



**Survey of Those Leaving AFDC or W-2
January to March 1998
Preliminary Report**



State of Wisconsin
Department of Workforce Development
Issue Date: January 13, 1999

Survey of Those Leaving AFDC or W-2 January to March 1998 Preliminary Report

For more information about this report, contact:

Jean Rogers, Division Administrator
Division of Economic Support
Department of Workforce Development
201 E. Washington Ave., Rm. 171
Madison, WI 53703
(608) 266-3035

Table of Contents

<i>Executive Summary</i>	<i>i</i>
<i>This Survey & Wisconsin Works (W-2)</i>	<i>1</i>
<i>Methodology</i>	<i>3</i>
<i>Reasons for No Longer Being on Welfare</i>	<i>5</i>
<i>Employment and Earnings</i>	<i>7</i>
<i>Other Support for Nonworking Leavers</i>	<i>10</i>
<i>Perceptions of Welfare</i>	<i>11</i>
<i>Overall Family Well-Being</i>	<i>12</i>
<i>Receipt of Additional Services or Benefits</i>	<i>14</i>
<i>Transportation</i>	<i>15</i>
<i>Child Care</i>	<i>16</i>
<i>Medical Insurance</i>	<i>18</i>
<i>Food-Related Services</i>	<i>19</i>
<i>Household Mobility</i>	<i>20</i>

Executive Summary

The purpose of this survey is to find out what happened to families who left Wisconsin's family welfare program — either AFDC or Wisconsin works (W-2) — between January and March 1998 and did not return during the next six to nine months. Leavers were defined as AFDC or W-2 cases that ended participation in the first quarter of 1998 and who had not returned to W-2 at any point prior to the time of their interviews. Key findings include:

83 percent of the Leavers had been employed since leaving welfare. Specifically:

- 62 percent were employed at the time of the interview.
- 21 percent were not employed then, but had been in the workforce at some time since leaving welfare.
- 17 percent had never been employed since leaving welfare.

For working Leavers, work levels ran high. Of Leavers with current or prior jobs:

- 12 percent worked at least two jobs, and 4 percent had three or more.
- 57 percent worked 40 or more hours per week; 23 percent worked 30-39 hours, 10 percent 20-29 hours, and 9 percent 20 or fewer hours.
- The average wage was \$7.42 and the median (the middle or most typical wage) was \$7.00.
- Many of the Leavers had been combining work and welfare for some time. They were working an average of 61 weeks in their current jobs and a median of 34 weeks.

38 percent of the Leavers were not employed when interviewed. Of nonworking Leavers, the reasons given for their not working were (each Leaver could give more than one):

- 33 percent responded that they couldn't find a job, or a job that paid enough, or they didn't have the skills or experience necessary to get a job.
- 32 percent had an illness or injury, or they had to care for someone else who was unwell.
- 21 percent had child care problems.
- 21 percent wanted to stay with children, or they were recently or currently pregnant.
- 16 percent had been laid off, quit, or were fired, or they couldn't get to work on time or couldn't get along with coworkers.
- 12 percent had transportation problems.
- 7 percent were in full- or part-time education or job training.

94 percent of nonworking Leavers receive other family support:

- 18 percent lived with a working spouse/co-parent.
- 53 percent received some type of cash benefit, such as Social Security, but did not live with a working spouse/co-parent.
- 23 percent received non-cash benefits but did not live with a working spouse/co-parent or receive cash benefits.

About welfare, the Leavers had these reactions:

- 68 percent said that getting a job was easier than living on welfare.
- 60 percent said they would probably not need welfare again.
- 29 percent thought life was better when receiving welfare.

Executive Summary

Leavers described their financial condition as follows:

- 68 percent said they were just barely making it.
- 48 percent said they had more money off welfare than on.
- 24 percent hardly worried about money anymore.

The main reasons they gave for not being on welfare when interviewed were as follows:

- 54 percent said they left welfare for employment related reasons.
- 34 percent said they did not want to be on welfare.
- 16 said they left because they did not want to or could not participate in welfare program requirements.
- 11 percent said they were disabled and unable to work.
- No respondent mentioned sanctioning as a reason for not being on welfare.

Many Leavers receive outside support. These percentages of Leavers mentioned receiving the following benefits or supports:

- 71 percent — Medicaid, including Healthy Start.
- 49 percent — Food Stamps.
- 47 percent — School lunch program.
- 38 percent — WIC Supplemental Nutrition.
- 27 percent — Child support.
- 25 percent — rent subsidy or public housing.

87 percent of Leavers had health insurance coverage from some source, usually Medicaid or private insurance.

Children in child care:

- 66 percent of preschool children were in child care. The most frequent providers were:
 - 34 percent — Relatives.
 - 22 percent — Child care centers.
 - 19 percent — Friends.
- 30 percent of school age children had pre- or after-school care. The most frequent providers were:
 - 47 percent — Relatives.
 - 25 percent — Child care centers.
 - 16 percent — Friends.

This Survey and Wisconsin Works (W-2)

This report is a first description of the circumstances of people who left Wisconsin's welfare system at a critical juncture — immediately following the beginning of full implementation of Wisconsin Works. Wisconsin Works (W-2) is the state's work-based replacement for "welfare as we knew it," Aid to Families with Dependent Children.

The report is based on interviews conducted between August 21 and November 6, 1998 with people who left welfare during the first quarter of the year. The Department of Workforce Development plans three additional surveys in 1999 to cover people leaving during the remaining three quarters of 1998.

Over the past year and over the past decade Wisconsin's caseload decline has exceeded that of all other urban states. This research is part of the state's effort to better understand the effects of welfare reform on helping people obtain and retain employment. This knowledge will, in turn, assist in planning and implementing further improvements in W-2.

All states, as well as many other countries, are currently involved in welfare reform. W-2's basic idea that welfare should be about *work* is widely appreciated and these survey results will receive national and international attention. However, because states employ differing procedures and definitions and because W-2 itself has several unique features, it is problematic to compare these survey results to similar studies done elsewhere. Unique or uncommon W-2 features include an immediate work requirement for aid, a level of cash assistance that does not vary with family size, and the full pass-through of child support payments to those on cash assistance. While these features will remain in place for the next three planned surveys, the Department is working with other states and the federal government to formulate a set of common procedures and definitions for future studies.

This first survey is very important because the period it covers, early 1998, includes part of the transition from the old AFDC system to W-2. W-2 was implemented in September 1997. From that point on, all new applicants for family assistance in Wisconsin went into W-2. During the next seven months, from September 1997 through March 1998, continuing recipients were terminated from AFDC and invited to apply for W-2. Some chose not to apply. As a result some of the people leaving assistance during the period covered by this study left AFDC, and some, those who moved from AFDC to W-2 or came directly into the new program, left W-2. The respondents to future surveys will all be W-2 Leavers.

Because W-2 is work-based, not everyone previously receiving AFDC was appropriately served by the new program. Single parents receiving Supplemental Security Income (SSI, a federal program for adults with disabilities) or adults caring for the children of relatives are not subject to W-2 work requirements. Such cases were transferred to new state programs called, respectively, Caretaker's Supplement and Kinship Care. Since these programs focus solely on children's well-being and *family* well-being through employment, the Wisconsin Department of Health and Family Services operates them. Also ineligible for W-2 cash assistance are pregnant women without other children,

This Survey and Wisconsin Works (W-2)

the children of illegal aliens, and those adults with children who have substantial earnings or income from sources other than employment. Pregnant women continue to be eligible for case management services.

Alongside these important program changes, the administration of welfare also changed radically. AFDC was operated by Wisconsin's 72 county governments. In most cases the same county agencies operate W-2, but in some places proprietary and nonprofit organizations deliver W-2 under contract with the Department of Workforce Development. In Milwaukee County, the location of over two-thirds of the state's AFDC population prior to the changeover, DWD contracted with five private organizations to provide W-2 services in six county subregions. Throughout the state, counties continue to handle eligibility for Food Stamps, Medicaid, and the expanded child care system.

Complex changes have also occurred in the state's computerized recipient records and claims payment system, known as CARES. CARES continues to support eligibility determination and payments provision for cases receiving Food Stamps, Medicaid, and child care subsidies. With some difficulty, the program has been modified to support W-2 operations as well.

In sum, the change from AFDC to W-2 involved everything from recipients to agencies to computer systems support. The intention of the state in accomplishing these changes is to construct a system that better serves the needs of the poor and is more responsive to the interests and concerns of taxpayers. The purpose of this survey, as well as those that follow and the other evaluation activities conducted by the Department, is to find ways to speed attainment of W-2 objectives and benefits.

Methodology

This study was funded by the Wisconsin Department of Workforce Development (DWD) and was conducted jointly by DWD and the University of Wisconsin's Survey Research Laboratory (WSRL). The core of the study is a survey based on an interview instrument developed in 1996 by Dr. Donald Klos for similar studies in South Carolina. The Department made minor changes to South Carolina's instrument to adapt it to Wisconsin's W-2 program.

Wisconsin AFDC/W-2 Leavers

For the purposes of this report, Leavers were defined as AFDC or W-2 cases that ended participation in the first quarter of 1998 and who had not returned to W-2 at any point prior to the time of their interviews. Leavers included anyone who ended participation in AFDC or W-2. For W-2, "participation" means utilization of any W-2 service, and some Leavers may never have actually received cash. The study does not include adults who were receiving Supplemental Security Income or who were caring only for children of relatives.

A total of 3,564 Wisconsin AFDC or W-2 cases were identified as having closed during the first quarter of 1998. From this, a random sample of 654 were pulled. Fifty of these were randomly selected as pretest cases. A subset of cases in the sample were subsequently found to have returned to W-2, and a few cases erroneously identified as W-2 were found. These cases were removed from the original sample of 604 for a final sample of 547.

A total of 375 telephone and in-person interviews were completed over an eleven week period, between August 21 to November 6, 1998, for a 69 percent response rate. WSRL completed 197 interviews; DWD Quality Assurance (OQA) staff completed 175 interviews; and Refugee Services staff completed 3 interviews. WSRL initially attempted to complete telephone interviews with the sample of Leavers. The average WSRL

telephone interview was 22 minutes. Cases that could not be located by WSRL were assigned to OQA or Refugee Services staff to locate and interview by telephone or in-person.

Representativeness of Sample

Data on Leavers' demographic characteristics are from the CARES database. There were no statistically significant differences in age, gender, ethnicity, education, and county of residence (Milwaukee vs. rest of state) between the universe of Leavers (3,564) and the sample (547).

There were no statistically significant differences in age or gender between those who responded and those who did not respond to the survey. There were statistically significant differences in ethnicity and area of residence. The tabulations in this preliminary report have not been re-weighted to adjust for the differences between non-responders and responders.

Following are some sample comparisons. The average age of Leavers was 31 and the median age was 29 in both the sample and survey groups.

Age of First Quarter Leavers*

	<i>Non-Respondents</i>	<i>Respondents</i>
Less than 19	1 %	1 %
19 to 25	33 %	34 %
26 to 35	41 %	36 %
36 or older	25 %	29 %
Total	100 % (172)	100 % (375)

**Chi-square not significant.*

Females accounted for all but 4 percent of the individuals interviewed, similar to the distribution of heads of households in the sample.

Gender of First Quarter Leavers*

	<i>Non-Respondents</i>	<i>Respondents</i>
Female	94 %	96 %
Male	6 %	4 %
Total	100 % (172)	100 % (375)

**Chi-square not significant.*

Methodology

By ethnicity, most of the W-2/AFDC Leavers that responded to the survey were White or African American. It was more likely that Asians, African Americans and Hispanics were non-respondents than respondents to the survey.

was not receiving W-2 services *at the time of the interview*. Interviews were conducted from six to nine months after Leavers ended participation.

Ethnicity of First Quarter Leavers*

	<i>Non-Respondents</i>	<i>Respondents</i>
Asian**	5 %	2 %
Black/Afr. Am.	40 %	37 %
Hispanic	16 %	10 %
Nat. Am.**	2 %	3 %
White	29 %	40 %
Unknown	8 %	8 %
Total	100 % (172)	100 % (375)

Those interviewed are a heterogeneous group who have been on welfare (either AFDC or W-2) for varying numbers of months or years. The results of the survey are based on what the interviewees said, not on any administrative data from CARES or other automated systems.

The remainder of this report summarizes and briefly analyses findings of the 375 interviews held with Wisconsin AFDC or W-2 Leavers.

*Chi-square significant at 0.005.

**"Asian" includes Asian, Pacific Islander and Southeast Asian; "Native American" includes American Indian and Eskimo.

Presentation of Data in this Report

As many survey respondents lived in Milwaukee as lived in the rest of the state. However, Milwaukee residents were less likely to respond to the survey than those living outside Milwaukee.

Leavers responses to survey questions are summarized graphically in two different forms in this report.

Tables show 1) possible responses to survey questions, at times broken down into appropriate categories; 2) the number of Leavers that gave these responses; and 3) in general, what percentage of respondents gave what responses. When multiple responses were allowed, related responses add up to more than 100 percent.

County of Residence of First Quarter Leavers*

	<i>Non-Respondents</i>	<i>Respondents</i>
Milwaukee	61 %	50 %
Other	39 %	50 %
Total	100 % (172)	100 % (375)

Bar charts show percentages of all responses to questions, including those with multiple choices allowed. The percentages are generally calculated as a proportion of all 375 Leavers. Deviations from this are noted on the chart. Percentages in bar charts add up to more than 100 percent.

*Chi-square significant at 0.025.

Aspects of the Data

The definition of Leaver used in this survey required that the AFDC or W-2 case had ended participation in the first quarter of 1998, had not returned to W-2 after ending participation, and

For more details on the process of the first quarter 1998 survey, see the Wisconsin Department of Workforce Development's "Preliminary Process Report."

Reasons for No Longer Being on Welfare

Leavers were asked to give, in their own words, the reasons why they no longer received welfare. The interviewer then selected and checked off their response(s) from a list of possible responses. If not included on the list, the Leavers reasons were entered as “other.”

Leaving welfare due to Non-Participation (16 percent or 58) generally makes an individual ineligible for AFDC or W-2. Reasons cited such as “not willing to do work requirements” (7 percent or 26) illustrate why some Leavers thought requirements were a hassle.

Leavers gave from one to six reasons with an average of 1.6 responses. The bar chart below groups related responses while the table on the next page lists the specific reasons given.

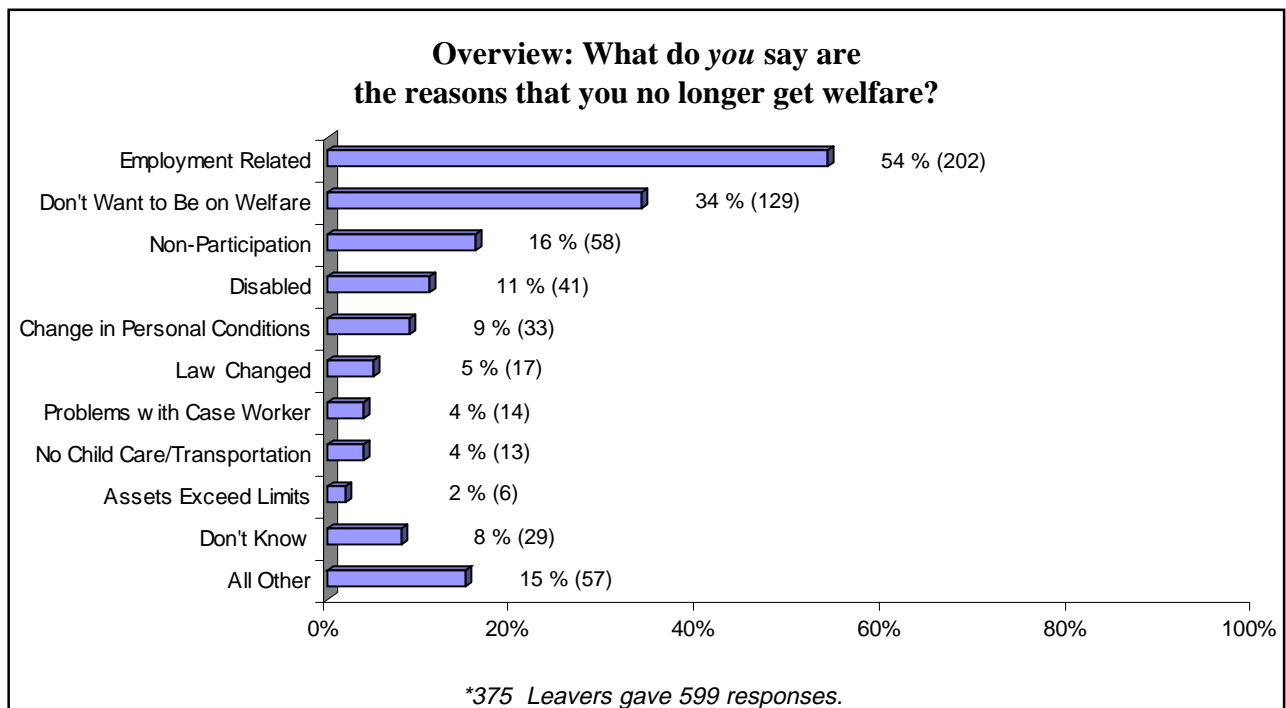
The responses grouped as Disabled (11 percent or 41) are similar in number to the reasons given for Not Working for Pay on page 9. There were 38 Leavers who indicated physical or mental illness as reasons for having never worked since welfare (14) or for no longer working (24).

The number and variety of responses indicate there is no one reason for leaving welfare. However, reasons relating to employment (54 percent or 202) and not wanting to be on welfare (34 percent or 129) were most frequently cited. These responses are consistent with the current perception of Leavers that “Getting a job was easier than staying on welfare” (68 percent or 256) on page 12 in Overall Family Well-Being.

The Law Changed reasons (4 percent or 17) include those leaving AFDC who were ineligible for W-2 due to earnings above 115 percent of Federal Poverty Level or to being illegal aliens.

The table below shows that a specific reason for not wanting to be on welfare was that “requirements [were] too much hassle” (14 percent or 51).

Problems with the caseworker (or in W-2 language the FEP - Financial and Employment Planner), no child care/transportation, and assets exceeding limits were mentioned infrequently. Having no child care or no transportation does not make a family ineligible for AFDC or W-2.



Reasons for No Longer Being on Welfare

What do *you* say are the reasons that you no longer get welfare?

	<i>Number of Responses*</i>	<i>Percent of All Leavers</i>
<i>Employment Related</i>		
Got A Job	113	30 %
Earned Too Much.	54	14 %
Not Enough Money.	12	3 %
Had Enough Education/Experience to Find Work.	11	3 %
Looking for Job.	7	2 %
More Money Working	5	1 %
<i>Didn't Want to Be on Welfare</i>		
Didn't Want AFDC/W-2.	70	19 %
Requirements Too Much Hassle.	51	14 %
Don't Like Welfare.	12	3 %
<i>Non-Participation</i>		
Not Willing to Do Work Requirements.	26	7 %
Missed Appointments.	12	3 %
Late in Supplying Information.	8	2 %
Quit Job or Refused Employment	4	1 %
Didn't Want to Give Information	4	1 %
Could Not Complete Work Requirements	4	1 %
<i>Disabled</i>		
Got or Trying to Get SSI.	19	5 %
Considers Self Unable to Work	15	4 %
Disabled	7	2 %
<i>Change in Personal Conditions</i>		
Going to School	12	3 %
Change in Household Members, Lost Eligibility	9	2 %
No Longer Pregnant	9	2 %
Got Married/Living with Partner	3	1 %
<i>Law Changed</i>	17	4 %
<i>Problems with Case Worker</i>		
Didn't Tell Leaver What Needed to be Done	9	2 %
Not Helpful	3	1 %
<i>No Child Care/Transportation</i>		
No Child Care, Could Not Meet W-2 Rqrmts.	7	2 %
No Transportation, Could Not Meet W-2 Rqrmts.	6	2 %
<i>Assets/Child Support Exceed Limits</i>	6	2 %
<i>Don't Know</i>	29	8 %
<i>All Other</i>	57	15 %

** There were a total of 599 responses given by the 375 Leavers. A Leaver may have given more than one response in any of the above groupings.*

Employment and Earnings

Leavers were asked questions about earnings and employment, starting with whether or not they were working at the time of the survey.

Of the 375 Leavers interviewed, 62 percent (233) said 'YES' they were working. Of those working, 9 percent (22) said they were working two jobs and 2 percent (4) said they were working three jobs. An additional 21 percent (79) had worked but were not currently working. The remaining 62 (17 percent), said they had never worked since leaving welfare.

Leavers were asked the number of weeks they had worked in their best job (current best or prior best), their pay, and the number of hours they worked a week. Many had best jobs that may have begun before they left welfare.

The mean employment tenure for "best jobs" varies between the two groups as shown below.

How long have you worked/did you work at your best job?

	<i>Now Working (Respondents)</i>	<i>Were Working (Respondents)</i>
Few days to 3 months	31 % (71)	45 % (35)
4 to 6 months	15 % (34)	22 % (17)
7 to 9 months	10 % (23)	12 % (9)
10 to 12 months	20 % (46)	14 % (11)
More than one year	25 % (57)	8 % (6)
Total	100%* (231)	100%*(78)

**Percentages do not add to 100% due to rounding.*

As shown below, Leavers currently working reported slightly higher average weekly hours than the average weekly hours of those no longer employed. Those currently working also reported higher average wages and a longer average employment tenure.

How many hours a week do you/did you work at your best job?

	<i>Now Working (Respondents)</i>	<i>Were Working (Respondents)</i>
Less than 20 hrs	9 % (20)	10 % (8)
20 to 29 hrs	10 % (24)	16 % (12)
30 to 39 hrs	23 % (54)	23 % (18)
40 hrs	45 % (103)	42 % (32)
More than 40 hrs	13 % (29)	9 % (7)
Total	100 % (230)	100 % (77)

Seventy-eight (21 percent) of the Leavers were living with a spouse or co-parent of at least one of their children. Of the 39 nonworking Leavers who were living with a spouse or co-parent, 67 percent (26) had spouses or co-parents who were working. As shown in the table below, the spouses or co-parents of these nonworking Leavers earned higher pay and worked more hours per week than the Leavers who were currently working or who had worked since leaving welfare.

Description of Leaver's or Leaver's Partner's Best Current or Best Previous Job

	<i>Now Working (Respondents)</i>	<i>Were Working (Respondents)</i>	<i>Working Spouse/Co-Parent of Nonworking Leavers (Respondents)</i>
Mean hours per week	36 hrs/wk. (230)	33 hrs/wk. (77)	40 hrs/wk. (25)
Median hours per week	40 hrs/wk. (230)	40 hrs/wk. (77)	40 hrs/wk. (25)
Mean hourly wage	\$ 7.42 (219)	\$ 6.86 (73)	\$ 9.66 (22)
Median hourly wage	\$ 7.00 (219)	\$ 6.37 (73)	\$ 7.50 (22)
Mean number of weeks	61 weeks (231)	33 weeks (78)	57 weeks (25)
Median number of weeks	34 weeks (231)	17 weeks (78)	17 weeks (25)

Employment and Earnings

Industry of Leaver's Best Jobs

Of the 312 Leavers who are currently working or who had worked since leaving welfare, the largest proportion reported that they worked in the service industry. Combining all services in the table below, 48 percent (149) of all best jobs were in services.

The Leavers working in Health Services and Business Services earned a higher average wage than those in other services. Those working in Educational Services were mostly in day care settings, with relatively low hourly wages and low weekly earnings.

Fifteen percent (46) of the Leavers worked in manufacturing, with relatively high average wages and weekly earnings. The only Leavers earning more on average reported working in government, but only 1 percent (4) of Leavers had these jobs.

Industry of Best Employment for those Employed Since Leaving Welfare

<i>Industry</i>	<i>Number Employed</i>	<i>Average Hourly Wage</i>	<i>Average Weekly Earnings</i>
Misc. Services (personal services, hotels, social services, recreational services, private household & repair)	23 % (72)	\$6.96	\$242
Manufacturing	15 % (46)	\$7.85	\$306
Retail - Eating and Drinking	13 % (39)	\$6.24	\$210
Retail - Excluding Eating and Drinking	12 % (38)	\$6.24	\$223
Health Services	12 % (37)	\$8.20	\$303
Educational Services (including day care service)	8 % (25)	\$6.82	\$250
Business Services	5 % (15)	\$8.72	\$305
Transportation & Utilities	4 % (13)	\$8.46	\$282
Finance, Insurance & Real Estate	3 % (8)	\$7.22	\$282
Construction	2 % (6)	\$7.88	\$298
Wholesale	2 % (5)	\$6.35	\$267
Government, Public Administration	1 % (4)	\$8.96	\$349
Industry Not Reported	1 % (4)	\$9.50	\$285
Total	100 %*	\$7.28	\$262

*Percentages do not add to 100% due to rounding.

Employment and Earnings

Reasons for Not Working for Pay

The 142 Leavers not working at the time of the interview were asked what stopped them from working for pay. They were asked to report as many reasons as they had. The following answers were provided. The most often mentioned reason by both groups was their own physical or mental illness. Of the 79 Leavers who had worked since leaving welfare, 18 percent (14) indicated this reason. Of the 62 Leavers who never worked, 46 percent (24) mentioned this reason. (One Leaver chose not to respond to this question).

What stops you from working for pay?

	<i>Of 79 that Were Working* (Responses)</i>	<i>Of 62 that Never Worked** (Responses)</i>	<i>Of 142 Total Not Working*** (Responses)</i>	<i>Total Resp. as % of All Leavers (Responses)</i>
<i>Trouble Finding a Job</i>				
Can't find a job	10 % (8)	23 % (12)	14 % (20)	5 %
Don't have skills/experience	10 % (8)	10 % (5)	9 % (13)	3 %
Can't find job that pays enough	8 % (6)	15 % (8)	10 % (14)	4 %
<i>Physical or Mental Illness</i>				
Physical/Mental illness (self)	18 % (14)	46 % (24)	27 % (38)	10 %
Physical/Mental illness (other)	4 % (3)	8 % (4)	5 % (7)	2 %
<i>Child Care Problems</i>				
No child care	15 % (12)	8 % (4)	11 % (16)	4 %
Can't afford child care	9 % (7)	10 % (5)	8 % (12)	<1 %
Don't like available child care	3 % (2)	-	1 % (2)	3 %
<i>Child Needs</i>				
Want to stay home with child	14 % (11)	12 % (6)	12 % (17)	5 %
Currently/recently pregnant	12 % (9)	8 % (4)	9 % (13)	3 %
<i>Loss of Job</i>				
Laid off from job	9 % (7)	-	5 % (7)	2 %
Quit job	9 % (7)	-	5 % (7)	2 %
Fired from job	6 % (5)	-	4 % (5)	1 %
Can't get to job on time	4 % (3)	-	2 % (3)	1 %
Can't get along with coworkers	1 % (1)	-	< 1 % (1)	<1 %
<i>No transportation</i>	13 % (10)	14 % (7)	12 % (17)	5 %
<i>In Training or School</i>				
Enrolled in full/part-time education	4 % (3)	10 % (5)	6 % (8)	2 %
In job training	3 % (2)	-	1 % (2)	<1 %
<i>Too old to work</i>	-	2 % (1)	< 1 % (1)	<1 %
<i>Other</i>	14 % (11)	10 % (5)	11 % (16)	4 %

*"Were Working" refers to the 79 Leavers who had worked since leaving welfare, but were not working when interviewed.

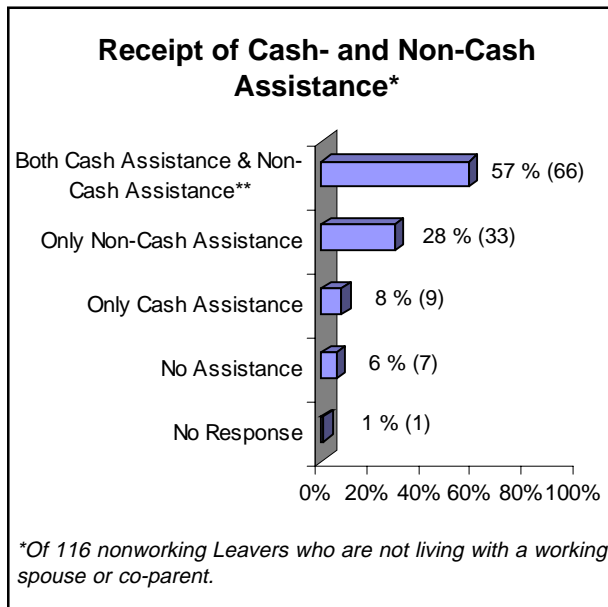
**"Never Worked" refers to the 62 Leavers who had not worked since leaving welfare.

***"Total Not Working" refers to the 142 Leavers who were not working when interviewed.

Other Support for Nonworking Leavers

Thirty-eight percent (142) of those interviewed said they were not currently working. To determine if these Leavers had other forms of support, a review was done of how many had a co-parent or spouse who was working and what benefits and services listed in the survey were received by Leavers or their family members. However, since the survey did not directly ask how Leavers were covering their basic living expenses, the following information is an incomplete picture.

Of the 142 Leavers not currently working, 18 percent (26) were living with spouses or co-parents who were working.

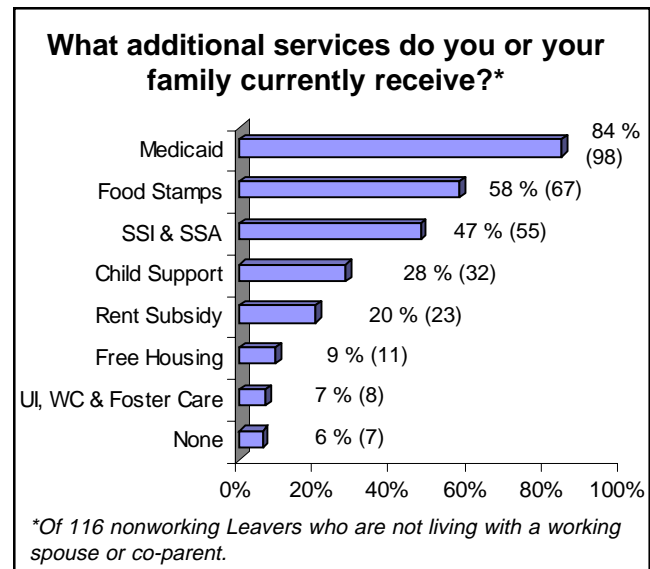


As shown in the above chart, of the 116 nonworking Leavers who did not have additional earned income from a spouse or co-parent, 65 percent (75) of their families were receiving cash income from benefits — Social Security (SS), Supplemental Security Income (SSI), Worker’s Compensation, Unemployment Insurance, Child Support, or Foster Care. This represents 53 percent of all nonworking Leavers.

Forty-seven percent (55) of nonworking Leavers with no working spouse or co-parent received SS, SSI payments or both. Leavers receiving

cash income from other benefits represent 34 percent (40) of these Leavers

The following chart illustrates the various benefits and services receiving by nonworking Leavers with no working spouses or co-parents.



Twenty-eight percent (33) of these Leavers were not receiving cash benefits, but were receiving non-cash benefits — free housing, rent subsidies, Medicaid and/or Food Stamps. The remaining 6 percent (7) indicated that they did not receive additional benefits. This represents 23 percent and 5 percent of all nonworking Leavers. One person chose not to respond to these questions.

In relation to all nonworking Leavers, these 40 Leavers not receiving cash benefits more frequently cited quitting their job (15 percent of nonworking Leavers not living with a working spouse/co-parent vs. 5 percent of all nonworking Leavers) and not having child care (22 percent vs. 11 percent) as reasons for not working. Cited less frequently was having a physical/mental illness (15 percent vs. 27 percent). Nineteen of the 40 Leavers not receiving cash benefits lived with another adult who may have contributed to household income. The survey did not collect employment information on those adults.

Perceptions of Welfare

Leavers were asked their perceptions of being on welfare including how they were treated by their caseworkers (under W-2 these are called Financial and Employment Planners – FEPs).

Two things emerge about the welfare system from their responses. The first is that most do not like the welfare system. However, for the most part they thought their caseworkers treated them with fairness.

Sixty percent (225) of the Leavers agreed or strongly agreed with the statement that “welfare is more about rules and red tape than helping.” Only a minority (37 percent or 138) believed that getting welfare was practically no hassle.

Sixty-seven percent (251) felt they were treated with “perfect fairness” by their caseworkers – a very high standard. Twenty-seven percent (100) went so far as to agree or strongly agree with the statement that they felt the caseworker was part of their family!

What are your perceptions of welfare?

(Of all 375 Leavers)

	<i>Strongly Agree</i>	<i>Agree</i>	<i>Disagree</i>	<i>Strongly Disagree</i>	<i>Don't Know</i>
<i>Welfare more about rules & red tape than helping</i>	23 % (88)	37 % (137)	34 % (127)	4 % (14)	2 % (9)
<i>Welfare wants to get rid of people, not help</i>	19 % (70)	30 % (114)	39 % (145)	7 % (26)	5 % (20)
<i>Welfare money more trouble than it's worth</i>	17 % (63)	28 % (106)	45 % (169)	8 % (28)	2 % (9)
<i>Treated with perfect fairness by case worker</i>	17 % (62)	50 % (189)	20 % (74)	12 % (43)	2 % (7)
<i>Felt like case worker was part of family</i>	5 % (20)	21 % (80)	49 % (182)	24 % (90)	1 % (3)
<i>Getting welfare was practically no hassle</i>	5 % (17)	32 % (121)	42 % (156)	21 % (78)	1 % (3)

Overall Family Well-Being

Questions to Leavers asked about their perceptions of their current situation and about the frequency of certain events that suggest financial difficulty.

When asked about their current situations, 48 percent (179) said that they have more money now than when on welfare, 43 percent (163) reported being able to buy little extras without worrying and 29 percent (109) believed that life was better when they were getting welfare. However, only 24 percent (89) agreed that they hardly worried about money anymore.

In general, Leavers cited fewer events suggesting financial difficulties after welfare than while on welfare, as shown in the table on the following page. The most frequent event cited both on and after welfare was getting behind on a utility bill (49 percent on and 47 percent after). The three significant events occurring more frequently after welfare than while on welfare were that Leavers: couldn't afford child care when they needed it to work (22 percent on to 33 percent after), had no way to buy food (22 percent on to 32 percent after), and got behind in rent or house payments (30 percent on to 37 percent after).

Responses to events are difficult to interpret. The chances of any named event happening before or after welfare would increase or decrease based on the corresponding period of time the Leavers spent on or off welfare. However, the pattern of events both on and after welfare were very similar.

It is important to keep in mind that the Leavers who worked while on or after welfare are likely to be eligible for the Federal and State Earned Income Tax Credits for their 1998 taxes. These credits may increase effective income by 20 percent or more which would contribute significantly to the financial well-being of the Leavers who were or are working.

What are your perceptions of your current situation?

(Of all 375 Leavers)

	<i>Strongly Agree</i>	<i>Agree</i>	<i>Disagree</i>	<i>Strongly Disagree</i>	<i>Don't Know</i>
<i>Just barely making it from day to day</i>	26 % (96)	43 % (160)	26 % (97)	5 % (19)	1 % (3)
<i>Getting a job was easier than staying on welfare</i>	23 % (87)	45 % (169)	23 % (87)	6 % (22)	2 % (10)
<i>Pretty sure will not need to be on welfare again.</i>	20 % (75)	40 % (148)	29 % (110)	8 % (30)	3 % (12)
<i>Have more money now than when on welfare.</i>	16 % (61)	31 % (118)	31 % (116)	19 % (73)	2 % (7)
<i>Can buy little extras for family without worrying</i>	9 % (32)	35 % (131)	34 % (127)	22 % (83)	1 % (2)
<i>Life was better when getting welfare .</i>	8 % (30)	21 % (79)	45 % (168)	24 % (88)	3 % (11)
<i>Hardly worry about money anymore .</i>	6 % (21)	18 % (68)	41 % (155)	35 % (130)	-

Overall Family Well-Being

Has this event ever happened to you? When?

	<i>Those Who Said Yes*</i>	<i>On** Welfare</i>	<i>After** Welfare</i>
<i>Household Mobility</i>			
Moved in with someone to share expenses	35 % (130)	21 % (80)	17 % (64)
Someone moved in to share expenses	25 % (93)	14 % (52)	13 % (49)
Children live elsewhere, Leaver couldn't care for them . . .	9 % (33)	4 % (16)	5 % (19)
<i>Housing</i>			
Got behind on rent or house payments	55 % (206)	30 % (112)	37 % (138)
Moved because couldn't pay for housing	27 % (100)	15 % (55)	12 % (46)
Went to homeless shelter	8 % (31)	5 % (20)	3 % (10)
<i>Utilities</i>			
Got behind on a utility bill	76 % (286)	49 % (185)	47 % (177)
Had telephone cut off	57 % (213)	38 % (141)	27 % (103)
Went without electricity	21 % (78)	12 % (45)	10 % (39)
Went without heat	19 % (71)	12 % (46)	9 % (32)
Had water cut off	3 % (13)	2 % (8)	1 % (4)
<i>Child Care</i>			
Couldn't afford child care when needed in order to work .	48 % (179)	22 % (81)	33 % (125)
Couldn't find child care when needed in order to work . .	38 % (141)	28 % (104)	25 % (95)
<i>Food</i>			
Time when Leaver had no way to buy food	45 % (169)	22 % (83)	32 % (121)
<i>Adult/Medical Care</i>			
Somebody in Leaver's home went without medical care . .	17 % (63)	8 % (30)	11 % (41)
Needed care for elderly parent	5 % (19)	3 % (12)	3 % (11)
<i>Transportation</i>			
Vehicle taken away, Leaver couldn't keep up payments . .	7 % (26)	4 % (14)	2 % (9)

*375 Leavers gave 1851 responses citing events that have happened to them.

**Leavers were asked to specify in which time period the event occurred: "only before welfare", "only after welfare", or "both on and after welfare". In the above chart, the frequency of "both" answers was added to the "only before" and the "only after" categories for the total number of those who faced the problem either while on or after welfare.

Receipt of Additional Services or Benefits

Leavers were asked to indicate if, at the time of the interview, they or their family were receiving services, benefits, or income other than AFDC or W-2. Family in this case included children, spouses, or parents of at least one of the Leaver's children. Leavers cited as many services and benefits as applied.

As the following table shows, nearly three-quarters (267) reported receiving Medicaid, and half (185) reported receiving Food Stamps at the time of the interview. The receipt of Medicaid and Food Stamps will be discussed later in this report.

The number of Leavers reporting receiving aid in the form of benefits or services after leaving AFDC or W-2 suggests that a substantial number have found safety nets, whether through formal or informal aid, to ease their transition off AFDC or W-2.

Is anyone in your family currently getting this benefit program or type of support?

	<i>Number Responses</i>	<i>Percent of All Leavers</i>
<i>Medicaid</i>	267	71 %
<i>Food Stamps</i>	185	49 %
<i>School lunch program.</i>	176	47 %
<i>WIC Supplemental Nutrition Benefits</i>	142	38 %
<i>Child Support from a child's parent</i>	102	27 %
<i>Rent subsidy or public housing.</i>	92	25 %
<i>Child Care Assistance</i>	62	17 %
<i>SSI, Supplemental Security Income.</i>	62	17 %
<i>Help w/ bills from family/friends <u>not</u> living w/ Leaver</i>	56	15 %
<i>Gifts of money from family or friends</i>	55	15 %
<i>Charitable food (meal program/food pantry)</i>	50	13 %
<i>Help w/ bills from family/friends living w/ Leaver</i>	44	12 %
<i>Fuel assistance</i>	43	11 %
<i>Social Security</i>	25	7 %
<i>Free housing from parent, other relative</i>	24	7 %
<i>Mental Health Services</i>	21	6 %
<i>Summer feeding program for children</i>	17	5 %
<i>All other</i>	73	19 %

**375 Leavers gave 1496 responses describing benefits received by them and/or their family.*

Slightly more Leavers (75 percent or 282) reported that they were insured through Medicaid (including Title 19 and Medical Assistance) or Healthy Start than reported they were currently receiving Medicaid (71 percent or 267). The narrower wording of "currently receiving Medicaid" may explain the difference.

Transportation

Leavers were asked questions about what types of transportation they used. A slight majority at 54 percent (204) indicated they had access to a car, truck or motorcycle. Eighty-one

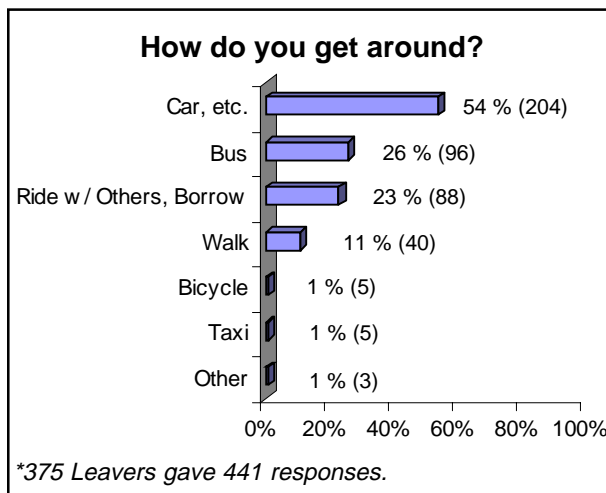
asked about other forms of transportation. They indicated “all that apply.” Leavers without access to vehicles reported using a bus and ride sharing most frequently.

Travel by Car, Truck or Motorcycle

	<i>Responses</i>	<i>Category</i>	<i>All Leavers</i>
Travel by Car, Truck or Motorcycle . . .	204	-	54 %
Owned by Leaver	166	81 % (204)	44 %
Not Owned by Leaver	37	18 % (204)	10 %
Owner Lives w/ Leaver	11	30 % (37)	3 %
Owner Does Not Live w/ Leaver . . .	26	70 % (37)	7 %

percent (166) of those with access to cars, trucks or motorcycles owned those vehicles. However, they represented only 44 percent of all Leavers. Those who did not have their own vehicles were

“How much would you guess that you spend per week on transportation per week?” was asked of all those who paid gas/upkeep expenses on a vehicle owned by someone who lived with them, who borrowed a vehicle, who rode with friends or relatives, or who used public transportation.



The table at the bottom of the page shows that most Leavers who used buses or taxis paid the lowest average weekly costs. The median cost was the same as borrowing a vehicle or riding with friends, neighbors and relatives.

Leavers spent the most money paying for gas and upkeep on vehicles that were not their own. Information on the weekly costs of Leavers with their own vehicles was not collected.

Leavers without own vehicles:

How much would you guess that you spend for transportation per week?

<i>Transportation Type</i>	<i>Leavers Responses*</i>			<i>Cost per Week**</i>		
	<i>No. Resp.</i>	<i>No. Gas/Upkeep Paid</i>	<i>% Paid</i>	<i>Average</i>	<i>Median</i>	<i>Range</i>
Bus/taxi	101	94	93%**	\$7.94	\$10	\$1-\$60
Ride w/ friends/neighbors/ relatives or borrow vehicle . . .	88	45	51%**	\$15.07	\$10	\$1-\$125
Vehicle not owned by Leaver . . .	37	32	86%**	\$24.42	\$15	\$5-\$100

* 220 responses from 171 Leavers without their own vehicles.

**Some knew they paid but did not know how much they spent.

Child Care

The survey collected data on the child care use and choices of families. Ninety-six percent (361) of Leavers have children in their homes. Leavers that are parents of school age children have an average 1.8 school age children. Leavers that are parents of preschool children have an average of 1.4 preschool aged children.

Twenty-three percent (96) of the Leavers had only preschool age children, 31 percent (111) had both preschool and school age children, and 43 percent (154) had only school age children.

Survey data on child care were collected on 265 school-age and 287 preschool children providing a profile of the child care arrangements used by parents who reported needing child care, whether or not they paid for it. Leavers were asked to identify *all* types of child care used. Leavers with more than one child may have used multiple

types of child care. They may also have used more than one child care arrangement per child.

Of the Leavers who said that they had preschool children, 66 percent (136) answered that they needed child care for them. Of the Leavers who said that they had school age children, 30 percent (77) said that had some kind of extended or after-school care.

There are several reasons why not all Leavers with children used or needed child care. First, not all Leavers were working. Second, of those surveyed, 20 percent (78) reported that a spouse or the parent of the child/ren lived in the home. In these situations, one parent may have stayed home with the preschoolers. Twelve percent (17) of Leavers who were not working reported that the reason for not working was that they wanted to stay home with their children.

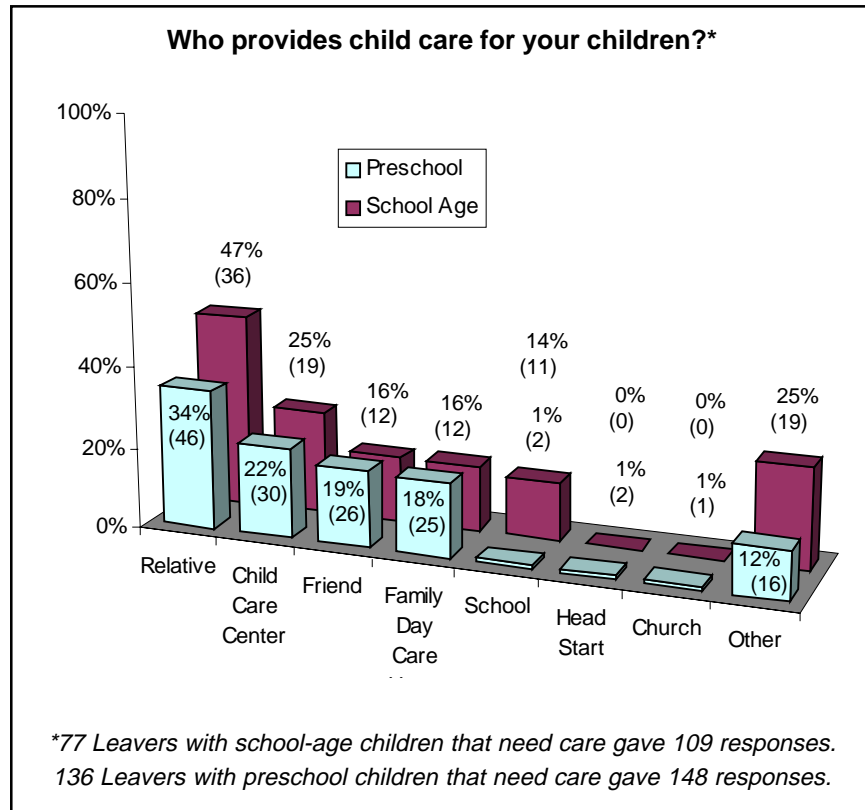
Who provides child care for your children? Do you pay money for this care?

	<i>Preschool</i>		<i>School-Age</i>	
	<i>Rely on this care?*</i> (Responses)	<i>Pay for this care?***</i> (Responses)	<i>Rely on this care?*</i> (Responses)	<i>Pay for this care?***</i> (Responses)
Relative	34 % (46)	50 % (23)	47 % (36)	28 % (10)
Child Care Center	22 % (30)	70 % (21)	25 % (19)	63 % (12)
Family Day Care Home	18 % (25)	76 % (19)	16 % (12)	83 % (10)
Friend	19 % (26)	46 % (12)	16 % (12)	50 % (6)
Head Start	1 % (2)	-	-	-
School	1 % (2)	50 % (1)	14 % (11)	82 % (9)
Church	1 % (1)	-	-	-
Other	12 % (16)	38 % (6)	25 % (19)	53 % (10)

*of 136 preschool children
needing care.
**of children receiving
type of care.

*of 77 school-age children
needing care.
**of children receiving
type of care.

Child Care



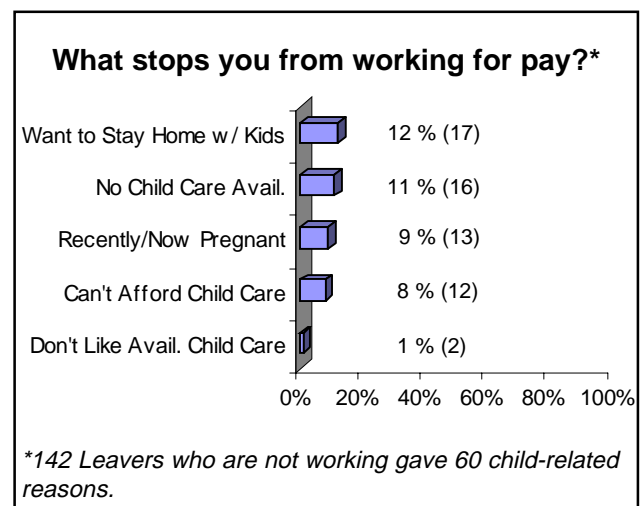
Third, many Leavers work part-time, so some parents work while their children are in school. Finally, the responses to this question covered school age children between the ages of 5 and 18. In other words, these percentages include teenagers who do not need a sitter and older children who care for themselves for short periods time.

Leavers turned to friends and relatives to provide child care for 56 percent (120) of their children, both school-aged and preschool. Forty percent (86) of children went to Child Care Centers or Family Day Care Homes. Leavers were allowed to cite all the responses that applied to their children.

The survey also asked questions about whether families get help from their local W-2 or Social Service agency to pay for child care, and if not, why not. There were also questions about the status of their school aged children. However,

because of a technical flaw in the implementation of the survey instrument, a large number of people were not asked these questions.

Leavers were asked in a separate section of the survey what stopped them from working for pay. Their responses are indicated below.

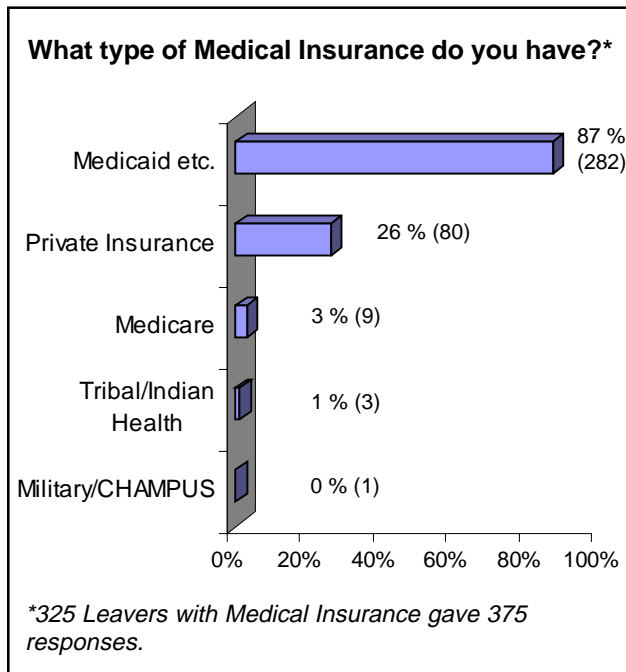


Medical Insurance

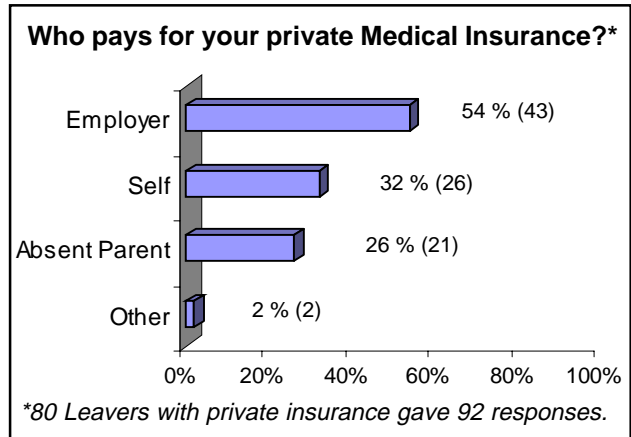
Leavers were asked if they or those with whom they lived with had some sort of health insurance — including Medicaid — that paid all or some of the medical bills. Eighty-seven percent (325) indicated that they did.

When those that had medical insurance were asked what type of insurance they or those they lived with had, 87 percent (282) had Medicaid or Healthy Start. One-quarter (80) indicated that they had private insurance.

Some Leavers indicated that they or those they lived with had more than one type of health insurance.

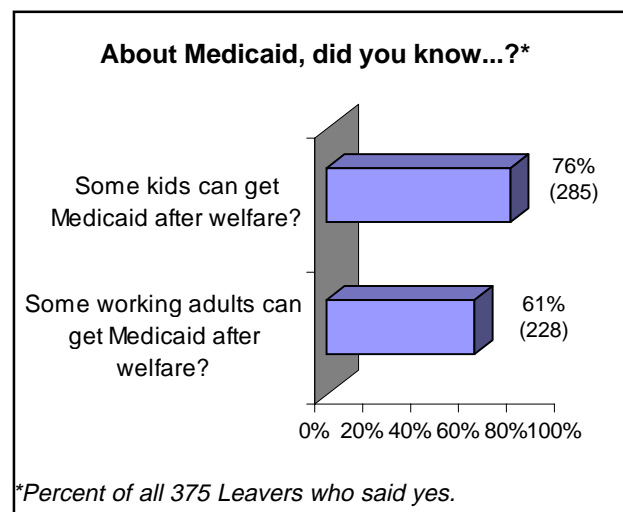


Leavers who indicated that they had private medical insurance were asked who paid for all or part of that coverage. As the table below indicates, most indicated that the employer paid, although again, some indicated that costs were paid by more than one party.



A total of 13 percent (48) indicated that they had no medical coverage of any kind. It is likely that many of these Leavers were eligible for Medicaid, based on their responses to questions about their Medicaid eligibility knowledge.

About 61 percent (228) knew that working adults could qualify for Medicaid after welfare. However, 15 percent more (76 percent total or 285) knew that children could qualify for Medicaid post-welfare.



Food-Related Services

The survey included two sets of questions about food-related issues. The first focused on problems Leavers may have had buying food. They responded to all options applying to them.

About 55 percent (206) of Leavers never found that buying food was a problem. Of all Leavers, 22 percent (83) had problems buying food on welfare and 32 percent (121) had problems after. Of the Leavers who have been unable to buy food, 49 percent (83) said it happened while they were on welfare. More (72 percent or 121) said it happened after welfare.

During periods when they could not buy it, Leavers went a variety of places for food. Of the 169 Leavers that could not buy food, 76 percent (128) reported going to an organization — either a church, food pantry, food kitchen, or shelter — at some point on or after welfare. About 65 percent (110) went to their friends and relatives while 6 percent (10) said they went hungry. Eight percent (14) reported going to a place other than the ones listed in the survey.

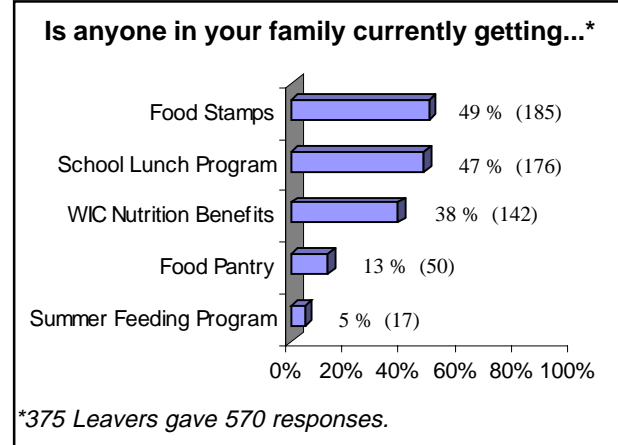
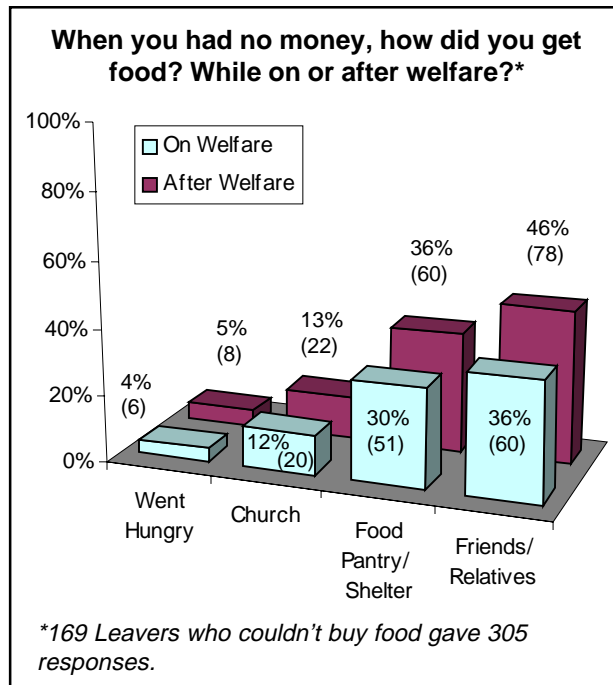
The second set of questions asked Leavers what food-related assistance they were receiving.

Four government food programs were used by a number of Leavers: 49 percent (185) were receiving Food Stamps, 47 percent (176) had children in the School Lunch Program, 38 percent (142) got WIC nutrition supplements, and 13 percent (50) used food pantries.

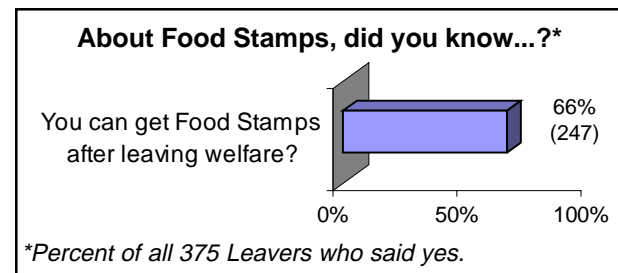
Was there ever a time when you had no way to buy food? When?

	Responses	% of All Leavers
No	206	55 %
Yes	169	45 %
AFTER welfare*	121	32 %
ON welfare*	83	22 %

* "On" and "After" values include responses of those who answered "Both" for on and after welfare.



When asked if they knew they might qualify to receive Food Stamps after leaving welfare, 66 percent (247) of the Leavers said that they did.



Household Mobility

Leavers were asked two sets of questions about the composition of their households *after* leaving welfare. The first set asked if anyone who lived with them while they were on welfare no longer lived with them. The second set asked about people who had moved into the Leaver's household since leaving welfare.

This data shows that 69 percent (151) of those who left the households prior to the Leaver's interview were relatives. On average, close to the same percentage of relatives moved into the households (72 percent or 76). However, in absolute terms, only half as many individuals moved in, suggesting a reduction in average household size after welfare.

A total of 247 (67 percent) of the Leavers indicated that there had been no changes in their households since they left welfare. However, 123 (33 percent of all Leavers) indicated that a total of 220 people had since moved out of their respective households. Or, an average of 1.8 people moved out of 123 Leavers' households after welfare.

When comparing the information from this set of questions with questions asked earlier in the survey (reported on Page 13 as part of Overall Family Well-Being), the trends appear similar. That is, there were larger households or more combined households when the Leavers were on welfare than after welfare.

A total of 65 (18 percent of all Leavers) indicated that 106 new people had entered their household. Or, an average of 1.6 people moved into 65 Leavers' households after welfare.

Did this event ever happen to you? When?
(Of all 375 Leavers)

The table below summarizes data about individuals moving into or out of the households of Leavers after welfare.

	<i>On/Both</i>	<i>Both/After</i>
To share household expenses:		
Moved in with someone	21 % (80)	17 % (64)
Someone moved in	14 % (52)	13 % (49)

Descriptions of People Moving OUT of or IN to Leaver's Households

	<i>Number Moving Out</i>	<i>Percent of 220 Moving Out</i>	<i>Number Moving In</i>	<i>Percent of 106 Moving In</i>
Relation to Individual:				
Relative	151	69 %	76	72 %
Spouse/Partner	18	8 %	19	18 %
Friend/Roommate	33	15 %	11	10 %
Gender:				
Male	69	31 %	52	49 %
Female	97	44 %	43	41 %
Unspecified	39	18 %	14	13 %
Age:				
0-4 yrs	15	7 %	19	19 %
5-17 yrs	35	16 %	14	14 %
18-29 yrs	99	46 %	33	33 %
30-39 yrs	34	16 %	17	17 %
40-49 yrs	18	8 %	10	10 %
50-65 yrs	10	5 %	8	8 %
66+ yrs	6	3 %	0	0 %

