# Facing the Final Countdown:
## A Study of Long-Term Alaska Temporary Assistance Program Recipients

***Prepared for the***

Alaska Department of Health and Social Services
Division of Public Assistance

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# Executive Summary

## *Background*

The federal Aid to Families with Dependent Children (AFDC) program, which provided matching funds to states to operate cash welfare programs since the passage of the Social Security Act in 1935, was replaced by the Temporary Assistance for Needy Families (TANF) program under the federal Personal Responsibility and Work Opportunity Reconciliation Act of 1996, enacted in August 1996. Passage of TANF and the other provisions of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 signaled a fundamental shift in the objective of welfare, from providing ongoing income maintenance for poor children and their adult caretakers toward short-term aid and rapid movement of welfare families into employment and self-support.

Alaska enacted welfare reform legislation in June 1996 in anticipation of the impending federal welfare reform law. The State of Alaska's version of TANF, the Alaska Temporary Assistance program (herein referred to as Temporary Assistance or ATAP), replaced AFDC in July 1997. Temporary Assistance, like its federal counterpart, encourages the independence of recipients by emphasizing work and self-sufficiency and including a 60-month lifetime limit on cash benefits.

The Division of Public Assistance (DPA), an agency of the Alaska Department of Health and Social Services, administers Alaska's Temporary Assistance program. DPA commissioned the University of Alaska Anchorage, Institute for Circumpolar Health Studies (ICHS) to conduct this study of long-term recipients of Temporary Assistance. This is the second in a series of evaluation studies of the Alaska Temporary Assistance program conducted by ICHS in cooperation with the University of Alaska Anchorage School of Social Work.

The primary focus of the current report is on the description of the characteristics of the long-term recipients and their families; including the identification of the challenges they face in attempting to achieve self-sufficiency. The Division of Public Assistance and the UAA evaluation team established the following statement of purpose for this study:

> "The purpose of this study is to discover the factors associated with long-term reliance on Temporary Assistance and the degree to which they are being addressed so that the Division of Public Assistance can continue to develop effective policy and service responses."

For the purposes of this study, long-term recipients are defined as recipients who received at least 41 cumulative, "countable" months of Temporary Assistance benefits as of May 2001. The population studied here is the population that was at the time of selection at highest risk of exceeding the 60-month benefit limit by the end of 2002.

If these recipients continue to receive Temporary Assistance without interruption, they will reach the 60-month limit by December 2002. Unless they are granted an extension under program rules, their benefits will end.

These families are of great public concern because of the potential for harm resulting from the loss of cash assistance. Policymakers are charged with developing and implementing program strategies that will enable as many of these families as possible to become self-supporting, and of crafting policies that assure that the most vulnerable of them continue to receive cash support. Much of that policy development was completed while this study was being conducted.

The TANF program and other elements of federal welfare law will sunset at the end of 2002. Federal welfare reauthorization is a major domestic policy agenda item for the Congress this year, and many of the issues discussed in this report are germane to the reauthorization debate.

Three sets of data are used in this analysis.

- Division of Public Assistance administrative records from the DPA Eligibility Information System (EIS) for the benefit month of April 2001 (EIS is the data system used by DPA to administer the Temporary Assistance caseload);
- The results of a telephone survey of long-term Temporary Assistance recipients that was conducted during May, June, July 2001 by Craciun Research Group, an Anchorage-based consulting firm; and
- The results of a survey conducted in August, September, and October 2001 of the case managers of the respondents to the recipient survey. Case managers surveyed included both State of Alaska employees and employees of community organizations operating under contract with the Division of Public Assistance. The case managers responded to a series of questions about their clients who participated in the recipient survey.

The recipient surveyor attempted to interview all of the 781 recipients in the defined long-term recipient group and achieved a 48% response rate. The UAA staff that conducted the case manager survey realized a response rate of 93%.

Researchers were concerned that this study may be somewhat limited in its inferential power because of the lower-than-desired recipient survey response rate. Thus, the researchers conducted an analysis of the representativeness of the survey data. While some discrepancies were identified, they were minor and generally immaterial to the findings presented here.

The Division of Public Assistance provided administrative data on the complete long-term recipient population; those data are used whenever applicable in our analysis.

The results presented here constitute a comprehensive overview of the characteristics of Alaska's long-term Temporary Assistance recipients and their families, and provide many valuable insights into the issues they face as they struggle to achieve economic independence.

The findings below are grouped according to the basic constructs that were developed from the basic questions about the characteristics of long-term recipients and the nature of their interactions with Alaska's welfare system.

## *Findings*

### 1. Demographics and Family Characteristics

A typical long-term Temporary Assistance recipient is female, white, a U.S. citizen, less than 40 years old, separated or divorced, and living with her two children in Southcentral Alaska.

Specifically, the study found that:

- Most long-term recipients are women between the ages of 26 and 45 who are not living with their children's father.
- Long-term recipients are less likely to be currently married and more likely to be divorced than their shorter-term counterparts.
- Over 60% of the long-term recipients who responded to the survey are white, a proportion close to their representation in the beneficiary rolls; Alaska Natives tend to be shorter-term recipients.
- Long-term recipients have somewhat larger families than shorter-term recipients. Most have one or two children.
- Nearly all long-term recipients are U.S. citizens.

- Long-term recipients are concentrated in urban areas, particularly in Southcentral Alaska.

**2. Educational Background**

Few long-term Temporary Assistance recipients have gone beyond high school; many never finished high school but have completed GED programs. Large numbers of them have been engaged in work preparation classes intended to help them obtain work.

Specifically, the study found:

- Long-term recipients have low educational achievement. Half of the survey respondents had not completed high school
- Most recipients who had not completed high school had completed a G.E.D. or were working toward one.
- Many study subjects had completed some form of job skills training.
- Most long-term recipients believe the job training they need is available to them.

**3. Employment and Earned Income Opportunities**

Most long-term Temporary Assistance recipients work, few have steady, year-round jobs, and most earn poverty-level wages when they do work.

Specifically, the study found:

- Long-term recipients work when they can. Fifty-five percent of those surveyed had worked during the past year.
- The mean reported hourly wage was $8.57 per hour, but few workers work regular full-time jobs.
- Employment in this group is unstable, with many unemployed for much of the year and only a third employed year-round.
- Recipients' perceptions about the availability of work are mixed, though many believe jobs are available in their communities. Many say they would be willing to move to get a good job.

**4. Unearned Income and Financial Obligations**

Although the great majority of long-term Temporary Assistance recipients do not live with the father of their children, a minority receive child support, and the support orders of those who do receive support are generally low, probably because the children's' fathers are poor themselves. Many of these families seem to be sharing living quarters with extended family members, probably in an effort to minimize living expenses. A high incidence of Permanent Fund Dividend garnishment in this population points toward a substantial debt load that may make it more difficult for them to become self-supporting.

Specifically, the study found:

- Child support was the most commonly reported form of unearned income, yet only 30% of these predominantly single-parent families receive child support, and most child support orders were for less than $200 per month.
- Many recipients appear to share housing with family members who receive disability benefits.
- Despite the predominance of sporadic employment, few long-term recipients receive Unemployment Insurance benefits.
- Almost 40% of the families surveyed said someone's Permanent Fund Dividend was garnished to recover unpaid debts.

**5. Barriers to Employment**

Long-term recipients face a complex array of problems that make it difficult for them to find work and remain employed. Health problems are very common, including both physical and mental conditions. Depression

is pervasive in this group. Their low educational levels limit their employment options. Transportation difficulties frequently constitute a roadblock to successful participation in the workforce.

Specifically, the study found:

- Though their perceptions do not always correspond, both the long-term recipients and their case managers reported a daunting array of issues that made it difficult for them to find and maintain employment.
- Both the case managers and the recipients surveyed often cited low educational achievement as a major contributor to their inability to support themselves and their families.
- Many recipients had participated in job training, yet many cited a lack of job skills and limited work experience as problems.
- Transportation problems make it difficult for many recipients to work.
- Recipients and case managers alike identified difficulties with access to quality child care as factors in their inability to maintain employment.
- Issues related to the physical and mental health of recipients and their families are very common and constitute substantial employment barriers for many.
- Screening tools showed that many long-term recipients are at high risk for depression, and subsequent analysis found a link between poor health and depression. Nearly half of the recipients reported that they had received treatment for depression or anxiety.
- Substance abuse is an issue for some recipients, though the data provide limited insight into its prevalence.

**6. Case management and referrals for mitigative services**

There are strong signs that the state employees and DPA grantees and contractors that provide services to these recipients are directing them toward services that are needed to mitigate their barriers to work, at least when the barriers are likely to respond to treatment. At the same time, it appears that the case managers may not be reaching all of their clients with such services, possibly because some recipients have severe problems that are unlikely to respond to treatment. Case managers are optimistic about half of their clients' prospects for self-sufficiency, but express reservations about others' ability to support their families before they reach the time limit.

Specifically, the study found:

- Almost half or the survey respondents had received treatment for depression or anxiety, and almost 20% had been treated for other mental health problems.
- Nearly one recipient in four had been referred for vocational rehabilitation services
- Medical incapacity is the most common reason for recipients being determined exempt from work. Many of these recipients are applying for long-term disability benefits.
- Medical incapacity is the most common reason for recipients being determined exempt from work. Many of these recipients are applying for long-term disability benefits.
- Case managers believe that about half of their clients are unlikely to achieve self-sufficiency before hitting the five-year time limit.

**7. Recipient Perceptions and Attitudes**

Long-term Temporary Assistance recipients are motivated and want to work. They agree in large part with the time limit and the mandatory work requirements of the Temporary Assistance program. At the same time, many are concerned about what will happen to them and their families if Temporary Assistance benefits are no longer available to them in the future.

Specifically, the study found:

- There is a strong work ethic among long-term welfare recipients. The overwhelming majority would rather be employed than on assistance.
- The long-term recipients generally agreed with the welfare reform rules that impose time limits and require work.
- Recipients are generally positive about the services they receive from their case managers.
- Long-term recipients are aware of the benefit time limit and concerned about how they will support their families if they reach the limit.

## *Conclusions*

The Division of Public Assistance has, since work began on this study, launched a new administrative process that will review the case of each Temporary Assistance recipient who is approaching the benefit time limit and determine on an individual basis whether or not the family will be granted an extension of the statutory limit of 60 calendar months of assistance. That process seems essential in light of many of the findings of this study.

As the Temporary Assistance caseload has fallen during the past five years, the character of the caseload has changed. Many of the remaining recipients face challenges in the areas of physical and mental health, low educational experience, and limited work experience. This is a very vulnerable population.

At the same time, this is a resilient population. Most of these single mothers work at least part of the year. Nearly all of them would prefer to work rather than be on welfare. Many of them have taken steps to complete their education. Most have been cooperative with the demands placed on them to participate in the work-oriented activities of the Temporary Assistance program.

Policy makers will be well advised to exercise great care in the crafting of policies that will best serve the needs of this population. A “one size fits all” approach will not work with families that face such complex issues.

Experience has shown that welfare recipients typically use welfare benefits only in times of real need. Most families that come onto the caseload use the benefits to help them through a difficult time, then leave when they are able to live independently. Experience has also shown that some families stay on assistance for many years. We believe this study sheds light on many of the reasons for long-term dependency. Some of those reasons are conditions that will respond to training, encouragement, provision of support services, and insistence that the recipients must put themselves out into the workforce whether or not they believe they are ready.

Other conditions that prevail in this population, like long-term physical and mental health problems and limited educational achievement, will likely never be mitigated for some recipients.

The 1996 welfare reform law was not designed to eliminate poverty; it was designed to put welfare recipients to work. This study has found that most long-term welfare recipients are working people, yet they are still poor because of the instability of their employment and the low level of their wages.

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# Introduction

This report presents the initial findings of the second major study in a multi-year evaluation of the Alaska Temporary Assistance program. Both the current study and the previous study are the products of a cooperative effort of the Institute for Circumpolar Health Studies at the University of Alaska Anchorage (UAA), the UAA School of Social Work, and the Division of Public Assistance, an agency of the Alaska Department of Health and Social Services. This study examines the population that was, in April 2001, at risk of reaching the lifetime 60-month lifetime limit on Temporary Assistance benefits within 6 months after the time limit takes effect in July 2002.

The first Alaska Temporary Assistance evaluation examined recipients who left the Temporary Assistance program during a two-year period beginning in October 1997; that study is frequently referred to as the "leaver" study. The leaver study report, *Reaching for Independence: A Study of Families that have Left the Alaska Temporary Assistance Program*, is available at the Institute for Circumpolar Health Studies website: http://www.ichs.uaa.alaska.edu/

The Alaska Temporary Assistance program was implemented in July 1997. Thus, July 1997 was the first month that counted toward the new 60-month lifetime limit on benefits. This report presents the findings of a study that examines the characteristics of long-term recipients of Temporary Assistance: recipients who appeared most likely to reach the 60-month lifetime limit on Temporary Assistance benefits within the first six months after the limit begins to affect Alaskan recipients in July 2002. The study subjects were recipients who had received more than 40 months of benefits as of April 2001. Unless they are granted an extension under Temporary Assistance program rules, these recipients will reach the 60-month benefit limit by December 2002 if they continue to receive Temporary Assistance without interruption.

These families are of great public concern because of the potential for harm resulting from the loss of cash assistance. Policymakers are charged with developing and implementing program strategies that will enable as many of these families as possible to become self-supporting, and of crafting policies that assure the most vulnerable of them continue to receive public support.

Despite the lower-than-desired survey response rate, the results presented here constitute a comprehensive overview of the characteristics of Alaska's long-term Temporary Assistance recipients and their families, and provide many valuable insights into the issues they face as they struggle to achieve economic independence.

## *Background: Welfare Reform in Alaska*

The federal Aid to Families with Dependent Children (AFDC) program, which provided matching funds to states to operate cash welfare programs since the passage of the Social Security Act in 1935, was replaced by the Temporary Assistance for Needy Families (TANF) program under the federal Personal Responsibility and Work Opportunity Reconciliation Act of 1996,[1] enacted in August 1996.

Passage of TANF and the other provisions of the welfare reform laws signaled a fundamental shift in the objective of welfare, from providing ongoing income maintenance for poor children and their adult caretakers toward short-term aid and rapid movement of welfare families into employment and self-support.

[1] Public Law 104-193

Under the old AFDC system, families with income and assets below state-established maximums were entitled to benefits as long as a dependent child was living in the home. There was no limit on the amount of federal matching funds states could receive for their AFDC programs. TANF changed this, eliminating automatic entitlement to benefits and, with limited exceptions, subjecting recipients to a 60-month lifetime limit on cash benefits. States no longer receive open-ended federal matching for the costs of their welfare programs; TANF funding is paid as a block grant to the states, the amount based on each state's historic claims for AFDC funding.

Alaska enacted welfare reform legislation in June 1996[2] in anticipation of the impending federal welfare reform law. The State of Alaska's version of TANF, the Alaska Temporary Assistance program (herein referred to as Temporary Assistance or ATAP), replaced AFDC in July 1997. Temporary Assistance, like its federal counterpart, encourages the independence of recipients by emphasizing work and self-sufficiency and including a 60-month lifetime limit on cash benefits. The Division of Public Assistance (DPA), an agency of the Alaska Department of Health and Social Services, administers Alaska's Temporary Assistance program.

Under previous law, only the states could operate and receive funding for AFDC programs. The federal welfare reform legislation authorized Native American tribes and Alaska Native organizations to share in the TANF Block grant and operate separate TANF programs for their members. In Alaska, the 12 ANCSA regional nonprofit corporations and the Metlakatla Indian Community are eligible for Native TANF funding.

In 2000, the Alaska Legislature passed a bill sponsored by Governor Knowles that authorizes state funding for Native-run TANF programs to four organizations. To date, three Alaska Native organizations (Tanana Chiefs Conference, Inc; the Central Council of Tlingit and Haida Indian Tribes of Alaska; and the Association of Village Council Presidents) have taken over TANF services for Native families living in their regions. The Metlakatla Indian Community is authorized to receive state funding, but has not established a Native TANF program. Families that receive TANF benefits from the Native organizations are not included in the Department of Health and Social Services Temporary Assistance data files, and consequently were not included in this study. The effect of the exclusion of Alaska Native TANF beneficiaries is the lack of data on Alaska Native families who were previously included in the state system. This lack of data compromises our ability to describe the characteristics of Alaska Native beneficiaries, hence restricting the scope of this study largely to non-native groups.

## *Federal Reauthorization*

The 1996 federal welfare reform law included a "sunset" provision under which the TANF program will expire at the end of federal fiscal year 2002 (i.e., on September 30, 2002) unless Congress reauthorizes it. Welfare reauthorization is a major domestic policy agenda item for the Congress in 2002. The pivotal issue in the reauthorization is the requirement that beneficiaries seek and obtain work within the specified period. Other issues include: the amount of continued block grants to states, state flexibility in using federal welfare funds, and policies relating to continuation of benefits to families that reach the benefit time limits imposed in the 1996 law are also issues in the debate.

Alaska is one of the many states that has undertaken research to inform policymakers at all levels as they determine the continued direction of programs of assistance for low-income families with dependent children.

[2] Chapter 107, Session Laws of Alaska 1996

Much of the state policy development in this area was being conducted while this study was being completed.

## The Need for Program Evaluation

The long-term recipient study subjects represent many of Alaska's most vulnerable families with young children. There is broad recognition both in Alaska and around the nation that the dramatic reduction in the welfare case rolls of the late 1990s and early 2000s has changed the composition of the caseloads profoundly. As recipients who are most able to work have moved into employment, it is generally perceived that individuals with substantial, long-term impediments to financial self-sufficiency have come to constitute an increasingly large share of the caseload. These families will be the first to face the lifetime limit on receipt of benefits. The State has already begun to shape its policies and plan its services to meet the needs of these families.

There are many important questions about this population, most of which center on the challenges these families face in attempting to achieve economic self-sufficiency. What common factors are associated with their long-term reliance on welfare? What conditions might be responsive to treatment, and what factors reflect broader societal issues that are beyond the reach of what we commonly think of as public welfare programs? To what extent should we consider that some families will always require public support? How can limited financial resources best be targeted to allow the greatest number of these families to successfully transition toward self-support?

These questions, along with a legislative requirement to "conduct studies and research in order to evaluate and monitor the effectiveness of [Temporary Assistance],"[3] led the Department of Health and Social Services to sponsor the previous study of Temporary Assistance "leavers," as well as this study of long-term Temporary Assistance recipients.

It is important to understand that not all of the recipients involved in this study will have their benefits terminated by the end of 2002. Both state and federal laws provide for extended eligibility for families that meet certain specified extension criteria, and the study findings imply that many of these families will qualify for extended benefits. In addition, many recipients were working at the time of the interview and some were no longer receiving assistance at the time of the interview.

## Purpose of the Study

The Division of Public Assistance and the UAA evaluation team established the following statement of purpose for this study:

> "The purpose of this study is to discover the factors associated with long-term reliance on Temporary Assistance and the degree to which they are being addressed so that the Division of Public Assistance can continue to develop effective policy and service responses."

The primary focus of the current report is on the description of the characteristics of the long-term recipients and their families, including the identification of the challenges they face in attempting to achieve self-sufficiency.

A considerable amount of open-ended information related to the referrals and services provided to these recipients through Temporary Assistance case managers (including both state employees and employees of contracted case management agencies) was also collected during the course of this study. Analysis of these qualitative data was underway as this report was prepared, and a separate report of the findings of that analysis will be issued later as a supplement to this report.

[3] Alaska Statutes 47.27.005(7)

# Study Methodology and Respondent Characteristics

## *Operational Definitions Used in Identifying the Subject Population*

Under Temporary Assistance program rules, only months in which the recipient's financial needs are included in the Temporary Assistance cash grant as a parent or other adult relative caretaker of a dependent child count toward the 60-month, cumulative, lifetime benefit. Benefit months for which only a child's needs are included in the welfare grant do not count toward the 60-month limit; such "child-only" cases are not included in this study.

The federal welfare reform law includes a special rule for recipients who live in defined high-unemployment Alaska Native villages; any month a recipient lives in such a village does not count against the time limit. This rule accounts in part for the low number of rural residents in the long-term recipient population.

Federal law also requires that TANF assistance received in any state be counted toward every state's time limit. Alaska counts public assistance awarded by other states as months applied toward the federal 60-month limit. For example, a recipient who received 12 months of TANF aid in Oregon before moving to Alaska would have her 60-month counter set at 12 months if she applied for the Alaska Temporary Assistance program.

For the purposes of this study, long-term recipients are defined as recipients who received at least 41 cumulative, countable months of Temporary Assistance benefits as of May 2001. A recipient who received Temporary Assistance every month since the implementation of the Temporary Assistance program in July 1997 would have received his or her 46th countable month of benefits in April 2001.

If such a recipient continued to receive benefits without interruption, June 2002 would be the 60$^{th}$ month of benefits. Unless benefits are extended, month 60 would be the last month of Temporary Assistance benefits. Similarly, a recipient who received 41 months as of April 2001, and who continued to receive benefits without interruption, would receive the 60$^{th}$ month's benefit in November 2002 and become ineligible in December 2002, unless the Division of Public Assistance granted an extension. Thus, the population studied here is the population that was at the time of selection at highest risk of exceeding the 60-month benefit limit by the end of 2002.

Table 1 shows the distribution of the number of months of Temporary Assistance received by the recipient survey respondents as of April 2001. The reader will note that 11 respondents actually received more than 46 months of benefits by April 2001. This occurred because the 60-month limit is a national limit that extends across state lines. Recipients who received benefits in other states before moving to Alaska (some states implemented TANF as many as 9 months earlier than Alaska) have those months counted in their total and may have accumulated more total months than their counterparts who received TANF only in Alaska. Only 26 cases in the total study population of 781 cases received more than 46 months of benefits as of April 2001.

**Table 1. Survey Respondents: Total Months on Temporary Assistance**

| Months on Temporary Assistance | Number of Respondents | Percent of Respondents |
|---|---|---|
| 41 | 25 | 6.7% |
| 42 | 27 | 7.2% |
| 43 | 34 | 9.1% |
| 44 | 46 | 12.3% |
| 45 | 93 | 24.9% |
| 46 | 137 | 36.7% |
| 47 | 7 | 1.9% |
| 48 | 1 | 0.3% |
| 49 | 0 | 0.0% |
| 50 | 2 | 0.5% |
| 51 | 0 | 0.0% |
| 52 | 0 | 0.0% |
| 53 | 1 | 0.3% |
| **Total** | **373** | **99.9%** |

Source: DPA Data System Records

"Child-only" cases were excluded from the study population. A child-only Temporary Assistance case consists of a needy child with a non-needy adult caretaker.

Typically, child-only cases are established when the child lives with a relative, such as a grandparent, aunt, or uncle who is not the child's parent and therefore not financially responsible for the child's support. Child-only cases are not subject to Temporary Assistance time limits or work requirements, and are outside the scope of the research questions.

## *Data Sources*

Three sets of data are used in this analysis. They are:

1. Division of Public Assistance administrative records from the DPA Eligibility Information System (EIS) for the benefit month of April 2001 (EIS is the data system used by DPA to administer the Temporary Assistance caseload, along with food stamps, Adult Public Assistance, and Medicaid benefits);
2. The results of a telephone survey of long-term Temporary Assistance recipients; and
3. The results of a survey of the case managers of the respondents to the recipient survey.

## *Survey Methods*

UAA conducted two distinct surveys to gather data for this study. Both long-term recipients and their case managers were interviewed.

### 1. The Recipient Survey

Division of Public Assistance data records provided to ICHS identified 812 recipients who had received more than 40 months of Temporary Assistance as of April 2001. An examination of the records resulted in

identification of 31 cases where the recipient who had received more than 40 months of Temporary Assistance was not in fact a recipient in the month of April 2001 and therefore not properly a study subject. These cases were eliminated from the study population, leaving a remaining study population of 781 individuals who were valid study subjects.

The University research team and the Division of Public Assistance decided that telephone interviews represented the most expeditious and economical approach to gathering data from the recipients. Craciun Research Group, Inc., an Anchorage-based research firm, conducted the recipient survey under contract to the University. Craciun Research is the only Alaskan research firm that uses a computer-assisted telephone interviewing (CATI) system. The CATI system automatically dials the telephone numbers of survey subjects until contact is made. The interviewers entered the subjects' answers directly into a real-time, on-line database while the interview is conducted.

As is always the case with human subject research conducted by the University, participation in the survey was voluntary. Survey subjects received a $25 cash incentive payment for their participation. The University sent a pre-mailer to each of the survey subjects, advising them that they would be contacted for interview and providing them with a written copy of the informed consent statement that would be read to them by the telephone interviewer before the interview. The text of the informed consent statement is included as Appendix 1.

These individuals represented the entire population of long-term recipients as of April 2001. No sampling methodology was used in this study. The University's survey contractor attempted to contact and interview each of the survey subjects. A copy of the recipient survey is included with this report as Appendix 2. The telephone interviews averaged approximately 35 minutes in length.

The survey contractor attempted to contact and interview every one of the 781 survey subjects by telephone. A total of 373 subjects were interviewed for a final response rate of 47.8%. Table 2 tabulates the outcome of the contractor's efforts to interview the subject population.

**Table 2. Survey Results / Response Rates: Recipient Survey**

| Study Population* | Interviews Completed* | Unable to Contact (called at least 20 times) | Unable to Contact (no current telephone # available) | Refused Interview | Non-English Speaking, No Translator Available | Recipient Survey Response Rate |
|---|---|---|---|---|---|---|
| 781 | 373 | 53 | 197 | 120 | 54 | 47.8% |

*The survey contractor attempted to interview 812 members of the recipient population and actually interviewed 388 respondents. Subsequent to the completion of the recipient survey, it was determined that 31 individuals who did not meet the criteria for inclusion in the study had improperly been included in the study population. Neither the administrative data on these individuals nor the survey data on the 15 of these individuals who were interviewed was included in the analysis. The population and respondent data displayed in the table represents only individuals who met the criteria for inclusion.

## 2. The Case Manager Survey

The Division of Public Assistance provided the University with lists of the case managers of each recipient who responded to the telephone survey. University interviewers then contacted each case manager and interviewed the case manager about each of their clients who participated in the recipient survey. Case managers included both state employees and employees of non-profit organizations that contract with the state to provide welfare-to-work services. As in the recipient survey, University research standards required that the participation of the case managers in the survey be optional.

Most case manager interviews were conducted in person. However, case managers not in the immediate area (Anchorage and the Matanuska-Susitna valley) were interviewed by telephone. If the same case manager was identified for more than one client, attempts were made to consolidate the interviews. Interviews were conducted in August, September, and October 2001. The case managers were presented with a consent statement that guaranteed the confidentiality of the information they provided and made clear that their participation was not mandatory.

A total of 348 case managers were interviewed about the recipients who responded to the survey, for a response rate of 93.3%. Of those interviewed, 49% of case managers were DPA employees and 51% were employed by contracted agencies.
.
The case manager survey consisted of both closed- and open-ended questions that dealt with each recipient's history, the recipient's barriers to employment, the services and referrals that had been provided to alleviate the barriers, and the outcomes of the services and referrals provided. Case managers also responded to questions asked about each recipient's work activity exemption status, the frequency of their contacts with the recipient, the recipient's participation or lack thereof in work search and other activities, and the recipient's history of sanctions for failure to follow Temporary Assistance program rules. Additionally, the case managers were asked to rate their perceptions of the likelihood of each recipient achieving self-sufficiency before reaching the 60-month benefit limit.

Table 3 tabulates the results of UAA staff efforts to interview the case managers of the long-term Temporary Assistance recipients who participated in the recipient survey.

**Table 3. Case Manager Survey Response Data**

| Interviews Attempted | Interviews Completed | Refused Interview | Unable to Contact/ Other Incomplete | Case Manager Survey Response Rate |
|---|---|---|---|---|
| 373 | 348 | 4 | 21 | 93.3% |

## 3. Recipient Survey Data Reliability and Representativeness

This section of the report examines the reliability of the recipient survey data set used for the analyses in this report. There are two components. First, we examine the reliability of the data collected by Craciun Research Group (the recipient survey contractor) to examine for potential internal bias. Then, we examine the extent to which the respondents in the data set are representative of the entire population of long-term Temporary Assistance recipients.

### *a. Data Reliability*

The first task was to determine the extent to which the data provided by the recipient survey contractor were accurate and complete. To do this, basic demographic data from the recipient survey and related

demographic data received from the DPA Eligibility Information System (EIS) were compared for consistency. Specific variables examined included age, educational attainment, and gender.

The procedure for testing consistency between data files was to flag cases where inconsistencies were present for any of the three selected variables. Since a difference in a single variable may not necessarily indicate a problem, the criterion that at least two inconsistencies be present was used. Few cases came out of this assessment as a concern. Numerous reasons could explain such discrepancies, including inaccurate reporting by the respondent, inaccurate data entry by the survey interviewer, or inaccurate EIS data. The identified cases were then individually compared at additional data points to see if they would materially affect the results. In general there were no indications that these data records were problematic, so they were retained. This analysis supports a conclusion that the recipient survey data received from Craciun Research accurately reflects similar information from the DPA computer case records.

***b. Data Representativeness***

In any voluntary survey, there is always a possibility that the sub-population that participated in the survey has different characteristics from the subpopulation that did not participate.

The informed consent statement that was mailed to potential participants and presented again by the interviewers informed the recipients that they could refuse to participate or stop participation in the survey at any time without penalty. They were informed that they would receive a $25 honorarium upon completion of the interview. A substantial number (120 of 781 potential participants) refused to be interviewed.

An additional 250 potential participants were not interviewed because the telephone interviewers were unable to contact them, either because they lacked a working telephone number or had a working number but could not be reached despite at least 20 attempts to call them. Another 54 non-English speaking subjects were not interviewed because of the difficulty of providing translation services on the telephone.

Because the researchers were concerned that the 48% response rate of the recipient survey might produce results that were not representative of the entire long-term recipient population, an analysis of the generalizability of the results was conducted. The research team next examined the extent to which the recipient survey respondent data represents the characteristics of the total population as described by the case definition and the administrative data from the EIS system. Table 4 shows the results of the examination of eight variables that were used to compare the characteristics of the entire long-term recipient population to the subpopulation that responded to the survey.

The two groupings were compared on each of the selected variables using a chi-square test of association. Variables that showed substantial differences were further examined to attempt to identify the source of the differences between the total long-term recipient population and the respondent subpopulation.

The selected variables were tested to determine whether or not the observed discrepancies could be attributed to chance (i.e., to determine whether or not the “null” hypothesis, that there is no significant difference, is true). Variables for which the null hypothesis of no difference was rejected were examined further to determine which classes of the variables were the strongest contributing factors in forcing the rejection of the null. To do this, adjusted standardized residuals were calculated for each cell of a contingency table. These

**Table 4. Comparison of Respondents to Non-Respondents**

| Variable | Chi-Square Test Result | Issue(s) of concern |
|---|---|---|
| DPA Administrative Region | DNR (p<.086) | None - null hypothesis accepted |
| FS Community Classification | Reject (p<.014) | *Over-represented:* RURAL (ASR*= 2.5); *Under-represented:* URBAN (ASR*= -2.5). |
| Ethnic Heritage | Reject (p<. 000) | *Over-represented:* WHITES (ASR*= 2.1); *Under-represented:* ASIAN/PACIFIC ISLANDERS (ASR*= -3.8) and HISPANICS (ASR*= -2.4) |
| Family Type | Reject (p<. 021) | *Under-represented:* 2-PARENT FAMILIES (ASR*= -2.8) |
| Months on ATAP | DNR (p<. 347) | None - null hypothesis accepted |
| Gender | Reject (p<. 001) | *Over-represented:* FEMALES (ASR*= 3.4); *Under Represented:* MALES (ASR*= 3.4). |
| Marital Status | DNR (p<. 137) | None - null hypothesis accepted |
| Age | DNR (p<. 266) | None - null hypothesis accepted |

residuals are basically the observed minus the expected values corrected for the estimated standard error of the residuals. These can then be interpreted simply as z-scores where any value greater than ±2 indicates a strong influence on the rejection of the null. The initial analysis yielded 12 variables for additional analysis, but subsequent examination showed that four of the 12 variables were not appropriate to an analysis of this type; data on the four rejected data points are not presented here.

Some differences were found, including a slight but statistically significant over-representation of rural respondents. Other groups were significantly under-represented, including urban recipients, Asian and Pacific Islanders and Hispanics, and two-parent ATAP families. Four of the eight variables showed no significant difference between the total long-term recipient population and the respondent subpopulation.

Males, rural residents, and two-parent families constitute a small proportion of the long-term recipient population, and weighting of the data to account for the discrepancies on these factors would not materially change the findings of the study. The under-representation of Asian/Pacific Islanders and Hispanics is unfortunate, and while it is important that the reader be aware that these ethnic groups are not well represented here, it is also important to realize that these two ethnic categories represent only six percent of the entire long-term recipient population.

Taken on balance, the discrepancies identified in this analysis are not of great concern because they affect relatively small subgroups, and the researchers do not believe that they are cause to seriously doubt the representativeness of the recipient survey data as a whole. The overall results of the survey would not have changed greatly if these groups were represented in proportion to their occurrence in the target population. In recognition of the potential bias introduced by these specific variables, we have avoided using the problematic data elements as a basis for analysis.

# Demographics and Family Characteristics

This section describes the demographic and family characteristics of the long-term recipients who responded to the survey. For purposes of this study, "long term" recipients are individuals who received more than 40 countable months of Temporary Assistance benefits as of April 2001. To a limited extent, the demographics of the respondents are compared to the characteristics of the entire long-term recipient population, and to the rest of the April 2001 Temporary Assistance caseload.

Several standard demographic measures are used to describe the characteristics of the survey respondents.

***Findings:***

- Most long-term recipients are women between the ages of 26 and 45 who are not living with their children's father.
- Long-term recipients are less likely to be currently married and more likely to be divorced than their shorter-term counterparts.
- Over 60% of long-term recipients are white; Alaska Natives tend to be shorter-term recipients.
- Long-term recipients have somewhat larger families than shorter-term recipients. Most have one or two children.
- Nearly all long-term recipients are U.S. citizens.
- Long-term recipients are concentrated in urban areas, particularly in Southcentral Alaska.

## *Age*

As one might expect, long-term recipients tend to be older than shorter-term recipients. Table 5 compares the ages of the survey respondents to the ages of recipients who received Temporary Assistance for less than 41 months.

The ages of the shorter-term recipient population tend to be lower than the ages of long-term recipients; more than half of the shorter-term recipients (52.9%) were less than 31 years old.

Eighty-four percent (84%) of the long-term recipients who responded to the survey were age 45 or younger. Half (50%) were less than 36 years old. As would be predicted with a group that has been receiving Temporary Assistance for at least 41 months (and has, therefore been the caretaker of at least one minor child for those 41 months), none of the subject population is under 21 years of age, and only 11% are under 26 years old.

**Table 5. Ages of Long-Term and Shorter-Term Recipients**

| Age group (years) | Survey Respondents | | Shorter-term (< 41 Months) Recipients | |
|---|---|---|---|---|
| | Number of Recipients | Percent | Number of Recipients | Percent |
| < 21 | 0 | 0% | 518 | 12% |
| 21-25 | 42 | 11% | 987 | 23% |
| 26-30 | 64 | 17% | 739 | 17% |
| 31-35 | 80 | 21% | 679 | 16% |
| 36-40 | 69 | 18% | 595 | 14% |
| 41-45 | 59 | 16% | 427 | 10% |
| 46-50 | 41 | 11% | 175 | 4% |
| 51-55 | 16 | 4% | 75 | 2% |
| 56-60 | 2 | 1% | 29 | 1% |
| > 60 | 0 | 0% | 15 | 0% |
| **Total** | **373** | **100%** | **4239** | **100%** |

## Gender

The long-term recipient caseload is over 90% female. The shorter-term caseload (less than 41 months of Temporary Assistance benefits) is also largely female, although less so than the long-term beneficiaries. Table 6 shows the gender distributions of all long-term and shorter-term recipient populations along with the gender distribution of the survey respondents.

Males are somewhat under-represented in the surveyed population; there are significantly fewer males in the respondent group than in the entire pool of long-term recipients.

In general, most of the recipients, both the long-term and shorter-term recipient groups, are women of childbearing age. This is as expected, since the Temporary Assistance program, like the AFDC program before it, has traditionally served primarily single mothers with younger children.

## Ethnicity

Over 60% of the survey respondents were Caucasian, while 19% of the respondents were Alaska Native or American Indian, and 13% were African-American. Table 7 gives a graphic representation of this ethnic distribution.

**Table 6. Gender of Long-Term and Shorter-Term Recipients**

| Gender | Survey Respondents | | All Long-Term (>40 months) Recipients | | Shorter-Term (< 41 Months) Recipients | |
|---|---|---|---|---|---|---|
| | Number of respondents | Percentage | Number of Recipients | Percentage | Number of Recipients | Percentage |
| Male | 22 | 5.9% | 75 | 9.6% | 478 | 11.3% |
| Female | 351 | 94.1% | 706 | 90.4% | 3761 | 88.7% |
| **Total** | **373** | **100.0%** | **781** | **100.0%** | **4239** | **100.0%** |

**Table 7. Ethnic Distribution**

| Ethnic Identifier | Survey Respondents | | Long-Term (>40 months) Recipients | | Shorter-Term (< 41 Months) Recipients | |
|---|---|---|---|---|---|---|
| | Number of Recipients | Percentage | Number of Recipients | Percentage | Number of Recipients | Percentage |
| American Indian | 9 | 2% | 15 | 2% | 71 | 2% |
| Alaska Native | 63 | 17% | 138 | 18% | 1160 | 27% |
| Asian | 8 | 2% | 39 | 5% | 150 | 4% |
| African American | 48 | 13% | 87 | 11% | 380 | 9% |
| Hispanic | 8 | 2% | 30 | 4% | 174 | 4% |
| Pacific Islander | 4 | 1% | 14 | 2% | 92 | 2% |
| White | 230 | 62% | 451 | 58% | 2155 | 51% |
| Other | 1 | 0% | 2 | 0% | 15 | 0% |
| Unknown | 2 | 1% | 5 | 1% | 42 | 1% |
| **Total** | **373** | **100%** | **781** | **100%** | **4239** | **100%** |

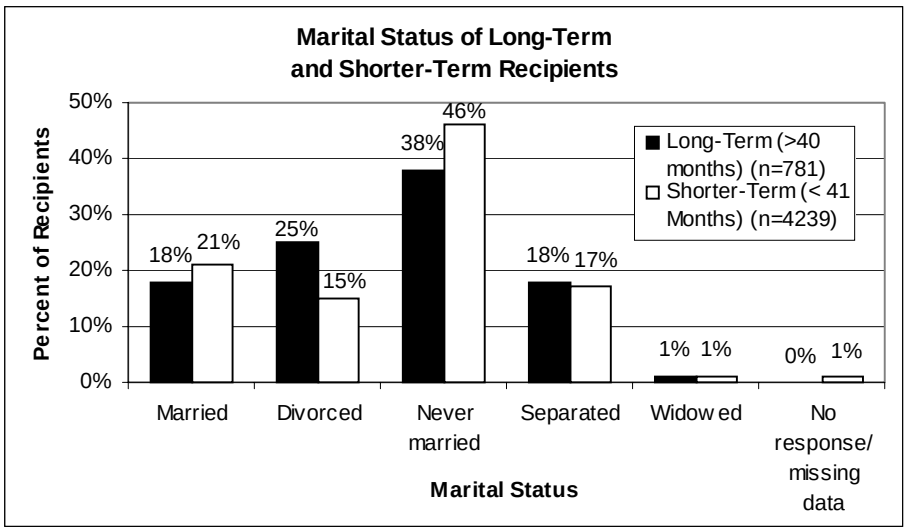
An analysis of the representativeness of the surveyed population is described in the methodology section. It suggests that white respondents are over-represented in this respondent group, while the Hispanic and Asian/Pacific Islander groups were underrepresented. This is possibly the result of the survey contractor's lack of provisions for translation services. In the final days of the survey, arrangements were made for the contractor to utilize the translation service that the Division of Public Assistance uses for its administration of its programs, but those last-ditch efforts yielded meager results. The two most frequently encountered language barriers involved speakers of Russian and Laotian.

It is remarkable that a significantly larger proportion of Alaska Natives were in the shorter-term recipient group (27%) than in the long-term groups (about 17%). At the same time, whites tended to be more concentrated among the long-term recipients.

The reason for this difference is not entirely clear. Undoubtedly, it is to some extent related to the fact that many rural-dwelling Native recipients are served by the ANCSA non-profits that operate their own TANF programs (Tanana Chiefs Conference, the Association of Village Council Presidents, and Tlingit-Haida Central Council) and are not, therefore, included in the study population. Tlingit-Haida also serves Natives in urban communities in Southeast Alaska. Also excluded from the data are Native recipients who have lived in high-unemployment villages where federal policy dictates that their time on Temporary Assistance does not count toward the time limit

## *Marital Status*

Like the ethnicity data, information on the marital status of the respondents was obtained through the DPA administrative database. Figure 1 compares the marital status distribution of all long-term recipients to the shorter-term recipients. Long-term recipients are both less likely to be currently married and more likely to be divorced than their shorter-term counterparts. Long-term recipients are substantially more likely to have been married earlier in their lives than are shorter-term recipients. This is most likely a reflection of the age distribution of the long-term recipients, who tend to be older than the shorter-term recipients and have a longer history of relationships.




Source: EIS Data

**Figure 1**

The Alaska Population Overview (1998 estimates) suggests than 71% of all children live in households with married couples. Less than 18% of the long-term Temporary Assistance recipient families include a parent who is married, and in many cases the married recipient's spouse is not included in the Temporary Assistance case. Several factors are at work here: in many cases, the spouse actually lives outside of the home, while in others the spouse lives with the family but is not included in the Temporary Assistance case because that person is disabled and receiving disability payments from SSI or Adult Public Assistance. In some cases, recipients live with an unmarried partner who is the parent of one or more of their children, yet they have not divorced their spouse. In other cases, the spouse is not included if he/she is a step parent or an ineligible alien.

## *Family Types and Family Sizes*

Figure 2 compares the proportions of long-term and shorter-term Temporary Assistance cases according to their Temporary Assistance family types. Because 2-parent families were under-represented in the survey respondents, this section compares only the total population of long-term recipients, including those who were not interviewed. Temporary Assistance family types include:

- **One-parent family:** one caretaker (a parent or another close relative) and one or more children.
- **Two-parent family:** two able-bodied parents (married or unmarried) and one or more children in common.
- **Incapacitated:** two parents, where at least one parent is medically unable to work, with one or more children.
- **Third trimester:** pregnant women in their last trimester who have no other children in the home.
- **Child-only:** a family where the child lives with a caretaker relative who is neither needy in her own right nor legally responsible for the support of the child. Child-only cases are commonly established when the child lives with a grandparent or another relative. Child-only cases are also established when the child lives with a parent who receives permanent disability benefits. The Temporary Assistance time limit does not apply to child-only cases, and such cases are not included in this analysis.

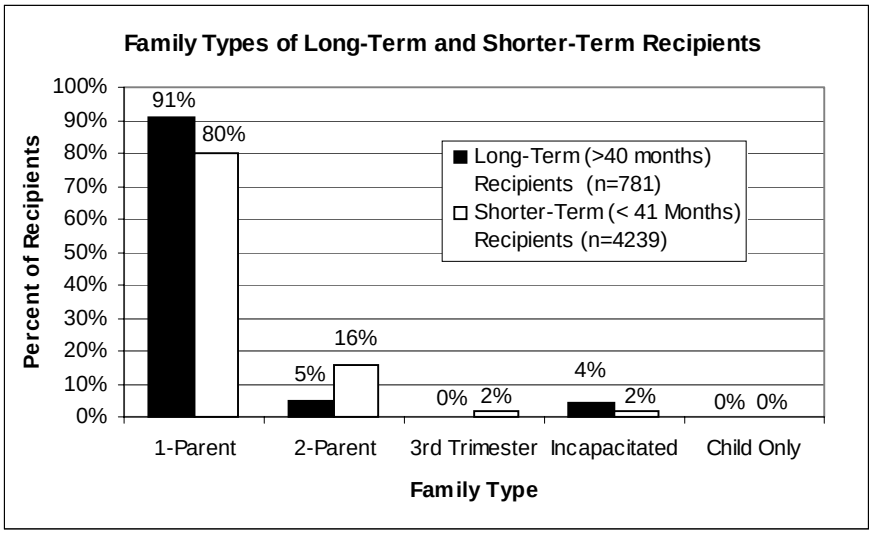



**Figure 2**

Long-term recipients are notably different than shorter-term experience in the distribution of their family types. Long-term recipients tend to be the only parent in the home, regardless of their marital status. The shorter-term recipients are more likely than the long-term recipients to be in two-parent families (whether or not the parents of the dependent child are married).

This phenomenon is probably attributable to two factors. First, under Temporary Assistance program rules, two-parent family income limits are reduced by 50% during the three summer months each year. The second factor is the different dynamic of two-parent households with regard to access to the workplace. When two parents live with their children, each is freer to pursue employment because neither is the sole caretaker of the children, and other household responsibilities can be shared. This is likely to result in less need for assistance over the long term.

Single parents have reduced flexibility to train for, seek, or maintain employment because of the greater demands they face for parenting and other family responsibilities.

Family size data from the Division of Public Assistance EIS data system are displayed in Table 8. These figures reflect the number of eligible individuals in the home, including both children and adults. These data show that long-term recipients have a mean family size of 3.5 people. Although shorter-term recipients tend to have smaller families (average size = 3.1), only 18% of all long-term recipient households had a family size greater that four, and 33% had only two people in the home. This runs counter to the prevailing myth that individuals on welfare are motivated to have large families by potential increases in the welfare grant.

**Table 8. Family Sizes of Long-Term and Shorter-Term Recipients**

| Family Size | Long-Term (>40 months) Recipients (n=781) | | Shorter-Term (< 41 Months) Recipients (n=4239) | |
|---|---|---|---|---|
| | Number of Recipients | Percentage | Number of Recipients | Percentage |
| 1 | 0 | 0% | 63 | 1% |
| 2 | 256 | 33% | 1707 | 40% |
| 3 | 224 | 29% | 1204 | 28% |
| 4 | 153 | 20% | 675 | 16% |
| 5 | 73 | 9% | 311 | 7% |
| 6 | 36 | 5% | 126 | 3% |
| 7 | 16 | 2% | 82 | 2% |
| 8 | 8 | 1% | 35 | 1% |
| 9 | 4 | 1% | 22 | 1% |
| 10 | 3 | 0% | 8 | 0% |
| 11 | 2 | 0% | 2 | 0% |
| 12 | 3 | 0% | 2 | 0% |
| 13 | 1 | 0% | 2 | 0% |
| 14 | 0 | 0% | 0 | 0% |
| 15 | 2 | 0% | 0 | 0% |
| 16 | 0 | 0% | 0 | 0% |
| **Total** | **781** | **100%** | **4239** | **100%** |

## Citizenship

The citizenship data on recipients that is displayed in Table 9 was obtained from Division of Public Assistance administrative records rather than respondents' self-reports. The citizenship status of Public Assistance recipients is verified prior to entry into the EIS system, so these data are considered to be extremely reliable. Nearly all (97%) of the respondents are U.S. citizens. The remaining 3% are lawfully admitted aliens who are eligible to work in Alaska. The reader will note that non-citizens are somewhat under-represented in the respondent group. This is probably related to the under-representation of minority groups, as discussed earlier in the section on ethnic distribution.

## Geographic Distribution

Figure 3 shows the boundaries of the four DPA administrative regions. Figure 4 illustrates the geographic distribution of both long-term and shorter-term recipients.

Most long-term Temporary Assistance recipients live in the Southcentral region. State EIS data show that 72% of the long-term Temporary Assistance caseload lives in the DPA Central administrative region, which encompasses Anchorage and the Matanuska-Susitna Borough. In contrast, the Central region includes only 60% of the state's shorter-term caseload. Shorter-term families predominate in the Coastal and Southeast regions, while the Northern region caseload resemble the statewide distribution on long-term and shorter-term recipients.

The following three factors likely operate to create this disparity:

1. The lower living costs in Anchorage and the Mat-Su Borough may be more attractive to low-income families.
2. The administration of the TANF program for Native people has been taken over in three areas of the state by Alaska Native regional social service corporations in much of the rural North, the Yukon-Kuskokwim Delta, and Southeast Alaska.
3. Rural residents of high-unemployment Alaska Native villages, whether served by the State or Native programs, do not have their time on assistance counted toward the 60-month limit.

As a result of the second two factors, much of the rural caseload in economically depressed areas, which may include many families that are heavily dependent on Temporary Assistance or Native TANF, is not included in the state long-term recipient data that were used to identify the population that is the subject of this study.

**Table 9. Citizenship Status of Long-Term and Shorter-Term Recipients**

| Citizenship Status | Survey Respondents | | All Long-Term (>40 months) Recipients | | Shorter-Term (< 41 Months) Recipients | |
|---|---|---|---|---|---|---|
| | Number of Recipients | Percentage | Number of Recipients | Percentage | Number of Recipients | Percentage |
| **US Citizen** | 362 | 97% | 725 | 93% | 4027 | 95% |
| **Legal Alien** | 11 | 3% | 56 | 7% | 209 | 5% |
| **Other Eligible** | 0 | 0% | 0 | 0% | 2 | 0% |
| **Other** | 0 | 0% | 0 | 0% | 1 | 0% |
| **Total** | **373** | **100%** | **781** | **100%** | **4239** | **100%** |

**1. Northern Region**
North Slope
Yukon-Koyukuk
Fairbanks North Star
Denali
Southeast Fairbanks

**2. Coastal Region**
Northwest Arctic
Nome
Wade Hampton
Dillingham
Bristol Bay
Lake and Peninsula
Aleutians East
Kodiak Island
Kenai Peninsula
Valdez-Cordova

**3. Central Region**
Anchorage
Matanuska-Susitna

**4. Southeast Region**
Skagway-Yakutat-Angoon
Haines
Juneau
Sitka
Wrangell-Petersburg
Ketchikan Gateway
Prince of Wales-Outer Ketchikan

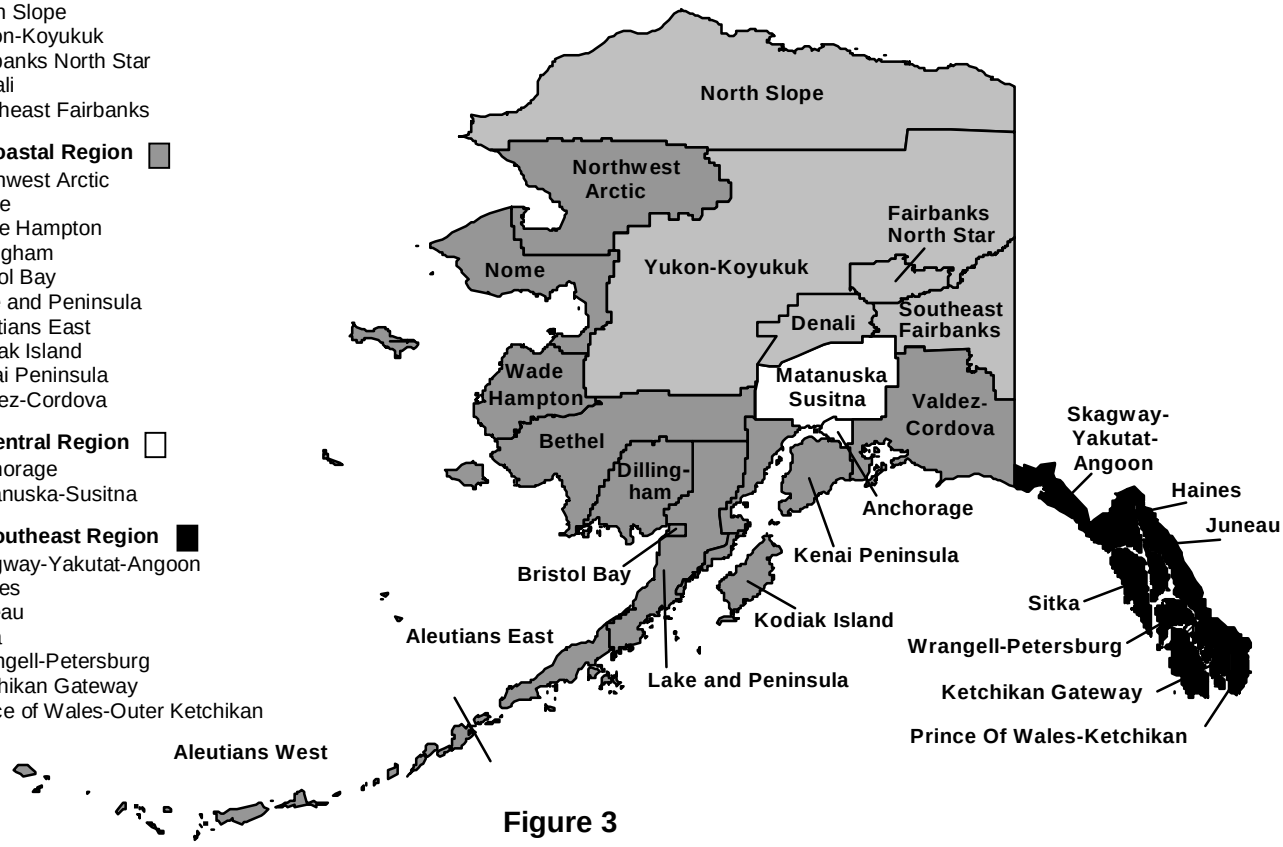



**Figure 3**

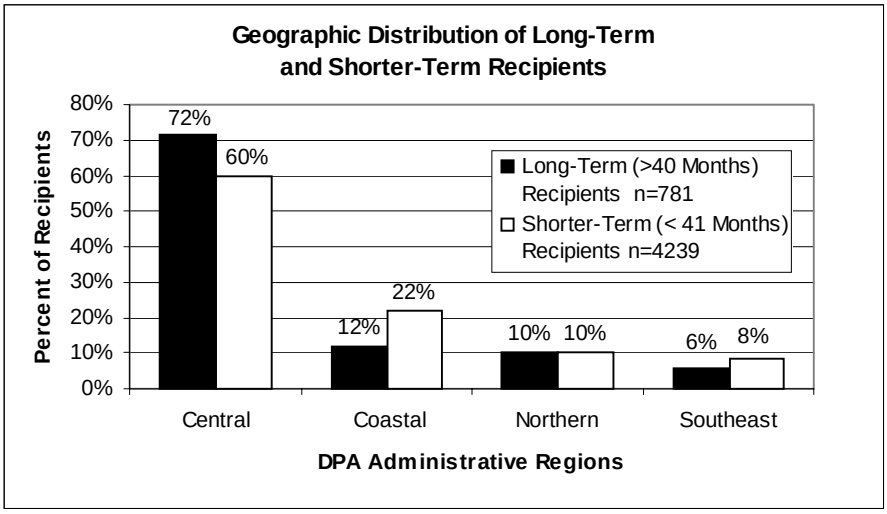



**Figure 4**

# Educational Background

Many long-term recipients have low educational achievement. Educational background has been shown many times to be an important predictor of employment success. The entry-level job market generally expects workers to have successfully completed a minimum of a high school education with literacy and basic math skills. Figure 5 shows the levels of education reported by survey respondents.

When asked what their level of education was, half (50%) of respondents reported that they had less than a high school diploma, and 40% reported that they had completed high school. A few said they held associate (6%), baccalaureate (4%), or graduate (less than 1%) degrees.

Most of the respondents who had not completed high school had or were in the process of earning an equivalency certificate. Of the 183 respondents who reported that they had not graduated from high school, 106 (58%) said they had earned a GED and 40 (11%) said they were currently working on their GED. Only 37 (10%) of the non-high-school graduates had neither earned a GED nor were pursuing one.

*Findings:*

- Long-term recipients have low educational achievement. Half of the survey respondents had not completed high school.
- Most recipients who had not completed high school had completed a G.E.D. or were working toward one.
- Many study subjects had completed some form of job skills training.
- Most long-term recipients believe the job training they need is available to them.

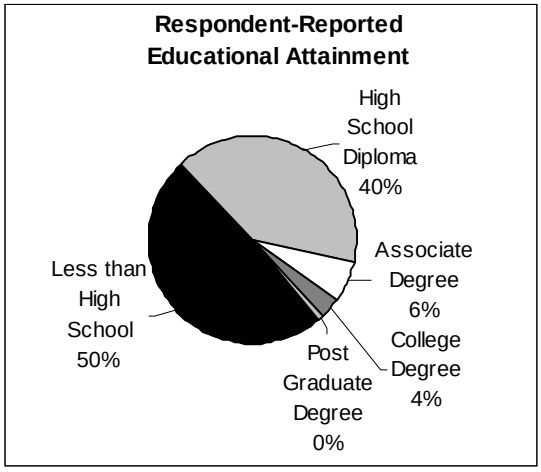



**Figure 5**

## *Skills Training*

Skills training is an important element in preparing for work. The Temporary Assistance program has been active in assisting people with gaining the skills they need for successful employment.

Long-term recipients report varying levels of involvement with skills training for employment within the past four years. Many (47%) people indicated they had participated in workshops or training that help people understand what their skills are and what kinds of jobs they are best suited for. The majority of respondents (69%) indicated they had been involved in training classes that teach how to look for jobs, prepare resumes, talk to employers, or act during interviews.

Table 10 illustrates the kind of job training services the survey respondents reported having received. Nearly seven out of ten (69%) people surveyed had received classroom training that taught job searching skills, with many (38%) indicating they had received some type of on-the-job training. Others (11%) had taken correspondence courses, and only a few (3%) had participated in apprenticeships through a trade union.

Figure 6 shows that almost seven out of ten respondents (69%) thought the job training they needed was available in their community or village.

**Table 10. Job Training Services Used by Respondents**

| Service | N | Percent of Respondents |
|---|---|---|
| Aptitude/Skill Awareness Training | 174 | 47% |
| Job Searching Skills Training | 259 | 69% |
| Job Skills Training | 185 | 50% |
| On-The-Job Training | 142 | 38% |
| Correspondence Courses | 40 | 11% |
| Apprenticeships | 12 | 3% |

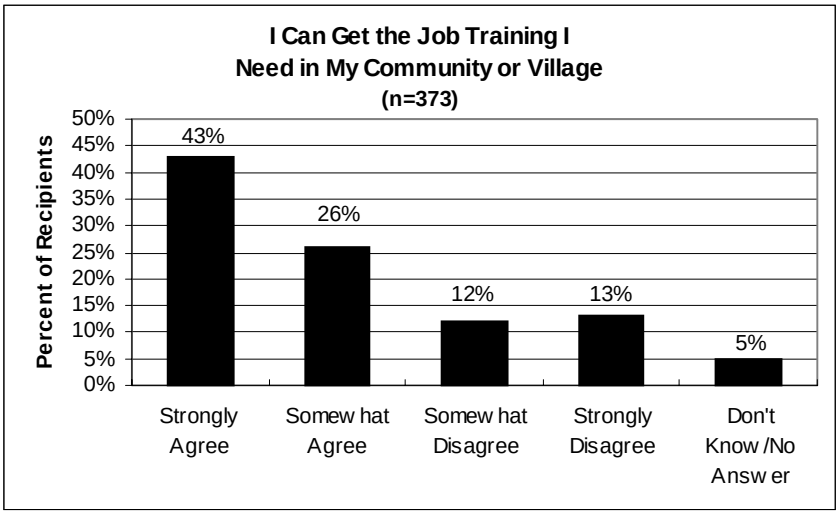



**Figure 6**

# Employment and Earned Income Opportunities

Putting Temporary Assistance recipients into the workforce is a specified goal of the federal welfare reform legislation and the Alaska Temporary Assistance Program. Nearly all (97.3%) of the recipient survey respondents indicated that they had been employed at some time in the past and more than half of them had recent employment history.

As discussed elsewhere in this report, many long-term recipients face substantial barriers to employment. Despite these impediments, it is clear that most of them want to work, and do work when they can. However, their employment tends to be sporadic, with few employed year-round, many working part-time, and most of those who are employed working at low-wage jobs.

*Findings:*

- Long-term recipients work when they can. Fifty-five percent of those surveyed had worked during the past year, and 35% were working at the time they were interviewed.
- The mean reported hourly wage was $8.57 per hour, but few workers work regular full-time jobs.
- Employment in this group is unstable, with many unemployed for much of the year, and only a third employed year-round.
- Perceptions about the availability of work are mixed. Many recipients would be willing to move to get a good job.

## *Employment History and Recent Employment Status*

### 1. Work History

The recipient survey elicited information about the respondents' recent employment history to determine their current employment status and the details of any employment they had during the year leading up to the Spring 2001 survey. Respondents were asked to report about their employment and earnings since July 1, 2000. Specific information about work and income was recorded for each quarter between July 1, 2000 and June 30, 2001.

Table 11 shows that 206 (55%) of the 373 respondents said they had been employed at some time during the 12-month period beginning July 1, 2000 and 131 respondents (35%) reported that they were employed at the time of the interview. Sixty of the 373 respondents (16%) reported that another adult member of their household had worked for pay in the last year.

In addition, seventy-three respondents (20%) reported that someone in their household had engaged in subsistence hunting, fishing, or food gathering.

**Table 11. Recent Work History**

| Work Status | N | Percent of Respondents (n=373) |
|---|---|---|
| Ever Employed | 363 | 97% |
| Employed between 7/1/00 - 6/30/01 | 206 | 55% |
| Employed when interviewed | 131 | 35% |
| Another adult worked 7/1/00 - 6/30/01 | 60 | 16% |
| Subsistence activities 7/1/00 - 6/30/01 | 73 | 20% |

## 2. Patterns of Employment

While over half of the respondents worked during the 12 months of the study period, their employment was unstable. No more than one-third of respondents were employed during any given quarter, an indication of substantial intermittent employment without a strong seasonal trend.

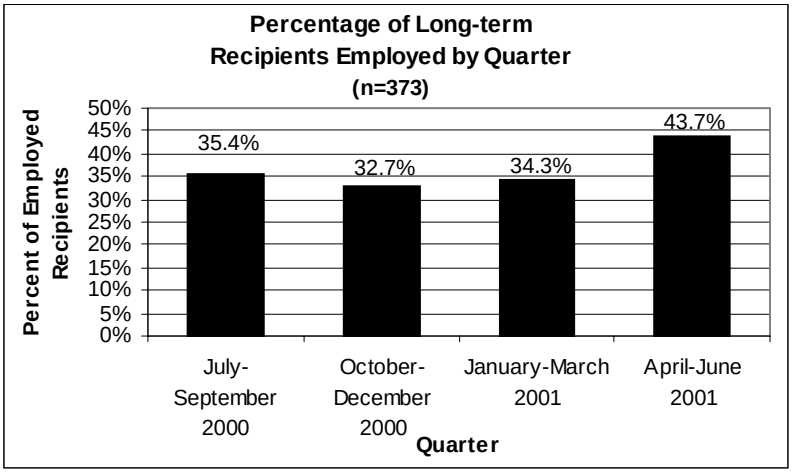



Figure 7 shows respondent-reported employment figures during the four quarters between July 1, 2000 and June 30, 2001. During the summer 2000 (July-September) quarter, 132 of the 373 respondents (36%) were employed, and 122 (33%) were employed during the fall 2000 (October-December) quarter. The winter (January-March) 2001 quarter saw 128 (34%) of the respondents employed, and 168 (44%) indicated that they worked in paid employment in the spring 2001 (April-June) quarter.

Only about a third (34%) of the 206 respondents who worked during the study period worked in every one of the four quarters between July 1, 2000 and June 30, 2001: 20% worked in three quarters; 24% worked in two quarters; and 22% worked in only one quarter of the year. This information is displayed in Figure 8.

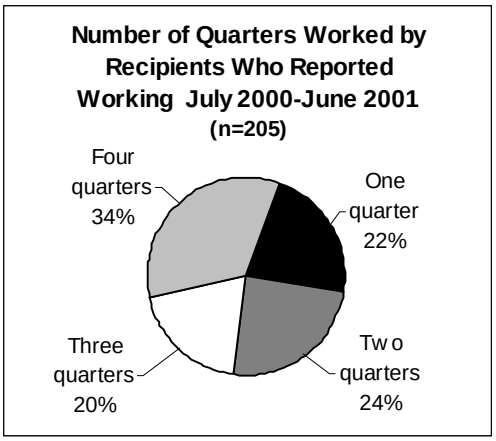



**Figure 8**

## *Seasonal, Temporary, and Permanent Jobs*

Most (74%) of the 132 people who reported working in the summer 2000 indicated they worked more than half-time at their jobs. Just over half (51%) of the summer 2000 jobs were permanent positions, 25% were seasonal, and about 25% were temporary positions.

Fall 2000 employment patterns showed 76% of the 122 working respondents were employed more than half time: 60% of these held permanent positions, 10% held seasonal positions, and 28% had temporary jobs.

In the winter 2000 quarter, 63% of the 128 workers worked more than over half time: 49% had permanent jobs, 45% had temporary jobs, and only 5% had seasonal jobs.

The spring 2001 quarter showed 82% of 168 workers were employed over half-time, with 68% working in permanent jobs, 21% in temporary positions, and 9% in seasonal jobs.

Data on the types of positions held by working respondents each of the four quarters studied are displayed in Figures 9 and 10 (next page).

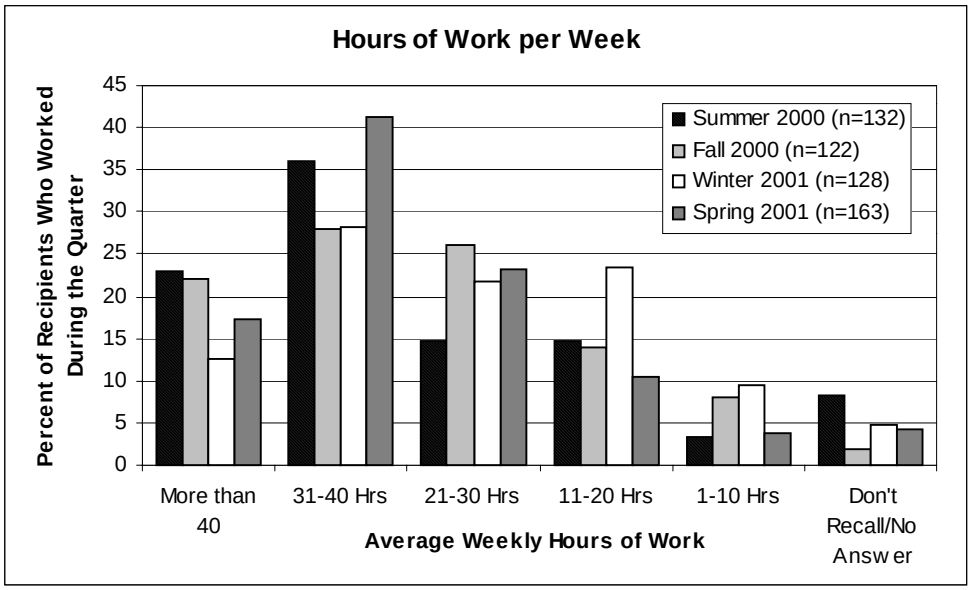



**Figure 9**

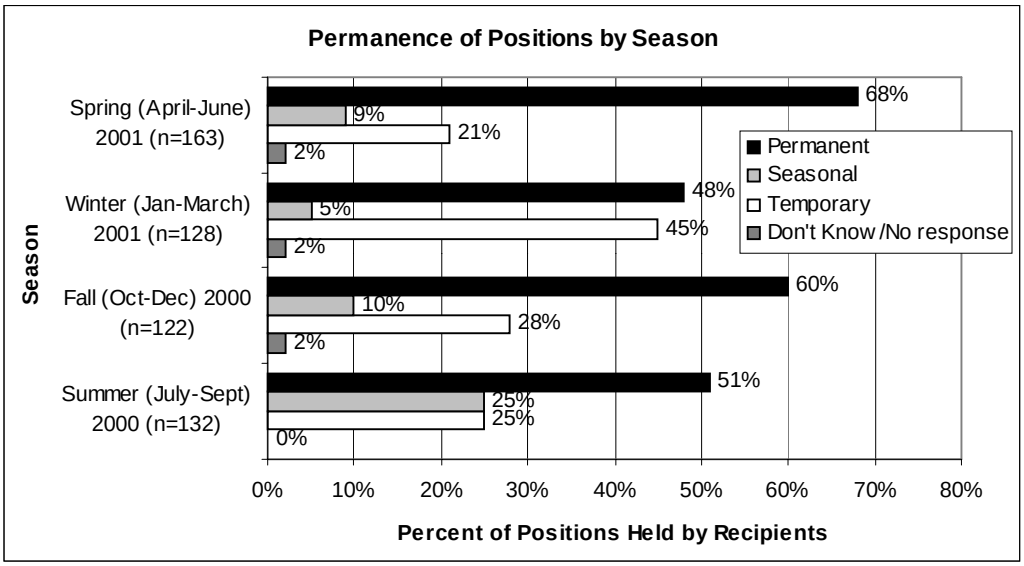



**Figure 10**

## *Periods of Unemployment*

There remain many open questions about the impacts of Alaska's traditionally seasonal employment and subsistence activities on its low-income population. The employment data show a mild dip in the percentage of employed respondents during the fall and winter of 2000 and 2001, and a marked upswing in the spring of 2001. About 20% of respondents indicated that they had engaged in subsistence activities during the past year. The data do not cover a long enough time period to determine what influence these seasonal factors have on the long-term recipient population.

The 206 respondents who reported having worked between July 1, 2000 and June 30, 2001 were asked to recount the longest period of unemployment they experienced in the past twelve months. Forty-four of the respondents (21%) reported that they were unemployed for less than one month, while more than half (51%) said they were unemployed for more than three months. Figure 11 displays the frequencies of the respondent-reported durations of their longest period of unemployment.

Only about one third (34%) of the respondents who worked during the 12 months studied worked in every one of the four quarters between July 1, 2000 and June 30, 2001: 19% worked in three quarters; 24% worked in two quarters; and 22% worked in only one quarter of the year. This information is displayed in Figure 8.

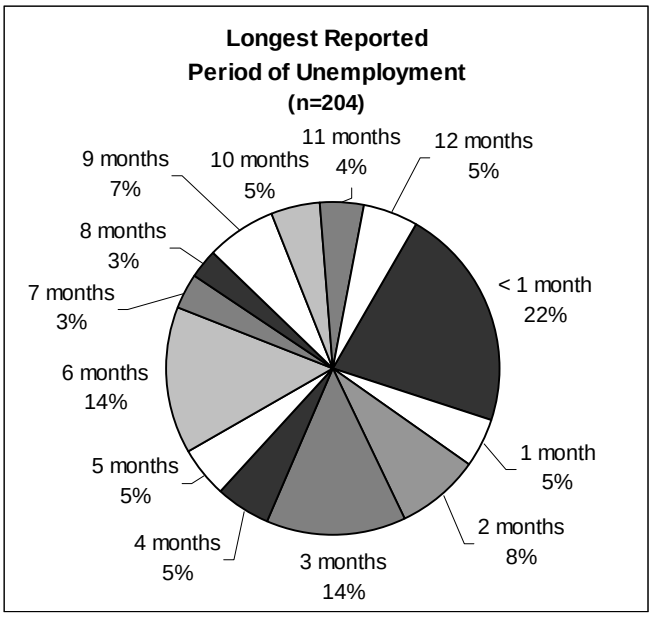



**Figure 11**

## *Wage Levels*

Earned income is a fundamental indicator of family independence and well-being. In general, the level of earnings is the most substantial factor in the ability of families to leave Temporary Assistance and remain financially independent.

The average hourly wages of employed respondents was calculated for each of the four quarters of the year. The average wage over the four quarters included in the study was also calculated. The results are displayed in Table 12.

**Table 12. Average Hourly Wage by Season**
**July 2000 - June 2001**

| Season | Average Hourly Wage | Standard Deviation | **N** (Respondents who Reported Wage as an Hourly Rate) |
|---|---|---|---|
| **Summer 2000** (July-September) | $8.62 | 2.54 | 98 |
| **Fall 2000** (October-December) | $8.36 | 1.75 | 97 |
| **Winter 2001** (January-March) | $8.46 | 2.42 | 99 |
| **Spring 2001** (April-June) | $8.79 | 2.23 | 163 |
| **All quarters** | $8.57 | 2.35 | 166 |

The mean overall wage of $8.57 is substantially higher than the state minimum wage of $5.65 per hour. However, it is essential to bear in mind that few, if any, of the study subjects were working in full-time, year-round jobs. An individual working 40 hours per week at $8.57 per hour year-round would earn $17,825 per year, less than the 2002 federal poverty guideline of $18,780 for a family of three.

*Note: These wage calculations are based solely on the data from questionnaires where the respondent stated an hourly wage level. The design of the survey instrument did not support the conversion of earnings reported as daily, weekly, monthly, or annually into hourly wages.*

## General Observations: Work Status and Earnings

The picture that emerges here shows that although over half of the respondents worked during this 12-month period, their employment was unstable and their wages, though averaging above the state minimum wage level, were low. Seasonal effects appear to be present, though moderate.

Employment rose to almost 44% in spring 2001, the last quarter studied, indicating that employment rates as a whole may be rising. The number of respondents holding permanent, full-time positions also rose. An additional study will be required to tell whether the upswing of employment at the end of the study was sustained.

## Local Availability of Jobs and Relocation

An understanding of the availability, or lack, of suitable employment and recipients' perceptions about the job market is essential to understand the phenomenon of long-term dependence on Temporary Assistance.

Long-term recipients were split in their views about the availability of work. As Figure 12 demonstrates, half (50%) indicated that jobs were easy to find or fairly easy to find in their community.

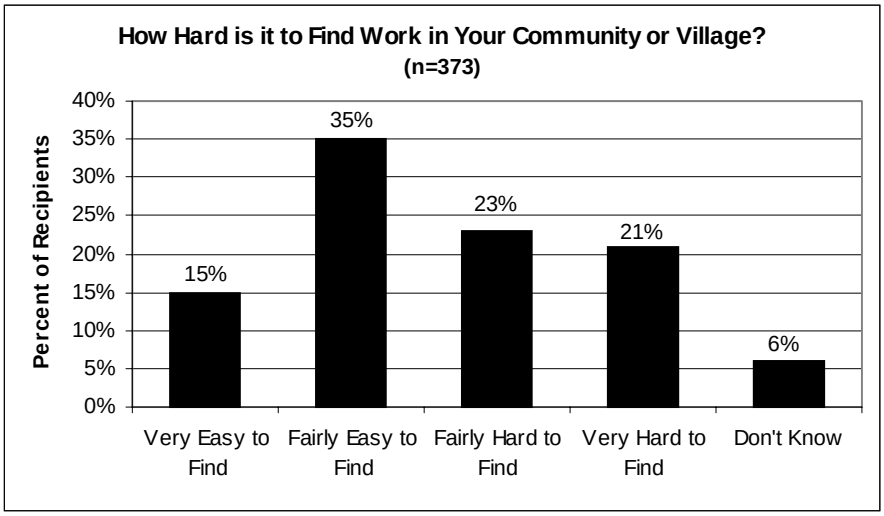



**Figure 12**

When asked to indicate their agreement or disagreement with the statement "I would have to move to another community to get a good job," only 30% of the respondents agreed that they would need to relocate to find good employment. Figure 13 details the responses to this question.

Respondents were also asked whether or not they would be willing to move to another community to get a good job. Respondents were evenly split on this question. As Figure 14 shows, 47% of respondents indicated they would be willing to move to get a good job and another 47% said they would not be willing to move.

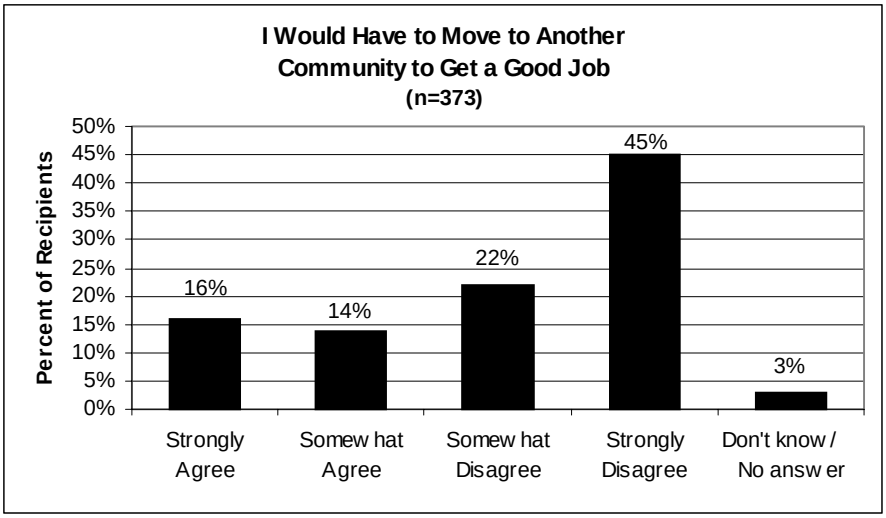



**Figure 13**

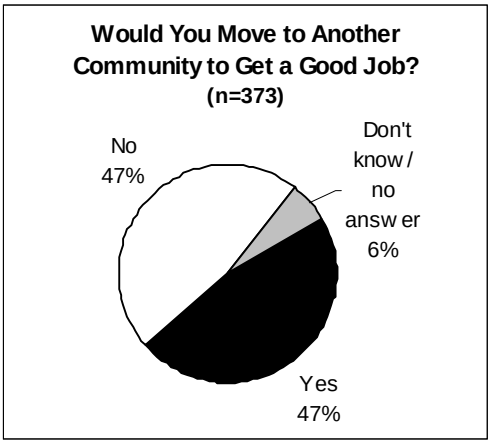



**Figure 14**

# Unearned Income and Financial Obligations

## *Findings*

Cash income from non-employment sources may contribute significantly to a family's total income and ability to meet its needs without Temporary Assistance benefits. Unearned income that is received on a regular basis may be especially important in meeting a family's ongoing financial needs. Obligations to repay debts may significantly offset the benefit of income coming into the household.

Survey respondents were asked if they or someone in their household had received income in the past year from a number of different sources. Respondents were also asked about overdue debts that were collected through garnishment of their Permanent Fund Dividend payments.

*Findings:*

- Child support was the most commonly reported form of unearned income, yet only 30% of these predominantly single-parent families receive child support, and most child support orders were for less than $200 per month.
- Many recipients appear to share housing with extended family members who receive disability benefits.
- Despite the predominance of sporadic employment, few long-term recipients receive Unemployment Insurance benefits.
- Almost 40% of the families surveyed said someone's Permanent Fund Dividend was garnished to recover unpaid debts.

The unearned income data is summarized in Table 13.

**Table 13. Sources of Unearned Income**

| Benefit Type | Number of Respondents | Percentage of Respondents (n=373) | Average Monthly Amount | Standard Deviation | Highest Reported Amount |
|---|---|---|---|---|---|
| Child Support | 113 | 30% | $197 | 255 | $600 |
| Adult Public Assistance | 111 | 30% | $639 | 341 | $1,600 |
| Supplemental Security Income (SSI) | 53 | 14% | $481 | 238 | $1,148 |
| ANCSA Corporation Dividends | 41 | 11% | $6,539 | 18,349.04 | $69,965 |
| Social Security Disability | 32 | 9% | $455 | 331 | $1,612 |
| Unemployment Insurance | 30 | 8% | $468 | 280 | $1,220 |
| Cash Gifts/ Charity | 25 | 7% | $628 | 1072 | $4,980 |
| Workers Compensation | 15 | 4% | $495 | 637 | $2,300 |
| Social Security Retirement/Survivor | 7 | 2% | $324 | 144 | $384 |
| Retirement Pension | 1 | 0% | unknown | 0 | - |

## *Child Support*

Child support was a commonly reported form of unearned income; 113 (30%) of the respondents reported that they had received at least one child support payment in the past three months. The amount of the support orders in force for the children living in these households varied widely and was generally low.

Sixty-five percent (65%) of the child support orders for all children in the households that reported receiving child support were for $200 or less per month, 22% were between $201 and $400, and eight percent (8%) were between $401 and $600. Five percent (5%) were for more than $600 per month. The average child support order reported by the survey respondents was $197 per month (SD= $255, maximum = $1,300.00).

Alaska program policy requires Temporary Assistance recipients to assign child support collections to the State, with only the first $50 per month passed through to Temporary Assistance recipients. Most (88%) child support recipients indicated that only $50.00 or less of the money actually came into the household. The average amount received was $72.85 (SD= $97.13, maximum = $600.00).

Eight percent (8%) of respondents indicated that they or a household member is responsible for paying child support. The majority (56%) of these people were paying $50.00 or less, with a mean monthly child support payment of $123 (SD= $120.92, maximum = $400.00).

## *Payments to the Aged, the Disabled, and Retirees*

Fourteen percent (14%) of respondents said they had a household member who received federal Supplemental Security Income (SSI) (needs-based federal benefits for low-income elderly and disabled adults and disabled children). The majority of households receiving SSI only had one SSI recipient (81%); the mean number of SSI recipients was 1.3 people. The average reported SSI benefit to these households was $481.

Thirty percent (30%) of the respondents reported that someone in their household received state Adult Public Assistance (APA) benefits (needs-based state payments to low-income aged, blind, or disabled adults). The average reported total APA benefit was $638. In these households, an average of two adults was receiving Adult Public Assistance benefits.

Many of the households with members receiving SSI and Adult Public Assistance benefits undoubtedly included the Temporary Assistance recipient's spouse. Others probably included elders and other extended family members who were not themselves Alaska Temporary Assistance recipients.

Nine percent (9%) of respondents reported that a household member received Social Security Disability Insurance benefits (SSDI). In most such cases (84%), there was only one recipient. The average SSDI monthly benefit was $455.

Only two percent (2%) of respondents said someone received Social Security Retirement or Survivors benefits (federal payments to insured retirees and survivors of insured workers). In most of these cases (86%), only one person in the household was receiving monthly Social Security Retirement or Survivors income. The average monthly amount received was $323.

Only one person reported that someone in the household received other retirement payments.

## *Unemployment and Workers Compensation Benefits*

Unemployment Insurance benefits are available to individuals who have worked for a sufficient number of quarters and earned enough in covered employment to qualify for benefits upon involuntary separation from employment or a substantial reduction in work hours. Despite the fact that many respondents were sporadically employed, few were receiving Unemployment Insurance payments. This may be an indication that the kinds of jobs the long-term recipients were working did not meet the required tests of workforce attachment.

Eight percent (8%) of the respondents indicated that someone in their household received monthly Unemployment Insurance benefits. Most of these families (93%) had only one person on unemployment benefits. The average unemployment benefit was $468.

Four percent (4%) of the respondents indicated that someone in their household received Worker's Compensation. In all of these cases, only one family member was receiving compensation. The average reported monthly payment was $495.

## *Family and Community Cash Support*

About one in 15 (7%) people interviewed reported that someone in their household had received cash support from family, friends or a community group within the past three months. The average support received was $627, and the amounts varied considerably.

## *Alaska-Specific Forms of Unearned Income*

The Alaska Permanent Fund Dividend (PFD) and Alaska Native Claims Settlement Act (ANCSA) corporation dividends are two types of unearned income that are uniquely Alaskan and may be very important factors in the ability of the families that receive them families to pay their living expenses.

Both types of unearned income are treated specially under Temporary Assistance program policies. PFD payments do not count as income because of the PFH “hold-harmless” provision in state law, and federal law exempts the first $2,000 per year of ANCSA corporation dividends from being treated as income in eligibility and benefit calculations. Nonetheless, these funds are available to many families that receive Temporary Assistance and may constitute a sizeable portion of their annual income.

## *ANCSA Corporate Dividends*

Eleven percent (11.0%) of the survey respondents indicated that someone in their household had received Alaska Native Claims Settlement Act (ANCSA) corporation dividend funds in the past year. For the most part (66% of dividend recipients), one person in these families received a Native dividend (mean= 1.85). Fifty-three percent (53%) received dividends worth less than $500.00; 25% received dividends between $500.00 and $999.00, while nine people (23%) received dividends worth more than $1,000. The median annual amount of reported ANCSA dividend payments was $425 per person.

## *Permanent Fund Dividends*

Nearly all Alaska residents who lived in the state for the full previous year are eligible for the annual Alaska Permanent Fund Dividend (PFD) payment, and abundant anecdotal evidence suggests that, for moderate- and low-income people, the PFD payments are an important source of income that is used largely for paying basic expenses, including accumulated debts.

## *Garnishment of Permanent Fund Dividends*

The PFD payments, because they are substantial, predictable, and disbursed by a single state agency, are appealing targets for the recovery of delinquent debt through the court-ordered garnishment process. Respondents were asked whether or not any family member's PFD payment was garnished in 2000 to pay child support, divorce settlements, or other debts. Thirty-seven percent (37%) indicated that a family member's PFD had been garnished for some reason. Table 14 summarizes the reasons respondents had their Permanent Fund Dividends garnished. 138 out of 373 (37%) reported garnishments, and some reported more than one reason for the garnishments.

The single most frequently named reason for PFD garnishment was collection of overdue student loan payments (22% of the reports), and the next most common was collection of child support payment arrearages (14% of the reports). Overdue medical bills ranked third (13%).

Other, less frequently cited reasons for garnished PFDs included:

- Divorce settlements,
- Internal Revenue Service debt,
- Other government agency collections, and
- Unspecified other reasons.

The high incidence of PFD garnishment in these families suggests that a burden of unpaid debt is common among long-term recipients. It is likely that debt load constitutes a substantial barrier to independence for many of them.

**Table 14. Permanent Fund Dividend Garnishments**

| Reported Reason for Garnishment | Number of Reports | Percentage of Reports |
|---|---|---|
| Other Unpaid Debts | 48 | 32% |
| Student Loan in Arrears | 33 | 22% |
| Child Support Arrears | 21 | 14% |
| Medical Bills in Arrears | 19 | 13% |
| Other Gov't Debt Arrears | 16 | 11% |
| Unpaid IRS Debt | 9 | 6% |
| Divorce Settlements | 3 | 2% |
| **Total** | 149 | 100% |

# Barriers to Employment

One of the principal objectives of this study was to identify the barriers faced by recipients, and to develop information about what programmatic approaches might best serve to mitigate those barriers.

Identifying and understanding the challenges faced by Temporary Assistance recipients is essential to the development of program policies and administrative strategies that will most effectively enable the greatest number of recipients to move toward economic self-sufficiency.

At the same time, there is general recognition that some members of this population will likely never be able to support themselves and their children financially. Thus, it is important to have as comprehensive and objective an understanding of their limitations as possible so policies can be crafted to assure that those who can successfully transition into the workforce are motivated and supported in their efforts, while those with substantial limitations are protected from harm.

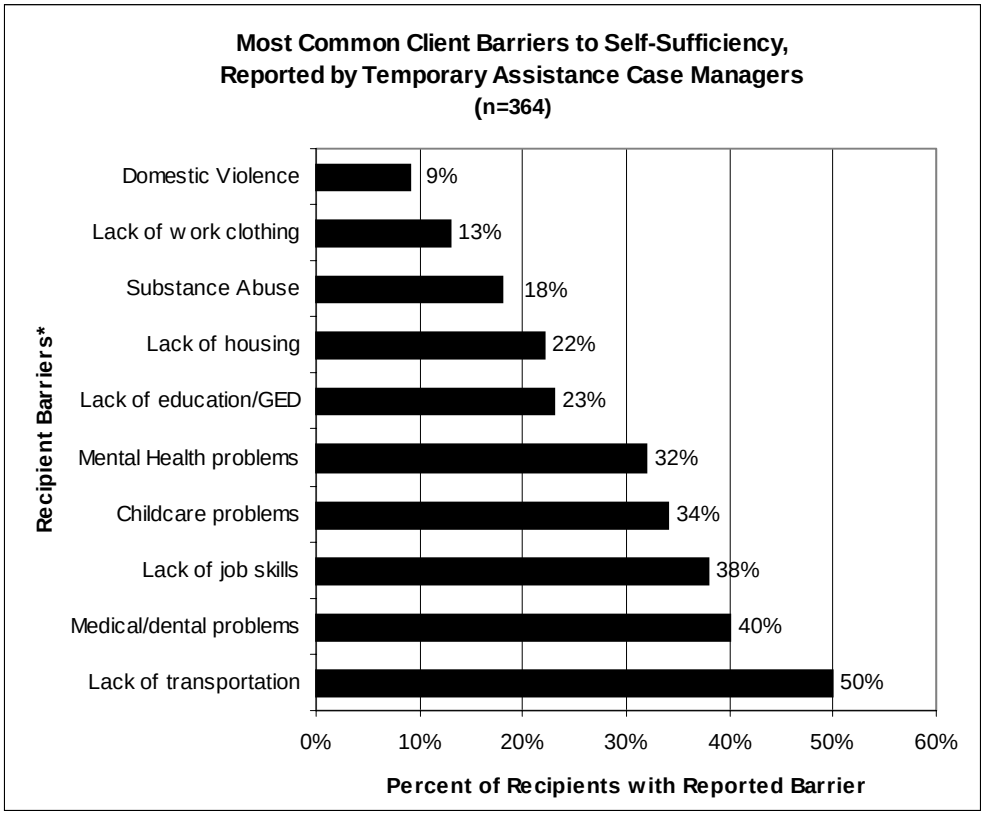
The researchers adopted a two-pronged approach to the collection of data for this analysis. First, when recipients were interviewed by telephone, they were asked a series of questions about their perceptions of the factors that contribute to their dependence on Temporary Assistance. After this was completed, the case managers of the recipients who were interviewed were themselves asked a parallel set of questions about what they perceived to be each of their clients' significant issues that might constitute barriers to employment. This section reports on the findings of both surveys.

*Findings:*

- Though their perceptions do not always correspond, both the long-term recipients and their case managers reported a daunting array of issues that made it difficult for them to find and maintain employment.
- Both the case managers and the recipients surveyed often cited low of educational achievement as a major contributor to their inability to support themselves and their families.
- Many recipients had participated in job training, yet many cited a lack of job skills and limited work experience as problems.
- Transportation problems make it difficult for many recipients to work.
- Recipients and case managers alike identified difficulties with access to quality child care as factors in their inability to maintain employment.
- Issues related to the physical and mental health of recipients and their families are very common and constitute substantial employment barriers for many.
- Screening tools showed that many long-term recipients are at high risk for depression, and subsequent analysis found a link between poor health and depression. Nearly half of the recipients reported that they had received treatment for depression or anxiety.
- Substance abuse is an issue for some recipients, though the data provide limited insight into its prevalence.

## *Barriers to Employment Identified by Case Managers*

Figure 15 shows the barriers to employment most commonly identified by case managers for the Temporary Assistance recipients who were interviewed. Long-term recipients face a multitude of challenges that can affect their ability to earn a living. Health-related problems and difficulties with transportation stand out as two of the most prominent concerns.




*Note: Some clients had more than one reported barrier

**Figure 15**

## *Health Issues*

Health-related barriers to employment were common; case managers identified medical and dental problems as barriers for 41% of the recipients surveyed and cited mental health problems for 32%. The case managers also identified 7% of their clients as having either learning disabilities or developmental delays/mental retardation that hindered their ability to find and keep a job.

Case managers also identified medical problems and disabilities among other household members (children, spouses, significant others and unspecified others) as barriers for 12% of their clients. Mental health problems among household members were a concern for 7% of the clients. Behavior problems and learning disabilities among children in the household were cited for 10% of the clients.

Case managers often identified substance abuse by clients and household members as a barrier to employment. They identified 18% of their clients as having a personal drug or alcohol problem that prevented them from working full time. They also cited drug and alcohol use by household members as a problem for 4% of their clients.

## *Education and Work Experience*

Case managers frequently specified limited educational attainment as a barrier to employment. They identified lack of a GED or high school diploma as a barrier for 23% of their clients, and cited lack of work skills and experience for 41%. Additionally, the case managers identified sporadic work

history and poor work ethic as barriers for 11% of their clients. Case managers rarely identified lack of job opportunities as a barrier; it was identified as a problem for only 2% of clients.

## Domestic Violence

Domestic violence is certainly a concern for this population. The case managers said domestic violence was a barrier to employment for 9% of the long-term recipients who were interviewed, and other difficulties with a spouse or significant other was cited an additional 1% of the time. Domestic violence among other family members was cited as a barrier for 4% of clients.

## Limited Resources and Housing Issues

The inability to obtain adequate basic services like housing, transportation and child care can significantly interfere with the ability to maintain full time employment and is a problem for many TANF recipients. Overall, transportation was the number one barrier to employment cited by the case managers; transportation problems were identified for 50% of their clients as a barrier to work.

Lack of available child care was cited as an issue for 34% of their clients, particularly special needs child care for children with disabilities or behavior problems.

The case managers reported that homelessness or other housing problems presented an employment barrier for 22% of their clients. The case managers also reported that lack of appropriate interview and work clothing made it difficult for 13% of their clients to find or keep a job.

## Barriers to Employment Identified by Recipients

The long-term recipients who responded to the recipient survey also identified numerous reasons why they had difficulty obtaining and maintaining employment. The data on the barriers that the recipients reported are laid out in Table 15.

Like the case managers, the recipients also reported a broad array of challenges that made it difficult for them to find work and remain employed. Recipients frequently included inadequate job skills training and work experience, physical and mental health problems, transportation problems, child care, and legal issues. The frequencies of the challenges reported by the recipients did not precisely align with the case managers' reports.

## Basic Work Issues

The barriers mentioned by the greatest number of respondents were lack of job training (44%) and lack of work experience (43%). Many respondents also expressed concern about their performance when they went to work; 30% said their fear of not doing well was a problem on-the-job or when seeking work.

Lack of adequate clothing was cited as a problem by 34% of the recipients who responded to the survey. Inconvenient work hours (23%) and unavailability of jobs (24%) were frequently cited as well. Fifty-one respondents (14%) indicated that an inability to read or write as well as the job required was a barrier.

In addition, harassment on the job by a supervisor or co-worker was mentioned by 5% of respondents.

**Table 15. Recipient-Reported Barriers to Employment (n=373)**

| Reported Barrier* | Number of Respondents | Percentage of Respondents |
|---|---|---|
| Lack of training | 165 | 44% |
| Lack of work experience | 159 | 43% |
| Personal long-term illness | 140 | 38% |
| Transportation problems | 136 | 36% |
| Depression or other mental illness | 134 | 36% |
| Lack of right clothes to wear | 128 | 34% |
| Care of sick or disabled family members | 113 | 30% |
| Worried about failure | 111 | 30% |
| Other problems | 99 | 27% |
| Short-term illness | 93 | 25% |
| No jobs available | 90 | 24% |
| Inconvenient hours | 84 | 23% |
| Not being able to get going/ being late | 77 | 21% |
| Poor literacy skills | 51 | 14% |
| Divorce, separation, other marital problems | 51 | 14% |
| Lack of eyeglasses or dentures | 48 | 13% |
| Problems with kids- not health | 48 | 13% |
| Pregnancy | 46 | 12% |
| Involvement with DFYS child protection system | 27 | 7% |
| Alcohol or drug use by you or someone close to you | 25 | 7% |
| Problems with family violence | 25 | 7% |
| Being stalked or harassed at home or work | 24 | 6% |
| Criminal justice problems | 22 | 6% |
| Child custody issues | 20 | 5% |
| Harassment by boss or co-worker | 19 | 5% |
| Court restraining orders | 17 | 5% |
| Bill collectors me bothering at work | 16 | 4% |
| Involvement with Juvenile Justice system | 16 | 4% |
| Someone prevented me from working | 15 | 4% |
| Family/acquaintance bothering at work | 12 | 3% |
| Conflicts with subsistence activities | 10 | 3% |
| Involvement with tribal child protection system | 5 | 1% |

*Note: some respondents reported more than one barrier

## *Family and Other Interpersonal Matters*

Fourteen percent (14%) of the recipients said divorce, separation, or other marital problems had made it difficult for them to work, and a small number (4%) said they had difficulty with a member of their household not wanting them to go to work.

Twenty-four of the 373 respondents (6%) complained about being stalked or harassed at home or work by someone outside of the workplace, and 3% said that having a family member or acquaintance bother them at work had caused problems at work.

## *Transportation Issues*

Survey respondents identified transportation problems as a barrier to work (36%). Thirty-one percent (31%) stated that during the past year they were unable to work, look for work, or attend a training class at least once because of transportation issues. Of those who indicated transportation as a problem, 45% said it was a weekly or monthly problem, and the remaining said it was a problem either every other month or less frequently.

## *Child Care Issues*

Lack of appropriate, available child care was another frequently cited barrier to employment or work search activities; 20% of the recipients surveyed said during the past year they were unable at least once to engage in work-related activities due to child care problems. Among those respondents, 32% reported that child care was a weekly problem, and 17% reported that child care difficulties occurred monthly. The remaining respondents indicated that they had problems with child care either every other month or less frequently.

The respondents who said they had experienced child care problems were asked to identify the cause. The results are presented in Figure 16. Common reasons for child care troubles are: inability to locate quality care (19%), not being able to afford care (15%), caregiver unreliability (11%), problems with transportation to the child care provider (11%), inability to locate any care (9%), unwillingness to have anyone other than family caring for their child (8%), and centers being closed or refusing care (7%). Special needs care is limited in many communities, and 10 respondents stated that they could not locate any care for their disabled child.

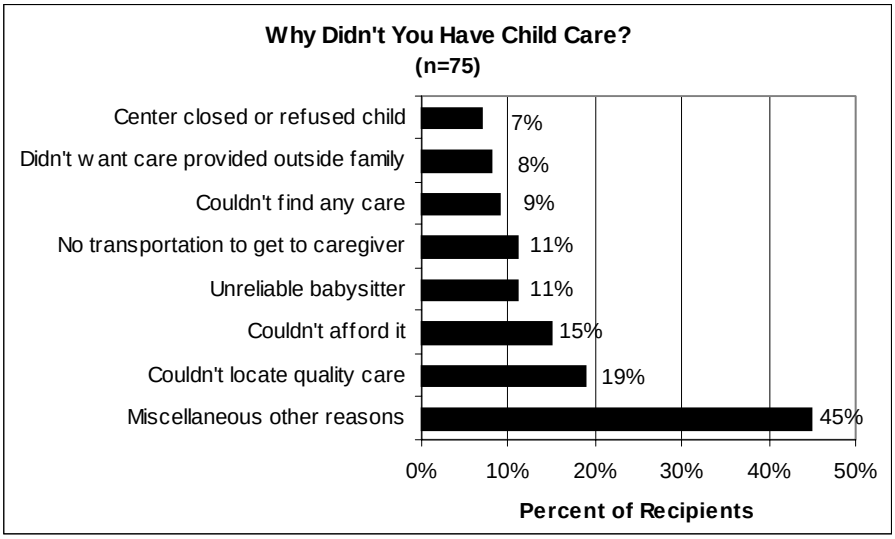



**Figure 16**

## *Legal Matters*

Various legal matters presented a barrier for a smaller number of survey respondents. The most frequently mentioned legal problems that interfered with the ability to work were DFYS involvement/child protective services/Tribal protective services (8.5%). Other difficulties included involvement with criminal justice system (6%), juvenile justice system (4%), child custody disputes (5%) and issues with restraining orders (5%). Four percent (4%) of respondents stated that bill collectors bothering them at work was a problem.

## *Health Problems as a Barrier to Employment*

Intuition tells us that people who are not in good health are less likely to be successful in seeking work or remaining employed. Figure 17 shows that over half of the respondents (53%) viewed their own health as either "fair" or "poor." However, the respondents generally viewed the health of the other members of their household as better than their own. As Figure 18 shows, when asked about the health status of other people in their households, respondents reported that the others' health was

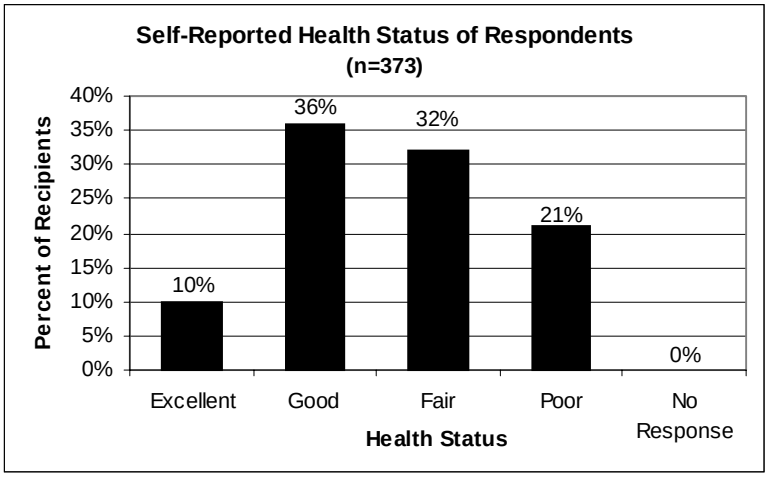



**Figure 17**

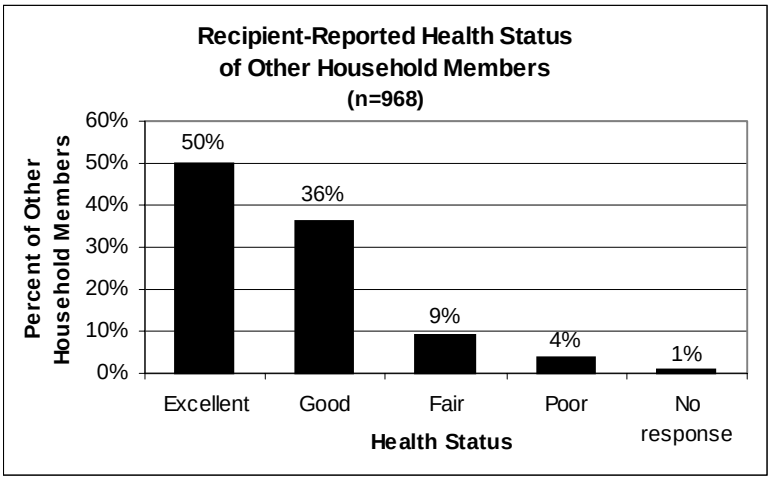



**Figure 18**

"excellent" or "good" 86% of the time. This difference in perceptions may reflect either or both of the actual circumstances of the family and the recipients' self-concept. Eighteen percent (18%) of respondents reported that being unable to get needed health care had kept them from working or attending training that could lead to work.

Survey respondents were asked about their health insurance coverage. The predominant forms of coverage reported were Medicaid and Denali Kid Care. Table 16 shows respondent-identified health insurance coverage available to one or more members of their households.

Almost two-thirds (63%) of the survey respondents reported that health problems kept them or other people in their household from working at some time during 2000 or 2001. When asked directly whether or not they were currently unable to work for health reasons, two-fifths (40%) said they were not currently able to work because of their health. This represents 62% of the respondents who were not working at the time of the interview. When the respondents who were currently not employed were asked a parallel question, "Do you feel you are ready to work?" only 28% said they were ready to work.

Taken together, these data suggest that the health of many of the long-term recipients of Temporary Assistance is fragile. Additional research in this area may be helpful to future program policy decisions.

## *Depression and Substance Abuse Screening Results and Associations*

This section examines the relationship between reported barriers to finding and keeping employment, and the results of substance abuse and depression screening questions that were included in the recipient survey questionnaire.

The questionnaire included two embedded screening tools that are designed to detect risk for depression and substance abuse.

The substance abuse screening tool used is the UNCOPE© tool, developed by Evince Clinical Assessments and used by permission.

The clinical depression screening tool consists of depression-related questions extracted from the PRIME-MD Patient Health Questionnaire, which is in the public domain. Both of these commonly used, standard tools have been extensively tested and normed.

**Table 16. Recipient-Reported Health Insurance Coverage**
(At least one household member has this type of insurance)

| Type of Insurance | Number of Respondents | Percentage of Respondents |
|---|---|---|
| Medicaid/Denali Kid Care | 352 | 94% |
| Regional Alaska Native Health Care / Indian Health Service | 74 | 20% |
| Medicare | 51 | 14% |
| Self-paid insurance | 6 | 2% |
| Other insurance | 11 | 3% |

The relationship between self-reported barriers and positive scores on screening instruments is important. Individuals may not be able or willing to detect or report their own clinical issues on substance abuse or mental health. The screening instruments embedded in the survey were intended to capture reliable, clinically validated information on the risk of substance abuse and depression among long-term Temporary Assistance recipients.

The relationships between self-reported barriers and screening results were tested using a chi square test. The standard of .05 was generally applied for overall significance. Those with a level of association equal to or higher than .05 are noted. The results of this analysis are shown in Table 17.

The table shows that people who reported having fair or poor health status tested as being at risk for depression. These individuals did not test positive in the substance abuse screen. Part of health status and its relationship to depression may be a function of age. A subsequent analysis concerning the expected relationship between age and health status showed that older respondents were more likely to report their health as fair or poor than younger respondents were.

Curiously, individuals who did not report that substance abuse was a barrier to work tended to score positively on the substance abuse screen, while those who did report that substance abuse was a problem did not. It is difficult to draw conclusions based on this negative relationship; conscious or unconscious denial of a substance abuse problem may be a factor.

Individuals who reported mental illness and depression as barriers to the receipt of employment scored positive on both the substance abuse and depression screenings. The substance abuse positives may relate to the tendency of people with mental illnesses to self-medicate using alcohol or other non-prescribed drugs. This suggests a complex of behavioral problems that may be difficult to sort out that are common with the larger population, particularly individuals who are dually diagnosed.

Long-term illness was cited as a barrier to employment by 38% of the survey respondents. This barrier was not associated with a positive substance abuse screen, but respondents who reported long-term illness as a barrier to employment were likely to have positive depression screens. This may be related to the well-known depression effects of long-term illness.

**Table 17. Correlation of Scores on Depression and Substance Abuse Screens with Client-Reported Barriers to Employment**

| Barrier | Respondent Report | Positive Substance Abuse Screen | Positive Depression Screen |
|---|---|---|---|
| **Fair or poor health Status** | Yes | No | Yes |
| **Substance abuse** | No | Yes | No |
| **Mental illness or depression** | Yes | Yes | Yes |
| **Long-term illness** | Yes | No | Yes |
| **Short-term illness** | Yes | No | No |

*All levels of significance are at least at the P>.01 level.

The researchers also examined the relationship between positive screenings and respondent-reported receipt of treatment for the substance abuse and depression. Table 18 displays the results of a correlational analysis that was conducted to establish whether or not people who scored positive for risk of depression or substance abuse tended to report that they had received treatment for those conditions. The results establish that there is a positive relationship between treatment and the screen results, suggesting significant numbers of long-term Temporary Assistance recipients who are at risk for substance abuse or depression are receiving treatment for their conditions.

**Table 18. The Relationship between Positive Clinical Screens and the Receipt of Treatment**

| Self-Reported Treatment Received | Positive Substance Abuse Screen | Positive Depression Screen |
|---|---|---|
| Depression or anxiety | Yes | Yes |
| Other mental health services | Yes | Yes |
| Substance abuse | Yes | No |

*All levels of significance are least at the P>.01 level except those with an asterisk, which are at the .05 level.

# Case Management and Referrals for Mitigative Services

Case managers are responsible to assess Temporary Assistance recipients, identifying problems and, in partnership with their clients, developing family self-sufficiency plans which include services that are designed to mitigate the problems that have kept them from obtaining employment and remaining employed when they begin working.

Fifty-six percent (56%) of respondents said their case manager had worked with them to identify problems that compromised their ability to work. Respondents were asked whether their case managers asked about specific barriers to employment during the past four years. Table 19 summarizes recipients' most frequent responses to this question. Of the 205 respondents who reported that their case manager had worked with them on these issues, 91% said they found this service "very valuable" or "somewhat valuable." More than half (56%) of those who said their case managers had not asked them about these problems said they would be interested in receiving that service.

The data show that the Temporary Assistance case managers have been actively referring many of their clients for barrier-remediation services. About three out of five (61%) of the respondents said that they had been referred to other agencies as a way of addressing their identified problems.

*Findings:*

- Almost half or the survey respondents had received treatment for depression or anxiety, and almost 20% had been treated for other mental health problems.
- Nearly one recipient in four had been referred for vocational rehabilitation services.
- Medical incapacity is the most common reason for recipients being determined exempt from work. Many of these recipients are applying for long-term disability benefits.
- Case managers believe that about half of their clients are unlikely to achieve self-sufficiency before hitting the five-year time limit.

Nearly half (46%) of all respondents reported that they had at some time received some form of treatment for depression or anxiety. Of the group that used the treatment, 88% viewed it as either "very valuable" or "valuable." One in five (20%) of the respondents who had not received treatment of this type said they would be interested in receiving treatment.

**Table 19. Case Manager Inquiries (n=373)**

| Issues Case Managers Inquired About* | Number of Respondents Reporting CM Inquiry | Percentage of Respondents Reporting CM Inquiry |
|---|---|---|
| Physical Disabilities | 215 | 58% |
| Mental Health Problems | 163 | 44% |
| Alcohol & Drug Abuse | 156 | 42% |
| Learning Disabilities | 142 | 38% |
| Family Violence | 119 | 32% |

*Note: Some respondents identified multiple issues

Almost one-fifth of the recipients surveyed (19%) reported having received some type of mental health service other than treatment for depression and anxiety, and almost 89% of them viewed the service as "very valuable" or "somewhat valuable."

Seventeen percent (17%) of the respondents reported that they had received alcohol or other substance abuse treatment, and 94% of those who received treatment viewed it as "very valuable" or "somewhat valuable." Only 8% of those who had not received treatment expressed interest in receiving it.

Also of note is the proportion of people who have been referred to vocational rehabilitation; case managers referred 23% of all respondents for vocational rehabilitation services. Of those who used vocational rehabilitation services, 81% viewed the service as either "very valuable" or "somewhat valuable." Of those who had not received vocational rehabilitation services, 41% said they would be interested in using that service.

Services to deal with family violence were less frequently referred; 16% of the recipients surveyed reported being referred for services for domestic violence. This is consistent with the incidence of domestic violence reported by both recipients and case managers. The great majority (90%) of those referred viewed the service as "very valuable" or "somewhat valuable." Fifteen percent (15%) of those who did not receive domestic violence services expressed interest these services.

## *Work Exemption Status*

Case managers were asked about the readiness of their clients to work or participate in work search. At the time of the case manager interviews, the case managers identified about 32% of their clients as exempt from work activities. The most common reason was medical incapacity (86% of the work-exempt recipients). The remaining recipients' exemption reasons included hardship (1 client), baby exemption for caring for a child under age 1 (7 clients), caring for a disabled relative (8 clients), and lack of child care (1 client).

Of those clients with a medical exemption, the case managers identified 63% as in the process of applying for federal SSI and state Adult Public Assistance benefits for the permanently disabled. Temporary Assistance recipients who become eligible for SSI or Adult Public Assistance are excluded from eligibility for Temporary Assistance, and thereby no longer subject to the 60-month time limit.

Recipients were asked about their own work exemption status. Respondents who said they were currently exempt were asked how long they expected to be unable to work. The average estimated length of their incapacity was 3.5 years, with 2 years the most common response.

Nearly half of the respondents (46%) stated that at some time during the past 12 months they had been exempt from work activities. The most common reasons they gave were physical health problems (23%) and other unspecified medical problems (31%). Mental and behavioral health problems were mentioned by 9% of the recipients, and 8% reported pregnancy and pregnancy-related complications as a reason for exemption. Other health-related reasons cited by the respondents for work exemption included physical disability (9 respondents) and unspecified disability (8 respondents). The need to care for a family member with health problems was cited by 7% of the respondents. The following were also cited: returning to school or job training (7 respondents), having to care for children (6 respondents), and domestic violence (3 respondents).

## *Case Managers' Perceptions of Their Clients' Prospects for Self-Sufficiency*

The case managers were asked about the probability of their clients' ability to support him/herself and his/her children before reaching the 60-month benefit limit. Since all of the recipients included in this study are defined as long-term TANF recipients who are at risk of hitting the limit by the end of this calendar year, this is a vital question. The case managers are uniquely equipped to judge the likelihood of their clients' prospects because of their familiarity with their clients' history and progress toward self-sufficiency.

The case managers' replies to this question, as shown in Figure 19, indicate that they thought 28% of their clients were "very likely" to reach self-sufficiency, 23% "somewhat likely'" 15% "unable to predict," 10% "somewhat unlikely," and 24% "very unlikely" to become self-sufficient before they reach the time limit. It is cause for considerable concern that case managers express no confidence that nearly half of their clients will be unable to provide for their families' needs after reaching the time limit.

## *Participation in Work Activities and Sanction Penalties*

Temporary Assistance program policies provide for penalties in the form of sanctions against recipients who fail to participate in activities that are intended to support their transition to work. The penalties involve an escalating series of time-limited reductions in the recipient's Temporary Assistance check. Both the case managers and the long-term recipients were asked about the recipients' cooperation with required work activities. This included the client's history of sanctions and penalties, if any existed, and reason and length of sanction.

According to the case managers, 73% of their clients follow through on all services and referrals they are required to participate in, while 27% do not consistently comply with the work requirements. The case managers indicated that 31% of their clients have been at some point sanctioned for failing to take part in required work activities. Of those who had been sanctioned, 63% had been sanctioned once, 25% twice, and 11% had received a sanction 3 or more times. Case managers said 6% of their clients were currently in sanctioned status at the time of interview.

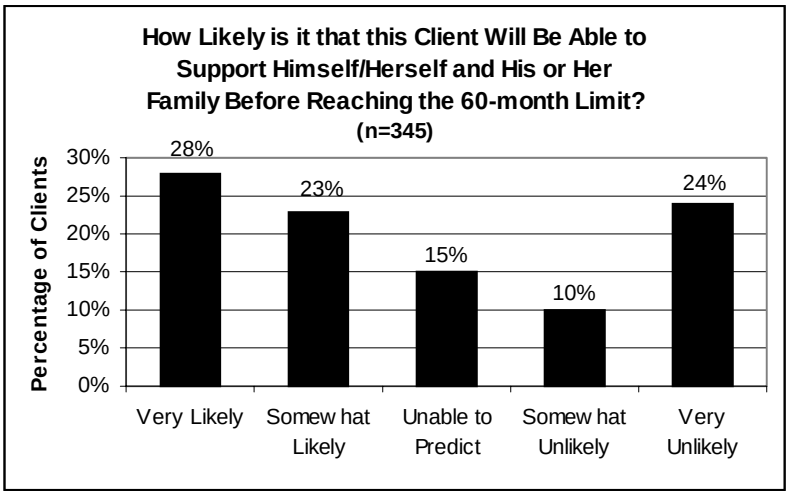



**Figure 19**

Twenty-nine percent (29%) of the recipients who participated in the survey said they had been sanctioned at least once for failure to follow program rules. Respondents who reported that they had been sanctioned were asked why. Their responses are detailed in Figure 20.

The reasons recipients gave most frequently for the sanctions imposed on them were: not attending job training or required classes (12%), quitting a job (12%), failing to keep appointments with their case manager or case worker (9%), failure to conduct work search (9%), not working because of physical health problems (9%), firing or other loss of a job (7%), failure to submit paperwork on time (7%), and noncompliance with job training requirements (6%).

Other sanction reasons mentioned less frequently include: another household member working, failure to report income, failure to understand TANF requirements, failure to meet case worker's goals, administrative error, problems proving their eligibility, failure to complete volunteer work, and caseworker prejudice.

## *Availability of Extensions Beyond 60 Months*

Temporary Assistance program policy allows for extension of Temporary Assistance benefits beyond 60 months for recipients who meet certain specified criteria. The extension criteria include:

- The presence of a family member who has been a victim of domestic violence if the victim would be endangered by strict application of the 60-month rule;
- Physical or mental inability of the recipient to perform gainful activity;
- The recipient being needed in the home to provide care for a disabled child, if the disability is severe enough to preclude the recipient's working; and
- Circumstances outside the family's control prevent the family from reaching self-sufficiency and the loss of Temporary Assistance payments that would result in conditions that threaten the family's health and safety.

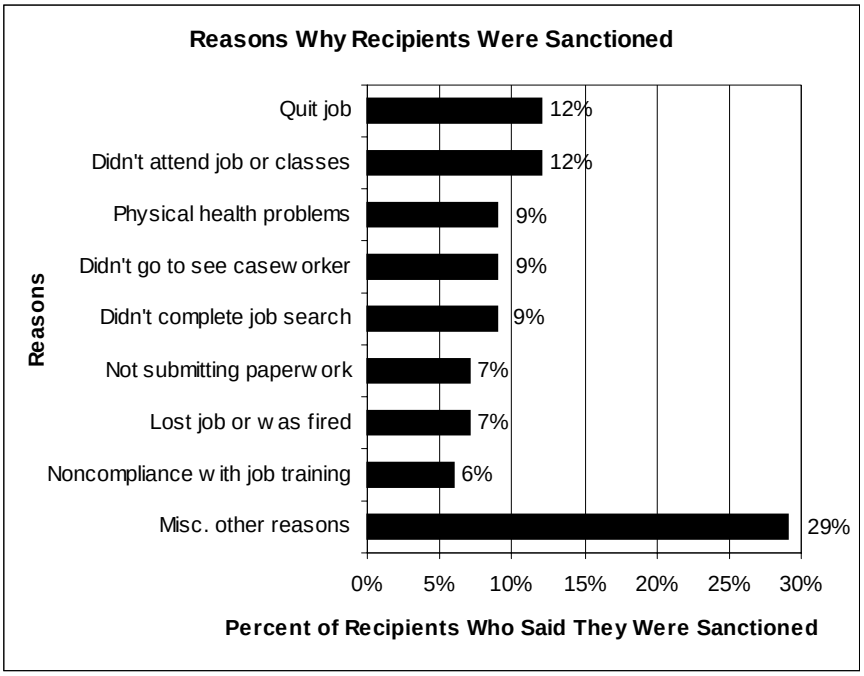



**Figure 20**

Public Assistance program officials have recognized the complexities of the barriers to self-sufficiency faced by many long-term Temporary Assistance recipients and developed an individualized approach to considering extension of benefits beyond the 60-mnth limit for families that do not become self-sufficient before they reach the limit

As this report was being prepared, the first Alaska Temporary Assistance program recipients reached the 60-month benefit limit. The Division of Public Assistance has established multidisciplinary case review teams in partnership with a number of other agencies that serve Temporary Assistance recipients. Every case that reaches the time limit will be evaluated by a review team and considered for extension under the specified criteria.

## *Open-Ended Case Manager Responses*

Case managers were identified for all clients who participated in the recipient survey, described above in this report. Once identified, the case managers were contacted individually for a telephone interview by a research staff member, each of whom had medical, public health, or public assistance experience. The case manger survey was conducted by phone for each client the case managers had served from the recipient survey list. Each case manager interview was approximately 20 – 30 minutes in length.

The survey instrument consisted of 9, closed, short answer questions (e.g., "Is this client currently exempt from work activities? Yes/No") and 17 open-ended questions, with space for multiple answers (e.g., "What barriers to employment have been identified for this client? List each identified barrier."). For the open-ended questions relating to referrals or support services, case managers were given a prompt list of 26 possible services (the list was made available to them by e-mail or FAX) from which to choose. However, the case managers were told by the interviewer that the list was suggestive only, and should not be regarded as all inclusive.

From this list of 26 possible services, and their own case files, case managers were asked to answer a number of open-ended questions about the barriers encountered by the specific clients of interest and their attempts to assist the recipients to overcome those barriers. The following subsections detail the responses of the case managers to the questions. Where possible, comparisons to the answers of clients on the recipient survey are described.

### 1. Barriers To Employment Experienced by Clients

The first open-ended question asked the case managers to identify the barriers to employment faced by their clients. The case manager responses were fully open ended, meaning respondents were not required to limit their answers to a fixed list of options. Of the 342 interviews for which this question was answered, the barriers fell into 23 relatively consistent categories. The ten most frequently reported barriers, and the number and percent of clients who experienced that barrier, are indicated in Table 20.

The frequency of the client barriers reported by case managers ranged from 50% for lack of transportation to 8.5% for poor work ethic/attitude and domestic violence (also experienced by 8.5% of the clients). Other barriers reported by case managers (at lower rates than those shown in Table 20) were "lack of college education," "lack of work experience," "sporadic work history," "no job opportunities in community of residence," "refuses referrals or resistant to work placement," "lack of spoken or written language skills," learning disability," and "work or school expenses."

**Table 20. Barriers to Employment (n=342)**

| Barrier to Employment | Rank by Case Mgrs | # of Clients | % of Clients Affected |
|---|---|---|---|
| Lack of transportation | 1 | 182 | 50.0% |
| Physical health problems, including dental problems | 2 | 150 | 41.2% |
| Lack of job skills | 3 | 140 | 37.5% |
| Lack of appropriate child care | 4 | 122 | 33.5% |
| Mental health problems | 5 | 99 | 27.2% |
| Lack of education or a high school diploma or GED | 6 | 80 | 21.4% |
| Lack of reliable housing or homelessness | 7 | 77 | 21.4% |
| Alcohol or drug abuse | 8 | 65 | 17.9% |
| Lack of appropriate clothing | 9 | 48 | 13.2% |
| Work ethic or attitude | 10 (tie) | 31 | 8.5% |
| Domestic violence | 10 (tie) | 31 | 8.5% |

On the recipient survey, clients were asked several questions related to specific barriers to employment (e.g., "Have you had help with transportation?"). Clients ranked barriers similarly to those ranked by the case managers. The most frequent barrier reported by clients was their own personal health or the health of someone else in the household. Sixty-three percent (63%) reported that at some time in the past year health problems had caused them, or someone else in the house, to be unable to work. The second most frequently reported condition was "treatment for depression or anxiety." 45.6% of the clients reported that they had received treatment for depression or anxiety, although the question did not ask whether clients had missed work because of their conditions. The third highest ranked obstacle was transportation. Approximately 31% of the clients reported that "during the past year, there were times they couldn't work because of transportation."

**2. Barriers Experienced by Other Household Members**

In another set of open-ended questions, the interviewers asked recipients about the barriers to employment experienced by other members of the household. In most cases, no barriers were identified. In 59% of cases, there were no barriers as a result of other household members' issues. The most frequent problem reported by case managers was experienced by just under 10% of the clients. The barrier to employment resulted from the behavior or learning disability of a child in the home. The next most frequently reported problem was the physical health or disability of a child (5%), followed by the physical health or disability of a spouse or significant other (somewhat less than 5%), and the mental health problems of a child (4%).

The consistency and importance of these data are notable. The responsibilities of caring for children, whether they have physical or emotional problems, are a frequently cited and intractable barrier to gainful employment (reported both by recipients and case managers). Approximately 57% of respondents to the recipient survey (N = 213) reported that they had received assistance with childcare. Despite the available help, almost 20% of the ATAP recipients reported missing work due to "lack of childcare." When case managers were asked to explain this apparent

discrepancy, they said many of their clients face serious childcare problems. These difficulties include:

- Lack of quality, affordable childcare for clients making entry-level wages.
- Lack of childcare for multiple children from one family of various ages in a single location. Parents may have to transport children to 3 or 4 different facilities or programs.
- Lack of safe, affordable childcare for infants. In-home care for infants and toddlers can be prohibitively expensive.
- Lack of services or programs that accept infants and children with disabilities or chronic illnesses, especially before and after school hours.
- Lack of childcare available before 7 AM or after 6 PM, or on weekends. Most programs seem to be established for conventional work schedules (8 AM – 5 PM) making it difficult for clients to accept shift work or weekend jobs, or to attend school.

Childcare vouchers are one of the most frequently provided and most often used services reported by recipients and case managers. Nonetheless, difficulties finding appropriate childcare may present clients with an obstacle that feels impossible to overcome.

**3. Case Managers' Recommendations**

At the conclusion of the case manager interviews, each individual was asked to "list the top three things you would like to see changed so you could serve your clients more effectively." Most case managers left this question blank, presumably because they were being interviewed about more than one client each. For those surveys where the question was complete, the responses included positive recommendations such as:

- Include more post-employment support and services to sustain clients during the first year of employment.
- Include "wellness plans" for clients with physical and/or mental illnesses or substance abuse issues.
- Expand job search assistance to more rural areas where jobs may be more difficult to identify.
- Provide more flexibility in matching training schedules with work requirements – Case managers find it difficult for some client to maintain both simultaneously.
- Provide broader training opportunities, including "life skills" and "parenting."

When asked to predict whether their client "will be able to support himself/herself and his or her family before they reach the 60-month limit," the case managers' answers were evenly distributed among the options: "very likely," "somewhat likely," "unable to predict," somewhat unlikely," and "very unlikely." It seems to be an interesting epilogue that the only apparent predictor of the case managers' answers to this question were whether the clients suffered physical or mental illnesses. If so, the case managers were more willing to predict an unfavorable outcome. In the absence of an illness or physical disability, case managers varied in their opinions regarding clients' chances for success, indicating that this is very complex judgment that involves a tremendous number of variables.

# Recipient Perceptions and Attitudes

The beliefs and emotions of respondents are both indicators of family well-being and sources of information about the quality of their experience while being on the Temporary Assistance rolls.

Survey respondents were asked a number of questions designed to measure their perceptions and attitudes. In general, the majority had accepted the welfare-to-work message and was satisfied with the services they received from their Temporary Assistance caseworkers.

*Findings:*

- There is a strong work ethic among long-term welfare recipients. The overwhelming majority would rather be employed than on assistance.
- The long-term recipients generally agreed with the welfare reform rules that impose time limits and require work.
- Recipients are generally positive about the services they receive from their case managers.
- Long-term recipients are aware of the benefit time limit and concerned about how they will support their families if they reach the limit.

## *Attitudes About Work and Welfare*

Survey respondents indicated their level of agreement or disagreement with several statements that were designed to learn about their attitudes regarding employment and the Temporary Assistance program.

There was a strong work ethic among survey respondents. The overwhelming majority (95%) agreed strongly or agreed somewhat that they would rather be employed than receiving Temporary Assistance benefits. Their responses are displayed in figure 21.

Respondents also tended to agree with some of the eligibility strictures that were implemented under the welfare reform laws. Figure 22 shows that the majority of respondents agree that there should be time limits on Temporary Assistance benefits, and Figure 23 shows that most respondents also agree that people who receive Temporary Assistance should be required to find a job and work.

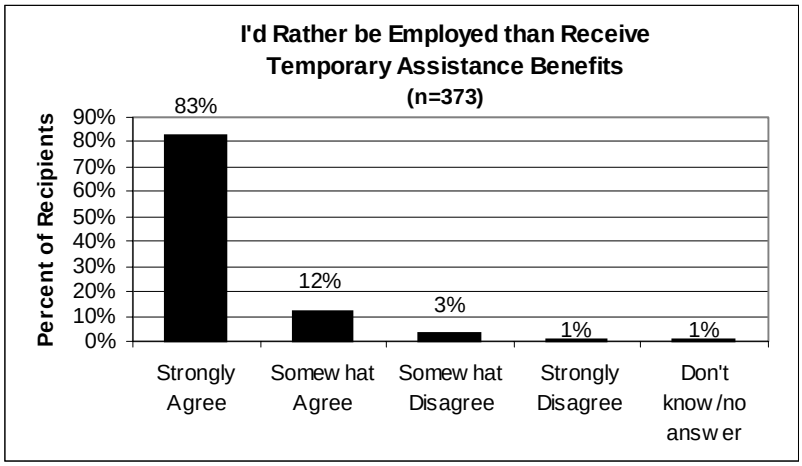



**Figure 21**

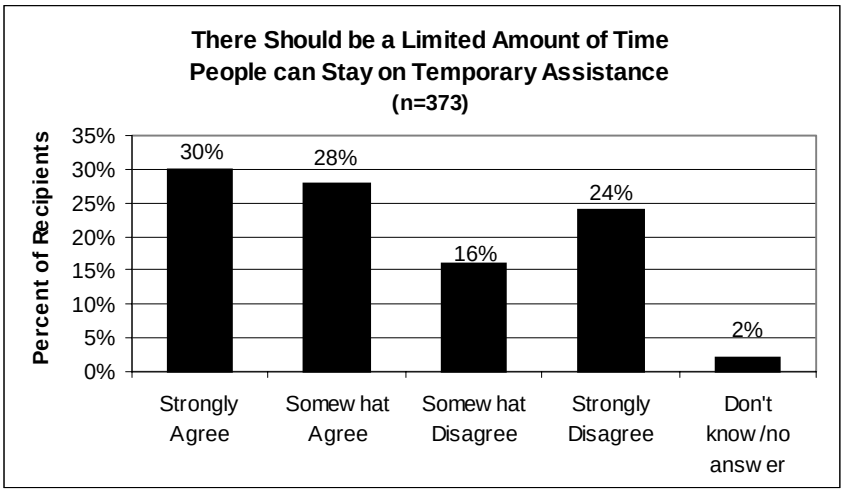



**Figure 22**

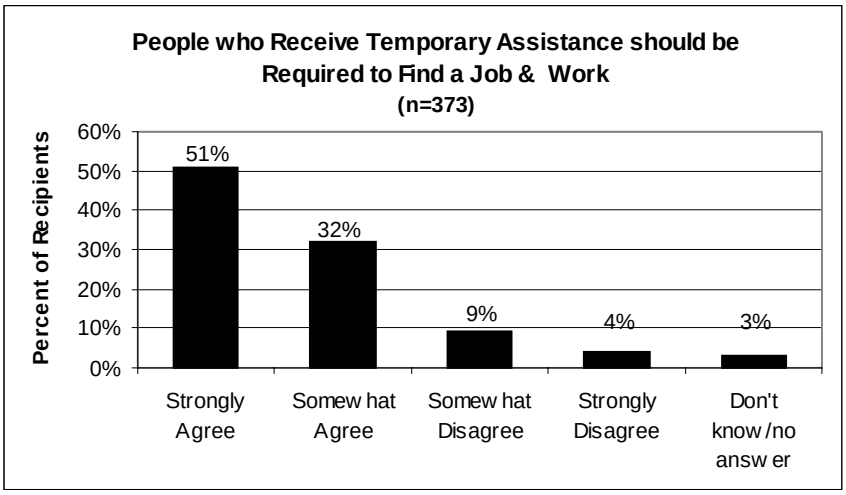



**Figure 23**

## *Attitudes About Temporary Assistance Case Managers*

Beliefs and emotions about the quality of services received from the Division of Public Assistance and its case management contractors are important for understanding the impact of case management services for people who are expected to work toward financial self-sufficiency. Respondents were asked to give their opinion about the services they received from DPA and contractor staff.

Respondents were asked if they knew who their case managers were, partly because anecdotes have suggested that many recipients do not know, at least partly as a result of frequent changes in DPA staff and caseload assignments. The great majority of respondents (86%) said they knew who their case manager was. Thirteen percent (13%) said they did not know who their caseworker was, and a few people did not answer the question.

Respondents generally had positive perceptions of the services they received from their case managers. Figure 24 shows that the majority of respondents felt their case manager did a good job of making sure the activities they were assigned to were well coordinated and did not conflict with each other. As the information presented in Figure 25 shows, most also felt their case managers had helped them figure out what they needed in order to get off Temporary Assistance and support their families.

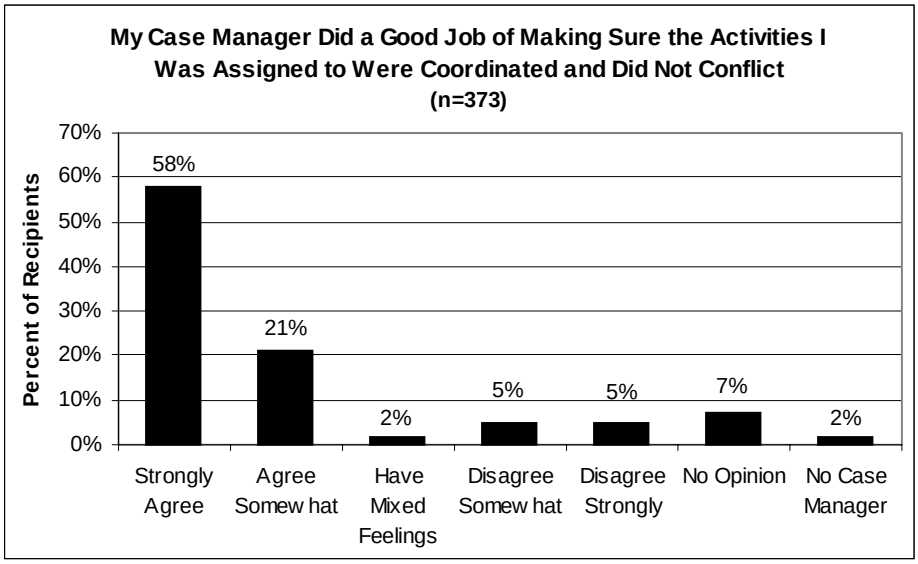



**Figure 24**

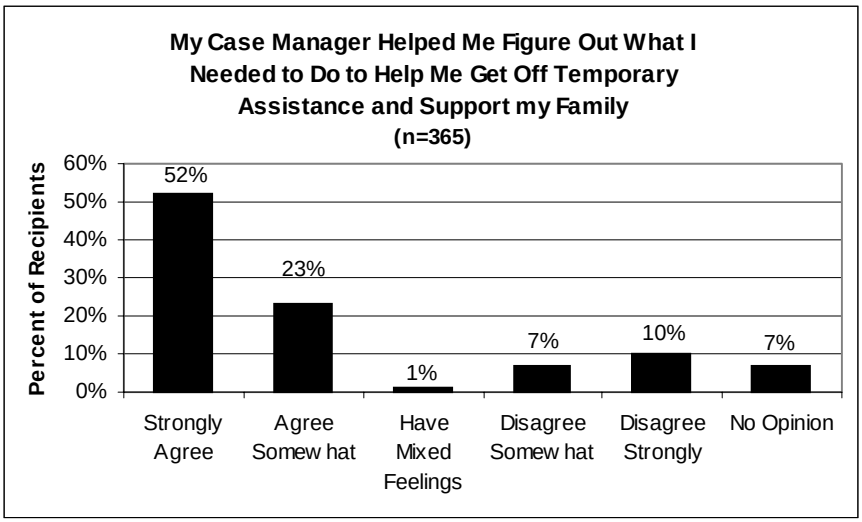



**Figure 25**

## *Perceptions About Time Limits*

Nearly all respondents (96%) indicated they were aware of the sixty-month time limit on Temporary Assistance benefits. Figure 26 shows the amount of time respondents who said they knew their time limits thought they would remain eligible for benefits.

Although many respondents did not know the exact amount of time they had remaining before running out of benefits (31%), most were generally aware of their time limits, although a few may have overestimated the number of months remaining before the 60th month. These recipients were interviewed during the months of May, June, and July 2001, and at the time of the interviews only about 10% of them had more than 18 months of benefits remaining before they reached the 60-month limit. Seventy-two percent (72%) said they had 18 months or less remaining, while 12% said they had more than 18 months of eligibility remaining.

At the time the survey was conducted, the Division of Public Assistance had not made any decisions regarding extensions of eligibility for recipients who were approaching the time limit. Undoubtedly a substantial number of these respondents will qualify for extensions, but it is not possible at this time to construct a reasonable projection of how many will ultimately qualify.

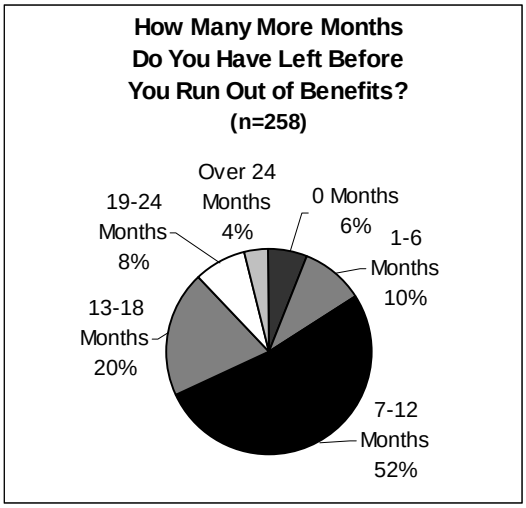



**Figure 26**

Under current federal and Alaska law, reaching the time limit without qualifying for an extension means losing the basic monthly cash income of Temporary Assistance. When asked if they worry that they won't receive future Temporary Assistance payment, many (73%) of the long-term recipients indicated that they worry to some degree. Figure 27 shows how the participants responded to this question.

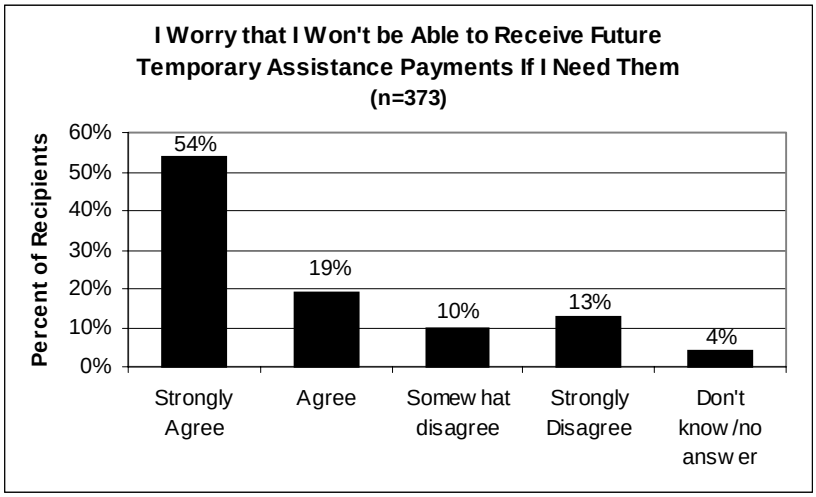



**Figure 27**

Most respondents (90%) said that they had considered how it would affect them and their family if they were no longer eligible to receive Temporary Assistance. Those who said they had considered what they would do were asked how they were preparing themselves for the end of their eligibility. They reported a range of activities, with "work" being the most frequently mentioned activity (21%). Other common responses included: going to school (15%), other household members looking for employment or a better paying job (15%), pursuing SSI or other disability benefits (14%), and working in self-employment activities (7%). Only three people (1%) indicated they planned to move to a new location to prepare for the time they reach the five-year limit.

# Appendices

Appendix 1: Recipient Informed Consent Statement

Appendix 2: Recipient Survey Instrument

Appendix 3: Case Manager Survey Instrument

Appendix 4: Case Manager Informed Consent Statement