of cases, the weighted number of respondents for 12 months was 1,616.06.

### **Data Collection**

Data collection was managed by DSS' Division of Program Quality Assurance (PQA). This began on September 12, 1998, and continued until December 8, 1998.

For the first four surveys, eight to 20 PQA staff each managed an assigned portion of the interviews. Interviewers were assigned a portion of the sample, and each interviewer worked on those cases, interviewing on the telephone or in respondents' homes, or if no interview was possible, establishing a final disposition for every case in their assignment. PQA decided to change this for the fifth survey. Nine PQA staff handled all initial attempts to contact sampled former clients by telephone, and completed interviews by phone when possible. The dispositions of all but 91 sampled households were handled by the nine interviewers. Then, the 91 households that required additional work were reassigned to eight of the nine initial interviewers plus 20 other trained staff. This was an attempt to minimize the amount of travel that each interviewer did, since at most, each interviewer had four such interviews to manage.

Telephone numbers were available from DSS records for all but 6% of the households. Interviewers were instructed to attempt a telephone interview with each selected household, making at least six attempts to contact an eligible respondent. Failing to make contact by phone, interviewers made at least one attempt to conduct the interview at the sampled home (this was a change from previous surveys where three attempts were made at the home). As it turned out, only eight of the interviews were conducted in the home. Twenty-one interviews were done by telephone after interviewers left notes requesting that former clients phone a DSS office to provide data.

If an address or telephone number was wrong, or if clients had moved, interviewers and central office PQA staff attempted to find a correct address or phone number. This was done by checking DSS databases (e.g. food stamps records, child support data, etc.), querying the post office, and in some cases, talking to neighbors at the old address, among other search methods.

The average interview took 15 minutes.

### Survey Response

The final disposition of the sample was as follows:

	Number	% Sample
Completed interview	429	76.9%
Now on FI/ineligible	24	4.3%
Refusal	20	3.6%
Unable to Contact	85	15.2%

The response rate was 429/534=80.3% (excluding the 24 ineligible households).

### **Questionnaire Belief Items**

The item set to measure beliefs underwent revision following a pilot study, and then again after each of the first two surveys of closed cases. The 12 belief items form two scales of 6 items each, measuring belief in one's family's independence, and attitude toward the public welfare program.

Items that were retained contributed to a clear pattern in factor analysis, loading primarily on one of the factors, but not both, in an orthogonal rotation of the factors. Further, each item had to contribute to the inter-item reliability of its respective subscale, as measured by Cronbach's alpha coefficient. These properties were rechecked using data from four samples of cases closed during calendar year 1997. The weighted number of cases for this analysis was 1,616.

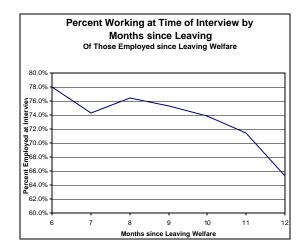
Cronbach's alpha for the six independence items was .74 in cases closed during 1997. For the six items measuring attitude toward state-administered public assistance, alpha was .70.

### **Coding of Respondent Job Descriptions**

Respondents described their jobs as part of the interview. The job descriptions were coded into occupational type according to the *Dictionary of Occupational Titles*. Coding was done by a staffperson in DSS' Division of Program Quality Assurance.

### Time since Case Closure and Employment

The timing of interviews since case closure from welfare has gradually lengthened since the surveys were first done. Respondents in the first sample, those who left during Oct-Dec 1996, were all interviewed within 6 to 9 months of leaving public assistance, while the most recent sample, leavers during Oct-Dec 1997 were interviewed 9 to 12 months after leaving. The most recent two surveys have shown apparent declines in the proportion of leavers who were employed at the time of the survey. However, it is also possible that this decline is the result of bias introduced by delays in beginning the surveys; that is, the longer one waits to interview, the higher the probability that a former client would be out of work. The chart below shows the proportion of former clients who were employed at the time of the interview out of all who were employed at some time since leaving welfare, as a function of months lapsed between closure and interview.



It does seem that employment at the time of the interview could decline with time. Unfortunately, it is not possible to separate out the effects of <u>time since closure</u> from the <u>period of closure</u>. One can merely be aware that employment at the time of interview and other indicators may have been affected by the shifting period of data collection.

### **Differences between Respondents and Non-Respondents**

Many different household characteristics were analyzed in comparisons of respondents and non-respondents. Where there are differences, these tend to be small. Given the relatively high response rate, the interview results are likely to be a good representation of the survey population.

### **DSS Reasons for Case Closure**

Reasons	Respondents	Non-Respondents
Sanction	107	24
Proportion Column	0.25	0.23
Earned Income	201	44
Proportion Column	0.47	0.42
Unearned Income	9	2
Proportion Column	0.02	0.02
Voluntary Withdrawal	44	9
Proportion Column	0.10	0.09
Other Ineligibility	26	25
Proportion Column	0.06	0.24
Procedural Violation	37	12
Proportion Column	0.09	0.11
Opened in Error	5	1
Proportion Column	0.01	0.01
Total	429	105

Reasons for Closure during October to December, 1997 Respondents vs. Non-Respondents

Note: Percentages in shaded cells are significantly different at p<.05, two-tailed z-test

There was a significant difference (z-test, p<.05, shaded cells) between respondents and non-respondents for the "Other Ineligibility" category. "Other Ineligibility" contains closure codes for "Cannot Locate" and "Non-Resident", among other reasons; most of the

difference between the groups are due to difficulties that would have made it hard for interviewers to find former clients.

### Months of Food Stamps Eligibility Following Exit from Welfare

Respondents remained on the food stamps rolls for more months (average=4.9 months) after leaving welfare than did non-respondents (average=3.2 months, t-test, p<.001). It is possible that respondents were more needy than non-respondents, and thus required a longer period of transitional food stamps. However, given that more of non-respondents had moved or could not be located, it seems more likely that the difference in time is due to non-respondents moving out of South Carolina and away from this state's food stamp system.

### Sex

95.8% of the respondents were represented by a female head of household. This figure was 93.3% for non-respondents. There were a few more males in the non-respondent group.

### **Race/Ethnicity**

Racial or ethnic differences between respondents and non-respondents were small and not statistically significant. A slightly larger proportion of blacks responded to the survey than did whites.

Race/Ethnicity	Respondents	Non-Respondents
White	103	35
Proportion Column	0.24	0.33
Black	323	67
Proportion Column	0.75	0.64
Hispanic	0	3
Proportion Column	0.00	0.03
Other	3	0
Proportion Column	0.01	0.00
Total	429	105

Race/Ethnicity for Closures during October to December, 1997 Respondents vs. Non-Respondents

Note: Percentages in shaded cells are significantly different at p<.05, two-tailed z-test

### Survey Questionnaire

The questionnaire was designed by Donald Klos, Ph.D., M.P.H., who worked closely with staff of DSS' Office of Program Reform, Evaluation and Research, and the Division of Program Quality Assurance.

The draft form of the instrument was pilot tested in June, 1997, in interviews with 69 respondents who were not part of a later sample. The questionnaire was revised in response to the pilot test, and revised again following its use in each of the first two surveys of closed cases.

The questionnaire for the next survey (the sixth) will be a new version that will be mostly the same as that used for samples 2 through 5.

### SOUTH CAROLINA DEPARTMENT OF SOCIAL SERVICES Review of Closed Family Independence Cases

## **Contact Tracking Sheet**

Date	Time of Day	Type Contact (circle one)	Result	Interviewer	Comments
		Tel House			
		Tel House			
		Tel House			
		Tel House			
		Tel House			
		Tel House			
		Tel House			
		Tel House			
		Tel House			
		Tel House			
		Tel House			
		Tel House			
		Tel House			
		Tel House			

### **RESULT CODES**

Code	Search Result	
Ν	No Answer/Not home	
Α	Made Appointment/Call Back	
S	Searched New Phone/Address	
L	Left Message	

CODE	<i>,</i>	
Code	Final Result	
-	Ineligible Never/Now on FI	
U	Moved/No address or phone	
0	No answer after repeated contacts	
R	Refused	
Т	Telephone Interview Completed	
С	Household Interview Completed	

### SOUTH CAROLINA DEPARTMENT OF SOCIAL SERVICES Review of Closed Family Independence Cases

Hello, my name is \_\_\_\_\_.

I'd like to speak to (respondent1) {Or (respondent2)}.

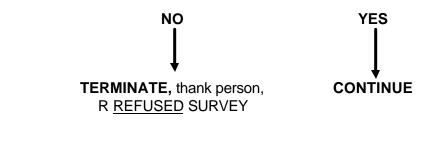
(if no respondent there, determine if respondent(s) still live(s) there, and either attempt to arrangement a callback, or if moved, find out where respondent(s) moved).

I'm working with the Department of Social Services. The reason I'm calling is to find out what is happening with people who used to be on welfare.

I'd like to ask you a few questions about how your life is going these days and about your experiences while on welfare. By "welfare", I mean money that you got from the Department of Social Services. This used to be called AFDC or Aid to Families with Dependent Children and is now called the Family Independence Program.

It is up to you whether you answer my questions or not. All information that you give me will be kept secret. There are no right or wrong answers to these questions. And, whatever you do, this will not affect your relationship with the Department of Social Services in any way.

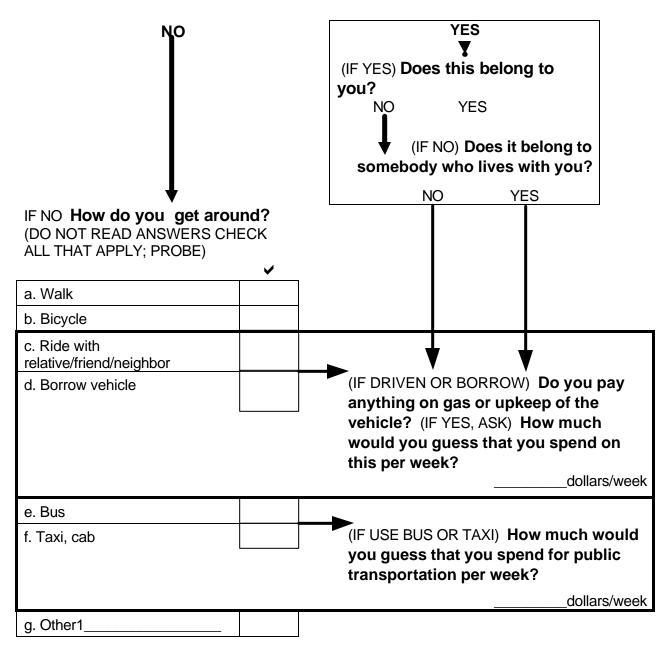
Will you answer a few questions for me?



START TIME FOR INTERVIEW: \_\_\_\_\_

First I'd like to ask what you do when you need to go somewhere these days.

1. Do you have a car, truck, or motorcycle that you use to get around?



I will read a list of things that may have happened to you. Each question can be answered "yes" or "no". If you say "yes", I'll ask when this happened. (CIRCLE NO OR YES, THEN IF YES, USE A CHECK MARK TO SHOW WHEN HAPPENED)

### FOR EACH <u>YES</u> ASK: DID THIS HAPPEN TO YOU WHILE YOU WERE ON WELFARE? then, DID THIS HAPPEN AFTER YOU LEFT WELFARE?

	Нарр	ened?	ON welfare	AFTER welfare	
2. Have you ever gotten behind in rent or other payment for housing?	NO	YES			
3. Did you ever have to move because you could not pay for housing?	NO	YES			
4. Did you ever get behind on a utility bill?	NO	YES			
5. Did you ever go without electricity in your home?	NO	YES			
6. Did you ever go without heat in your home?	NO	YES			
7. Did your water ever get cut off?	NO	YES			
8. Did you have to go to a homeless shelter?	NO	YES			
9. Was your telephone ever cut off?	NO	YES			
10. Did your children ever have to live with NO YES someone else because you could not take care of them?					
11. Have you ever needed a regular baby sitter or child care service but could not find it?NOYES					
12. Did a car or truck ever get taken away because you could not keep up payments?					
13. Have you ever needed someone to look after an elderly parent but could not get anyone to do it?					
14. Have you ever needed a regular baby sitter or child care service but could not <u>pay</u> for it?					
15. Was somebody in your home ever sick or hurt when you could not get medical care?	YES				
16. Was there ever a time when you had no way to buy food?	NO	YES			
IF DID NOT HAVE MONEY FOR FOOD ON and/or OFF WE PERIOD MENTIONED ABOVE:		FOR EA	<u>CH</u>		
17. When you did not have money for food, what did you and your family do? (DO NOT READ RESPONSES; CHECK ALL THAT APPLY; PROBE)				AFTER welfare	
Got meals or food at shelter/food kitcher		nungry			
Got meals of food at sheller/lood kitchel Got meals/food/money for food					
Were given food or money for food by frie					
Other					

### 18. How many school-age children live with you in your home?

(If R asks, "school age" means 5 to 18 years of age)

Number of children \_\_\_\_(IF ZERO, GO TO PAGE 6; Q.21ELSE DO 18a \_\_\_\_)

18a. How many of these children are attending school? (IF DURING SUMMER BREAK, ASK: How many of these children will be attending school in the fall?)

Number attending:\_\_\_\_\_ (IF NUMBER ATTENDING IS <u>SAME</u> AS THE NUMBER OF CHILDREN IN HOME, <u>SKIP TO 19</u> <u>AT BOTTOM OF PAGE</u>; ELSE, DO 18b\_\_\_\_)

18b. What about the one(s) who is/are not attending school?

(ALLOW R TO EXPLAIN. DO NOT READ RESPONSES. IF NECESSARY, PROBE TO <u>FIND OUT NUMBER OF CHILDREN IN EACH CATEGORY</u> BELOW)

## FOR EACH MENTIONED: Did that happen while you were still on welfare or after?

	Number of Children	
School Status	ON welfare	After welfare
Expelled		
Suspended		
Graduated		
Between schools due to move		
Medical Leave		
Other		
Dropped Out		
18c. IF ONE OR MORE DR	OPOUTS Did (	íthis

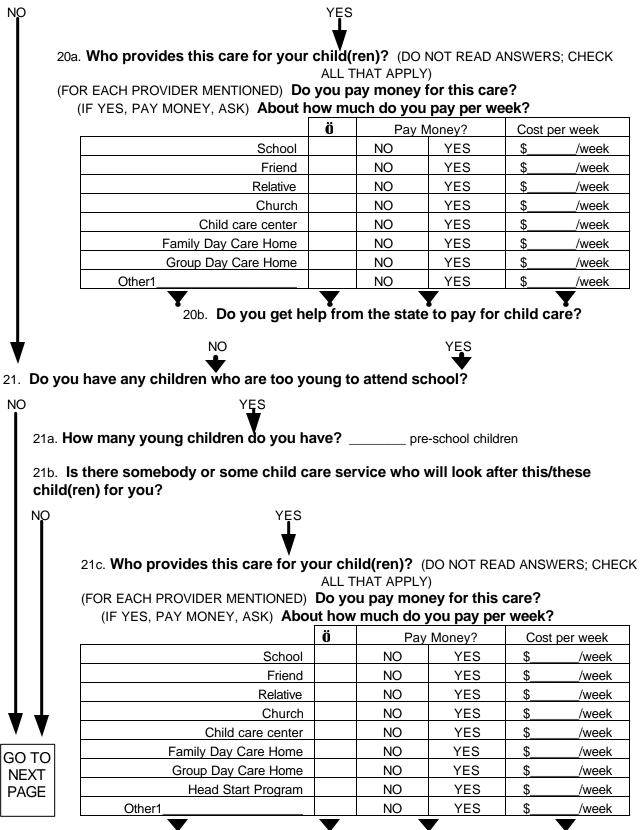
18c. IF ONE OR MORE DROPOUTS: Did (this child/any of these) drop out in order to take a job and earn money? IF YES, WRITE 1 IN THE SPACE BELOW OR ASK: How many children dropped out in order to work?

Number children dropped out to work: \_\_\_\_\_ children

19. (IF ONE OR MORE CHILDREN IN HOME) **Does this child/Do these children now work at a job that pays money?** (IF YES AND ONLY 1 CHILD, ENTER 1 BELOW; ELSE ASK) **How many children work at jobs?** 

Number of children working \_\_\_\_\_

20. (IF <u>NO CHILDREN IN SCHOOL</u>, SKIP THIS AND GO TO 21) **Do you have some kind of** extended care or after-school care for your child(ren) in school?



21d. Do you get help from the state to pay for child care?

YES

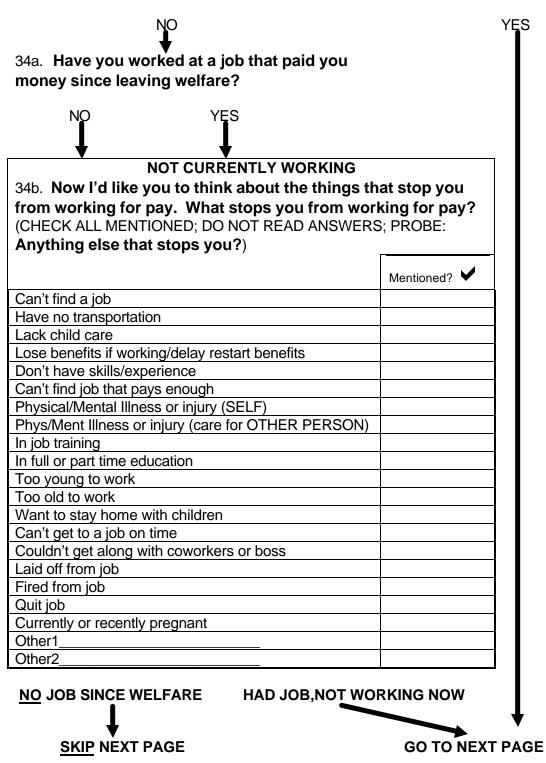
Next, I will read a list of statements. For each, I'd like you to tell me whether you strongly agree, agree, disagree, or strongly disagree. There are no right or wrong answers. (CIRCLE ANSWER; PROMPT BY REPEATING OPTIONS)

The first statement is (READ ITEM). Would you say you strongly agree, agree, disagree, or strongly disagree?

22. Life was better when you were getting welfare	SA	A	D	SD
23. The welfare program wants to get rid of people, not help them	SA	A	D	SD
24. The things you had to do to get public assistance were practically no hassle at all	SA	A	D	SD
25. You hardly ever worry about money anymore	SA	A	D	SD
26. Your DSS caseworker treated you with perfect fairness.	SA	А	D	SD
27. You have more money now than when you were getting welfare	SA	A	D	SD
28. You felt like your DSS caseworker was a part of your family	SA	A	D	SD
29. You buy little extras for yourself and your family without worrying about every penny	SA	A	D	SD
30 The welfare program was more about rules and red tape than about helping people	SA	A	D	SD
31. You are pretty sure that you will not need to be on welfare again	SA	A	D	SD
32. The money you got from public assistance was more trouble than it was worth	SA	A	D	SD
33. You feel like you are just barely making it from day to day	SA	A	D	SD

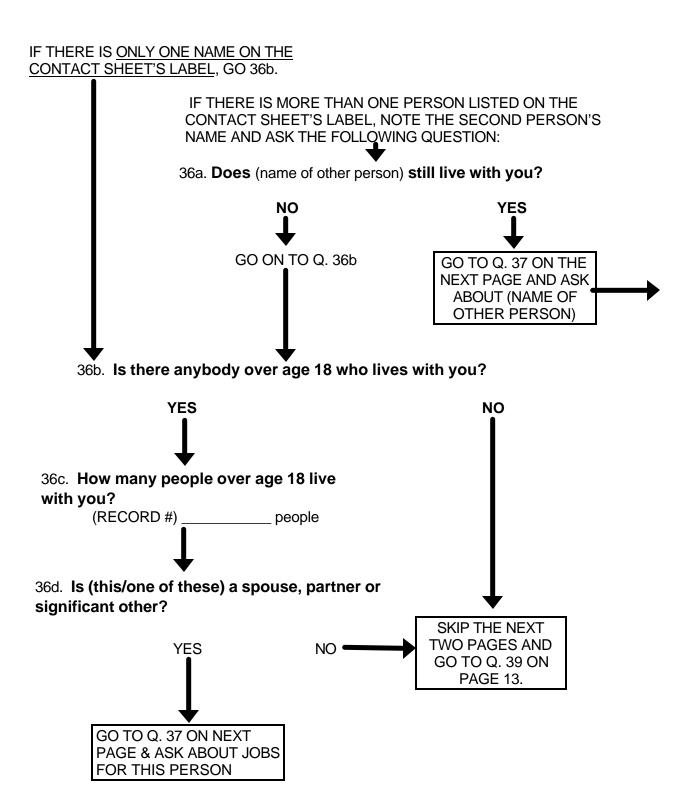
Here are some questions about jobs:

34. Are you now working at a job that pays you money?



35. (ADJUST WORDING TO CURRENT STATUS) **Do/Did you have more than one job?** (IF NO, WRITE 1 BELOW. IF YES, ASK: **How many jobs do/did you have?** AND ENTER NUMBER BELOW)

	Jobs:
Let me ask you a few things about your j	ob(s)
(IF MORE THAN ONE: Let's talk about what you think is/was your best job)	SAY: Now, about your other job
35a. How many hours per week do/did you work at this job? (PROMPT: You don't need to be exact.) JOB 1hrs/wk	35g. How many hours per week do/di you work at this job? JOB 2hrs/wk
35b. How much do/did you get paid for this job? (PROMPT: You can tell how much per hour or per week. CIRCLE	35h. How much do/did you get paid for this job? (CIRCLE UNIT, PER HOUR OF WEEK) JOB 2 PAY \$ per HOUR WEE
UNIT, PER HOUR OR WEEK) JOB 1 PAY \$ per HOUR WEEK 35c. How long have you worked/did you work in this job? (PROMPT: You don't need to be exact. CIRCLE UNIT, WEEKS OR MONTHS) JOB 1 TIME WEEKS MONTHS 35d. What is/was your job called? (PROMPT UNTIL YOU UNDERSTAND WHAT THE JOB IS: Tell me a little more about what you do/did.)	35i. How long have you worked/did you work in this job? (CIRCLE UNIT, WEEKS OR MONTHS) JOB 2 TIME WEEKS MONTH 35j. What is/was your job called? (PROMPT UNTIL <u>YOU</u> UNDERSTAND WHAT THE JOB IS: Tell me a little more about what you do/did.)
35e. (IF NOT MENTIONED, ASK) What	35k. (IF NOT MENTIONED, ASK) What business or industry is that?
business or industry is that? 35f. (IF NOT MENTIONED FOR BUSINESS/ INDUSTRY, ASK) What city or town is	35I. (IF NOT MENTIONED FOR BUSINESS INDUSTRY, ASK) What city or town is that in?



37. Does (this person) now work at a job that pays money?

## NO ↓

37b. Has (this person) worked at a job that paid money since leaving welfare?

NO YES	
OTHER NOT CURRENTLY WORKING 37c. Now I'd like you to think about the things that person) from working for pay. What stops him/her f working for pay? (CHECK ALL MENTIONED; DO NOT ANSWERS; PROBE: Anything else that stops him/her	rom READ er?)
	Mentioned
Can't find a job	
Have no transportation	
Lack child care	
Would lose benefits if working/delay restart benefits	
Don't have skills/experience	
Can't find job that pays enough	
Physical/Mental Illness or injury (SELF)	
Phys/Ment Illness or injury (care for OTHER PERSON)	
In job training	
In full or part time education	
Too young to work	
Too old to work Retired	
Want to stay home with children	
Can't get to a job on time	
Couldn't get along with coworkers or boss	
Laid off from job	
Fired from job	
Quit job	
Currently or recently pregnant	
Other1	

NO JOB SINCE WELFARE

NOT WORKING NOW

SKIP NEXT PAGE

**GO TO NEXT PAGE** 

YES

38. (ADJUST WORDING TO CURRENT STATUS) **Does/Did** (this other person) **have more than one job?** (IF NO, WRITE 1 BELOW. IF YES, ASK: **How many jobs does/did** (this other person) **have?** AND ENTER NUMBER BELOW)

me ask you a few things about the job(s)   IF MORE THAN ONE: Let's talk about   what you think is/was (this other   person's) best job   38a. How many hours per week   does/did (this other person) work at this   job?   38b. How manch does/did (this other   person) get paid for this job? (CIRCLE   UNIT, PER HOUR OR WEEK)   30B 1 PAY \$ per HOUR WEEK   38c. How long has (this other person)   38d. How long has (this other person)   yorked/did (this other person)   worked/did (this other person)   yoe (CIRCLE UNIT, WEEKS MONTHS)   38d. What is/was (this other person's) job   38d. What is/was (this other person's) job   called? (PROMPT: Tell me a little more   about this?)   38e. (IF NOT MENTIONED, ASK) What   usiness or industry is that?   38f. (IF NOT MENTIONED FOR BUSINESS/   INDUSTRY, ASK) What city or town is   that in?	
IF MORE THAN ONE: Let's talk about what you think is/was (this other person)'s best job 38a. How many hours per week does/did (this other person) work at this job? (PROMPT: You don't need to be exact.) JOB 1hrs/wk 38b. How much does/did (this other person) get paid for this job? (CIRCLE UNIT, PER HOUR OR WEEK) JOB 1 PAY \$per HOUR WEEK 38c. How long has (this other person) work in this job? (CIRCLE UNIT, WEEKS OR MONTHS) JOB 1 TIME WEEKS MONTHS 38d. What is/was (this other person's) job called? (PROMPT: Tell me a little more about this?) 38e. (IF NOT MENTIONED, ASK) What business or industry is that? 38f. (IF NOT MENTIONED FOR BUSINESS/ INDUSTRY, ASK) What city or town is that in?	
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person's) best job         38a. How many hours per week         does/did (this other person) work at this         job?         JOB 1hrs/wk         38b. How much does/did (this other person) get paid for this job? (CIRCLE UNIT, PER HOUR OR WEEK)         JOB 1 PAY \$ per HOUR WEEK         38c. How long has (this other person) work at this job? (CIRCLE UNIT, PER HOUR OR WEEK)         JOB 1 PAY \$ per HOUR WEEK         38c. How long has (this other person) work in this job? (CIRCLE UNIT, WEEKS OR MONTHS)         JOB 1 TIME WEEKS MONTHS         38d. What is/was (this other person) work in this?)         JOB 1 TIME WEEKS MONTHS         38d. What is/was (this other person's) job called? (PROMPT: Tell me a little more about this?)         38e. (IF NOT MENTIONED, ASK) What business or industry is that?         38f. (IF NOT MENTIONED FOR BUSINESS/ INDUSTRY, ASK) What city or town is that in?	
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exact.)       38h. How much does/did (this other person) get paid for this job? (CIRCLE UNIT, PER HOUR OR WEEK)       38h. How much does/did (this other person) get paid for this job? (CIRCLE UNIT, PER HOUR OR WEEK)         JOB 1 PAY \$ per HOUR WEEK       38i. How long has (this other person) work in this job? (CIRCLE UNIT, WEEKS OR MONTHS)         38d. What is/was (this other person) worked/did (this other person) work in this job? (CIRCLE UNIT, WEEKS OR MONTHS)       JOB 2 TIME WEEKS MONTHS         38d. What is/was (this other person)'s) job called? (PROMPT: Tell me a little more about this?)       38k. (IF NOT MENTIONED, ASK) What business or industry is that?         386. (IF NOT MENTIONED, ASK) What business or industry is that?       38l. (IF NOT MENTIONED FOR BUSINESS/ INDUSTRY, ASK) What city or town is that in?	
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38b. How much does/did (this other person) get paid for this job? (CIRCLE UNIT, PER HOUR OR WEEK)       JOB 2 PAY \$ per HOUR         JOB 1 PAY \$ per HOUR WEEK       38i. How long has (this other person) worked/did (this other person) work in this job? (CIRCLE UNIT, WEEKS OR MONTHS)         JOB 1 TIME WEEKS MONTHS       38i. What is/was (this other person's) job called? (PROMPT: Tell me a little more about this?)         38e. (IF NOT MENTIONED, ASK) What business or industry is that?       38i. (IF NOT MENTIONED, ASK) What business or industry is that?         38f. (IF NOT MENTIONED FOR BUSINESS/ INDUSTRY, ASK) What city or town is that in?       38i. (IF NOT MENTIONED FOR BUSINESS/	CIRCLE
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that in?	
3, GOTO NEXT PAGE TWO JOBS	

39. (ALL RESPONDENTS) Next, I will read a list of benefit programs and types of support and I'd like you to tell me whether you or someone in your home gets this. (CHECK ALL THAT APPLY)

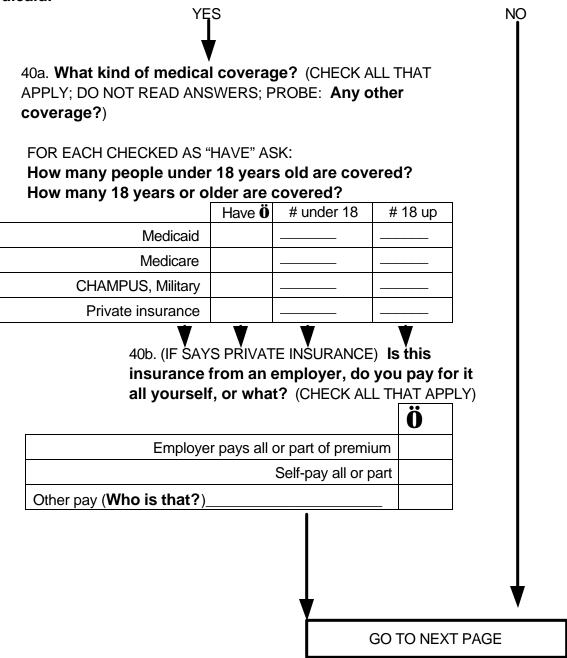
Is anyone in your home getting (read item)?

	✓
Food Stamps	
Medicaid	
Child care assistance	
Child support from a child's parent	
Social Security	
SSI, Supplemental Security Income	
Money from any retirement or pension fund	
WIC Supplemental Nutrition benefits	
School lunch program	
Summer feeding program for children	
Payments for doing foster care	
Military veterans' medical benefits	
Workers' Compensation	
Unemployment benefits	
Fuel assistance	
Rent subsidy or public housing	
Free housing from a parent or other relative	
Help in paying bills from family or friends who live with you	
Help in paying bills from family or friends who do <u>not</u> live with you	
Gifts of money from family or friends	
Can you think of something I didn't mention? ( INDICATE BY RECORDING ANSWER BELOW. PRO Anything else?)	
Other1	
Other2	

IF RESPONDENT NOT GETTING ANY OF THE ABOVE, CHECK THIS BOX -

I'd like to ask you about medical coverage.

40. Do you or other people who live with you have some kind of health insurance that will pay all or some of the medical bills? Insurance includes Medicaid.



41. (ALL RESPONDENTS) I will read a list of state agencies that provide services to people. I'd like you to tell me whether you or someone in your home is now getting services from other state agencies. (CHECK ALL THAT APPLY) Is somebody in your home getting any service from (READ ITEM)?

	U
Vocational Education	
Vocational Rehabilitation	
Alcohol and Drug Abuse	
the Health Department or DHEC	
Job Service	
Department of Mental Health	
Technical Education	
the Housing Authority	
Commission for the Blind	
the Department of Disabilities and Special Needs	
<b>Can you think of something I didn't mention?</b> (IF YE INDICATE BY RECORDING ANSWER BELOW. PROBE: A else?)	
Other1	
Other2	

IF RESPONDENT NOT GETTING ANY OF THE ABOVE, CHECK THIS BOX -

There are some benefits that people can continue to get even if they are no longer on welfare. I need to ask if you know about these. First,

42. Did you know that you may continue to get Food Stamps after leaving welfare?	NO	YES
43. Did you know children may continue to get Medicaid after leaving welfare?	NO	YES
44. Did you know that adults who leave welfare to work may continue to get Medicaid?	NO	YES
45. Did you know that you may get assistance to pay for child care if you leave welfare to work at a job?	NO	YES

46. Finally, I want to ask a question about why you are no longer on welfare. What do you say are the reasons that you no longer get welfare? (DO NOT READ ANSWERS; CHECK ALL THAT APPLY; PROBE: Anything else?)

	Ö
Too much money, not from jobs	
Didn't want to give information	
Late in supplying information	
DSS did not tell me that I needed to do something	
Requirements too much hassle	
No transportation - could not meet FI requirements	
No child care - could not meet FI requirements	
Considers self unable to work	
Change in household members, lost eligibility	
Not willing to go through training/education	
Could not complete training/education	
Simply did not want to be on FI	
Did not want to identify father of children	
Did not want DSS involved in child support	
Got a job	
Earned too much money	
Non-cash resources over the limit	
Saving eligibility for the future, didn't want to use it up now	
Child support income pushed income over the limit	
Got transportation and that was all needed to work	
Got training/education, then got job	
Got child care and that was all needed to work	
Got married/now living with partner	
Don't know why my case was closed	
Other1	
Other2	

Those are all the questions I have. Thank you for your help.

### END TIME FOR INTERVIEW: \_\_\_\_\_

INTERVIEWER COMMENTS: Record any events that may have affected the interview.