

# **What Employers and W-2 Job Experts Think About Retention and Advancement Barriers and Services**

## **Final Report**

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# **What Employers and W-2 Experts Think About Retention and Advancement Barriers and Services**

## **Executive Summary**

Wisconsin is widely acknowledged as one of the first states to grapple with the issue of post-welfare reform. Key issues are the retention and advancement that affect the work life of welfare participants who no longer receive cash assistance.

### **Study Scope**

This study investigates the expert views of W-2 staff who provide retention and advancement services around the state and of employers who hire significant numbers of Low Income Workers With Family Responsibilities (LIWWFRs). W-2 staff assessed W-2 agency retention and advancement services and employers assessed their own and W-2 agency services for LIWWFRs. These services are broadly grouped as Support Services, Educational and Learning Programs, Employer Intervention, and Counseling Services. W-2 agencies and employers provide these as strategic initiatives to counter-balance the barriers faced by W-2 participants and LIWWFRs.

### **Research Design**

Selected W-2 agencies, grouped by size, identified their staff who were experts in providing case management services for retaining and advancing unsubsidized employed W-2 participants in their jobs. Structured interviews with 69 staff offer a statewide perspective of W-2 agency services, but do not represent the views of all W-2 staff due to the predominant number of W-2 staff being in Milwaukee County. The typical W-2 staff person interviewed was a white female with extensive case management experience, less than a BS degree, and who worked primarily in central Wisconsin. These surveys were fielded from November 2000 to March 2001.

Selected employers throughout the state were identified by the W-2 agencies as experts in hiring and working with LIWWFRs and in working with the W-2 agencies. Structured interviews with 41 of these employers offer a statewide perspective of this population, their services, and the W-2 agencies services they use. As such they do not represent all employers in the state. The typical employer interviewed was in a manufacturing or a service industry, had between 100 and 249 workers (26 to 50 of these were LIWWFRs), is near a transit stop, operates from multiple sites, hired between 11 and 100 employees during the past twelve months, and had about ten vacancies. These surveys were fielded from November 2000 to March 2001.

### **Conclusions and Findings**

The bolded headings below summarize the conclusions and recommendations of the researchers. The findings under the bolded headings summarize the results of the survey of W-2 staff and employers except as noted. Certain capitalized words are defined in the body of the report and words in quotes represent specific ratings from the W-2 staff or employer interviews.

### **Job retention is a widespread problem for W-2 Participants and LIWWFRs.**

- The majority of the 69 W-2 agency staff interviewed said that half or more of their W-2 participants had been separated from employment in the last year. Nearly two-thirds of them said that half or more of their participants were terminated for cause.
- Fewer than forty percent of the 41 employers interviewed said they retained more than half of their LIWWFRs after two years. Employers estimated that fifteen percent of those LIWWFRs leaving these firms were terminated for cause.

### **W-2 agencies offer an impressive array of services to address both Widespread and Targeted job retention and advancement barriers.**

- W-2 staff say the W-2 agencies address Widespread barriers through seven “quite” or “very effective” Standard Services. The barriers are problems with child care and transportation, lack of motivation, poor interpersonal skills, poor written English and math skills, substance abuse, and learning disabilities. The services are child care, transportation assistance, Medicaid, job placement, food stamps, soft skills training and job counseling during employment. They also offer “somewhat effective” job loans and emergency assistance services.
- W-2 staff say their agencies address Targeted barriers through six “quite or “very effective” Majority Services. The barriers are housing instability, care for others with disabilities, being victims of crime, poor verbal English, immigrant status, domestic abuse, being charged with criminal behavior, and mental and physical disabilities. The services are employment skills training, educational programs, financial assistance for post-secondary education (FAPSE), mentoring, and counseling before employment. They also offer “somewhat effective” mental health counseling and substance abuse services.
- W-2 agencies also address these barriers with Experimental Services. The four “somewhat effective” services are retention rewards, training completion bonuses, family planning, and crisis hotlines.

### **The services W-2 agencies offer address the barriers that employers said LIWWFRs had.**

- When compared to other workers, employers said that LIWWFRs were “a little more likely” to have certain barriers. These were problems with child care and transportation, poor written and verbal English and math skills, being absent/tardy, or having an illness.

### **Employer services to LIWWFRs focus primarily on employment skills and issues.**

- Many of the jobs employing LIWWFRs require low academic skills.
- Nine out of ten employers offered employment skills training and about three-fourths offered post-secondary assistance.
- Six out of ten employers offered substance abuse counseling.
- Two to three out of ten employers offered mentoring and the basic skills of math, reading, writing and English.

**Employers are willing to consider offering more services with assistance.**

- Employers said they are most willing to consider providing training and educational opportunities to meet the skill requirements for advancement.
  - Almost seven out of ten would consider more employment skills training.
  - About four out of ten would consider remedial basic skills training.
- Employers said they are somewhat willing to offer services that address absent/tardy barriers.
  - About four out of ten would consider a child care subsidy.
  - About one-third would consider transportation assistance.
  - About one-fifth would consider on-site child care. (Rated “very effective” by those few who offered it.)

**W-2 services to employers could be more effective.**

- Employers rated most Employer Intervention Services as “somewhat effective.” These are assistance with placement needs, needs assessment, mentoring, upward mobility, worksite training and employer-oriented training and outreach and marketing.
- Employers said worksite mentoring was “quite effective.”
- Employers were not asked to rate the W-2 agency Experimental Service of subsidized employer workshops.

**The collaborative relationships between W-2 agencies and employers should be expanded to address the Widespread and Targeted barriers affecting LIWWFRs.** The researchers recommend:

- Arranging a variety of context-based workplace literacy programs and other continuing education programs to address W-2 participants and LIWWFRs’ literacy skill difficulties. These could be done via cooperative arrangements with individual employers, literacy and continuing education program providers, and W-2 agencies.
- Expanding worksite mentoring programs.
- Seek funding for “on-site child care” and “child care subsidy” to increase the numbers of employers offering these services.
- Expand W-2 agencies’ efforts to assist employers with basic skills training and other incentives to hire and train LIWWFRs.

**Further research on retention and advancement would be beneficial.** The researchers recommend:

- Study the high level of W-2 participants’ terminations to determine if there are new services or service changes that could reduce them.
- Analyze Secondary Services to determine why they are considered only “somewhat effective.”
- Review why W-2 staff believe W-2 agency employer placement assistance is more effective than employers think it is.
- Develop methods to use the DWD CARES automated system to track systematically the effectiveness of W-2 services for an extended period.



# **What Employers and W-2 Job Experts Think About Retention and Advancement Barriers and Services**

## **Section I: Background and Research Design**

### **Purpose**

Given the success of Wisconsin's W-2 program in placing large segments of welfare recipients into employment, state policy makers, W-2 agencies, employers, and other stakeholders are compelled to address the twin issues of employment retention and advancement faced by former W-2 participants. While retention and advancement have been identified as areas that need immediate attention, we have little empirical data on the nature and extent of those issues in Wisconsin and the degree to which W-2 services address them.

This research project sought first to map the terrain of problems and barriers to retention and advancement experienced by both W-2 unsubsidized employed participants in case management and low-income workers with family responsibilities (LIWWFRs). Then it sought to chart the array and effectiveness of services and programs provided to both populations by W-2 agencies and employers. These findings enhance insight into these issues, and assist in the modification and improvement of employment retention and advancement policies and practices.

### **Research Questions**

The following research questions were used to guide our investigation:

- What are the demographic characteristics of the sampled W-2 agency staff responsible for managing the cases of unsubsidized participants?
- What are the demographic characteristics of employers and the job requirements and tasks of low-income workers with family responsibilities (LIWWFRs)?
- What is the level of job turnover experienced by unsubsidized employed participants and LIWWFRs? What percent of unsubsidized participants and LIWWFRs were terminated for cause?
- To what extent do barriers inhibit the employment retention and advancement efforts of unsubsidized employed participants receiving case management services?
- What proportion of unsubsidized employed participants are affected by these barriers to their employment retention and advancement efforts?
- What employment retention and advancement services and programs do W-2 agencies and employers provide?

- With what proportion of unsubsidized employed participants do W-2 agency staff spend time discussing each of the available employment retention and advancement services?
- What proportion of LIWWFRs either have access to, or participate in, employer provided retention and advancement services and programs?
- To what extent do W-2 agency staff and employers believe that services provided are effective in promoting job retention and advancement among unsubsidized employed participants?
- What job retention and advancement services would employers be willing to provide?

## **Background**

In 1996, Congress passed the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA), taking a major step to change the culture of welfare from a system of dependency to one of personal responsibility and self-sufficiency. However, even before PRWORA, many states were experimenting with creative welfare systems that would move recipients from the welfare rolls and into the workplace.

Wisconsin was one of the first states to undertake the challenge, and early in 1998, it completed its transition from Aid to Families with Dependent Children (AFDC) to Wisconsin Works (W-2). With its "work first" philosophy, W-2 represents Wisconsin's version of the national welfare reform legislation of 1996. That is, W-2 imposes strict time limits on recipients and requires all who are capable to obtain immediate employment. The mandate to caseworkers is to move recipients to the workforce as quickly as possible and reduce dependency on cash assistance.

As a result of these changes in the welfare policy and the positive labor market conditions during the welfare reform era, national welfare caseloads have substantially decreased. According to Brauner and Loprest (1999), from the peak of welfare caseloads in March 1994 to September 1998, the national caseload of welfare recipients decreased by 43 percent. Wisconsin's cash assistance caseload during this period, however, decreased by 89 percent, the highest in the nation.

A tracking study by the Institute for Research on Poverty (IRP) found that 60 to 66 percent of former recipients in Wisconsin who left the rolls in the fourth quarter of 1995 and 1997 were employed continuously in the year after they left the rolls. Over 80 percent had some employment in at least one quarter, while 42 percent were employed continuously over the three year period of the study, i.e., 1995-98. With its success in reducing the case load and assisting many recipients to obtain employment, Wisconsin is widely acknowledged as one of the first states to grapple with the issue of post-welfare reform, i.e., the retention and advancement issues that surround the work life of former welfare recipients.

While Wisconsin has identified retention and advancement as an area that needs more attention, we have little empirical data on the extent of the problems that affect retention and advancement in Wisconsin and the degree to which W-2 reform activities are successfully addressing the issues.<sup>1</sup>

Studies that utilized data sources from Wisconsin have observed that as Wisconsin's economy has continued to expand, employers have found welfare recipients increasingly attractive as employees. Although most former recipients are concentrated in jobs in low-skilled and low-wage sectors, and nearly one-third of former recipients in Milwaukee work through temporary agencies (Christian and Swartz, 2000) employers have hired former recipients, who in years past would not have been considered for employment. A DWD study of those who left cash assistance during the April-December 1998 quarters found those leavers had an average wage of \$7.95 an hour and worked an average of 33.5 hours per week. They worked primarily in health services, manufacturing, retail (except food and drink), and in miscellaneous services such as hotels and repair services (Department of Workforce Development, November 2000).

Wisconsin's experience also shows that nationally as employers dip deeper into the pool of recipients, they will experience increased difficulty managing such employees. For example, Holzer (2000) reported on a recent survey of 750 employers that compared Milwaukee to three other metropolitan areas: Los Angeles, Chicago, and Cleveland. The study found that the average duration of employment for newly hired recipients was 8 months, although significant percentages left after just 3-4 months.

Holzer reported that about three-fourths of employers rated the welfare recipients whom they've hired as being comparable to or better than other employees in similar positions. However, larger percentages reported problems with absenteeism, often related to child care and transportation problems. In addition, Holzer also found that Milwaukee was at the high end of having jobs available and in the percent of jobs fielded by recipients. He also observed that Milwaukee experienced greater problems with turnover and job performance than the other three sites, which was interpreted as an indication that employers were digging deeper into the pool of welfare recipients in Milwaukee.

Post-welfare reform work-first policies have identified the issue of working poverty. The mean hourly wages for welfare recipients nationally range between \$6.94 and \$7.83, and the hours worked per week range from 34.0 to 35.2 (Holzer, 2000). In 1997 the average earnings was between \$10,000.00 to \$12,000.00; less than the poverty level for a family of three (Brauner and Loprest, 1999). The low wages, high turnover, and difficulty in finding jobs has translated into high levels of economic anxiety and worry among some former recipients (Christian and Swartz, 2000). Rangarajan (1998) summarized the problems of employment retention and notes,

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<sup>1</sup> Related national studies include those that have investigated the status of families who left welfare (Brauner & Loprest, 1999; Loprest, 1999). Some evaluation studies have looked into education and training as vehicles for promoting economic self-sufficiency and human capital development (Bell, 2000; Cohen, 1998; Riemer, 1997; Smith, 1999; Trutko, Nightingale & Barnow, 2000) and other studies have examined the low-wage job market and how welfare recipients are faring in such markets (Kelleen & Nightingale, 2000; Holzer & Stoll, 2000).

While many welfare recipients who find jobs are able to keep them, a significant minority have a hard time holding onto jobs and lose them fairly quickly. . . . Many welfare recipients' reasons for losing a job are complicated. Most find low paying jobs but still have to deal with the standard costs associated with work (such as affordable child care and transportation). Many must cope with a reduction in other forms of social support (such as housing subsidies, and, perhaps, food stamps, and medical benefits). Nearly one in three work nonstandard hours, making childcare and transportation arrangements more complex. Because they have little work experience, many welfare recipients have unrealistic work expectations and walk out of their jobs when these expectations are not met. Many have little in the way of personal and social support and find the transition from welfare to work overwhelming and stressful. (p. 3)

Given the time-limited assistance and strict work participation requirements under W-2, Wisconsin policy makers and program administrators realize that a "work first" approach is not simply concerned with placing welfare recipients in entry-level jobs. It is also concerned with developing effective programs and strategies that will assist former working recipients to keep their jobs, avoid returning to welfare, and advance in the labor market.

Wisconsin has included elements of retention and advancement in the W-2 program since its inception in the form of case management services to low-income working families. These efforts are primarily offered by W-2 agencies and the staff (e.g., Financial and Employment Planners (FEPs) and other specialized staff) who are charged with managing the case files of both W-2 cash participants and unsubsidized employed participants.

Under current W-2 policy, a W-2 agency must offer case management services to a W-2 participant who is moving from a paid W-2 employment position into unsubsidized employment for a minimum of six months. (W-2's original two-month minimum of follow-up case management was increased to a six-month minimum beginning in January 2000). These case management services are intended to offer support during that critical time period when an individual is adjusting to the workplace.

Employed low-income individuals with families may also access W-2 case management services. Job survival and retention techniques, career guidance and vocational exploration, education and training, life management skills, and community resource and referral services are examples of what case management may entail.

Services to these individuals are monitored in the state's CARES automated system database. Unsubsidized employed participants are coded as "Case Management Followup," (CMF) or "Case Management Services for Working Individuals" (CMU). Those coded as CMF obtained unsubsidized employment via movement from other W-2 employment tiers while CMU individuals joined the system after they were already employed. For unsubsidized participants, W-2 staff represent the lifeline of opportunity to state-supported services and programs that can potentially assist them to retain or advance in employment.

A more formalized approach to retention and advancement services was added to Wisconsin's mix of TANF-funded programs in 2000 with the implementation of the Workforce Attachment and Advancement (WAA) program. Both W-2 agencies and local Workforce Development Boards (WDBs) administer the program. It is a statewide initiative to assist low-income custodial and non-custodial parents with employment retention and advancement services regardless of their prior welfare status. Thus, in addition to targeting families who are transitioning from W-2 to employment, WAA serves the low-income working population who meets TANF family requirements.

WAA encourages innovative employer services to meet local employers' needs for skilled employees by developing and providing a broad range of job-specific training and skills development services, e.g., job skills training, mentoring, job coaching, and support services. In that agencies have the flexibility to design their WAA programs to meet local need, WAA services for families and employers may differ from county to county.

## **Research Design**

The project employed a survey design for the collection of data. Telephone surveys were administered from November 2000 to March 2001 to selected W-2 agency representatives and employers. Both were included in this research to determine whether they shared or differed in their perspectives of what services were most helpful for assisting unsubsidized employed W-2 participants and low income workers in retaining and advancing in employment.

*W-2 Agency Staff Selection:* A "selection with probabilities proportional to size" random sampling process (Jaeger, 1984) was used to select the Wisconsin Works (W-2) agencies that had at least one unsubsidized employed participant the year prior to the study. From this sample, a sample of agency staff was selected. This sampling design allowed us to incorporate data collection sites of various sizes proportional to their representation in the final sample.

The 76 W-2 agencies in the state with at least one unsubsidized employed participant were stratified into four groups: agencies with fewer than 10 cases in 2000, those with 11 to 80 cases, those with 81 to 500 cases, and those with over 500 cases. We took a 33 percent sample from each of these strata. The sites broke down as follows:

- Twelve sites were selected from the 37 sites with fewer than ten cases. The number of agency staff selected from these sites ranged from one to three.
- Ten agencies were selected from the 32 sites that had between 11 and 78 cases. The number of agency staff selected from these sites ranged from one to five.
- Two agencies were selected from the five agencies that had between 81 and 500 cases. The number of agency staff included in the study from these agencies ranged from five to ten.
- Two agencies were selected from the six agencies with over 500 cases. The number of staff included in the study from these agencies ranged from four to ten.

A total of 98 individuals were asked to participate in the study. This number included all of the agency staff primarily responsible for placing or retaining unsubsidized employed participants from each selected site. In instances in which this responsibility was shared by the majority of case managers in an agency, about one-third of these individuals were

asked to participate. Of the 98 individuals contacted, 24 did not return calls, two did not qualify, and three refused participation leaving a total of 69 W-2 staff who agreed to participate in the study, a participation rate of seventy percent. Each interview ranged from fifteen to forty minutes.

*Employer Selection:* W-2 agencies were contacted to identify employers to be interviewed for the survey. A contact person in each of the W-2 agencies identified three employers with whom the agency had placed participants in the past year. A total of seventy-seven employers were contacted. Of this number, 15 did not return repeated calls, nineteen refused to participate, and two had gone out of business leaving 41 employers to be interviewed, a participation rate of 53.25 percent. The individuals interviewed included: Human Resources Directors, Managers, or Representatives; Staff Supervisors; and Personnel Specialists. Each interviewee was contacted via telephone and scheduled for the interview. Each interview averaged about twenty minutes, but ranged from fifteen to forty minutes.

*Data Collection Instruments:* The data collection instruments were developed from a variety of sources. These included resource materials on existing DWD and W-2 agency services and programs that assist workers to retain and advance in employment; discussions with DWD agency personnel regarding services, programs, problems/issues and barriers; interviews with a multi-state group of other state and local officials who are members of the Welfare Peer Assistance Network (WELPAN) via teleconference; and existing instruments that have been used in previous W-2 studies of FEPs and employers. Sources of these existing instruments included Kaplan and Rothe, (1999) who conducted an Institute for Research on Poverty study of FEPs, and Holzer (2000) who studied employers in four cities.

We maintained the basic structure and integrity of the existing survey instruments, but modified them to address the research questions posed by this investigation. Both survey instruments were shared with DWD staff to assure that the questions and issues targeted were within the range of experiences of the agency staff and employers expected to complete the forms. In addition, both forms were pilot-tested with three agency staff and three employers before the final instruments were used in the study. All interviews were conducted via telephone and copies of the interview forms were e-mailed or faxed to prospective interviewees in advance of scheduled interviews.

The W-2 agency staff survey instrument was comprised of 116 closed statement items scored on either a dichotomous or five-point Likert scale. Similarly, the employers' survey instrument was comprised of 20 pages and 111 closed statement items scored on either a five-point or a four-point Likert scale or a dichotomous scale. Several open-ended questions in both scales allowed W-2 staff and employers to make additional comments. Data from all telephone interviews were entered onto blank copies of the instrument and later transferred to an SPSS-PC data file. The process for interpreting the results from each scale is presented at the beginning of each section of this report. In addition, due to a survey design issue, as discussed in Section IV, the scale for employer responses to employment based problems and barriers to LIWWFRs was reinterpreted.

## **Sampling and Data Analysis**

This study sought the perceptions of W-2 agency staff who provided retention and advancement services around the state and the perceptions of employers who utilized W-2 agency services for lower income jobs. The intent was to use these “experts” to identify the problems and barriers to employment retention and advancement experienced by unsubsidized employed W-2 participants and LIWWFRs and then to chart the array and quality of services and programs provided to both populations. The study did not use compiled administrative data nor include any formal case by case assessments.

In other words, it was not the intent of the sampling process to produce a representative sample of all W-2 staff serving all W-2 participants nor all employers and their workers in the state. A representative sample of all W-2 agency staff doing retention and advancement services would have limited the results of the study to essentially representing Milwaukee which has about eighty-percent of the state's W-2 cases. Similarly, a sample of all employers in the state might not have provided sufficient information on the LIWWFRs.

Thus, the demographics of the sampled W-2 agency staff in Chapter II of this report represent W-2 agencies statewide but are not representative of all W-2 agency staff. Similarly, the demographics of employers in Chapter VI are of those who work frequently with the W-2 agencies and are not intended to be representative of all employers in the state.

## **Inhibiting Barriers and the Proportion Affected**

Our analysis of the literature and informal surveying of several stakeholders suggested barriers that significantly inhibit the efforts of low-income parents in retaining and advancing in employment. W-2 staff and employers rated fifteen barriers common to both W-2 participants and LIWWFRs. W-2 staff also rated two other barriers and employers rated another six. Both employers and W-2 staff then estimated the proportion of LIWWFRs and W-2 participants, respectively, having these barriers.

W-2 staff rated seventeen barriers and employers rated twenty-one barriers. These were grouped into the same four categories: Situational Barriers, Learning and Education Barriers, Personal Issues, and Disabilities.

## **Services that Promote Retention and Advancement**

W-2 staff were asked about twenty-nine employment retention and advancement services and programs and employers about seventeen. W-2 staff rated services to both employers and W-2 participants. Employers rated their services to LIWWFRs and the services the W-2 agencies provided them.



## Section II: Demographic Characteristics of W-2 Agency Staff

The study sought the opinions and perceptions of “expert” W-2 agency staff from agencies around the state. These were the staff knowledgeable about the employment retention and advancement problems and barriers experienced by unsubsidized participants under case management, and about the array of services and programs made available to these participants. The demographic characteristics from the 69 W-2 agency staff who completed this survey are in Table 1. The map of the eleven WDB’s who offer WAA services is in Appendix II.

**Table 1: Demographic Profile of the W-2 Agency Staff Surveyed**

<p><b>Roles That Describe Work</b></p> <ul style="list-style-type: none"> <li>• Financial &amp; Employment 41 59.24</li> <li>• Employment Specialist 4 5.4</li> <li>• Supportive Services Planner 1 1.4</li> <li>• Other 23 33.3</li> <li>• Total 69 100.0</li> </ul>	<p><b>W-2 Agency Locations:</b></p> <ul style="list-style-type: none"> <li>• Southeast 1 2</li> <li>• Milwaukee County 2 2</li> <li>• Waukesha-Ozaukee- 3 1</li> <li>• Fox Valley 4 3</li> <li>• Bay Area 5 5</li> <li>• North Central 6 4</li> <li>• Northwest 7 1</li> <li>• West Central 6 4</li> <li>• Western 9 1</li> <li>• South Central 10 1</li> <li>• Southwest 11 0</li> <li>• Total NA 26</li> </ul>
<p><b>Highest Level of Education</b></p> <ul style="list-style-type: none"> <li>• GED 1 1.4</li> <li>• High School Diploma 10 14.5</li> <li>• Some College 16 23.2</li> <li>• Associate Degree 2 17.4</li> <li>• B.S. Degree 6 8.7</li> <li>• B.A. Degree 12 17.4</li> <li>• Some Graduate Work 6 8.7</li> <li>• Masters of Social Work 1 1.4</li> <li>• Other Masters Degree 4 5.8</li> <li>• No Response 1 1.4</li> <li>• Total 69 100.0</li> </ul>	<p><b>Race/Ethnicity</b></p> <ul style="list-style-type: none"> <li>• African American 4 5.8</li> <li>• Asian 6 6.7</li> <li>• White 50 72.5</li> <li>• Latino 5 7.2</li> <li>• Native American 2 2.9</li> <li>• Other 2 2.9</li> <li>• Total 69 100.0</li> </ul>
<p><b>Agency Length of Employment</b></p> <ul style="list-style-type: none"> <li>• 0 - 2 Years 28 40.6</li> <li>• 3 - 6 Years 11 16.0</li> <li>• 7 - 12 Years 13 18.8</li> <li>• 13 - Over 20 Years 17 24.6</li> <li>• Total 69 100.0</li> <li>• Average 8.33</li> </ul>	<p><b>Gender</b></p> <ul style="list-style-type: none"> <li>• Female 57 82.6</li> <li>• Male 12 17.4</li> <li>• Total 69 100.0</li> </ul>

Data Source: W-2 Agency Staff interviews.

Table 1 details the 69 W-2 staff the agencies statewide identified as providing welfare (non-cash) participants with case management services for retaining and advancing in their jobs—in other words “W-2 service experts.” Their responses offer a statewide perspective, but with W-2 participant workload and staffing being predominately in Milwaukee County, the W-2 staff responses are not a representative sample of all W-2 staff or the services W-2 participants receive. The W-2 staff who participated in the survey was typically a white female with extensive case management experience, less than a BS degree and who worked primarily in the central parts of the state.



**Section III:  
W-2 Staff Perceptions of Employment Retention and Advancement Barriers**

Section III contains the responses of the surveyed W-2 staff who were considered the agency experts in employment retention and advancement. Each was asked to respond to seventeen items that described the possible barriers faced by employed unsubsidized participants receiving case management services.

For fifteen of the items that described possible barriers, the W-2 staff rated the extent on a 5.0 Likert scale to which they perceived these barriers *inhibited* retention or advancement efforts. They also rated on a 5.0 Likert scale the *proportion* of participants they thought were affected. NOTE: For the two items on separation from employment, they only rated the proportion of their caseload. Following are the two rating scales.

***Inhibitory Effect***

<b>Code</b>	<b>Response</b>	<b>Response Range</b>
1	not at all problematic,	1 to 1.49
2	slightly problematic	1.50 to 2.49
3	somewhat problematic	2.50 to 3.49
4	quite problematic	3.50 to 4.49
5	very problematic	4.50 to 5.00

***Proportion Affected***

<b>Code</b>	<b>Response</b>	<b>Response Range</b>
1	none	1 to 1.49
2	less than half	1.50 to 2.49
3	about half	2.50 to 3.49
4	more than half	3.50 to 4.49
5	all	4.50 to 5.00

**Summary of Findings**

The seventeen issues and barriers were organized into four categories based on their interrelated characteristics. (See Appendix I for the definition of individual issues and barriers affecting the W-2 participants in unsubsidized case management.) The four categories are:

- **Situational Barriers:** Overall, Situational Barriers had the greatest inhibitory effect of “quite problematic” and affect “about half” of their W-2 participants. Child care, transportation, housing instability and care for others were all “quite problematic” with child care and transportation problems affecting the most at “about half.”
- **Education and Learning Experience Barriers:** Overall these barriers were also “quite problematic” with problems with interpersonal skills and with written English barriers affecting the most at “about half.”

- Personal Issues: Overall these barriers were also “quite problematic” but not quite as high as the previous two groupings. Substance abuse affected the most at “about half.”
- Disabilities: These had the lowest inhibitory effect overall but were still considered “quite problematic.” Learning disabilities affected the most at “about half” but mental illness was the highest inhibitor at “quite problematic.”
- Separation from Employment: During the last year the average number of separations was “about half” of the W-2 staff’s unsubsidized cases with “about half” of those who were separated being terminated for cause.

### **Analysis of the Differences among the Categories of Barriers**

The collective ratings suggested that since all four categories collectively had similar values, differences were tested via statistical analysis. (See Appendix III for tests.)

#### *Inhibitory*

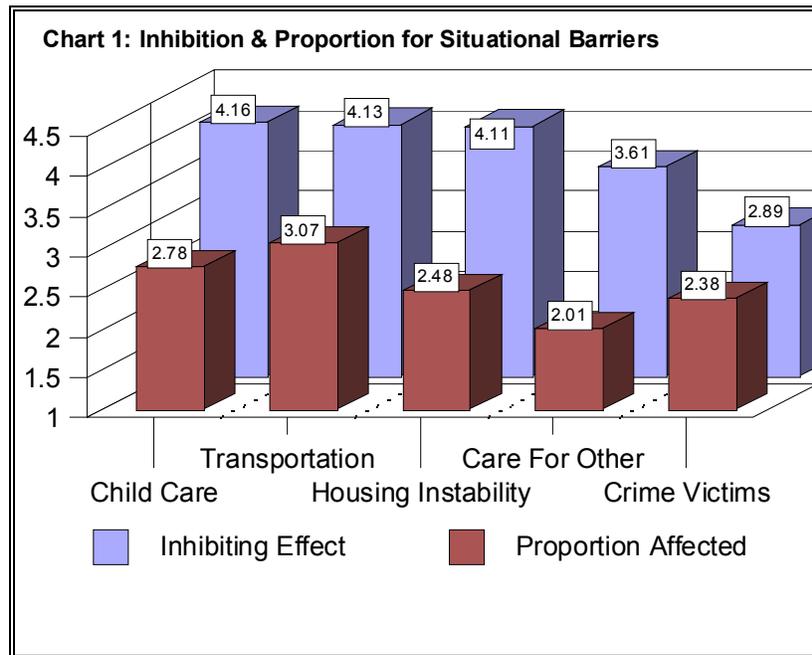
When the W-2 staff ratings of the inhibitory effects and the proportion affected of these groupings were statistically tested, the inhibitory effects of Situational Barriers were significantly higher than either Educational and Learning Experience or Personal Issues barriers. However, both Situational and Educational and Learning Experience Barriers were significantly higher than Disabilities. The difference between Personal issues and Disabilities and between Educational and Learning Experience and Personal Issues barriers were not significant

#### *Proportions Affected*

The proportion of participants thought to experience Educational and Learning Barriers was significantly higher than those thought to be affected by either Personal Issues or Disabilities, but not from those affected by Situational Barriers. Also, the proportion of participants affected by Situational Barriers differed significantly from the proportion affected by Disabilities. There were no significant differences between the proportion affected by Situational Barriers when compared to either Educational and Learning Experience or Personal Issues, or for Personal Issues and Disabilities.

No statistical test was done on the Separation in comparison to the other barrier groupings.

## SITUATIONAL BARRIERS



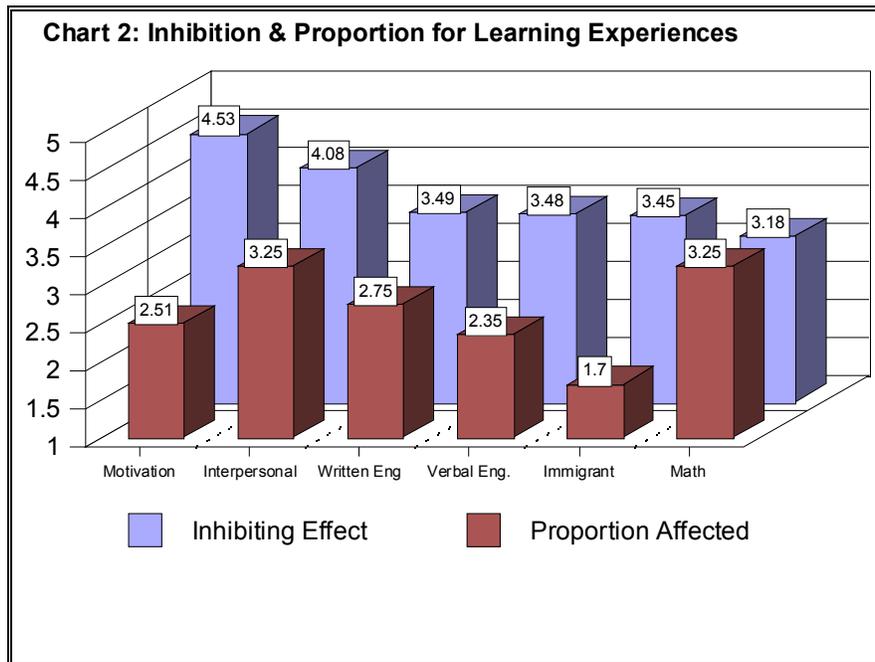
*Inhibitory Effect:* Of all four categories, Situational Barriers produced the highest Inhibitory Effect collective mean indicating they were “quite” (4.00) problematic for the unsubsidized employed W-2 participants. In the order of their Inhibitory Effect were child care problems (4.15), problems with transportation (4.13), housing instability (4.13), care for a child<sup>2</sup> or adult with disabilities (3.61), and being victimized by crimes (2.89).

*Proportion Affected:* Situational Barriers produced a collective mean of “about half” (2.58) of the unsubsidized employed participants in their caseloads. In order of Proportion Affected were transportation (3.07)<sup>3</sup>, child care (2.73), housing instability (2.48), crime victims (2.38), and finally care for others (2.01). Each of these barriers may affect attendance patterns and dependability, factors that employers consider in their decisions to hire and promote employees. Victims of crimes are included in this category since they may suffer from physical or emotional impairment that may require absence from work.

<sup>2</sup> Research studies suggest that individuals who rely on family members to provide routine child care services experience more problems than those who rely on public child care providers because family members are often deemed less reliable. Anecdotal information from our agency and employer respondents indicated that those individuals who work second (11a.m. -7 p.m.) and third (3 p.m.-7 a.m.) shifts experience problems finding appropriate childcare since most childcare providers close by 6 p.m. daily. Also, since most day care providers do not provide service to sick children, participants without a system of other supportive networks are forced to quit work to meet the demands for family care.

<sup>3</sup> As Pawasarat and Stetzer 1998) observed from their Milwaukee study, for most single parents who are expected to work full-time under current welfare initiatives and who have children needing care, use of a car is the most practical means of transportation. The difficulties of getting to the child care provider, then to work, back to the child care provider and home contribute to job retention problems, particularly for a single parent lacking a family car or a valid driver’s license. They also found that of the 24,811 single parents on AFDC in December 1995 and expected to work under W-2, only 25 percent had a valid driver’s license.

## EDUCATION AND LEARNING EXPERIENCE



*Inhibitory Effect:* Education and Learning Experience barriers received the second highest Inhibitory Effect with a collective mean of “quite problematic” (3.69). In order of their Inhibitory Effect are lack of motivation to work (4.53)<sup>4</sup>, poor interpersonal relationships skills (4.08),<sup>5</sup> written English (3.49), verbal English (3.48), a non-English speaking immigrant (3.45) and math (3.18).

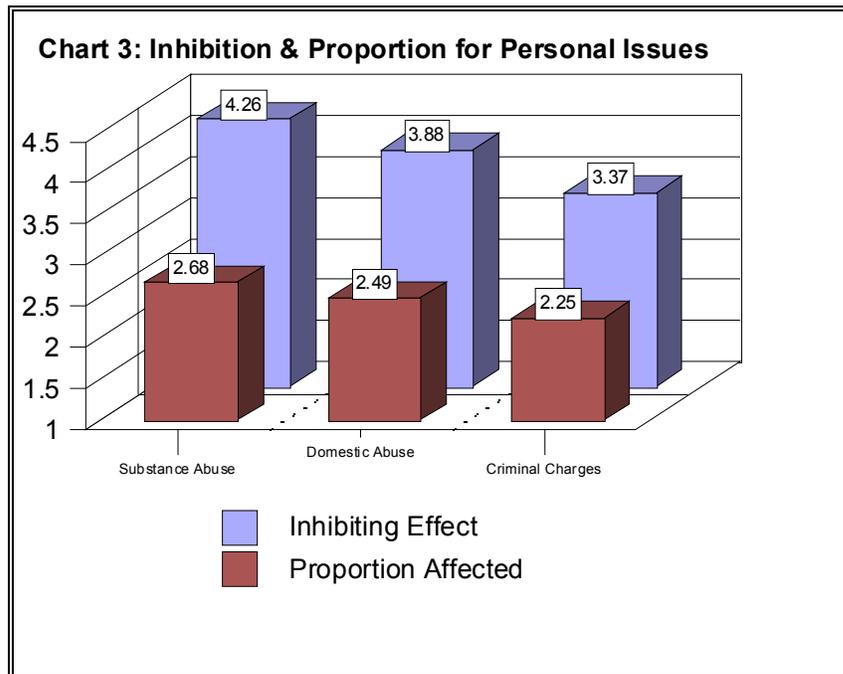
*Proportion Affected:* These barriers had the highest collective mean with “about half” (2.63) of the unsubsidized employed participants affected but the range was wide. Interpersonal skills and math (3.25) affected the most, then written English (2.75), lack of motivation (2.51), verbal English (2.35) and a non-English speaking immigrant (1.7). These data are consistent with other studies that indicate literacy skills are weak in a large proportion of the welfare population.<sup>6</sup> Those at the lowest level are not completely illiterate, but more work is available to people with higher basic education and literacy.

<sup>4</sup> Churchill (1995) observed that there is a false behaviorist assumption that the majority of people receiving public assistance don't work because they lack incentive masks the fact that most people circulate between low paying, unstable jobs and welfare. This fact has more to do with the nature of the entry level job market and the lack of national child care and health care systems than with attitudes and behavior toward work (Cited in D'Amico, 1999).

<sup>5</sup> Corbett and Weber (2001) note, "New workers must establish a whole set of new relationships with coworkers and supervisors. They must be able to take orders, negotiate, compromise, and establish social arrangements. This may not come easily for those lacking significant work experience in the work arena." (p. 19).

<sup>6</sup> From about one third to almost one half of welfare recipients perform only at the lowest level of literacy, while another third perform at the second lowest level (D'Amico, 1997). Knell (1997) noted that not all welfare recipients demonstrated limited skills and many people with limited skills do, in fact, hold down jobs. However, the skills required for individuals to advance in the workplace and to hold high paying jobs were found to be lacking among the majority of recipients. Data from the National Adult Literacy Survey (NALS) support the fact that literacy levels and degrees of success in the labor market are clearly and closely linked (Barton & Jenkins, 1995).

## PERSONAL ISSUES



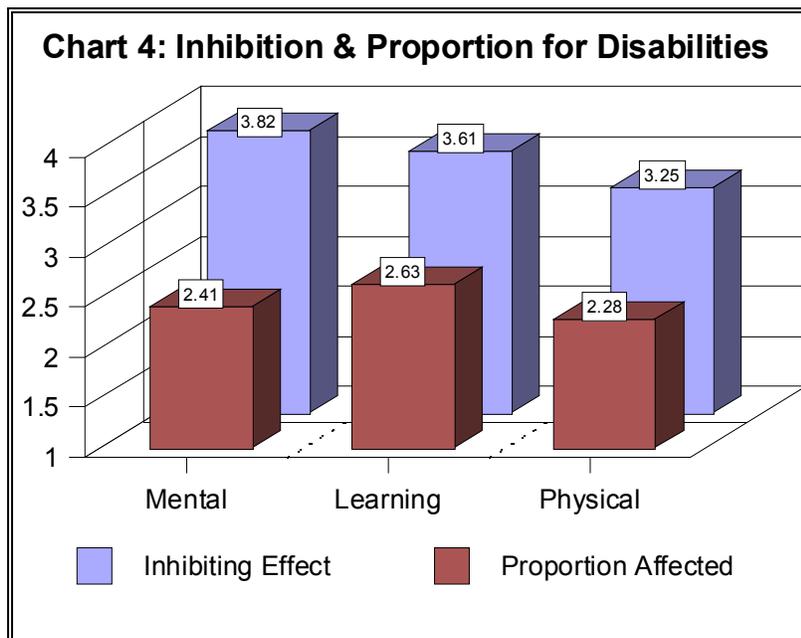
*Inhibitory Effect:* Collectively, Personal Issues had the third highest Inhibitory Effect mean at “quite” (3.63) problematic for unsubsidized employed participants in their caseloads. In order of their Inhibitory Effect were problems with substance abuse (4.26), domestic abuse (3.88)<sup>7</sup>, and charged with a crime (3.37). Close to 80 percent of the W-2 staff indicated substance abuse was “quite” or “very” problematic.<sup>8</sup> About one-third of W-2 staff indicated being charged with a crime was either “quite” or “very much” of an inhibitor as they must deal with the payment of fines, court dates, lawyers, and the possibility of prison sentences depending on the seriousness of the charges.

*Proportion Affected:* The collective mean (2.45) for Personal Issues indicated “less than half” of the unsubsidized employed participants in their caseloads were affected. For specific Personal Issues, the ordering was relatively the same as for Inhibitory Effect. Substance abuse affected the most at about “half” (2.68) with over forty-five percent of the W-2 staff indicating it affected either “about half” or “more than half.” Domestic abuse was thought to affect close to “half” (2.49) of their unsubsidized participants with close to forty percent indicating it affected either “about half” or “more than half.” Charged with a crime affected “less than one-half” (2.25) of participants with about one-fourth of the W-2 staff indicating it affected either “about half” or “more than half” of participants.

<sup>7</sup> Research has shown that women who experience domestic violence are more likely to suffer physical and emotional problems that can have serious effects on their ability to retain employment (The Lewin Group, 1999).

<sup>8</sup> Outside the social and economic losses presented by these problems, personal devastation is severe and usually ongoing. Many individuals with substance abuse problems are unable to, or do not, access treatment, and for those who do, treatment success rates are low (Sweeney, 2000). From a national perspective, Sweeney (2000) observed that from two percent to 20 percent of TANF recipients may experience substance abuse problems.

## DISABILITIES



*Inhibitory Effect:* Problems with disabilities produced the lowest collective mean with an Inhibitory Effect of “quite problematic” (3.55). Mental disabilities were the greatest barrier (3.82) with over 63 percent indicating they were “quite” or “very” problematic. Learning disabilities (3.61) had close to 50 percent of the W-2 staff indicating they were “quite” or “very” problematic while physical disabilities (3.25) had one-third indicating they were “quite” or “very” problematic.<sup>9</sup>

*Proportion Affected:* Collectively disabilities were thought to affect “less than one-half” (2.43). Learning disabilities were thought to affect the greatest proportion at “about half” (2.63) with close to 45 percent indicating either “about half” or “more than half.”<sup>10</sup> Mental disabilities were thought to affect “less than half” (2.41) with about one-third indicating from “about half” to “all.”<sup>11</sup> Physical disabilities affected “less than half” (2.28) with fewer than one-third indicating either “about half” or “more than half” being affected.<sup>12</sup>

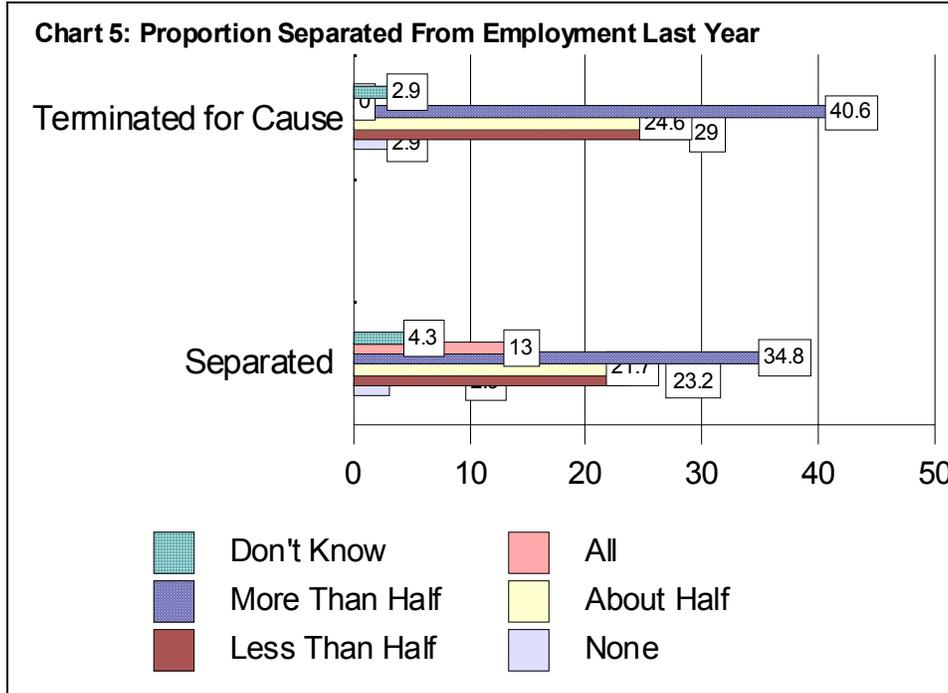
<sup>9</sup> Sweeney indicates that it is important that state officials note the needs they must address in their TANF programs (i.e., through policies, procedures, and individualized plans) to meet the non-discrimination requirements of the Americans with Disabilities Act as well as Section 504 of the Rehabilitation Act of 1973.

<sup>10</sup> Since learning disabilities occur throughout the life span, adults with learning disabilities are present in the workplace (Sturomski, 1995), and many of the individuals attending basic skills training, job training, job and workplace literacy programs may have an undiagnosed learning disability. Sweeney (2000) identified national studies that indicated between one-fifth to one-half of TANF recipients have learning disabilities.

<sup>11</sup> The Post Employment Services Demonstration study (Rangarajan, 1998) found going to work was a change in identity that was difficult for clients to internalize, causing them to go into depression. Members were elated about finding a job, but would fall into depression soon thereafter. Also, Sweeney (2000) observed that roughly one-fourth to one-third of current TANF recipients have a serious mental health problem, and about one-fifth of those who have left TANF and are not working also have such problems.

<sup>12</sup> Rangarajan (1998), found that about 25 percent of participants in the Post-Employment Services Demonstration Project reported being in poor or fair health, and about 18 percent reported that their health problems made it difficult for them to hold onto their jobs. Also, Mikelson (2001) found depression to be the most common barrier among the harder to serve W-2 population in Wisconsin. Her study found that 38% of persons with one extension and 44% of those with two extensions suffer from depression.

## PROPORTION SEPARATED FROM EMPLOYMENT



*Employment Separation:* Queried about the proportion of their unsubsidized cases experiencing either termination for cause or separation from employment in the last year, the W-2 staff indicated that they thought slightly more than half (3.33) had been separated from employment in the past year. The most frequent response was “more than half” (34.8 percent) or “about half” (21.3 percent). While about one quarter of the W-2 staff said “less than half” or “none” of their unsubsidized cases experienced separation, 13 percent indicated “all” of their unsubsidized participants had separated from employment in the last year.

*Terminated for Cause:* When asked what proportion of their unsubsidized employed W-2 participants in case management had been separated for cause, the W-2 staff said they thought about half (3.06) of their caseloads. About 65 percent of the W-2 staff indicated either “about half” or “more than half” of had been terminated for cause. Close to 30 percent indicated “less than half” and only 2.9 percent indicated “none” were terminated.

**Section IV:  
W-2 Staff Perceptions of W-2 Agency  
Employment and Advancement Services**

The 69 W-2 staff surveyed were also queried on twenty-nine employment and advancement services offered through W-2 agencies to W-2 unsubsidized participants in case management. These W-2 agencies may have provided the services themselves or contracted for them. They were asked if the W-2 agency provided the service. Then, if yes, what proportion of unsubsidized participants do they spend time discussing the service and how effective were the services.

For all twenty-nine employment and advancement services, the W-2 staff rated each for how effective they thought those services were and the proportion with whom they spent time discussing those services. The W-2 staff rated effectiveness and proportion on a 5-point Likert Scale as follows.

***Effectiveness***

<b>Code</b>	<b>Response</b>	<b>Response Range</b>
1	Not at all effective	1 to 1.49
2	Slightly effective	1.50 to 2.49
3	Somewhat effective	2.50 to 3.49
4	Quite effective	3.50 to 4.49
5	Very effective	4.50 to 5.00

***Proportion Affected***

<b>Code</b>	<b>Response</b>	<b>Response Range</b>
1	None	1 to 1.49
2	Less than half	1.50 to 2.49
3	Half	2.50 to 3.49
4	More than half	3.50 to 4.49
5	All	4.50 to 5.00

**Summary of Findings**

The twenty-nine retention and advancement services were organized into four categories of services. (See Appendix I for the definition of the individual services or programs.) These are

- Support Services: The W-2 staff reported that Support Services were the most universally provided W-2 agency services to their W-2 participants. In addition of all the services discussed with their participants, there were the services the W-2 staff most frequently discussed with their unsubsidized case management participants and the W-2 staff considered them “quite effective.”
- Educational and Learning Programs<sup>13</sup>. Educational and Learning Programs were the next most frequently discussed with their W-2 participants at “more

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<sup>13</sup> It should be noted that both Educational and Learning Programs and Employer Intervention Services

than half” and overall were considered “quite effective.” Employment skills training, educational programs, soft skills training, and financial assistance for post-secondary education (FAPSE) were all “quite effective.”

- Employer Intervention: Collectively “more than half” of the agencies offered Employer Intervention Services “and rated them collectively third highest as “quite effective.”
- Counseling Services: Counseling Services were provided the least frequently to “about half,” although individual counseling services for obtaining and retaining a job including financial management were provided as frequently as Support Services. W-2 staff rated these services collectively as “somewhat effective.”

### **Analysis of the Difference among the Categories of Barriers**

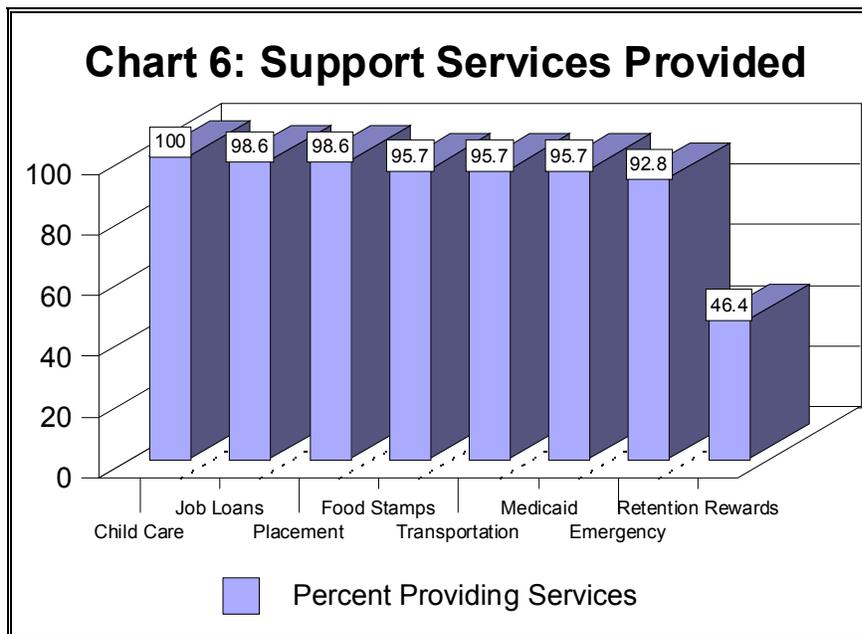
When the W-2 staff perceptions were statistically tested for the different groupings of issues and barriers, there were statistically significant differences. (See Appendix III)

*Effectiveness:* Support Services were rated as being significantly more effective than Educational and Learning Programs, Employer Intervention, and Counseling Services. Also, Educational and Learning Programs were considered significantly more effective than Counseling Services. There were no significant differences between Employer Intervention Programs and Counseling Services or between Educational and Learning Programs for participants and Employer Intervention Services for employers.

*Proportion Discussed:* Significantly higher proportions of participants were informed of the Support Services than either Educational and Learning Programs or Counseling Services. Additionally, W-2 staff thought that a significantly higher proportion was informed about the availability of Educational and Learning Programs than about the availability of Counseling Services. W-2 staff were not asked if they discussed Employer Intervention Services with their participants.

The services and programs are discussed below in the order of their collective “effectiveness” mean scores as rated by the W-2 staff.

## Support Services Provided

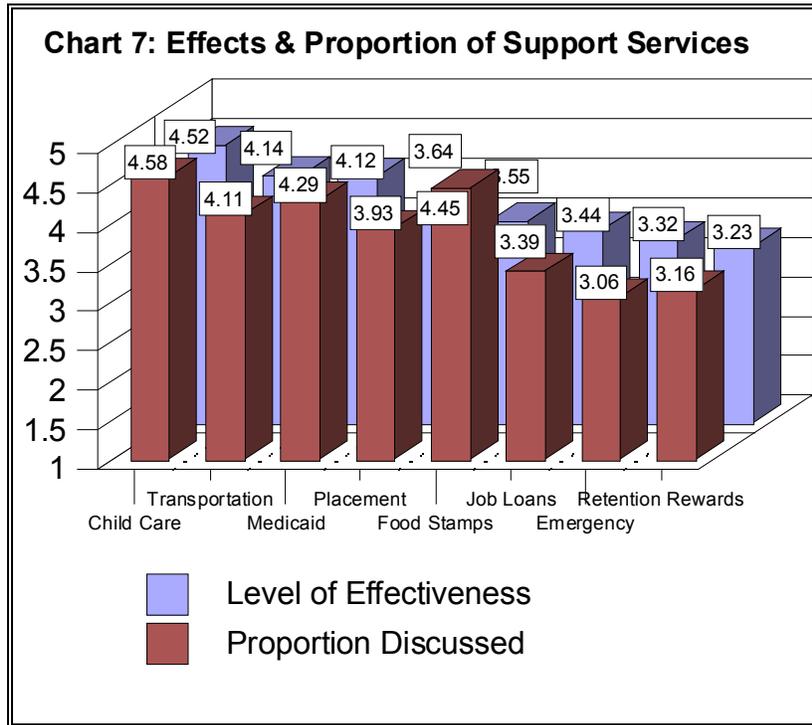


*Support Services:* Eight Support Services form the core of the safety net of seamless services that W-2 agencies or their contracted agencies provide to the W-2 unsubsidized participants in case management. The Support Services are child care assistance, job loans, placement services, food stamps, transportation assistance, Medicaid/BadgerCare, Emergency Assistance, and job retention rewards. All but job retention rewards were required services in the 1999-2001 W-2 agency contracts.<sup>14</sup>

*Job Retention Rewards:* W-2 staff indicated that less than half (46%) of their W-2 agencies offered job retention rewards as a support service.

<sup>14</sup> It is unclear why responses of surveyed W-2 staff did not total 100 percent for all of these services. Likely reasons for those not responding “yes” were being part of a private W-2 agency that had to contract with a governmental agency for Medicaid/BadgerCare and food stamp services, being specialized staff not familiar with all the services provided, and local choice on providing these services through alternate agencies. For example, Emergency Assistance, which 93 percent offer, in some areas is obtained through alternate agencies.

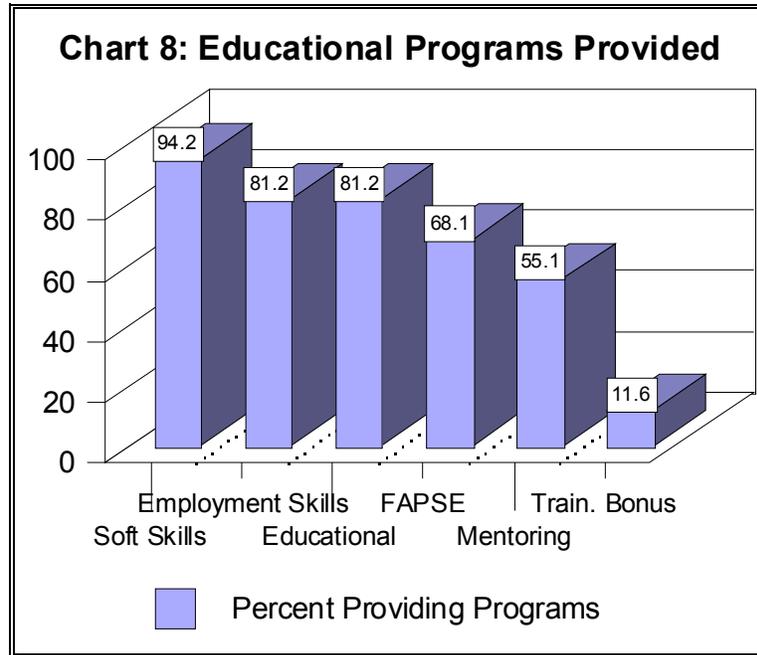
## Effectiveness and Proportion of Support Services



*Effectiveness:* All eight of the Support Services collectively received the highest mean effectiveness ratings--“quite effective” (3.81)--from the W-2 staff in assisting their unsubsidized W-2 participants to retain employment and advance in their jobs. Child care assistance was rated the most effective Support Services as “very effective” (4.52). Then came transportation assistance (4.14), Medicaid (4.12), placement services (3.64), and food stamps (3.55)--all perceived to be “quite effective.” The remaining Support Services of job loans (3.44), Emergency Assistance (3.32), and job retention rewards (3.23) were perceived to be “somewhat effective.”

*Proportion Discussed:* W-2 staff discussed all nine of the Support Services collectively with more than “half: (3.92) of the employed unsubsidized participants, more than any of the other types of services. W-2 staff said child care was discussed with nearly all employed unsubsidized participants (4.58). Food stamps (4.45), Medicaid (4.29), transportation (4.11), and placement services (3.93) were discussed with “more than half.” The remaining Support Services of job loans (3.39); Emergency Assistance (3.06); and job retention rewards (3.16).were discussed with “about half.”

## W-2 Agencies Offering Educational and Training Programs

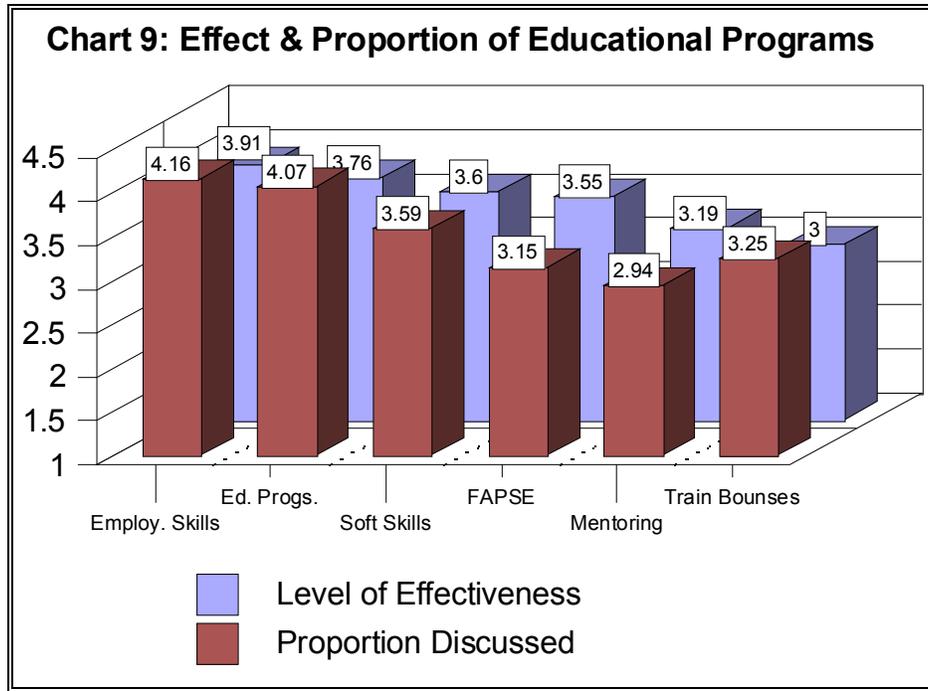


*Obtaining and Retaining a Job:* W-2 staff said their agencies (or their contract agencies) provided five types of educational programs to the W-2 unsubsidized participants in case management. The W-2 staff indicated that the three most common types of training their agencies offered fell under training to assist W-2 participants in obtaining and retaining a job. Soft skills training (94.2 percent) was the most common and employment skills training (81.2 percent) and educational programs (81.2 percent) such as GED, basic skills and ESL (English as Second Language) were the next most common. Mentoring programs (55.1 percent) were not as common.

*Advancing in Employment:* W-2 staff indicated their agencies provided assistance to 68.1 percent of their unsubsidized W-2 participants in advancing in employment. This service was primarily offering information on financial assistance for post-secondary education (FAPSE) including W-2's Employment Skills and Advancement Program (ESAP).<sup>15</sup> In addition, 11.6 percent of the W-2 staff said their agencies provided training completion bonuses.

<sup>15</sup>The Employment Skills Advancement Program was eliminated by Act 16, the 2001-2003 Biennial Budget Bill.

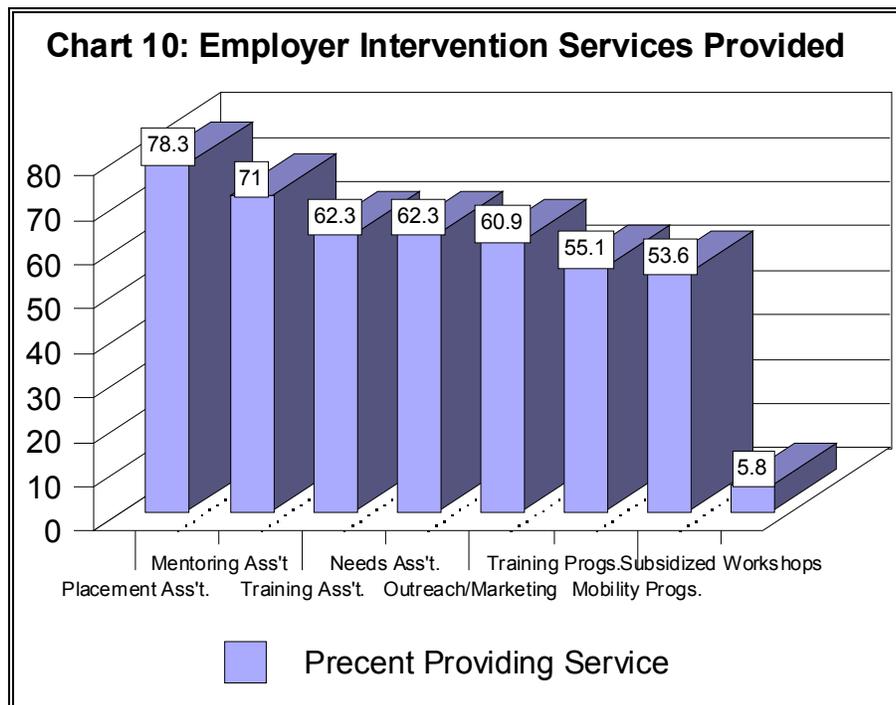
## Effectiveness and Proportion Discussed of Educational Programs



*Effectiveness:* W-2 staff rated their agencies' Educational and Learning Programs and services collectively as "quite effective" (3.57), the second highest ratings for services that assist unsubsidized employed participants to retain employment and advance in their jobs. Employment skills training (3.91), educational programs (3.76), soft skills training (3.60), and financial assistance for post-secondary education (3.55) were all perceived to be "quite effective." In contrast, mentoring programs (3.19) and training bonuses (3.00) were perceived to be "somewhat effective."

*Proportion:* W-2 staff discussed these educational programs collectively with "more than half" (3.54), the second highest proportion of services discussed with these unsubsidized W-2 participants. W-2 staff discussed three--employment skills (4.16), educational programs (4.07), and soft skills training programs (3.59)-- with "more than half." Mentoring programs (2.94), financial assistance for post-secondary education (3.15), and training bonuses to participants (3.25) were discussed with "about half."

## W-2 Agencies Offering Employer Intervention Services



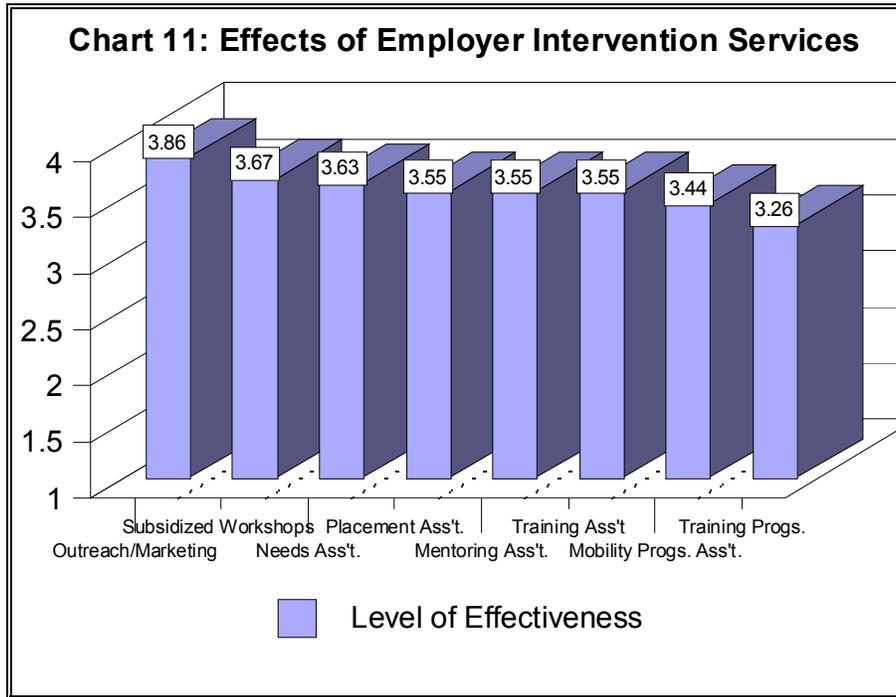
W-2 staff were questioned about eight types of Employer Intervention Services their agencies may offer to employers of unsubsidized W-2 participants in case management or through separate TANF funding under the state's Workforce Attachment and Advancement (WAA) program.<sup>16</sup>

W-2 staff reported that the two most frequent W-2 agency services to employers were assistance with placement (78.3 percent) and with work-site mentoring and coaching (71 percent). The next three most frequent services were assisting employers in developing worksite training (62.3 percent), in doing training needs assessments (62.3 percent), and employer outreach and marketing assistance (60.9 percent).

More than half of the W-2 staff reported their agencies provided employers assistance in developing training programs (55.1 percent) and with upward mobility programs (54.6 percent). Only a small number (5.8 percent) of the agencies provided employer subsidized workshops.

<sup>16</sup>See Pages 4 and 5 for an explanation of Workforce Attachment and Advancement (WAA).

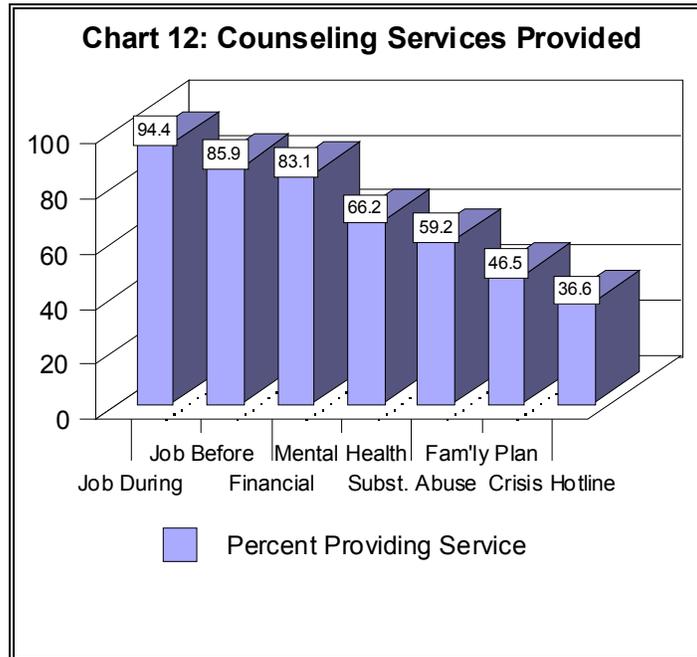
## W-2 Staff Perception of Effectiveness of W-2 Employer Intervention Services



W-2 staff collectively ranked Employer Intervention services as “quite effective” (3.50), the third highest W-2 agency services.

They rated as “quite effective” the individual services of outreach and marketing (3.86), employer subsidized workshops (3.67), provision of needs assessment assistance (3.63), placement assistance (3.55), assistance with mentoring programs (3.55), and providing training assistance to employers (3.55). They rated the remaining W-2 agency Employer Intervention Services of upward mobility (3.44) and training programs targeting employers (3.26) as “somewhat effective.”

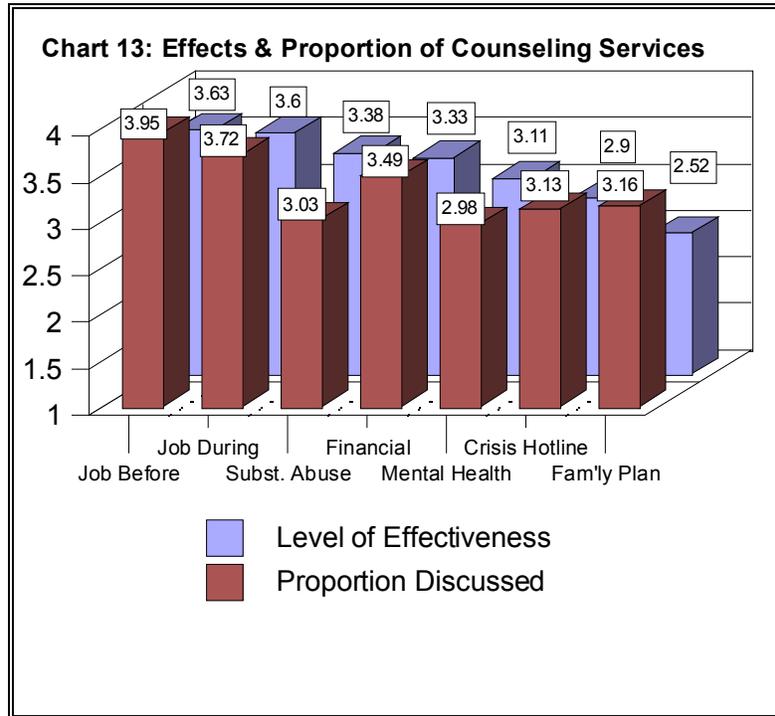
## Counseling Services



Surveyed on seven types of Counseling Services their agencies offered, W-2 staff reported that employment counseling during employment was the most frequently offered (94.4 percent) to their W-2 unsubsidized participants in case management. The next most frequent was employment counseling before employment (86 percent) and financial counseling (83 percent).

They reported their agencies less frequently offered mental health counseling (66 percent), substance abuse counseling (59 percent), family planning (47 percent) and crisis hotlines (37 percent).

## Counseling Services Effectiveness and Proportion Discussed



**Effectiveness:** W-2 staff perceived their W-2 agencies' Counseling Services collectively as "somewhat effective" (3.30) in assisting unsubsidized employed participants to retain employment and advance in their jobs--the fourth highest service grouping. Job (or employment) counseling both before (3.63) and during (3.60) employment were thought to be "quite effective." The remaining services of substance abuse assistance (3.38), financial counseling (3.33), mental health counseling (3.11), crisis hotline (2.9), and family planning (2.52) were "somewhat effective."

**Proportion Discussed:** The W-2 staff discussed Counseling Services collectively with "about half" (3.33) of the unsubsidized employed participants in their caseloads. W-2 staff said job (or employment) counseling before (3.95) and then during (3.72) employment were discussed with "more than half" of participants. The other Counseling Services of financial counseling (3.49), family planning (3.16), crisis hotline (3.13), substance abuse (3.03), and mental health counseling (2.98) were discussed with "about half" of unsubsidized employed participants.

## **Section V: Employer Demographics and LIWWFR Employment**

The study sought the opinions and perceptions of 41 “expert” employers who used W-2 agency services and hired a significant number of LIWWFRs. These employers are knowledgeable about the services the W-2 agencies offer and have used those services.

As indicated earlier, the employers surveyed were not intended to represent all employers in the state. These employers were selected for their knowledge of working with LIWWFRs as recommended by the state’s W-2 agencies.

Section V reports on the demographics of these employers, their vacancies and how they recruited, the education and job skills they wanted, the characteristics of LIWWFRs hired, and the job characteristics of the work they did.

Do to the nature of these questions, the employers were asked to select a fixed responses to each questions with the number of fixed responses varying by the type of questions. Labels on the following charts list these options.

The only exception was the standard options listed for identifying the proportion of LIWWFRs jobs with certain characteristics. For these, employers chose from a five-point Likert scale. Employers could also select two options for not responding-- “Do not know” and “Refused.” The five-point Likert proportion scale follows.

### ***Proportion***

<b><i>Code</i></b>	<b><i>Response</i></b>	<b><i>Response Range</i></b>
1	None	1 to 1.49
2	Less than half	1.50 to 2.49
3	About half	2.50 to 3.49
4	More than half	3.50 to 4.49
5	All	4.50 to 5.00

## Demographic Profile of Employers and Their LIWWFRs

**Table 6: Profile of Employers Surveyed**

<b>Number of Employees</b>	<b>n</b>	<b>%</b>	<b>Number Hired Last 12 Mos.</b>	<b>n</b>	<b>%</b>
• 1 - 99	14	34.1	• 0 to 10	11	26.8
• 100 - 249	14	34.1	• 11 to 100	12	29.3
• 250 - 5540	13	31.7	• 101 to 1500	8	19.5
• Total	41	100.0	• No Data	10	24.4
			• Total	41	100.0
<b>Distance From Public Transit Stop</b>	<b>n</b>	<b>%</b>	<b>Employees Performing No</b>	<b>n</b>	<b>%</b>
• Tenth of a mile	22	53.7	• 0 - 10	13	31.7
• Quarter of a mile	5	12.2	• 11 - 60	13	31.7
• Half a mile	2	4.9	• 61 - 100	10	24.4
• No public Trans.	12	29.3	• DK/NA	5	12.2
• Total	35	100.0	• Total	41	100.0
<b>Approaches to Recruiting</b>	<b>n</b>	<b>%</b>	<b>Proportion Screened by</b>	<b>n</b>	<b>%</b>
• Newspaper Ad	33	80.5	• More than half	4	9.8
• State (W-2 Agency)	27	65.9	• All	37	90.2
• Current Employee	24	58.5	• Total	41	100.0
• Walk-in From Street	22	53.7			
• Community Agency	15	41.5	<b>Weight Put on Interview</b>	<b>n</b>	<b>%</b>
• Acquaintance	14	34.1	• A Lot	31	75.6
• Other	12	29.3	• Some	9	22.0
• Private Employment Agency	7	17.1	• A Little	1	2.4
• School Referral	4	9.8	• Total	41	100.0
• Union	0	0			
*Used multiple sources					
<b>Does the Company Operate at Multiple Sites?</b>	<b>n</b>	<b>%</b>	<b>Do Applicants Take Tests?</b>	<b>n</b>	<b>%</b>
• Yes	28	68.3	• Yes	17	41.5
• No	13	31.7	• No	23	56.1
• Total	41	100.0	• DK/Refused	1	2.4
			• Total	41	100.0

Data Source: Employer Interviews

These employers represented a mix of small and large organizations with over two-thirds employing between one and 249. About one-third employed over 250 employees. The majority (56.1 percent) of employers indicated that they hired from none to over 100 LIWWFRs during the last twelve months, and nearly 20 percent hired between 101 and 1,500. Over half of the employers had employment sites about a tenth of a mile from a public transit stop, and close to one-third had no public transportation provided near their organizations. The majority (68.3 percent) of employers operated their companies at multiple sites.

The typical employer in this survey was in a manufacturing or a service industry, had between 100 and 249 workers (26 to 50 of these would be LIWWFRs), is near a transit stop, operates from multiple sites, hired between 11 and 100 employees during the past twelve months, and at the time of the survey had about ten job vacancies to fill.

**Table 7: Products and Services of Employers and Jobs of LIWWFRs**

<b>Products and Services</b>	<b>n</b>	<b>%</b>	<b>Types of Work by LIWWFRs</b>	<b>n *</b>	<b>%</b>
• Manufacturing	11	26.83	• Assembly	5	12.20
• Health Care Facilities	6	14.63	• Hospitality	5	12.20
• Food Processing	4	9.76	• Receptionists	5	12.20
• Retail or Mail Order	4	9.76	• Production Process	4	9.75
• Day or Child Care	2	4.88	• Housekeeping	4	9.75
• Restaurants	2	4.88	• Packing	3	7.32
• Information Processing	2	4.88	• Food Processing	3	7.32
• Public School	1	2.44	• Certified Nursing Asst	3	7.32
• University	1	2.44	• Laundry	2	4.88
• Hotel	1	2.44	• High Tech Production	2	4.88
• Wisconsin State Dept. Prog	1	2.44	• Retails/Sales Associate	2	4.88
• Employment Agency	1	2.44	• Grounds	2	4.88
• Grocery Store	1	2.44	• Production Inspection	2	4.88
• City Park	1	2.44	• Shipping and Receiving	2	4.88
• Printing Company	1	2.44	• Cashier	2	4.88
• Social Service Organization	1	2.44	• Dishwasher	2	4.88
• Commercial Laundry	1	2.44	• General Laborer	1	2.44
• Total	41	100.0	• Non-Certified Nursing	1	2.44
			• Financial Accounting Ass't	1	2.44
			• Mailroom	1	2.44
			• Maintenance	1	2.44

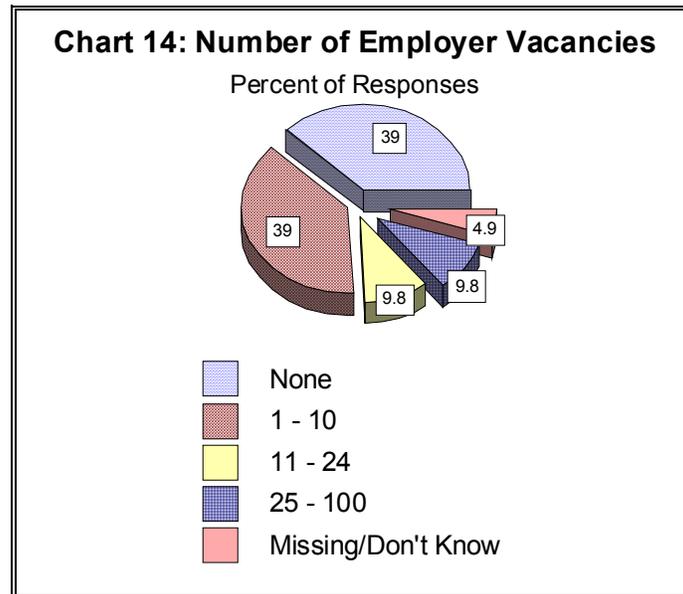
\*Multiple low wage jobs

The employers offered a variety of products and services. The majority (11, or 27 percent) were located in the manufacturing sector and six (15 percent) were health care facilities such as nursing homes and long term care. Four (10 percent) each were food processing firms and retail or mail order firms and two (5 percent) each were day-care or child care organizations, restaurants, and information processing firms. There was also one (2 percent) of each of the following organizations: a public school, a university, a hotel, a state department program, an employment agency, a grocery store, a city park, a printing company, a social service organization, and a commercial laundry.

LIWWFRs also performed a variety of work tasks. Five employers (12 percent) each reported LIWWFRs doing assembly, hospitality, and entry and receptionists. Four (10 percent) each reported housekeeping and production process such as machine operator. Three (8 percent) each reported packing, food processing, and Certified Nursing Assistant. (See the other positions as listed in Table 7.)

Nearly one-third of the employers indicated from none to 10 employees performed "no significant academic skill-based work" while nearly one-third indicated from 11 to 60 performed such tasks. Close to twenty-five percent said from 61 to 100 employees performed such work (see Table 6). The majority of LIWWFRs hired by these employers were white women who work for forty or more hours per week, had some previous job experience, were offered health insurance and had a starting salary that ranged between \$7.40 and \$8.80 per hour.

## EMPLOYER RECRUITMENT



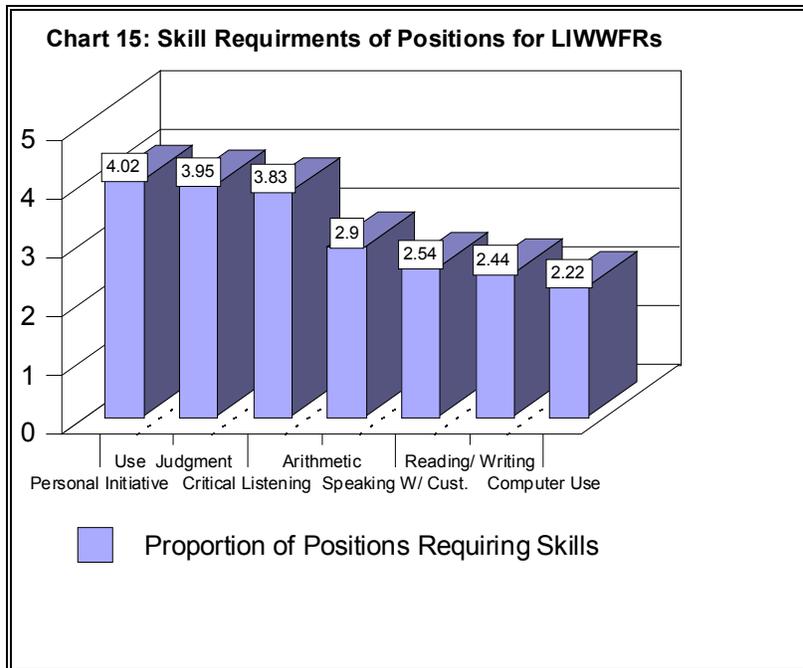
The average (mean) number of vacancies to be filled by the 41 surveyed employers was 9.67. An equal number of employers (39 percent) had either no vacancies or one to ten vacancies. Similarly, an equal number (9.8 percent) each had from 11 to 24 vacancies and 25 to 100 vacancies.

A majority used Newspaper Ads (80.5 percent), State (W-2 Agencies) (66 percent), Current Employees (58.5 percent) and Walk-ins from the Street (53.7 percent). Other types of recruitment included Community Agencies (41.5 percent), Acquaintances (34.1 percent), Other (29.3 percent), Private Employment Agencies (17.1 percent), and School Referrals (9.8 percent). "Other" recruiting approaches were three employers who used television and radio advertising; two job fairs; two Job Service; and one each a County Career Center, a Placement/Staffing Service, an Ethnic Association, and JobNet.

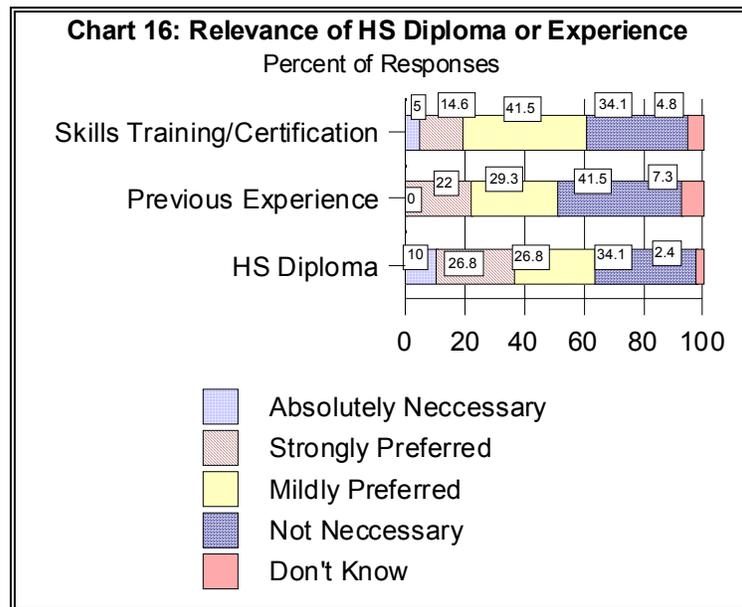
The great majority (90.2 percent) screened all of their prospective employees via personal interviews, and three-fourths put "a lot" of weight on these. The majority (56 percent) did not require tests. Of the 17 organizations requiring tests, four were for drugs, three for job-skills, three for typing, two for dexterity, and one each: mechanical aptitude, basic reading and basic skills, civil service, ABLE, data entry, and math aptitude.

While over half thought work experience was either "mildly" or "strongly" preferred, over 41 percent did not consider previous work experience a requirement and none thought it was "absolutely necessary."

Over 40 percent thought training or skills certification was mildly preferred while close to 20 percent thought it was either "absolutely necessary" or "strongly preferred." About one-third of employers thought it was "not necessary."

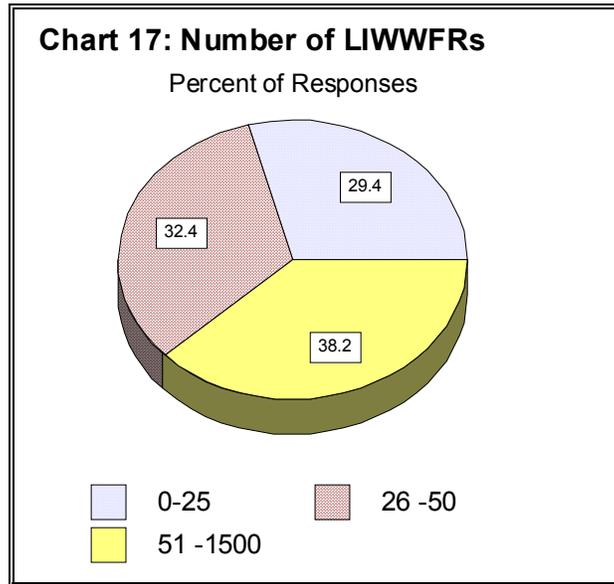


Asked about the proportion of positions that required certain skills to perform effectively the tasks assigned to LIWWFRs on a daily basis, these employers indicated “more than half” required personal initiative (4.02), the use of judgment (3.95), and critical listening (3.83). “About half” required the use of arithmetic (2.90) and the ability to speak with customers (2.54). “Less than half” required reading and writing skills (2.44) or the ability to use a computer (2.22).

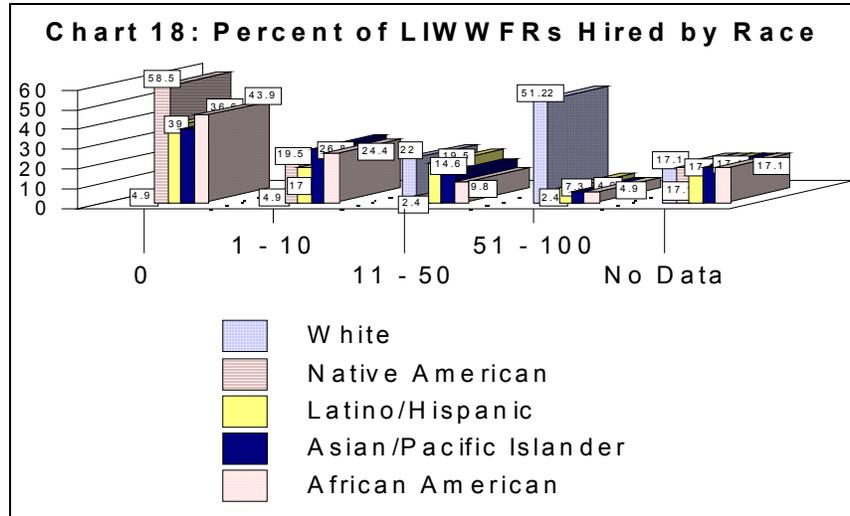


Over one third of employers indicated that a high school diploma is either “absolutely necessary” or “strongly preferred” and another 26.8 percent indicated it was “mildly preferred.” About one third of employers did not consider the high school diploma a condition of employment.

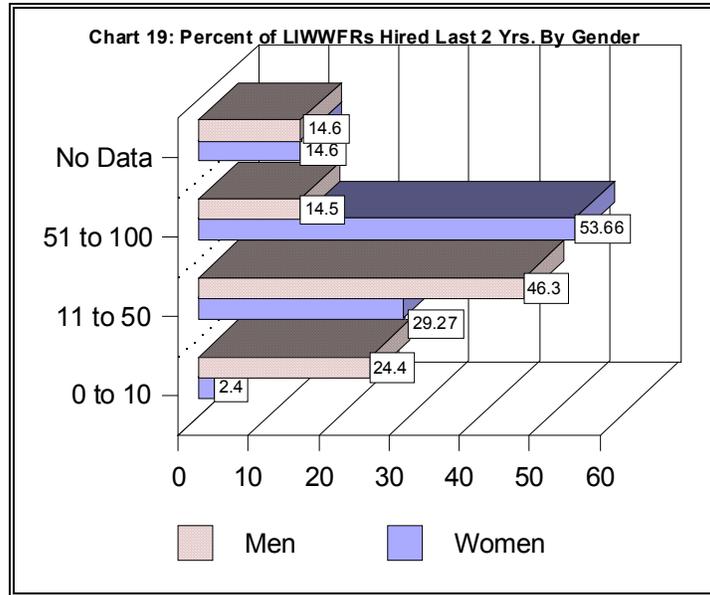
## LIWWFRs HIRED



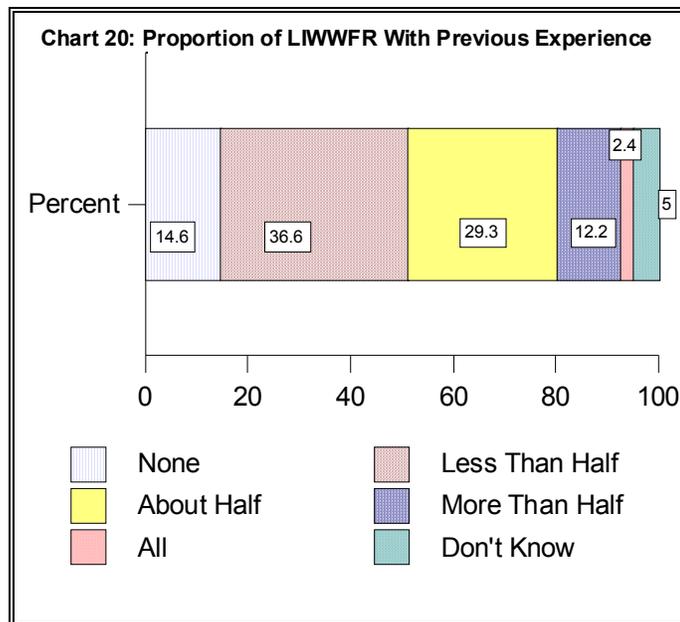
The number of LIWWFRs per the 41 employers varied from less than five to 1500. The highest proportion (38.2 percent) employed from 51 to 1500, while 32.4 percent employed from 26 to 50, and 29 percent employed up to 25 LIWWFRs.



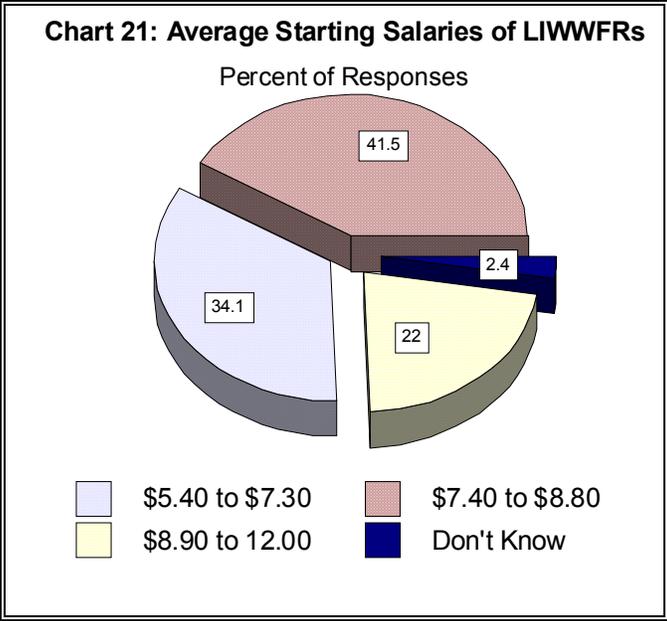
Of the 41 employers the majority (51.22 percent) indicated between 51 percent and 100 percent of the LIWWFRs they hired in the last year were white. In contrast, a similar number (58.5 and 43.9 percent) of employers indicated they hired no Native Americans or African Americans, respectively, during the last year. The second largest ethnic group hired was Latino/Hispanic with 7.3 percent of employers indicating they hired between 51 percent to 100 percent.



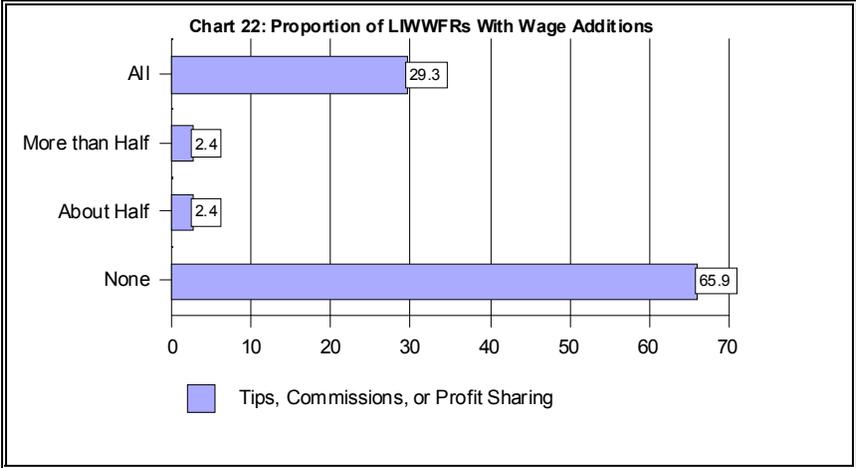
During the last two years the 41 employers hired higher proportions of women than men. About 54 percent of employers indicated that between 51 and 100 percent of the LIWWFRs they hired in the last two years were women, while only 14 percent were men. The other 46 percent of employers indicated that from 11 to 50 percent of the LIWWFRs men and only 29.2 percent were women.



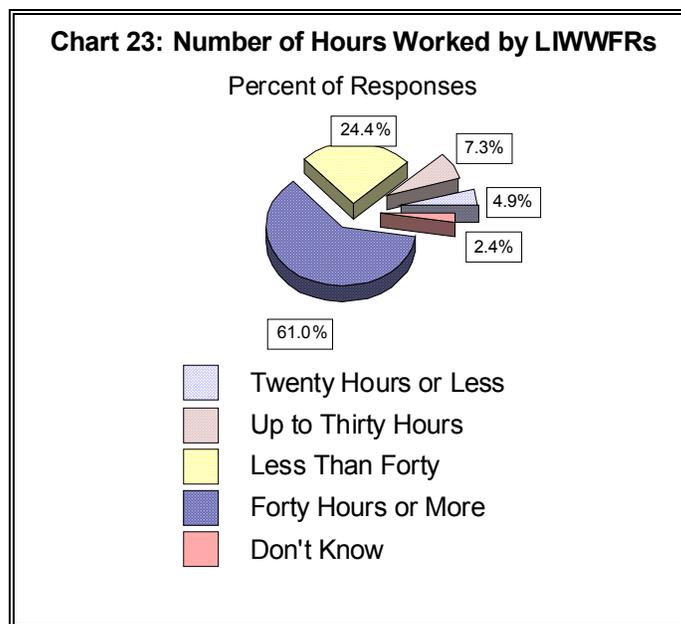
Close to two-thirds of the 41 employers (65.9 percent) indicated that either "less than half" or "about half" of LIWWFRs hired in the last year had previous job experience. Small proportions of employers indicated that "none" (14.6 percent) had previous experience or that "more than half" (12.2 percent) had such experience.



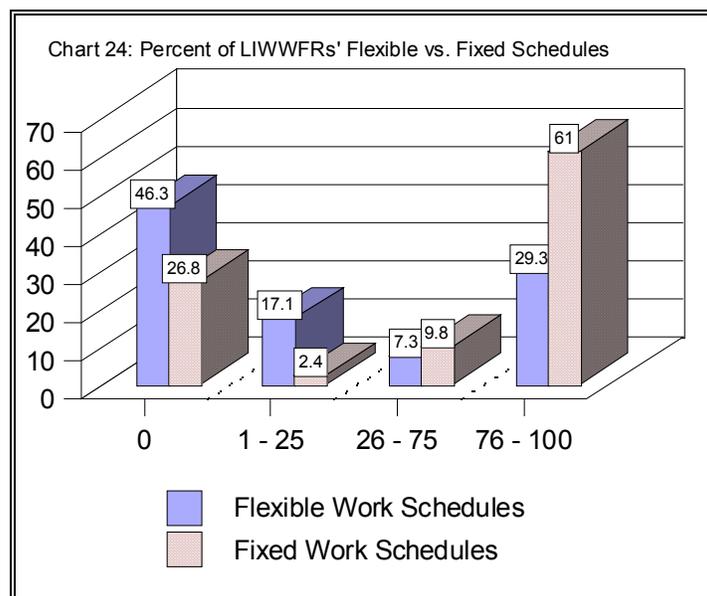
Employers paid these LIWWFRs a starting salary between \$5.15 and \$12.00 per hour. The largest proportion of employers (41.5 percent) paid these workers between \$7.40 and \$8.80 an hour while 34.1 percent paid LIWWFRs between \$5.40 to \$7.30 per hour. The lowest proportion of employers (22 percent) paid these workers a starting salary between \$8.90 and \$12.00 per hour.



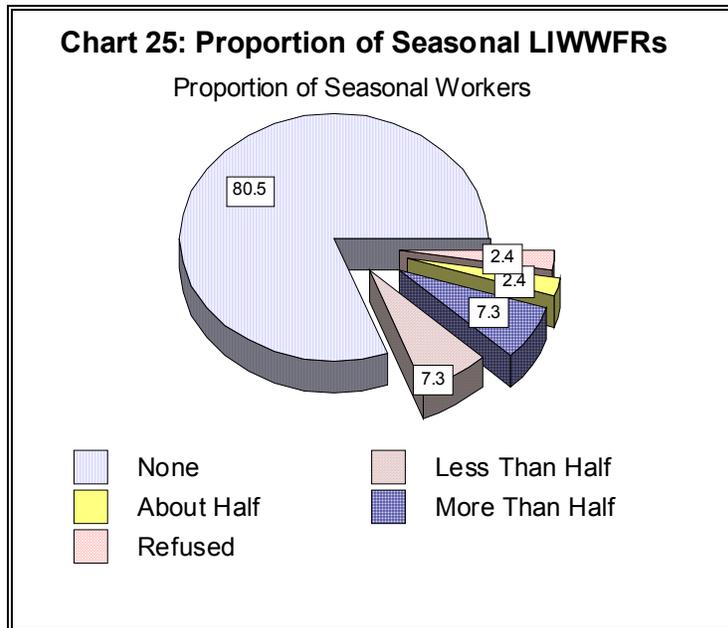
The majority of employers (65.9 percent) indicated that none of their LIWWFRs received tips, commissions, or profit sharing to supplement their salaries. However, almost one-third (29.3 percent) indicated that "all" of their LIWWFRs received such payments.



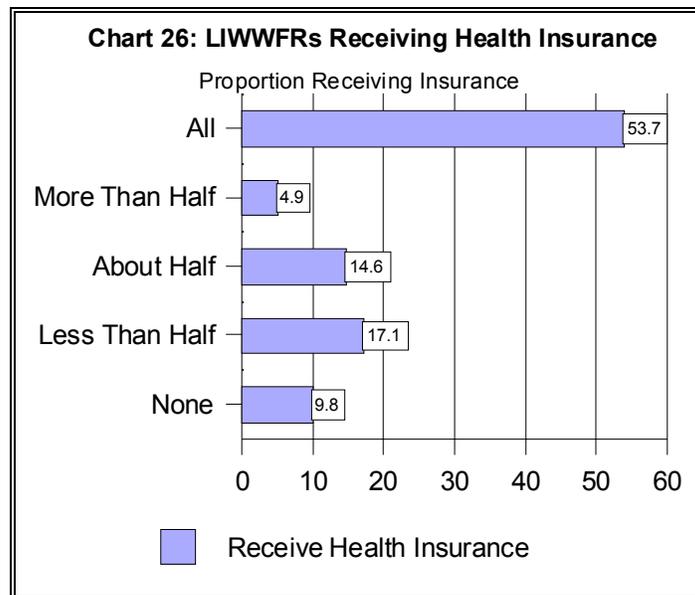
The great majority of LIWWFRs (61percent) worked forty or more hours per week and another 24 percent worked for less than 40 but more than 30.



About three out five (61 percent) employers indicated that the majority of their LIWWFRs (76 to 100 percent) worked "fixed work schedules," compared to just over a quarter (26.8 percent) who indicated that none of these employees had fixed schedules. Similarly, over 46 percent of employers indicated that none of their LIWWFRs had "flexible work schedules" compared to 29.3 percent indicated that from 76 to 100 percent of these employees had "flexible work schedules."

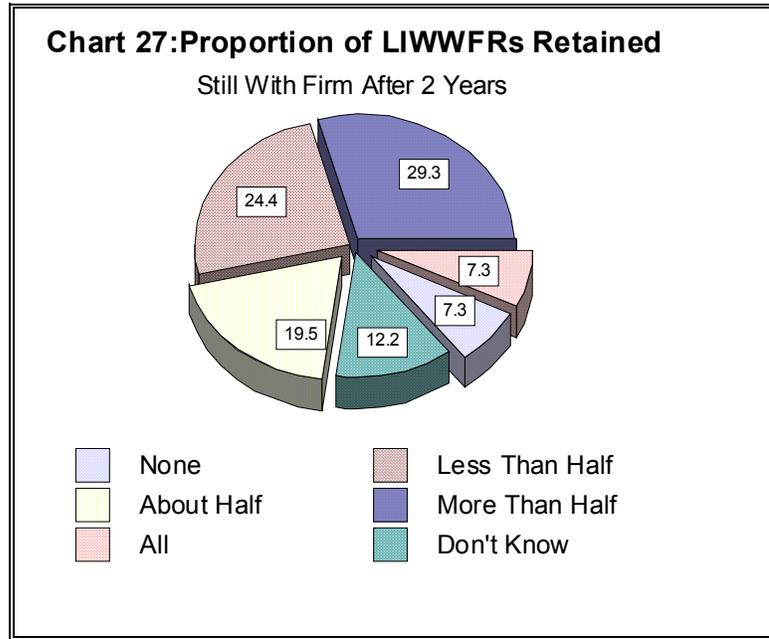


Over four out of five employers (80.5 percent ) indicated that "none" of their LIWWFRs were seasonal workers. Another 7.3 percent indicated "less than half" of their LIWWFRs worked seasonally and close to ten percent indicated either "about half" or "more than half" worked seasonally.

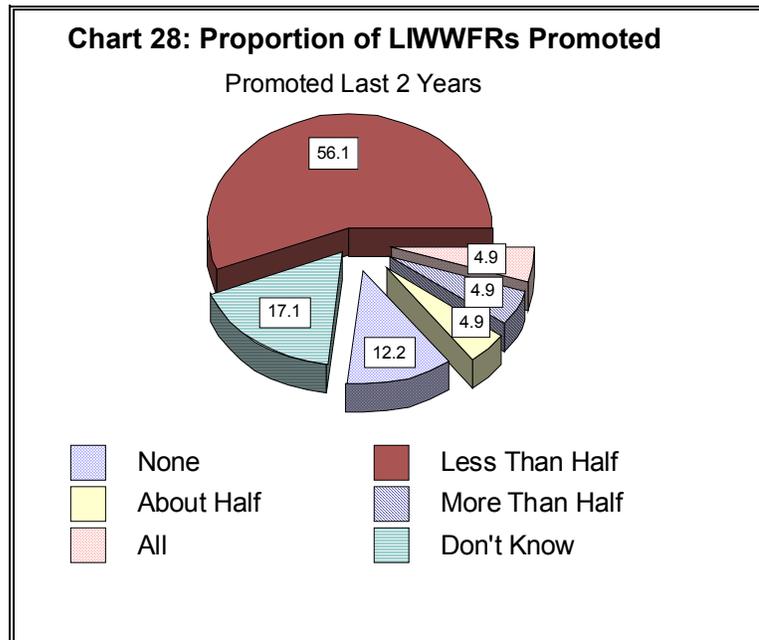


The majority of employers (53.7 percent) indicated that "all" of their LIWWFRs received health insurance and close to 20 percent indicated that either "about half" or "more than half" received health insurance. However, about one out of ten employers (9.8 percent) said their employees received no health insurance.

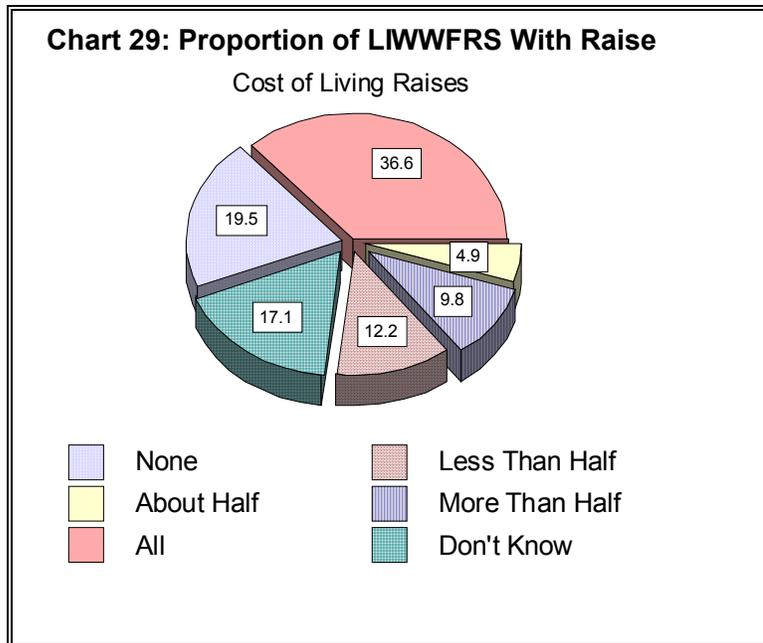
## LIWWFR OUTCOMES



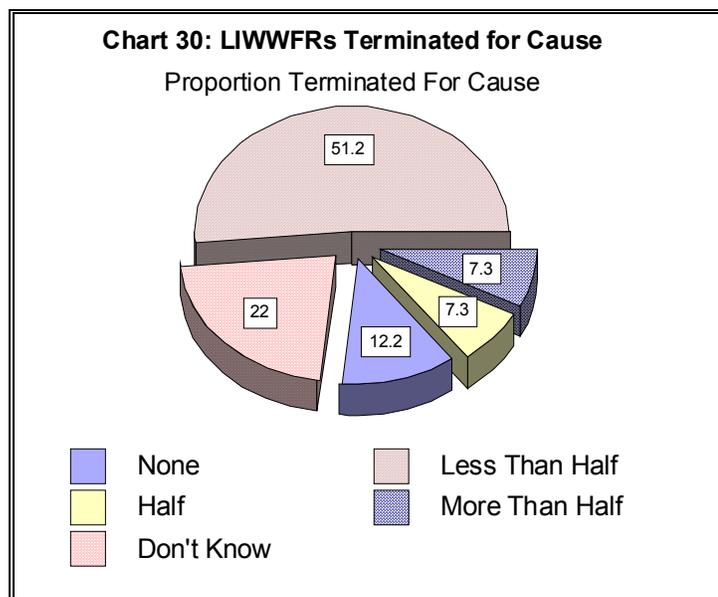
Over 36 percent of the 41 employers retained either "all" or "more than half" of their LIWWFRs after two years of employment. However, close to one-third retained either "less than half" or "none" after two years.



Close to 70 percent of employers indicated either "less than half" or "none" of their LIWWFRs were promoted during the last two years while about 10 percent indicated "more than half" to "all" (4.9 percent each) received promotions.



Over 46 percent of the 41 employers indicated either "all" or "more than half" of their LIWWFRs received cost of living raises the past year while close to one-third of employers indicated either "none" or "less than half."



Of those LIWWFRs no longer with the firm, the majority of employers (51.2 percent) indicated "less than half" had been terminated for cause, while 12.2 percent indicated "none" had been terminated. However, close to fifteen percent indicated either "half" or "more than half" had been terminated for cause.

## **Section VI: Employment-Based Problems and Barriers of LIWWFRs**

Section VI covers the LIWWFRs employment-based problems and barriers of 41 as perceived by the 41 employers surveyed.

Employers compared their LIWWFRs to all of their other employees and rated the extent to which their LIWWFRs are the more likely to experience problems or have barriers. Employer options on this comparison rating was to a fixed 4-point scale with the two options for not answering--Do not know and Refused. The 4-point Likert scale follows.

### ***More or Less Likely to Experience Problems***

<b>Code</b>	<b>Response</b>	<b>Response Range</b>
1	Not likely at all	1 to 1.49
2	A little likely <sup>17</sup>	1.50 to 2.49
3	A little more likely	2.50 to 3.49
4	Very much more likely	3.50 to 4.00

### **Summary of Findings**

Employer responses were grouped into the same four categories as used to categorize the W-2 staff responses to their perceptions of the problems and barriers of the W-2 unsubsidized participants in case management. However, W-2 staff were asked more questions about W-2 participant barriers than employers were asked about LIWWFR barriers. Thus, although the category names are the same, the W-2 staff and employer barriers within those categories are not identical.

Within groupings LIWWFRs were “a little more likely” to have the following issues and barriers than other workers.

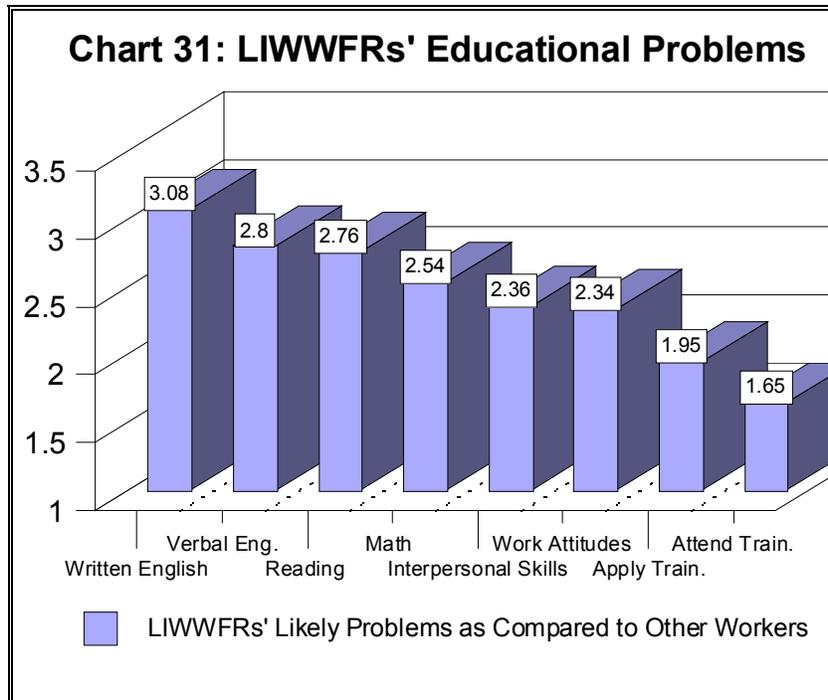
- Educational and Learning Experience Barriers: LIWWFRs were “a little more likely” to have weak written and verbal English, reading and math.
- Personal issues: LIWWFRs were “a little more likely” to be absent/tardy or have an illness.
- Situational Barriers: LIWWFRs were ” a little more likely” to have problems with child care and transportation.
- Disabilities: None were rated as “a little more likely” or “very much more likely.

### **Analysis of the Differences among the Categories of Barriers**

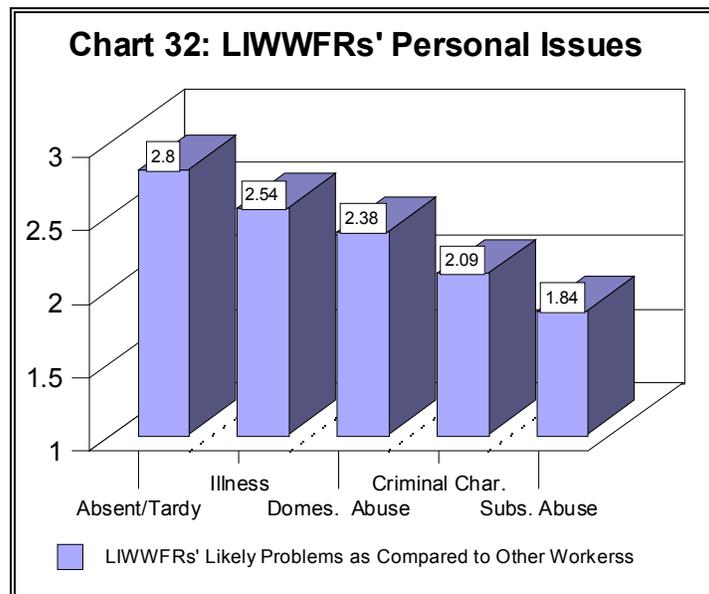
When the employer ratings were statistically tested for the different groupings of problems and barriers, there were statistically significant differences among them. (See appendix III). Situational and educational/learning problems, and personal issues were all rated significantly higher than disabilities. There were no significant differences between the top three categories of problems and barriers.

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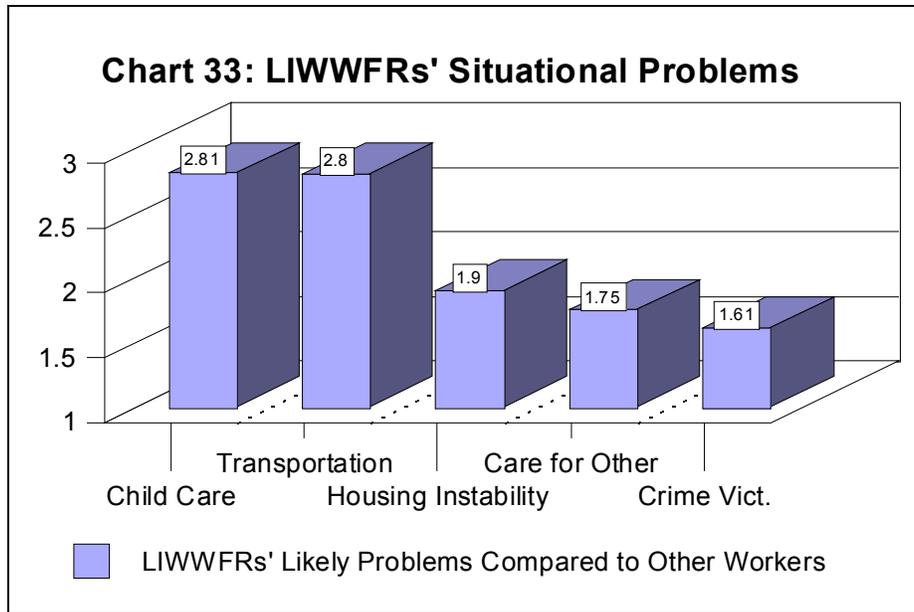
<sup>17</sup> In reviewing the results of the employer survey, it became apparent to the researchers that due to the ordering of the responses, employers were interpreting the original fixed response of “a little less likely” to mean “a little likely.” That is, LIWWFRs were “a little likely” to have this problem or barrier in relation to all other workers rather than “a little less likely. ”



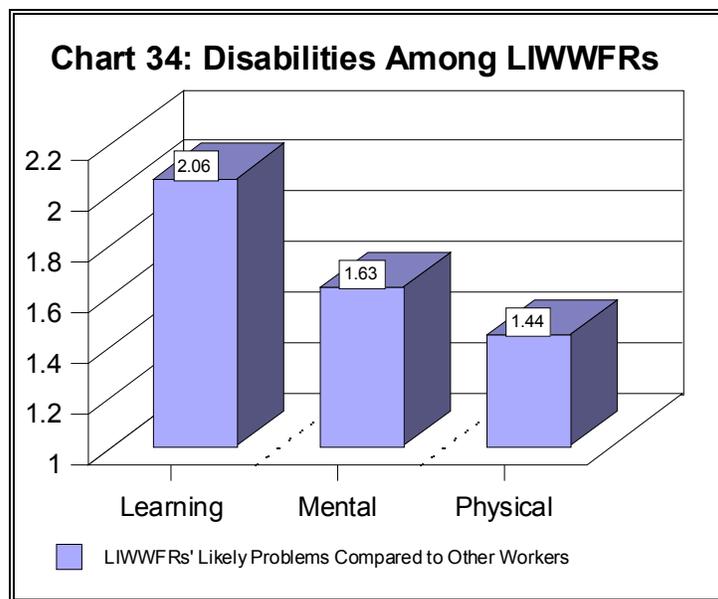
Although employers ranked Educational and Learning Experience Barriers with the highest collective mean (2.41), LIWWFRs were “a little likely” compared to other employees to experience educational barriers. LIWWFRs were rated “a little more likely” to have weak written (3.08) and verbal English (2.8), reading (2.76) and math (2.54) skills. LIWWFRs were “a little likely” to have poor interpersonal skills (2.36), bad work attitudes (2.34), and failure to apply training (1.95) and failure to attend training (1.65).



With the second highest mean (2.34) Personal Issues were “a little likely” to be experienced by LIWWFRs as compared to other workers. LIWWFRs are “a little more likely” than all employees to be absent/tardy (2.80) or have an illness (2.54).



Receiving the third highest collective mean (2.30) LIWWFRs were “a little likely” than other employees to experience Situational Problems. LIWWFRs were a “little more likely” to have problems with child care (2.81) and transportation (2.8). However, employers thought LIWWFRs were “a little likely” to experience housing instability (1.9), to care for someone with disabilities (1.75), and to be a victim of crime(s) (1.61).



Employers rated Disabilities as the lowest LIWWFR barrier with a collective mean indicating LIWWFRs were “a little likely” (1.73) to have these barriers as compared to other workers. Both learning (2.06) and mental disabilities (1.63) were “a little likely” while physical disabilities was rated “not likely at all likely” (1.44).



**Section VII:  
Retention and Advancement Services  
Provided by and for Employers**

Section VII summarizes the 41 employer responses to the types of educational programs and support services they offered their employees for retaining and advancing in their jobs. Employers who offered the service were asked to rate what proportion of LIWWFRs were offered those services within the last two years and the effectiveness of those services, each on a 5-point Likert scale. Following are the two scales.

***Proportion of LIWWFRs***

<b>Code</b>	<b>Response</b>	<b>Response Range</b>
1	None	1 to 1.49
2	Less than half	1.50 to 2.49
3	About half	2.50 to 3.49
4	More than half	3.50 to 4.49
5	All	4.50 to 5.00

***Effectiveness for Retention and Advancement***

<b>Code</b>	<b>Response</b>	<b>Response Range</b>
1	Not at all effective	1 to 1.49
2	Slightly effective	1.50 to 2.49
3	Somewhat effective	2.50 to 3.49
4	Quite effective	3.50 to 4.49
5	Very effective	4.50 to 5.00

**Summary of Findings**

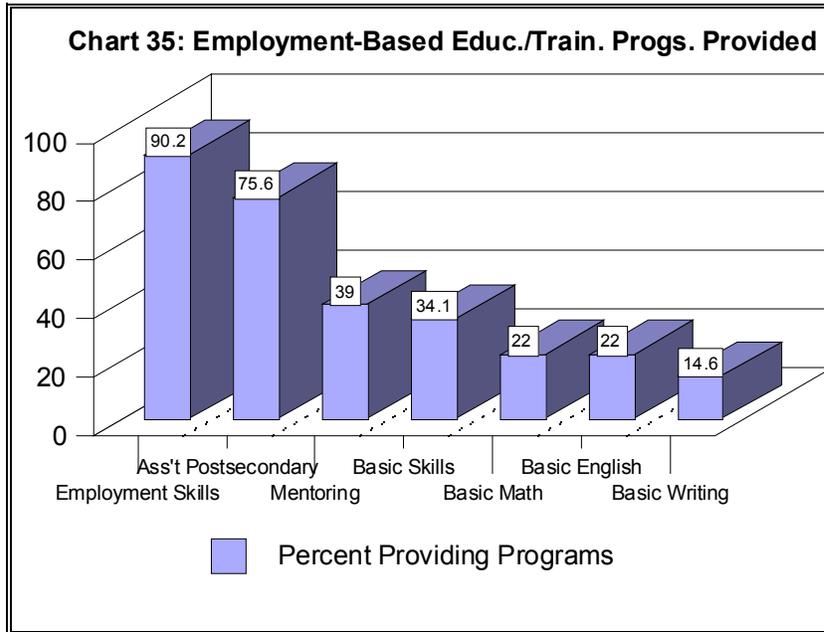
The employer responses on services to LIWWFRs were grouped into the same four categories as the services of the W-2 agencies. Employer responses were as follows:

- Employment-based Educational Programs: Employers considered these programs collectively “somewhat effective” though as a group they were the highest rated. About 90 percent offered “quite effective” employment skills training with almost all LIWWFRs receiving it. Three fourths offered the “somewhat effective” service of assistance with post-secondary education (FAPSE) for “less than half” of the LIWWFRs.
- Employer Counseling and Support Services: About three out of five employers offered substance abuse services with about half of their LIWWFRs having access to this “somewhat effective” service. Although few employers offered on-site child care, it was the most effective for LIWWFRs at “very effective.”
- W-2 Agency Assistance to Employers: About half received “somewhat effective” placement assistance from the W-2 agencies. Worksite mentoring assistance was “quite effective” with one out of five employers receiving it.
- Employer Willingness to Provide Additional Services: Employers were most willing to offer employment skills and other training with technical assistance.

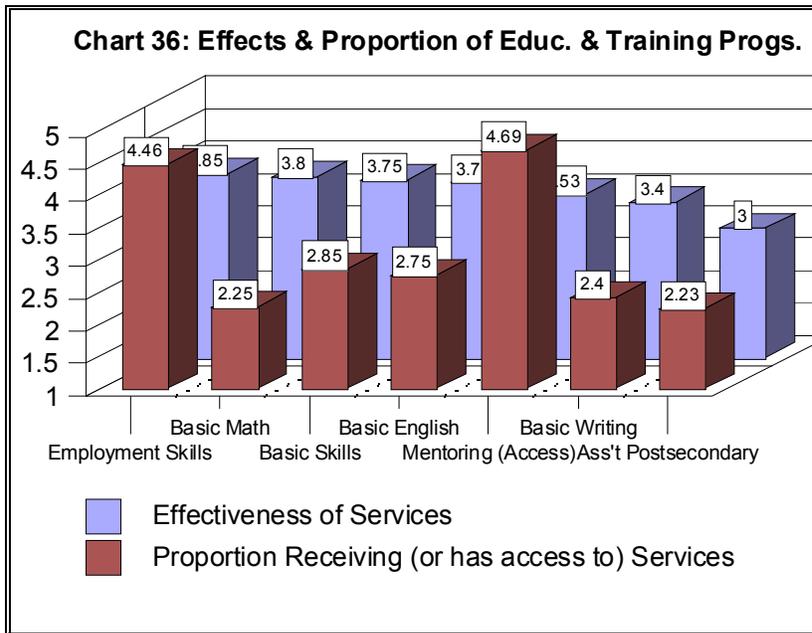
**Analysis of Difference among the Categories**

No statistical analysis was done due to the limited frequency of several services.

## Employment-based Educational Programs

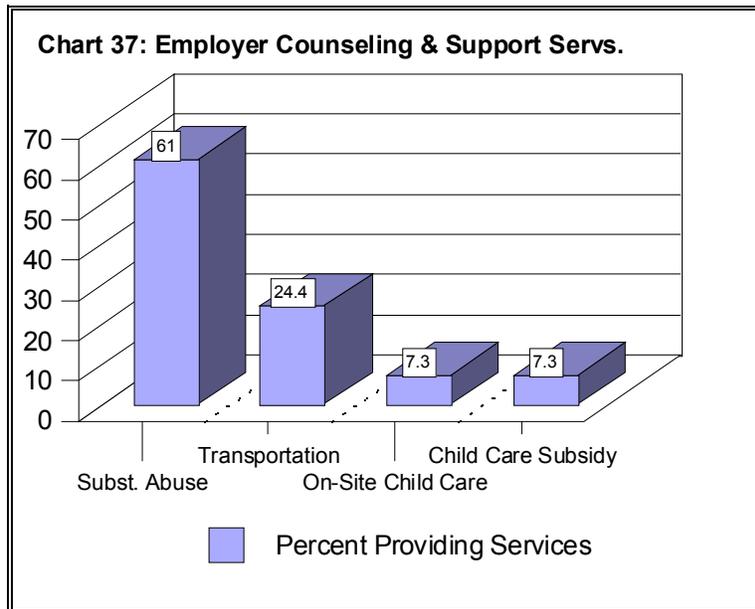


The 41 employers most frequently offered programs were employment skills (90 percent) and assistance with post-secondary education (76 percent). Almost one out of four of these employers provided mentoring and about one-third provided basic skills.

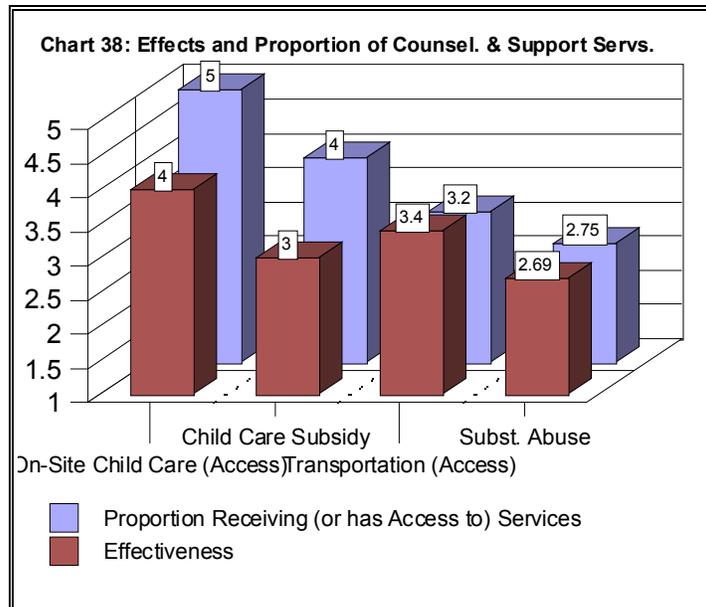


Employers gave Employment-based Educational Programs the highest collective mean of “somewhat effective” (3.45) for assisting LIWWFRs to retain employment and advance in their jobs. The highest were employment skills (3.85), basic math (3.8), reading (3.75), and English skills (3.75), and mentoring (3.53) as “quite effective.” Collectively these were the most frequently provided employer services at “about half” (3.40) of the LIWWFRs. Employers provided mentoring (4.49) and employment skills (4.46) to “more than half” and basic reading skills (2.85) and basic English skills (2.75) to “about half.”

## Employer Counseling and Support Services

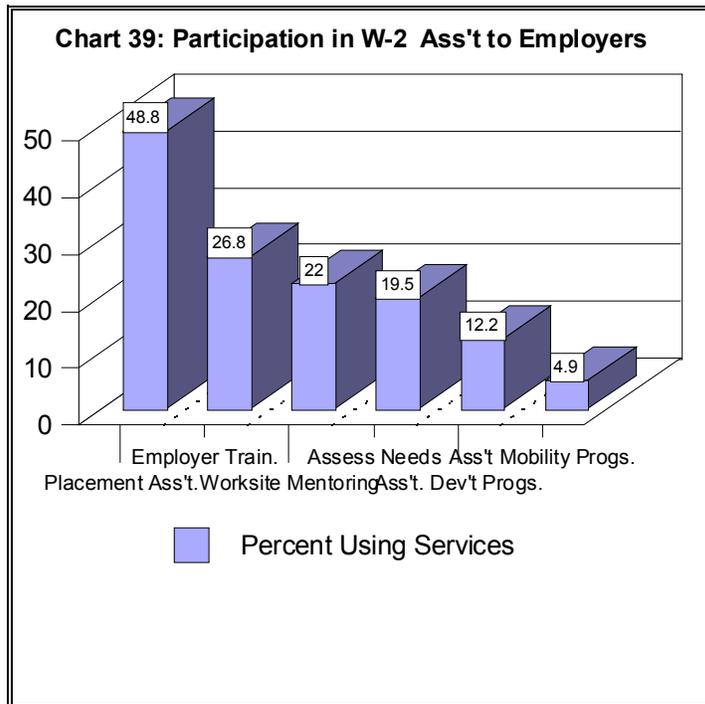


Of the Employer Counseling and Support Services offered to assist LIWWFRs to retain and advance in employment, the most readily accessible service was substance abuse assistance that 61 percent of the 41 employers offered. Nearly one-fourth offered transportation assistance and 7.3 percent had on-site child care or a child care subsidy.

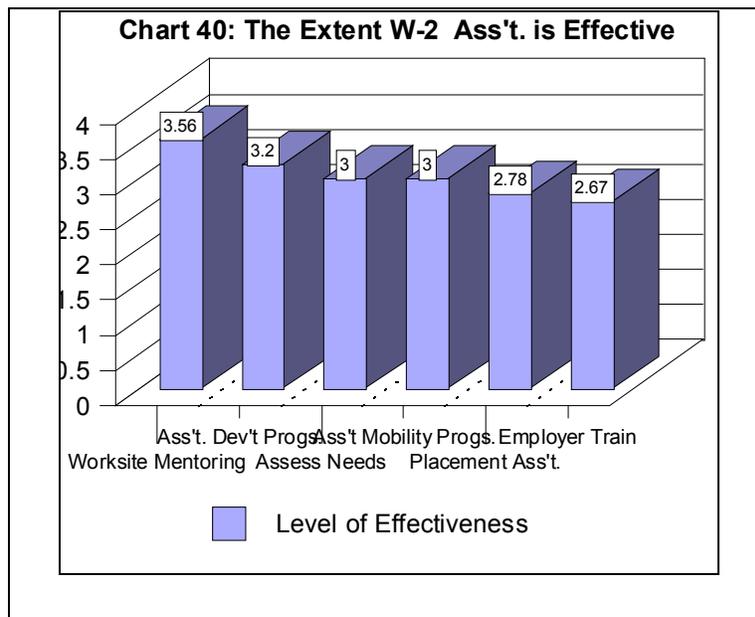


The 41 employers collectively rated Employer Counseling and Support Services as “somewhat effective” (2.91)--the second highest rating for assisting LIWWFRs to retain employment and advance in their jobs. When offered, these services were also the second highest in having “about one-half” (3.08) of LIWWFRs using or having access to these programs. Although on-site child care was the highest rated service (5.00) at “very effective” and employees who had access to it used it most frequently (“more than half”), it was tied with child care subsidy as being the service offered by the fewest employers.

## W-2 Agency Assistance to Employers

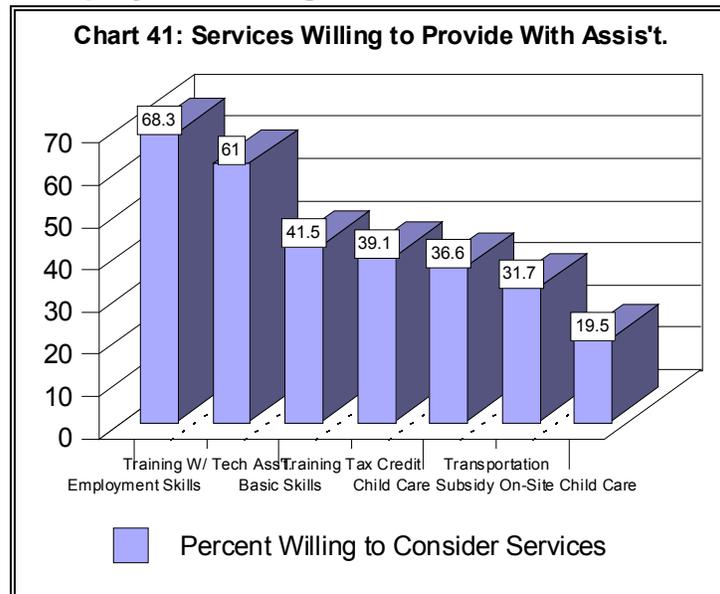


Almost half of the employers said that W-2 agencies provided placement assistance to them. One out of four used their employer training, one out of five used work-site mentoring and needs assessment assistance, one out of ten used assistance in developing educational and training programs, and one out of twenty used assistance in developing upward mobility programs.



Employers rated the collective effectiveness of these W-2 agency services as "somewhat effective" (3.03) in promoting the retention and advancement of LIWWFRs—the third most effective collectively. Assistance with work-site mentoring (3.56) was "quite effective". The rest were "somewhat effective" ranging from 2.67 to 3.2.

## Employers' Willingness to Provide Services



Asked to identify what type of assistance they would be willing to provide to improve the ability of LIWWFRs to hold a job with their organization, employers' responses could be "Yes," "Maybe" or "No". Responses of "Yes" or "Maybe" are grouped as "willing to consider."

Employers were most willing to consider employment-related skills training (68.3 percent), and training. If technical assistance could be provided, 61 percent said they would be willing to provide more training. About forty percent were willing to consider offering remedial basic skills training (41.5 percent), training if a tax credit could be provided to assist with the cost (39.1 percent), and a child care subsidy (36.6 percent). About one-third of the respondents would consider providing transportation assistance (31.2 percent) and about one-fifth (19.5 percent) would consider offering "on-site child care."



## **Section VIII: Discussion and Analysis**

### **The Demographic Characteristics of W-2 Agency Staff**

The average W-2 staff interviewed was a white female with extensive case management experience and with less than a B.S. degree. Based on the W-2 staff's own assessment that certain counseling and intervention services were not as effective as some other services, additional education or training to W-2 staff might improve effectiveness given the serious barriers faced by some W-2 participants.

It is to be expected that due to the emphasis on statewide representation and varying sizes of agencies that nearly three-fourths of the sample was comprised of white W-2 staff. To have had a representative sample of all W-2 staff would have had the practices of the Milwaukee W-2 agencies dominate this study. However, it is recognized that the great majority of unsubsidized participants are people of color in the urban areas of the state.

### **The Level of Turnover for Participants and LIWWFRs**

The majority of W-2 agency staff indicated that either "half" or "more than half" of their unsubsidized participants had been separated from employment in the last year. Also, nearly two-thirds of them indicated that either "half" or "more than half" of their unsubsidized cases had been terminated from employment for "cause." Similarly, the employers reported high turnover among LIWWFRs with fewer than forty percent of the employers retaining all or more than half of their LIWWFRs after two years. Employers estimated that fifteen percent of those leaving these firms were terminated for cause.

### **The Extent to Which Barriers Inhibit Efforts**

Our analysis of the literature and discussions with several stakeholders suggested seventeen barriers significantly inhibit the efforts of such participants to retain employment and advance in the workforce. The importance of barriers can be measured in the power of their inhibitory effect and in the number of participants affected.

Using similarities of types as an organizing concept, this study identified four types of barriers that were rated by W-2 agency staff: Situational, Education and Learning, Personal Issues, and Disabilities. Our earlier analysis revealed that the collective mean scores of the categories of barriers were statistically different from each other. Situational Barriers were rated the highest in terms of effect and Education and Learning Experiences and Personal Issues were rated equally. Disabilities received the lowest collective rating. Looking at the proportions affected, Education and Learning Experience and Situational Barriers did not differ and received the highest collective rating, Personal Issues was rated third and Disabilities fourth.

Similarly, employers were asked to rate the extent to which Low Income Workers With Family Responsibilities (LIWWFRs) were more likely or less likely to experience twenty-one problems and barriers. These were organized into the same four categories. The collective mean scores for each category were found to be statistically different from each other. Situational Problems, Educational and Learning Problems, and Personal Issues received equal ratings; however, these categories were significantly higher than Disabilities.

**Table 9: Widespread and Targeted Barriers**

<b>Widespread Barriers</b> (Somewhat to Very Problematic-2.5 to-5.0/ Half to All-2.5 to 5.0)	<b>Targeted Barriers</b> Somewhat to Very Problematic-2.5 to 5.0/ Less than Half to None-1 to 2.49)S
<p><i>Situational</i></p> <ul style="list-style-type: none"> <li>• Problems with Child Care**</li> <li>• Problems with Transportation**</li> </ul> <p><i>Learning Experiences</i></p> <ul style="list-style-type: none"> <li>• Lack of Motivation*</li> <li>• Poor Interpersonal Skills*</li> <li>• Poor Written English Skills**</li> <li>• Poor Math Skills**</li> </ul> <p><i>Personal Issues</i></p> <ul style="list-style-type: none"> <li>• Substance Abuse*</li> </ul> <p><i>Disabilities</i></p> <ul style="list-style-type: none"> <li>• Learning*</li> </ul>	<p><i>Situational</i></p> <ul style="list-style-type: none"> <li>• Housing Instability*</li> <li>• Care for Others with Disabilities*</li> <li>• Crime Victims*</li> </ul> <p><i>Learning Experiences</i></p> <ul style="list-style-type: none"> <li>• Verbal English**</li> <li>• Immigrant Status</li> </ul> <p><i>Personal Issues</i></p> <ul style="list-style-type: none"> <li>• Domestic Abuse*</li> <li>• Criminal Charges*</li> </ul> <p><i>Disabilities</i></p> <ul style="list-style-type: none"> <li>• Mental*</li> <li>• Physical*</li> </ul>

Note: \*These items received low mean scores on the Employers' Scale (2.49 or less on a four-point scale) indicating LIWWFRs are "a little likely" to "not likely at all" to experience these problems or barriers.  
 \*\*These items received high mean scores on the Employers' Scale (2.50 or more on a four-point scale) indicating LIWWFRs are "a little more likely" to "very much more likely" to experience these problems or barriers.

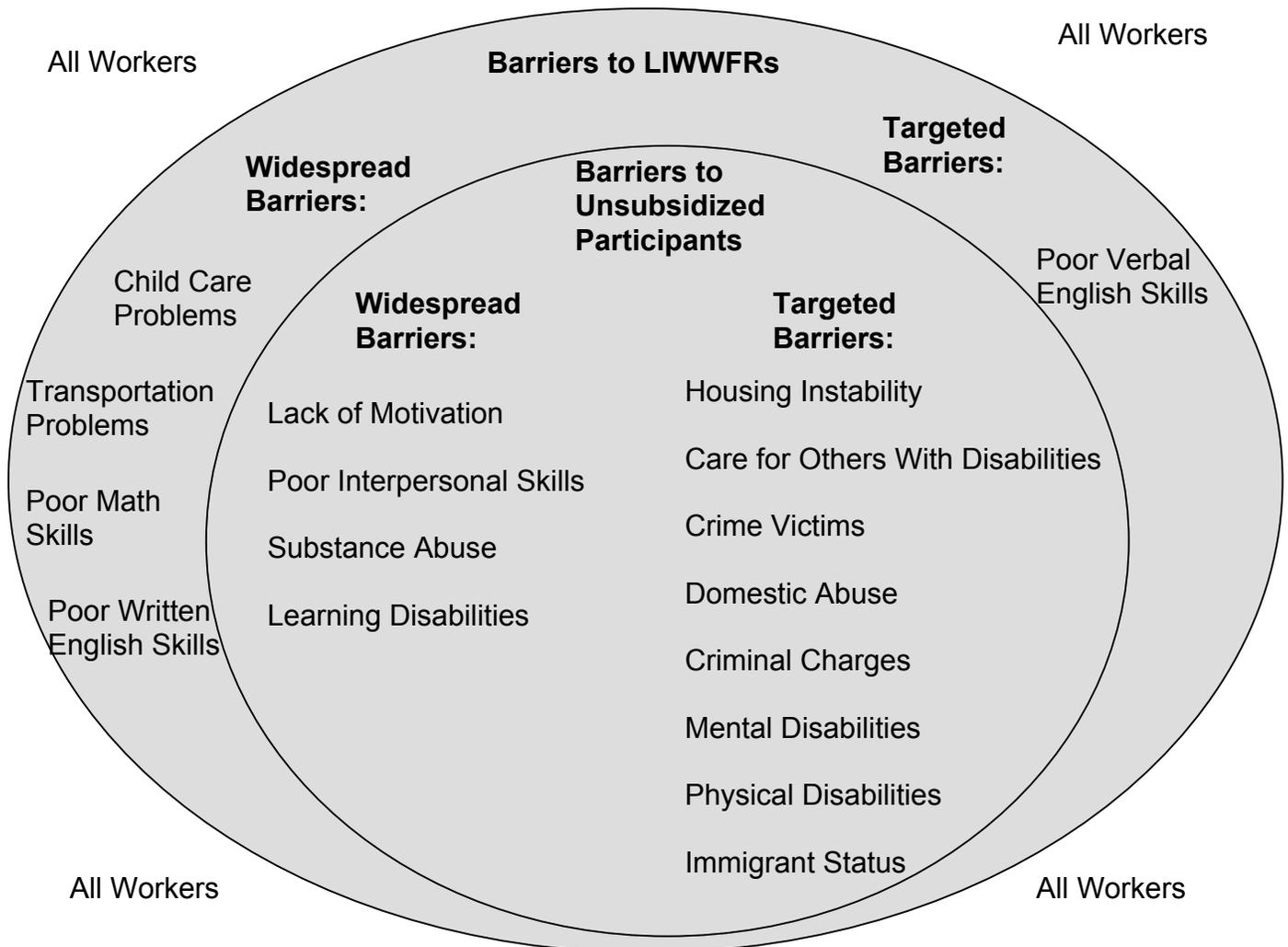
Table 9 graphically presents the barriers and issues of unsubsidized W-2 participants (i.e., as perceived by W-2 staff) and LIWWFRs (i.e., as perceived by employers).

The two columns categorize the perceptions of the W-2 staff. *Widespread* barriers have mean inhibitory scores of "somewhat problematic" (2.5) up to "very problematic" (5.0) and mean proportion scores of "about half" (2.5) to "all" (5.0). *Targeted* Barriers are those with the same mean inhibitory scores as *Widespread* but mean proportion scores of affecting "less than half" (2.49). Employer results for each barrier and issue are asterisked and footnoted for inhibitory effect. Employers did not rate the proportion of LIWWFRs affected by the barriers.

***Barriers W-2 Staff and Employers Jointly Rated as Widespread***

Both W-2 staff and employers rated four of the seventeen barriers as *Widespread*. These seem to distinguish the employment problems and needs of unsubsidized former welfare recipients and LIWWFRs from those of other workers. These were problems with child care and transportation and with poor written English and math skills.

Figure 1.  
 Barriers to Unsubsidized Participants and LIWWFRs  
 (As perceived by W-2 Agency Staff and Employers)



In that the W-2 staff rated barriers to unsubsidized W-2 participants in case management and the employers rated all LIWWFRs, Figure 1 graphically summarizes which barriers are *widespread* and *targeted* among these two groups. Those not rated by both groups are omitted from Figure 1.

**Widespread Barriers**

W-2 agency staff rated four barriers as *Widespread*, but not by employers for LIWWFRs. These four were lack of motivation to work, poor interpersonal skills, substance abuse, and learning disabilities. The differences in perception may be explained by their respective roles. Employers may have small and insignificant numbers of workers who were former W-2 participants. Also, if a former W-2 participant faced a barrier such as substance abuse or a learning disability, the participant may conceal it from an employer, but may divulge it to a W-2 staff as a problem to be addressed by available services.

Employers thought weak verbal English skills were a significant distinguishing feature of LIWWFRs, but W-2 rated this barrier as Targeted. Employers identifying this feature plus the other four educationally-related barriers suggests that they view that these are generally a package and become the dominant barrier to the retention and advancement

of LIWWFRs. Employers also thought that the two Situational Barriers of child care and transportation were distinguishing features of LIWWFRs.

**Targeted Barriers**

W-2 staff rated seven barriers as Targeted, but employers did not think they were distinguishing features of LIWWFRs. These are housing instability, care for others with disabilities, crime victims, domestic abuse, criminal charges, and mental and physical disabilities. Their targeted nature suggests that W-2 agencies are the ones who must detect these barriers and enroll W-2 participants in appropriate services.

W-2 staff also rated immigrant status as targeted but employers were not asked to rate it. Employers rated four barriers as targeted-- illness, absent/tardy, applying training, and attending training sessions--that the W-2 staff were not asked to rate. W-2 staff probably captured these concerns by rating "half or more" as a "lack of motivation to work."

**Availability of Services and Programs Provided by W-2 Agencies and Employers**

To assess the availability of these services, we organized the W-2 agency services by three groupings--*Standard* (90 percent or more provide), *Majority* (50 to 89 percent provide) and *Experimental* (49 percent or less provide) and then annotated each service for the proportion of employers who also offered those services.

**Table 10: Availability of Services and Programs W-2 Agencies and Employers Offer**

<b>Standard Services</b> (90% Provide)	<b>Majority Services</b> (50 - 89% Provide)	<b>Experimental Services</b> (49% or Less Provide)
<p><i>Support Services</i></p> <ul style="list-style-type: none"> <li>• Child Care*</li> <li>• Job Loans</li> <li>• Placement Services</li> <li>• Food Stamps</li> <li>• Transportation Assistance*</li> <li>• Medicaid/Badger Care</li> <li>• Emergency Assist. (Housing)</li> </ul> <p><i>Educational Programs</i></p> <ul style="list-style-type: none"> <li>• Soft Skills Training</li> </ul> <p><i>Counseling Services</i></p> <ul style="list-style-type: none"> <li>• Job Counseling during Employment</li> </ul>	<p><i>Educational and Learning Programs</i></p> <ul style="list-style-type: none"> <li>• Employment Skills***</li> <li>• Educational Programs*</li> <li>• FAPSE**</li> <li>• Mentoring*</li> </ul> <p><i>Employer Intervention</i></p> <ul style="list-style-type: none"> <li>• Placement Assistance**</li> <li>• Mentoring Assistance*</li> <li>• Training Assistance*</li> <li>• Needs Assessment*</li> <li>• Outreach/Marketing*</li> <li>• Training Programs*</li> <li>• Upward Mobility Prog.*</li> </ul> <p><i>Counseling Services</i></p> <ul style="list-style-type: none"> <li>• Job Coun. before Empl</li> <li>• Financial</li> <li>• Mental Health</li> <li>• Substance Abuse**</li> </ul>	<p><i>Support Services</i></p> <ul style="list-style-type: none"> <li>• Retention Bonuses</li> </ul> <p><i>Educational Programs</i></p> <ul style="list-style-type: none"> <li>• Training Bonuses</li> </ul> <p><i>Employer Intervention</i></p> <ul style="list-style-type: none"> <li>• Subsidized Workshops</li> </ul> <p><i>Counseling Services</i></p> <ul style="list-style-type: none"> <li>• Family Planning</li> <li>• Crisis Hotline</li> </ul>

Note: \*\*\* Over 90 percent of employers provide.  
 \*\* Between 50 and 89 percent of employers provide or participate in W-2 agency services.  
 \* Up to 49 percent of employers provide or participate.

### *W-2 Agency Standard Services and Similar Employer Services*

Nine W-2 Agency *Standard Services* (90 percent and over) were identified, seven of which were the Support Services of child care, job loans, placement services, food stamps, transportation assistance, Medicare and BadgerCare, and Emergency Assistance. Employers offered two of these services--child care and transportation. For employers these are categorized as experimental under "49 percent or less" with the actual range being from seven to 25 percent. The other Standard Services of the W-2 agencies were soft skills training and job counseling during employment.

### *W-2 Agency Majority Services and Similar Employer Services*

Four of the W-2 agencies' *Majority Services* (50 to 89 percent) fell under the Education and Learning Programs category including employment skills, educational programs, financial assistance for post-secondary education (FAPSE), and mentoring. Employers offered financial assistance for post-secondary education (FAPSE) also as a Majority Service, but offered employment skills training as a Standard Service. Of the remaining W-2 agency Majority Services, the number of employers offering other Educational and Learning Programs (i.e., mentoring programs) ranged from 15 to 39 percent.

Other W-2 agency Majority Services were the Counseling Services of job counseling before employment and financial, mental health, and substance abuse counseling. A majority of employers offered substance abuse counseling, but did not offer the others.

The last type of W-2 agency Majority Services were Employer Intervention Services such as assistance with placement, mentoring, training, needs assessment, outreach and marketing, development of training programs, and upward mobility programs. Employers use of these W-2 agency services varied from 5 to 49 percent.

### *W-2 Agency Experimental Services and Similar Employer Services*

W-2 agencies provided five *Experimental Services* (49 percent or less). The three most frequently offered were the two Counseling Services to W-2 participants of family planning and crisis hotline and then retention bonuses. W-2 agencies much less frequently offered training bonuses to W-2 participants and subsidized workshops to employers. Note that three of the five involved the financial incentives.

### **The Effectiveness of W-2 Agency and Employer Offered Services**

W-2 agency services were grouped by level of use and their effectiveness. *Primary Services* are those that were discussed with (or used by), "more than half" or "all" participants and were considered to be either "quite" or "very effective," *Intermediate Services* are those that were discussed with (or used by) "half" of participants and were "quite" or "highly effective", and *Secondary Services* when offered, were discussed with (or used by) "half" and were "somewhat effective."

W-2 agency Primary Services tended to be either Support Services or Educational and Learning Programs. Primary Services included child care, transportation, Medicaid, placement services, food stamps, employment skills, educational programs, soft-skills programs, job counseling before employment, and job counseling during employment. Employers rated three of these services. Employers offering child care and employment skills training programs said they were "highly effective" and, when available, "more than

half” or “all” of their LIWWFRs participated. Employers rated transportation assistance as “somewhat effective” and, when available, about “half” of LIWWFRs took this assistance.

**Table 11: Effectiveness and Proportions of Services and Programs**

<b>Secondary Services</b> (If Offered, Discussed with More than Half or All & Quite/Very Effective-both 3.5 to 5)	<b>Intermediate Services</b> (If Offered, Discussed with Half – 2.5-3.49 & Quite/Very Effective-3.5 to 5)	<b>Secondary Services</b> (If Offered, Discussed with Half - & Somewhat Effective –both 2.5-3.49)
<p><i>Support Services</i></p> <ul style="list-style-type: none"> <li>• Child Care****</li> <li>• Transportation**</li> <li>• Medicaid</li> <li>• Job Placement</li> <li>• Food Stamps</li> </ul> <p><i>Educational Programs</i></p> <ul style="list-style-type: none"> <li>• Employment Skills****</li> <li>• Ed. Programs</li> <li>• Soft Skills</li> </ul> <p><i>Counseling Services</i></p> <ul style="list-style-type: none"> <li>• Job Before Employment</li> <li>• Job During Employment</li> </ul>	<p><i>Educational Programs</i></p> <ul style="list-style-type: none"> <li>• FAPSE (Assistance with Post-secondary)*</li> </ul>	<p><i>Support Services</i></p> <ul style="list-style-type: none"> <li>• Job Loans</li> <li>• Emergency Assistance</li> <li>• Retention Bonuses</li> </ul> <p><i>Educational Programs</i></p> <ul style="list-style-type: none"> <li>• Mentoring****</li> <li>• Training Bonuses</li> </ul> <p><i>Counseling Services</i></p> <ul style="list-style-type: none"> <li>• Substance Abuse**</li> <li>• Financial</li> <li>• Mental Health</li> <li>• Crisis Hotline</li> <li>• Family Planning</li> </ul>

Note: \*\*\*\*Primary Service as rated by employers  
 \*\*\*Secondary Services as rated by employers  
 \*\*Secondary Service as rated by employers  
 \*Somewhat Effective/Less than half receiving services as rated by employers

W-2 staff responses rated only one W-2 agency service as an *Intermediate Service*-- financial assistance for post-secondary education (FAPSE). Employers considered FAPSE a *Secondary Service* to LIWWFRs.

The W-2 agencies’ ten *Secondary Services* fell primarily under Counseling and Support Services. The Secondary Services were job loans, emergency assistance, job retention rewards, mentoring, training bonuses, substance abuse, financial counseling, mental health counseling, crisis hot line, and family planning. Employers also rated two of these services. Employers who offered mentoring programs considered them “highly effective” with “over half” of their LIWWFRs participating. Employers rated substance abuse counseling programs “somewhat effective” with about “half” of their LIWWFRs having access to them.

Overall W-2 staff rated their agencies’ Employer Intervention Services as “quite effective” whereas employers rated the overall services from W-2 agencies as “somewhat effective.” Employers rated only one of those services—worksite mentoring--of the six W-2 agency services as “quite effective.” All of the others were rated “somewhat effective.”

**Services Employers Would Be Willing to Provide**

To improve the ability of LIWWFRs to hold jobs in their organizations, over half of the employers expressed a willingness to consider providing two programs--employment training and other training--if technical assistance could be provided.

## **Section IX: Conclusions and Recommendations**

W-2 staff and employers both felt that the *Widespread* and *Targeted* Barriers of child care and transportation problems and poor math and written English skills inhibit the ability of unsubsidized participants and LIWWFRs to retain employment and advance in the workforce. However, the low academic skill requirements of the employers for many of the jobs performed by LIWWFRs suggest that many unsubsidized W-2 participants with these barriers could qualify for entry-level jobs.

However, the skill requirements for advancing in the workplace suggest that many could benefit from a variety of training and educational opportunities. The “fixed” work schedules of many LIWWFRs would allow them to schedule either employment-based or other continuing education programs to improve their academic qualifications.

W-2 agencies should try to develop more collaborative relationships with employers that address such barriers. For example, there are a variety of context-based workplace literacy programs that would benefit LIWWFRs such as Integrated Occupational Skills, Situated Cognition and traditional Academic literacy programs (Martin, 1999). Such programs could be arranged via cooperative arrangements with individual employers, literacy program providers, and W-2 agencies. However, concurrent with this effort would be a need to deal with child care and transportation for non-standard work hours.

Other *Widespread* and *Targeted* barriers are more characteristic of W-2 unsubsidized employed participants still under case management services than LIWWFRs. These are lack of motivation, poor interpersonal skills, substance abuse, learning disabilities, housing instability, care for others with disabilities, crime victims, domestic abuse, criminal charges, mental disabilities, physical disabilities, and immigrant status.

W-2 agencies provided an impressive array of services and programs to address the barriers experienced by unsubsidized participants. Ninety percent of the W-2 agencies provided nine *Standard Services* (primarily Support Services); 50 to 89 percent provided fifteen *Majority Services* comprised of Educational and Learning Programs, Employer Intervention, and Counseling Services; and 49 percent or less provided up to five *Experimental Services*. This array of services seems appropriate to address the most significant barriers faced by varying groups of unsubsidized participants.

The availability of *Primary* and *Secondary Services* of the W-2 agencies offered to W-2 unsubsidized case managed participants and employers also addressed the *Widespread* and *Targeted* barriers of W-2 participants and LIWWFRs. However, the W-2 staff do not have the same level of confidence in all of their agencies’ services. Ideally, the *Primary* and *Secondary* services should all have been rated “quite” or “very effective.”

That is, W-2 agencies typically addressed barriers affecting small proportions of participants with services which received “somewhat effective” or lower ratings from W-2 staff. Those *Secondary Services* of job loans, emergency assistance, retention bonuses, mentoring, training bonuses, substance abuse counseling, financial counseling, mental health counseling, crisis hot line, and family planning should be analyzed to determine how they can be made more effective.

W-2 agencies also need to look at improving their Employer Intervention Services as they work to improve the retention and advancement of W-2 unsubsidized participants and other LIWWFRs through their Workforce Attachment and Advancement (WAA) program. One example is that eighty-three percent of the W-2 agency staff indicated that their agencies offer placement assistance and gave it a “quite effective” (3.55) rating. Forty-nine percent of employers indicated they participated in this service but gave it a “somewhat effective” (2.78) rating, one of the lowest rated Employer Intervention Services. We recommend an in-depth investigation of the effectiveness of placement assistance to determine why the perceptions of W-2 agency staff and employers differ.

On the other hand, employers and W-2 agency staff have a high level of confidence in mentoring programs, especially “worksite mentoring” programs. Seventy-one percent of W-2 agency staff indicated their agencies provided mentoring assistance to employers and rated them as “quite effective” (3.55). The employers also rated their mentoring assistance as “quite effective” (3.56)--the highest rated of the W-2 agency programs offered to employers. However, only 22 percent of employers participated in these programs. Given the level of confidence expressed by both employers and W-2 agency staff, these programs should be expanded to a much broader range of employers.

Employers gave on-site child care a “very effective” (5.0) rating and child care subsidy a “quite effective” (4.0) rating. However, only eight percent of the employers offered them. An additional 37 percent indicated an interest in offering on-site child care and 32 percent a child care subsidy. Policy makers should investigate how to increase the availability of these services through employers. This review could look at how the state’s current child care efforts improvement and expansion efforts include employers.

Around forty percent of the employers in this study were willing to offer basic skills training and other training with technical and other assistance such as a tax credit or training subsidy. The state should consider including in its W-2 and WAA contracts provisions for W-2 agencies to work with employers to extend their offerings of such programs. In addition, the state should provide technical assistance to those agencies.

W-2 staff indicated a high level of such terminations for unsubsidized employed W-2 participants with two-thirds of the W-2 staff saying that half or more had been previously terminated for cause. Employers also indicated high turnover with fewer than forty percent having retained more than half of their LIWWFRs after two years. However, just under fifteen percent of the employers said half or more of their LIWWFRs had been terminated for cause. In that termination for cause, not the ability to do the job, appears to be a greater problem among W-2 unsubsidized participants, the reasons why this is occurring should be studied in greater depth.

While this study was designed to advance our knowledge of retention and advancement services by gathering “expert” opinion, a useful next step would be to look at the array of W-2 services in relation to outcomes. The state should develop methods for maintaining and accessing data in the CARES automated system to track for an extended period the effectiveness of these W-2 services.

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**Appendix I:**  
**Definitions of Terms**



## **Situational Barriers**

*Problems with Child Care.* These problems typically involve finding adequate and appropriate child care. The inability to locate and obtain such care can be a serious barrier to the employment retention and advancement goals of participants. Also, finding appropriate care for sick children creates an obstacle, as parents who use public providers must make alternative provisions for children who become ill.

*Problems with Transportation.* These problems typically involve gaining access to appropriate and affordable transportation. Currently, the highest demand for workers (service sector jobs) is in the outlying areas of the suburbs where public transportation either does not exist or is limited. Accordingly, three out of four welfare recipients live in cities or rural areas (Rangaran, 1998). Consequently, problems with affordable transportation limits participants to certain geographical areas.

*Housing Instability.* This is a lack of permanent affordable housing arising from a frequent need to relocate. Individuals or families without permanent or fixed residences, typically double-up with relatives, live in abandoned buildings, public places, or the streets and, at times, seek temporary shelter with public or private charities. Housing challenges for welfare recipients include shortages of public housing near job locations; social ills in high-poverty neighborhoods, which include drug abuse and criminal activities; reductions in housing subsidies as participants begin to earn an income; and unstable living arrangements for those who reside with family members, friends, or boyfriends (Ranjaran, 1998).

*Care for Other(s) With a Disability.* Caring for an ill child or family member can also be an obstacle to employment retention. Without affordable and appropriate care for loved ones, members are forced to jeopardize their jobs to stay home in order to provide necessary care.

*Being the Victims of Crimes.* Conditions of poverty dictate living environments in neighborhoods that subject unsubsidized participants to the threat of criminal activity, e.g., drive-by shootings, burglary, car jackings, assault, and others. Therefore, being a victim of a crime may also inhibit employment retention and advancement.

## **Education and Learning Experience Barriers**

*Lack of motivation to Work.* Lack of motivation to work is generally interpreted as an unwillingness to engage in work related activities. However, it is important to take into account the interrelatedness of barriers affecting employed recipients; i.e, situational barriers, physical and mental health issues, personal problems, as well as learning disabilities. What appears to be a lack of motivation on the part of participants or cultural values about work may, in actuality, be a combination of issues beyond participants' control.

*Poor Interpersonal Skills.* Interpersonal skills represent those communications and relationship development skills, e.g., the ability to take orders, negotiate, compromise, and establish social arrangements, that assist workers to cooperate with supervisors and coworkers.

*Low Literacy Skills (Written English, Verbal, and Math skills).* Low literacy skills represent the lack of the written English, verbal English and math skills required to be successful in the workforce. Low literacy skills, without educational and training interventions, can create a barrier to advancement in the workplace, thus handicapping the growth of human capital development among participants.

*Immigrant Status* - Being a non-English speaking immigrant represents those participants from non-English speaking countries who may require English as a Second Language classes.

## **Personal Issues**

*Substance Abuse.* Substance abuse is defined as excessive or otherwise inappropriate ingestion of alcohol, drugs, tobacco, or other chemical or organic substances, which can lead to the impairment of physiological and/or psychological functions.

*Domestic Abuse (violence).* Domestic abuse (or violence) is defined as injurious or abusive physical force among members of a family or household.

*Charged With a Crime.* Being charged with a criminal offense is defined as criminal charges that are serious enough to threaten jail or prison sentences.

## Disabilities

*Mental Disabilities.* Mental Disabilities are defined as mental health disorders, e.g., major or clinical depression, post-traumatic stress disorder, general anxiety disorder, feelings of helplessness, etc., that adversely affect the ability of participants to retain (or advance in) employment.

*Learning Disabilities.* Learning disability is an umbrella term that encompasses a wide variety of disorders. These disorders may be displayed in an inability to effectively listen, think, speak, read, write, spell, or do mathematical calculations skills that are used every day in the workplace (Sturomski, 1995).

*Physical Disabilities.* Physical disabilities are defined as physical health problems serious enough to impede full participation in the workplace.

## Support Services

*Child Care Assistance.* The state's child care subsidy program provides financial child care assistance to low-income parents who are working or preparing to enter the workforce.

*Job Access Loans.* The Job Access Loan (JAL) program is designed to provide short-term, no interest loans to meet expenses related to obtaining or maintaining employment. JALs are designed for those individuals who face a financial crisis that hinder employment, and where other personal resources are not available to resolve the problem. To be eligible for the program, an individual must primarily need the loan to obtain or continue employment. Job Access Loans may include car loans, money to obtain a driver's license, clothing and uniforms for work, rent or security deposit on rental housing, and moving expenses. These expenses, however, must be related to finding and keeping employment.

*Placement Services.* Placement services are typically provided via assisting participants with employment search services. Placement services are available through both the W-2 and the Workforce Attachment and Advancement programs. Under those services program operators, working collaboratively with employers, assist participants' access to employment. As a service to the employer, program operators may recruit and provide participants with specific training to meet specific job requirements.

*Food Stamps.* This service is provided through County agencies as opposed to W-2 agencies. Typically, individuals or families who are eligible for food stamps are employed but do not earn enough wages to completely support their families. Other eligible groups include individuals who are disabled and cannot work; those who have lost their jobs; and those living on small, fixed incomes (DWD website).

*Transportation Assistance.* The transportation services an agency provides need to reflect the transportation needs of their clients, and a knowledge of existing transportation resources (e.g., information about the existing transit system, mapping of routes, shuttle services, and any extensions of the existing transit system) (Johnson and Meckstroth, 1998). The services provided should bridge the gap between clients' needs and available services.

*Medicaid* (or medical assistance). Low income workers with children have access to both medicaid and BadgerCare to address their health care needs. Medicaid is a joint federal/state program that pays for healthcare services for people with disabilities, those 65 years and older, children and their caretakers, and pregnant women who meet the program's financial requirements. BadgerCare is Wisconsin's program to provide insurance for low-income uninsured working families with children. It helps to bridge the gap between employer-sponsored health insurance plans and Medicaid (DWD website).

*Emergency Assistance.* These services provide short-term assistance to participants to assist them to manage a work-related crisis situation that often includes housing assistance.

*Job Retention Rewards.* Under the Workforce Attachment and Advancement program, funds can be used for a one-time retention bonus payment to individuals who remain with an employer for a specified period of time. The bonus payment may be in the form of a certificate or a voucher, which the individual can exchange for goods or services.

## Educational and Learning Programs

*Soft Skills Training.* This type of training includes a mix of several training programs designed to provide participants with the interpersonal relationship skills and preemployment skills necessary to allow them to be more successful in the workforce. Examples of soft skills programs include *Parenting and Life Skills* training to assist participants with parenting, budgeting, nutrition, household management, interpersonal skills, and decision-making skills, time management, family planning, etc. *Job Readiness and Motivation* training utilizes several strategies, e.g., survival skills training, dissemination of labor market information, and/or pre-employment/retention skills training to assist participants to prepare for work by learning general workplace expectations, work behavior and the attitudes necessary to compete successfully in the labor market and to build self-esteem and increase self-confidence. *Drivers Education*

includes both classroom and behind-the-wheel instruction designed to prepare the student to pass the Wisconsin Driver's License Examination.

*Employment Skills Training.* This type of training was provided to directly develop skills that are specific to participants' immediate employment goals. Examples include *Job Skills Training* which engages participants in an approved vocational/occupational program of instruction occurring primarily in the classroom, (e.g., Certified Nursing Assistant (CNA), welding, hospitality, data entry, and other short-term training programs. *Customized Skills Training* represents training that is arranged and engaged to meet the specific employment needs of an employer, such as addressing labor shortages for a specific occupation, where the employer is involved in developing the training program. In addition, there is an agreement that the employer will employ individuals who successfully complete the training program.

*Educational Programs.* These programs include a mix of several educational programs designed to provide participants with a broad base of general knowledge that would make them more attractive to potential employers. *Adult Basic Education (ABE)* programs target participants with less than a high school diploma and provide instruction in the areas of reading, mathematics, communication skills, social studies, physical sciences, health and career education. *General Educational Development* instruction is designed to prepare adults for the Tests of General Educational Development (GED). A Certificate of General Educational Development is issued by the Department of Public Instruction upon attainment of satisfactory scores on the GED tests. *High School Equivalency (HSE)* are adult educational activities designed to prepare adults to take the tests and courses that lead to a High School Equivalency Diploma (HSED). An HSED may only be earned by a Wisconsin resident who is at least 18 years and six months old or whose high school class has graduated. *Literacy Skills Training* is a course of study aimed at teaching reading, writing, math, and communication skills necessary to prepare an individual to participate in ABE, ASE, Bilingual Vocational Training, occupational programs, or unsubsidized employment. *Regular School (K - 12)* allows participants to enroll in an education program (kindergarten through 12th grade levels) at a public or private school, at a Wisconsin Technical College System (WTCS) school in a program that will include a high school diploma, or through a Department of Public Instruction (DPI) registered home educational program including home based and home school instruction. *English as a Second Language (ESL)* is a course of study intended to teach English-speaking skills related to reading, writing, speaking, and listening to students whose primary language is not English. ESL is designed to prepare a student to advance toward ABE, ASE, bilingual Vocational Training, occupational training programs, and employment.

*Financial Assistance for Postsecondary Education.* W-2 emphasizes a two-prong approach--work combined with education and training. It has been established that education is a critical factor in improving an individual's human capital and hence self-sufficiency. Research suggests that attaining a post secondary credential has a positive effect on an individual's ability to advance to a better-paying job (Fishman & Associates, 1999). Funding for post-secondary education under W-2 is less feasible; however limited funding is available for short-term or diploma courses of study but would not include work towards an associate degree.

*Mentoring Programs.* Mentoring programs pair more skilled or experienced individuals with a newly employed participant to help him/her succeed in the workplace. Mentoring is one of the many strategies that is being used to help post-welfare recipients succeed in the workplace. Mentors could be community volunteers, former welfare recipients who have been successful in the workplace, co-workers, and other organizational members. These mentors can assume some of the roles and responsibilities of case managers by offering advice to mentees, informing them of possible transitional services and programs, providing moral support, and counseling them of personal, family, and work-related issues that can create obstacles to employment retention and advancement. There is an agreed upon goal of having the lesser skilled person grow and develop with specific life/work skills and competencies. The W-2 agency maintains ongoing supervision of, and support for, mentors and mentees.

*Training Completion Bonuses.* WAA funds can be used for a one-time bonus payment to an individual for obtaining training certificates or completing training activities within a specified period. The payments can be made in the form of vouchers or certificates, which can be redeemed for goods or services.

## **Employer Intervention Services**

*Employer Assistance With Placement.* Working in partnerships with employers, staff members can assist in the initial recruitment of personnel. Both the potential employee and the employer benefit from such a service. The employer has access to a ready pool of potential employees, which in effect reduces the recruitment cost. Employees, on the other hand, have easy access to potential employment.

*Employer Assistance With Work Site Mentoring and Coaching.* Working closely with employers, WAA program operators can assist with on-site mentoring programs to facilitate an employee's transition into the workplace. A newly hired worker is paired with a more experienced worker, who will help the new employee gain knowledge of the workplace culture. This individual may also serve as a coach in the acquisition and development of specific job skills. Under the program, payments can be made to employers to provide a one-time bonus payment to employees who serve as work site mentors for new or advancing employees.

*Training Programs for Employers.* These programs are intended to educate employers of the characteristics of low-income workers with family responsibilities and the issues that are inherent to their participation in the workplace. Such training programs also provide opportunities to learn more about the W-2 and WAA programs and the services available to both employers and employees under these programs. With such knowledge, employers can be better prepared to assist workers in forming labor force attachments.

*Employer Assistance With Assessing Training Needs.* Under the WAA, program operators can work with individuals or employer groups to help assess the specific education and training needed for their particular industry. With knowledge of industry needs, program operators can direct W-2 participants to training programs that would prepare them for specific industry jobs.

*Outreach and Marketing Programs for Employers.* Provisions are made for WAA operators to consult with employer groups, training partnerships, and other interested parties to determine the best way to provide service to employers in their efforts to promote retention and advancement among post-welfare recipients in the workplace. In providing marketing and outreach services, the operator may target individual companies or industry groups. It is suggested that these services should be coordinated with local economic development efforts, so that operators remain abreast of employment and economic expansions within surrounding communities. Outreach and marketing services must target employers with TANF eligible workers.

*Employer Assistance With Developing Training Programs.* Working in partnerships with employer groups and other education and training providers, WAA program operators can assist in identifying learning needs, developing curricula, and implementing instructional programs to meet the need for qualified workers. Therefore, it is important for employers to make a commitment to employ individuals who receive training from such programs. WAA funds can be used to help purchase equipment and develop curricula for use with eligible participants at the workplace. However, the contribution from the program must be proportionate to the percentage of WAA participants in the training program.

*Employer Assistance With Upward Mobility Programs.* WAA program operators can assist in the development of employee career advancement paths for individual employers or specific industries and occupations. Development of such programs are better enhanced through collaborative efforts of WAA program operators, employers, education and training providers, and other interested community members. Articulating a clearly defined career path, coupled with education and training opportunities, will enhance retention and advancement in the workplace.

*Employer Subsidized Workshops.* Provisions for employers to attend subsidized workshops are also available under the program. These workshops are intended to help supervisors and employers improve their awareness of retention issues characteristic of post-welfare recipients. If the WAA pays the cost for an employer staff to attend a workshop, the employer staff must be directly involved with low-income employees and should be able to use the knowledge acquired to improve the employment outcomes of TANF-eligible workers.

## **Counseling Services**

*Employment Counseling During Employment.* Starting employment can be a new experience, leaving participants with few resources and support networks from which to draw. Counseling during employment can cover many activities, but participants have reported the most important benefit to be the encouragement and moral support that they receive from staff members and other support networks (Rangarajan, 1998).

*Employment Counseling Before Employment.* Given the high rate of job turnover, job search assistance must be an ongoing component of job retention efforts. These counseling activities can include individualized job search efforts as well as more structured activities such as workshops and job search classes. Pre-employment counseling can cover many activities to include appropriate workplace behavior, how to work with coworkers and supervisors, and the importance of being at work regularly and on time.

*Financial Counseling.* Disruptions caused by income instability can add to the challenges of employment retention. As clients join the workforce, they have to get used to new amounts of income, new

sources of income, and new costs affiliated with employment retention. In some instances, the nature of the jobs that many recipients hold results in fluctuating income, which requires individuals to adhere to a strict budget in order to manage financially. Because of the discipline involved in maintaining a workable budget, many employed recipients have been found to lack such discipline, and eventually find themselves facing severe financial difficulties, despite their work efforts. In addition, the low-wage labor market within which these participants are concentrated creates a challenge for balancing the high cost of living with the low wages that result for employment. As a result, research reports have indicated that financial budgeting issues are problems that affect participants' ability to hold their jobs (Rangarajan, 1998).

*Mental Health Counseling.* Individuals who suffer from mental health disabilities have been found to encounter difficulty in maintaining long term sustained employment. These individuals have been found to work fewer hours and earn lower wages than those who are not affected by mental disabilities. A review of the literature suggests that few agencies use formal screening instruments to identify clients with mental health needs. Unless the agency staff is acutely aware of the overt symptoms of mental disabilities, clients who are in need of mental health services usually do not receive the services that would help them function adequately and continuously in the work place. Many of these individuals have difficulty adjusting to the culture of a work environment, and consequently find themselves revolving back and forth between welfare and the workplace.

*Substance Abuse Counseling.* Since it is estimated that a substantial number of welfare recipients are hindered by substance abuse, it is therefore safe to assume that, unless treated, the problem follows those who are making the transition from welfare to the workplace. Research studies have looked into the current effects of substance abuse on past users and found that past abusers continue to have low self-esteem, which has been found to affect sustained employment and weakens the ability to make a successful transition from welfare to work (Fishman and Associates, 1999). Therefore, it is critical that welfare agencies address substance abuse as a barrier to employment, identify clients who are affected, and provide programs to minimize or remove the barrier.

*Family Planning.* It has been noted that over three-fourths of the women on welfare have one or two children and that a great majority of pregnancies among women are unintended. According to Planned Parenthood Federation of America, almost two-thirds of all recipients receiving public assistance are children. Under W-2, staff members can make clients aware of family planning services and can refer them to community based family planning organizations. The cost of providing planning services is covered under the Medicaid program.

*Crisis Hotlines.* Crisis hotlines provide participants in crisis situations, e.g., an abusive relationship, with immediate assistance and access to relevant services.

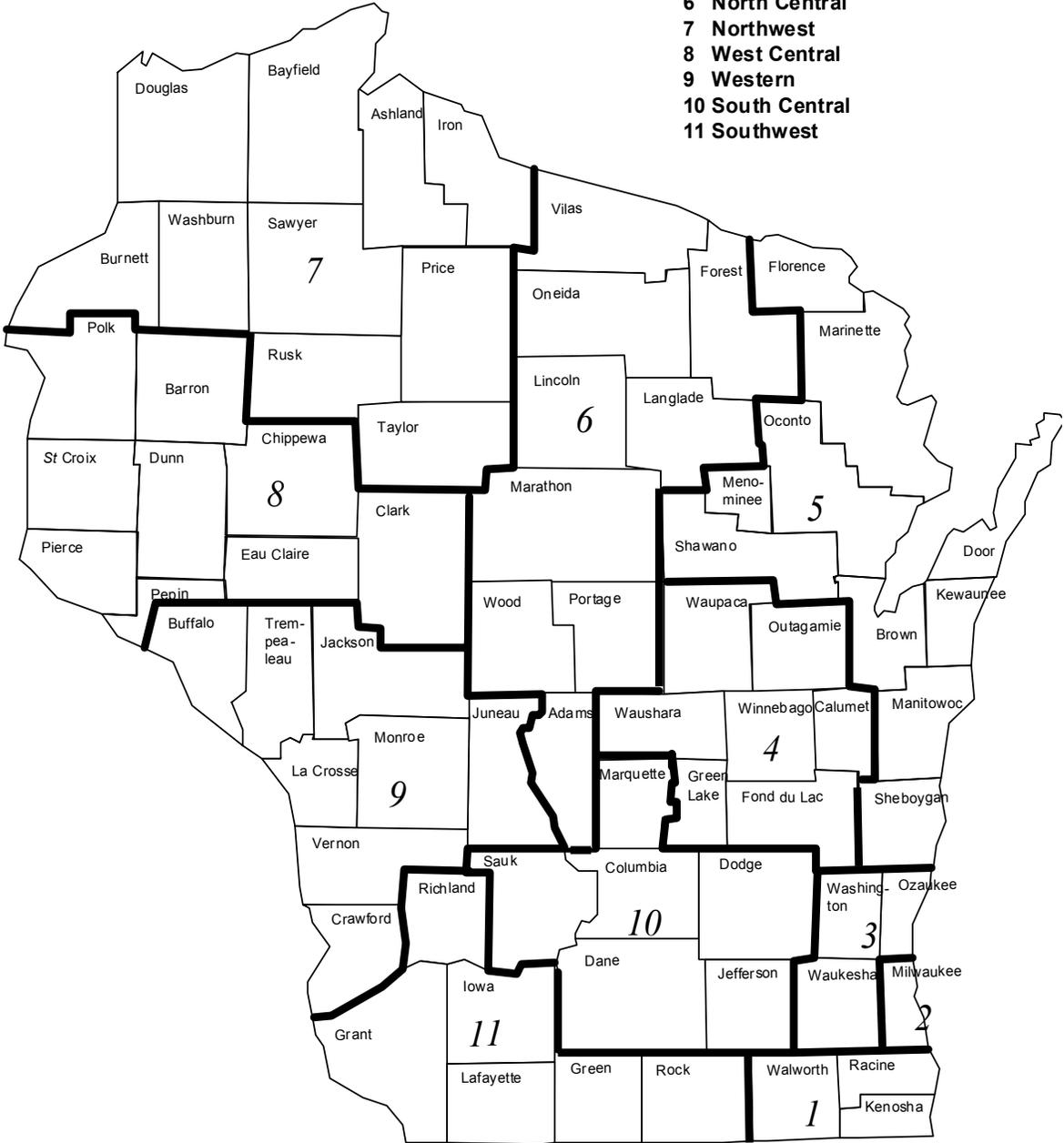


**Appendix II:**  
**DWD Map of Workforce Development Areas**



# Wisconsin's Workforce Development Areas

- 1 Southeast
- 2 Milwaukee County
- 3 Waukesha-Ozaukee-Washington
- 4 Fox Valley
- 5 Bay Area
- 6 North Central
- 7 Northwest
- 8 West Central
- 9 Western
- 10 South Central
- 11 Southwest





**Appendix III:**  
**Statistical Analysis of the Differences  
Among the Categories of Variables**



## Analysis of the Differences Among the Categories of Barriers

The differences observed among the collective mean scores for each category could be small and insignificant, i.e., the collective ratings could suggest that the categories have similar value. To test the null hypotheses that there were no significant differences among the categories of employment retention and advancement barriers as rated W-2 agency staff, the collective mean scores of the categories were entered into a General Linear Model and subjected to Mauchly's Test of Sphericity. The null was rejected. The mean scores were found to be significantly different from each other ( $F=8.923$ ,  $df=3$ ,  $p=.000$ ), suggesting that the W-2 agency staff considered some categories to be more important than others. Given this observation, paired Samples  $t$ -tests were run to identify which means were significantly different from every other category. Table A1 displays the results. Situational and learning experiences barriers were rated significantly higher than disabilities barriers. Also, situational barriers were considered to be significantly different from both learning experiences and personal issues barriers. However, the differences between personal issues and disabilities were not significant, and the differences between learning experiences barriers and personal issues were not significant. Respondents apparently consider situational barriers to be most problematic in their inhibitory effect on retention and advancement efforts. These are followed by learning experience and personnel issues barriers, and disabilities.

Mauchly's Test of Sphericity was used to test a second null hypotheses that there were no significant differences in the proportion of the population affected by barriers to employment retention and advancement. This null was also rejected. The mean scores were found to be significantly different from each other ( $F=3.962$ ,  $df=3$ ,  $p=.000$ ). Paired Samples  $t$ -tests were run to identify which means were significantly different from every other category (see Table A2). The proportion of participants affected by learning experience barriers were significantly higher than those affected by either personal issues barriers or disabilities, but did not differ significantly from those affected by situational barriers. Also, the proportion of participants affected by situational barriers differed significantly from the proportion affected by disabilities. Lastly, there were no significant differences between the proportion affected by situational barriers when compared to either learning experiences or personal issues, nor for personal issues and disabilities.

**Table A1: Analysis of Paired Effectiveness Means of Barriers**

Category Pairs: Extent Problematic	Mean( <i>n</i> )	<i>t</i> ( <i>df</i> )	<i>P</i>
Personal Issues	3.65 (67)	1.038(66)	.303
Disabilities	3.55 (67)		
Situational Barriers	4.00 (69)	3.351(68)	.001***
Learning Experiences	3.69 (69)		
Personal Issues	3.63 (68)	4.000 (67)	.000***
Situational Barriers	4.00 (68)		
Situational Barriers	3.98 (67)	4.924(66)	.000***
Disabilities	3.55 (67)		
Personal Issues	3.63 (68)	.647(67)	.520
Learning Experiences	3.69 (68)		
Learning Experiences	3.72 (67)	2.158(66)	.035*
Disabilities	3.55 (67)		

Note:

\* $p < .5$ , two-tailed test

\*\* $p < .01$ , two-tailed test

\*\*\* $p < .001$ , two-tailed test

**Table A2: Analysis of Paired Proportion Means of Barriers**

Category Pairs: Proportion Affected	Mean ( <i>n</i> )	<i>t</i> ( <i>df</i> )	<i>P</i>
Personal Issues	2.45 (68)	.259 (67)	.796
Disabilities	2.43 (68)		
Situational Barriers	2.58 (69)	-.647 (68)	.520
Learning Experiences	2.63 (69)		
Situational Barriers	2.59 (68)	1.943 (67)	.056
Personal Issues	2.45 (68)		
Situational Barriers	2.58 (69)	2.009 (68)	.048*
Disabilities	2.43 (69)		
Learning Experiences	2.64 (68)	2.879 (67)	.005**
Personal Issues	2.45 (68)		
Learning Experiences	2.63 (69)	2.931 (68)	.005**
Disabilities	2.43 (69)		

Note:

\* $p < .5$ , two-tailed test

\*\* $p < .01$ , two-tailed test

\*\*\* $p < .001$ , two-tailed test

## Analysis of the Differences Among the Categories of W-2 Services

To test the null hypotheses that there were no significant differences in effectiveness among the categories of W-2 sponsored employment retention and advancement services as perceived by the respondents, the collective mean scores of the categories were entered into a General Linear Model and subjected to Mauchly's Test of Sphericity. The null was rejected. The mean scores for effectiveness were found to be significantly different from each other ( $F=10.038$ ,  $df=3$ ,  $p=.000$ ). Paired Samples *t*-tests were run to identify which means were significantly different from every other category. Table A3 displays the results. Support services were rated significantly higher when compared to the three other types of services and programs. Educational and learning programs targeting participants were not considered to be significantly different from those programs targeting employers. However, educational programs were considered significantly more effective than counseling services, and there were no significant differences between employer training programs and counseling services.

**Table A3: Analysis of Paired Effectiveness Means of Services**

Category Pairs: Extent Effective	Mean ( <i>n</i> )	<i>t</i> ( <i>df</i> )	<i>P</i>
Support Services	3.81 (66)	2.933 (65)	.005**
Educational Programs	3.57 (66)		
Support Services	3.80 (61)	3.125 (60)	.003**
Employment Services	3.50 (61)		
Support Services	3.82 (67)	6.634 (66)	.000***
Counseling Services	3.30 (67)		
Educational Programs	3.61 (60)	-1.332 (59)	.188
Employment Services	3.49 (60)		
Educational Programs	3.57 (65)	-3.426 (64)	.001***
Counseling Services	3.32 (65)		
Employment Services	3.51 (59)	1.816 (58)	.074
Counseling Services	3.36 (59)		

Note:

\* $p < .5$ , two-tailed test

\*\* $p < .01$ , two-tailed test

\*\*\* $p < .001$ , two-tailed test

**Table A4: Analysis of Paired Proportion Means of Services**

Category Pairs: Proportion Discussed	Mean ( <i>n</i> )	<i>t</i> ( <i>df</i> )	<i>P</i>
Support Services Educational Programs	3.91 (68) 3.54 (68)	3.794 (67)	.000***
Support Services Counseling Services	3.92 (69) 3.33 (69)	6.786 (68)	.000***
Educational Programs Counseling Services	3.54 (68) 3.33 (68)	-2.388 (67)	.020*

Note:

\* $p < .05$ , two-tailed test

\*\* $p < .01$ , two-tailed test

\*\*\* $p < .001$ , two-tailed test

Mauchly's Test of Sphericity was used to test a second null hypotheses that there were no significant differences in the proportion of the participants with whom the various employment retention and advancement services and programs were discussed. This null was also rejected. The mean scores were found to be significantly different from each other ( $F=20.524$ ,  $df=2$ ,  $p=.000$ ). Paired Samples *t*-tests were run to identify which means were significantly different from every other category (see Table A4). These data suggest that significantly higher proportions of participants are informed of the support services available than about either educational services or counseling services. Additionally, significantly higher proportions of participants are informed about the availability of educational programs than about the availability of counseling services.

## Analysis of the Categories of Employment-Based Services and Programs

To test the null hypotheses that there were no significant differences among the categories of employment-based problems as rated by employers, the collective mean scores of the categories were entered into a General Linear Model and subjected to Mauchly's Test of Sphericity. The null was rejected. The mean scores were found to be significantly different from each other ( $F=12.294$ ,  $df=3$ ,  $p=.000$ ). Paired Samples  $t$ -tests were run to identify which means were significantly different from every other category. Table A5 displays the results. Situational and educational/learning problems, and personal issues were all rated significantly higher than disabilities. However, there were no significant differences between the top three categories of problems.

**Table A5: Analysis of Paired Effectiveness Means of Problems**

Category Pairs: Employment-Based Problems	Mean ( <i>n</i> )	<i>t</i> ( <i>df</i> )	<i>P</i>
Educational/Learning Problems	2.41 (41)	.765 (40)	.449
Situational Problems	2.30 (41)		
Educational/Learning Problems	2.41 (41)	.768 (40)	.447
Personnel Issues	2.34 (41)		
Educational/Learning Problems	2.41 (41)	5.455 (40)	.000***
Disabilities	1.73 (41)		
Situational Problems	2.30 (41)	.329 (40)	.744
Personal Issues	2.34 (41)		
Situational Problems	2.30 (41)	-3.682 (40)	.001***
Disabilities	1.73 (41)		
Personal Issues	2.34 (41)	-5.540 (40)	.000***
Disabilities	1.73 (41)		

Note:

\* $p < .5$ , two-tailed test

\*\* $p < .01$ , two-tailed test

\*\*\* $p < .001$ , two-tailed test



**Appendix IV:**  
**Summary Tables for Descriptive Statistics**



**Table 6A  
STAFF PERCEPTIONS OF BARRIERS INHIBITORY EFFECTS**

Percent of Agency Staff Giving Response on Scale of 1 to 5

N=69

<b>Barrier Category</b>	<b>Specific Barrier</b>	<b>Mean Effect Rating</b>	<b>1 (Not Problematic)</b>	<b>2 (Slightly Problematic)</b>	<b>3 (Somewhat Problematic)</b>	<b>4 (Quite a Bit)</b>	<b>5 (Very Problematic)</b>	<b>Missing/ No Response</b>	<b>Total</b>
<b>Situational</b>	Child Care	4.16	1.4	5.8	10.1	34.8	40.6	7.2	100%
	Transportation	4.13	0	5.8	18.8	30.4	43.5	1.4	100%
	Housing	4.11	1.4	4.3	20.3	26.1	43.5	4.3	100%
	Care of Other	3.61	1.4	10.1	27.5	31.9	17.4	11.6	100%
	Crime Victim	2.89	4.3	21.7	33.3	15.9	2.9	21.7	100%
<b>Education and Learning Experience</b>	Motivation	4.53	0	1.4	8.7	23.2	62.3	4.3	100%
	Interpersonal	4.08	0	5.8	17.4	34.8	36.2	5.8	100%
	Written English	3.49	0	17.4	27.5	42	11.6	1.4	100%
	Verbal English	3.48	2.9	17.4	20.3	31.9	17.4	10.1	100%
	Immigrant	3.45	1.4	10.1	23.2	11.6	14.5	39.1	100%
	Math	3.18	1.4	11.6	59.4	20.3	5.8	1.4	100%
<b>Personal Issues</b>	Substance Abuse	4.26	0	2.9	13	34.8	43.5	5.8	100%
	Domestic Abuse	3.88	0	4.3	30.4	34.8	27.5	2.9	100%
	Criminal Charges	3.37	1.4	10.1	42	21.7	11.6	13	100%
<b>Disability</b>	Mental	3.82	0	7.2	23.2	43.5	20.3	5.8	100%
	Learning	3.61	0	4.3	36.2	39.1	10.1	10.1	100%
	Physical	3.25	0	18.8	39.1	24.6	8.7	8.7	100%

**Table 7A**  
**STAFF PERCEPTIONS OF PROPORTION OF PARTICIPANTS AFFECTED BY BARRIERS**

Percent of Agency Staff Giving Response on Scale of 1 to 5		N=69							
Barrier Category	Specific Barrier	Mean Proportion Rating	1 (None)	2 (Less than half)	3 (About Half)	4 (More than half)	(All)	Missing/ No Response	Total
<b>Situational</b>	Child Care	2.78	5.8	37.7	29	24.6	1.4	1.4	100%
	Transportation	3.07	1.4	29	31.9	36.2	1.4	0	100%
	Housing	2.48	4.3	62.3	15.9	15.9	1.4	0	100%
	Care of Other	2.01	11.6	78.3	7.2	2.9	0	0	100%
	Crime Victim	2.38	10.1	49.3	20.3	10.1	1.4	8.7	100%
<b>Education and Learning Experience</b>	Motivation	2.51	2.9	58	23.2	13	1.4	1.4	100%
	Interpersonal	3.25	2.9	17.4	31.9	42	2.9	2.9	100%
	Written English	2.75	1.4	40.6	39.1	18.8	0	0	100%
	Verbal English	2.35	10.1	58	18.8	13	0	0	100%
	Immigrant	1.70	39.1	55.1	2.9	2.9	0	0	100%
	Math	3.25	0	15.9	44.9	34.8	2.9	1.4	100%
<b>Personal Issues</b>	Substance Abuse	2.68	4.3	47.8	21.7	24.6	0	1.4	100%
	Domestic Abuse	2.49	0	59.4	27.5	10.1	0	2.9	100%
	Criminal Charges	2.25	7.2	63.8	20.3	5.8	0	2.9	100%
<b>Disability</b>	Mental	2.41	4.3	62.3	20.3	10.1	1.4	1.4	100%
	Learning	2.63	2.9	46.4	27.5	17.4	0	5.8	100%
	Physical	2.28	7.2	63.8	23.2	5.8	0	0	100%

**Table 8A**  
**STAFF PERCEPTIONS OF PROVISION OF SERVICE BY AGENCY**  
**N=69**

<b>Service Category</b>	<b>Specific Service</b>	<b>% of Agency Staff Indicating that Service is Provided</b>
<b>Support Services</b>	Child Care	100.0%
	Transportation	95.7%
	Medicaid	95.7%
	Placement	98.6%
	Food Stamps	95.7%
	Job Loans	98.6%
	Emergency	92.8%
	Retention Rewards	46.4%
<b>Educational and Learning Programs</b>	Employment Skills	81.2%
	Education Programs (e.g., GED, Basic Skills, ESL)	81.2%
	Soft Skills	94.2%
	FAPSE	68.1%
	Mentoring	55.1%
	Training Completion Bonus	11.6%
<b>Employer Intervention</b>	Outreach & Marketing	60.9%
	Subsidized Workshops	5.8%
	Assistance with Needs Assessment	62.3%
	Placement Assistance	78.3%
	Mentoring Assistance	71.0%
	Training Assistance	62.3%
	Upward Mobility Assistance	53.6%
	Training Programs Targeting Employers	55.1%
<b>Counseling Services</b>	Job Counseling During Employment	94.4%
	Job Counseling Before Employment	85.9%
	Financial Counseling	83.1%
	Mental Health Counseling	66.2%
	Substance Abuse Counseling	59.2%
	Family Planning	46.5%
	Crisis Hotline	36.6%

**Table 9A**  
**STAFF PERCEPTIONS OF EFFECTIVENESS OF AGENCY SERVICE**

Percent of Agency Staff Giving Response on Scale of 1 to 5      N=69

Service Category	Specific Service	Mean Effect Rating	1 (Not at all effective)	2 (Slightly effective)	3 (Somewhat effective)	4 (Quite effective)	5 (Very effective)	Missing/ No Response	Total
<b>Support Services</b>	Child Care	4.52	5.8	0	1.4	21.7	71	0	100%
	Transportation	4.14	1.4	1.4	17.4	36.2	37.7	5.8	100%
	Medicaid	4.12	1.4	4.3	17.4	21.7	40.6	14.5	100%
	Placement	3.64	1.4	2.9	40.6	30.4	17.4	7.2	100%
	Food Stamps	3.55	5.8	10.1	27.5	27.5	23.2	5.8	100%
	Job Loans	3.44	2.9	18.8	29	23.2	21.7	4.3	100%
	Emergency	3.32	1.4	18.8	31.9	24.6	13	10.1	100%
Retention Rewards	3.23	4.3	2.9	10.1	10.1	4.3	68.1	100%	
<b>Education and Learning Programs</b>	Employment Skills	3.91	1.4	1.4	29	20.3	29	18.8	100%
	Education Programs (e.g., GED, Basic Skills)	3.76	2.9	5.8	20.3	29	21.7	20.3	100%
	Soft Skills	3.60	0	13	29	29	18.8	10.1	100%
	FAPSE	3.55	1.4	4.3	29	11.6	14.5	39.1	100%
	Mentoring	3.19	1.4	10.1	17.4	13	4.3	53.6	100%
	Training Completion Bonus	3.00	1.4	2.9	2.9	1.4	8.7	91.3	100%
<b>Employer Intervention</b>	Outreach & Marketing	3.86	1.4	5.8	10.1	15.9	18.8	47.8	100%
	Subsidized Workshops	3.67	0	0	1.4	2.9	0	95.7	100%
	Assistance with Needs Assessment	3.63	0	11.6	13	18.8	14.5	42	100%
	Placement Assistance	3.55		13	26.1	15.9	18.8	26.1	100%
	Worksite Mentoring	3.55	1.4	8.7	24.6	11.6	17.4	36.2	100%
	Training Assistance	3.55		7.2	24.6	13	13	42	100%
	Upward Mobility Assistance	3.44	2.9	7.2	15.9	15.9	10.1	47.8	100%
	Training Programs Targeting Employers	3.26	1.4	13	14.5	11.6	8.7	50.7	100%
<b>Counseling Services</b>	Job Counseling During Employment	3.60	1.4	4.3	40.6	26.1	17.4	10.1	100%
	Job Counseling Before Employment	3.63	0	7.2	34.8	21.7	18.8	17.4	100%
	Financial Counseling	3.33	4.3	11.6	31.9	17.4	14.5	20.3	100%
	Mental Health Counseling	3.11	2.9	17.4	21.7	13	8.7	36.2	100%
	Substance Abuse Counseling	3.38	1.4	20.3	7.2	10.1	17.4	43.5	100%
	Family Planning	2.52	2.9	21.7	14.5	5.8	0	55.1	100%
	Crisis Hotline	2.90	2.9	8.7	8.7	8.7	1.4	69.6	100%

**Table 10A**  
**STAFF PERCEPTIONS OF PROPORTION OF PARTICIPANTS WHO HAD SERVICE DISCUSSED**  
**Percent of Agency Staff Giving Response on Scale of 1 to 5** **N=69**

<b>Service Category</b>	<b>Specific Service</b>	<b>Mean Proportion Rating</b>	<b>1 (None)</b>	<b>2 (Less than half)</b>	<b>3 (About Half)</b>	<b>4 (More than half)</b>	<b>5 (All)</b>	<b>Missing/ No Response</b>	<b>Total</b>
<b>Support Services</b>	Child Care	4.58	0	2.9	7.2	18.8	71	0	100%
	Transportation	4.11	1.4	8.7	18.8	15.9	51	4.3	100%
	Medicaid	4.29	7.2	7.2	1.4	13	65	4.3	100%
	Placement	3.93	1.4	17.4	5.8	34.8	38	2.9	100%
	Food Stamps	4.45	0	10.1	4.3	13	68	4.3	100%
	Job Loans	3.39	2.9	27.5	23.2	15.9	28	2.9	100%
	Emergency	3.06	1.4	34.8	24.6	17.4	13	8.7	100%
	Retention Rewards	3.16	10.1	10.1	4.3	2.9	17	55.1	100%
<b>Education and Learning Programs</b>	Employment Skills	4.16	0	7.2	10.1	26.1	38	18.8	100%
	Education Programs (e.g., GED, Basic Skills)	4.07	1.4	7.2	8.7	30.4	33	18.8	100%
	Soft Skills	3.59	2.9	17.4	18.8	29	25	7.2	100%
	FAPSE	3.15	2.9	20.3	23.2	7.2	15	31.9	100%
	Mentoring	2.94	2.9	23.2	7.2	8.7	8.7	44.9	100%
	Training Completion Bonus	3.25	1.4	2.9	2.9	0	4.3	88.4	100%
<b>Employer Intervention</b>	Outreach & Marketing	N/A							100%
	Subsidized Workshops	N/A							100%
	Assistance with Needs Assessment	N/A							100%
	Placement Assistance	N/A							100%
	Mentoring Assistance	N/A							100%
	Training Assistance	N/A							100%
	Upward Mobility Assistance	N/A							100%
	Training Programs Targeting Employers	N/A							100%
<b>Counseling Services</b>	Job Counseling During Employment	3.72	2.9	17.4	20.3	15.9	38	5.8	100%
	Job Counseling Before Employment	3.95	1.4	10.1	13	27.5	33	14.5	100%
	Financial Counseling	3.49	1.4	15.9	23.2	24.6	17	17.4	100%
	Mental Health Counseling	2.98	1.4	27.5	18.8	5.8	12	34.8	100%
	Substance Abuse Counseling	3.03	1.4	21.7	17.4	8.7	8.7	42	100%
	Family Planning	3.16	0	15.9	11.6	11.6	5.8	55.1	100%
	Crisis Hotline	3.13	4.3	8.7	8.7	4.3	8.7	65.2	100%

**Table 11A**  
**EMPLOYERS' PERCEPTIONS OF EMPLOYMENT BARRIER FOR LIWWFRs**  
**RELATIVE TO OTHER WORKERS**

Percent of Employers Giving Response on Scale of 1 to 4      N=41

Barrier Category	Specific Barrier	Mean Likelihood Rating	1 (Not likely at all)	2 (A little less likely)	3 (A little more likely)	4 (Very much likely)	Missing/ No Response	Total
<b>Education and Learning Barriers</b>	Written English	3.08	14.6	7.3	26.8	43.9	7.3	100%
	Verbal English	2.80	19.5	9.8	39	29.3	2.4	100%
	Reading	2.76	17.1	12.2	39	24.4	7.3	100%
	Mathematics	2.54	26.8	7.3	36.6	19.5	9.8	100%
	Interpersonal Skills	2.36	31.7	14.6	31.7	17.1	4.9	100%
	Work Attitudes	2.34	31.7	12.2	34.1	14.6	7.3	100%
	Applying Training Knowledge	1.95	51.2	7.3	31.7	7.3	2.4	100%
	Attending Training	1.65	65.9	7.3	17.1	7.3	2.4	100%
<b>Personal Issues</b>	Absenteeism or Tardiness	2.80	19.5	7.3	46.3	26.8	0	100%
	Illness	2.54	24.4	17.1	24.4	24.4	9.8	100%
	Domestic Abuse	2.38	19.5	7.3	29.3	7.3	36.6	100%
	Charged with Criminal Behavior	2.09	39	12.2	22	12.2	14.6	100%
	Substance Abuse	1.84	41.5	14.6	14.6	7.3	22	100%
<b>Situational</b>	Child Care	2.81	22	7.3	24.4	34.1	12.2	100%
	Transportation	2.80	24.4	2.4	39	31.7	2.4	100%
	Housing Instability	1.90	46.3	4.9	9.8	14.6	24.4	100%
	Caring for Disabled	1.75	41	4.9	19.5	2.4	31.7	100%
	Being a Crime Victim	1.61	46.3	4.9	14.6	2.4	31.7	100%
<b>Disability</b>	Learning	2.06	39	9.8	29.3	7.3	14.6	100%
	Mental	1.63	58.5	14.6	14.6	4.9	7.3	100%
	Physical	1.44	70.7	9.8	12.2	2.4	4.9	100%

**Table 12A**  
**EMPLOYERS' PERCEPTIONS OF PROVISION OF SERVICES TO LIWWFRS AND**  
**PARTICIPATION IN SERVICES PROVIDED BY W-2 AGENCIES**  
**N=41**

<b>Service Category</b>	<b>Specific Service</b>	<b>% of Employers Indicating Service is Provided or Their Level of Participation</b>
<b>Employment-Based Educational Programs</b>	Employment Skills	90.20
	Basic Mathematics Skills	22.00
	Basic Reading Skills	34.10
	Basic English Skills	22.00
	Mentoring (Access)	39.00
	Basic Writing Skills	14.60
	Assistance for Post-secondary Education	75.60
<b>Employer Counseling and Support Services</b>	On-Site Child Care (Access)	7.30
	Child Care Subsidy	7.30
	Transportation (Access)	24.40
	Substance Abuse Assistance	61.00
<b>W-2 Agency Assistance to Employers</b>	Worksite Mentoring	22.00
	Assistance with Development of Worksite Training Programs	12.20
	Assistance with Development of Upward Mobility Programs	4.90
	Assistance with Assessing Employee Training Needs	19.50
	Employer-Oriented Training Programs	26.80
	Placement Assistance	48.80

**Table 13A  
EMPLOYERS' PERCEPTIONS OF EFFECTIVENESS OF SERVICE PROVIDED TO LIWWFRs**

Percent of Employers Giving Response on Scale of 1 to 5			N=41						
Service Category	Specific Service	Mean Effect Rating	1 (Not at all effective)	2 (Slightly effective)	3 (Somewhat effective)	4 (Quite effective)	5 (Very effective)	Missing/ No Response	Total
<b>Employment-Based Educational Programs</b>	Employment Skills	3.85	2.4	0	24.4	22	29.3	17.1	100%
	Basic Mathematics Skills	3.80	0	0	4.9	4.9	2.4	87.8	100%
	Basic Reading Skills	3.75	0	0	14.6	7.3	7.3	70.7	100%
	Basic English Skills	3.70	0	2.4	4.9	4.9	4.9	82.9	100%
	Mentoring (Access)	3.53	0	9.8	7.3	9.8	9.8	63.4	100%
	Basic Writing Skills	3.40	0	2.4	4.9	2.4	2.4	87.8	100%
	Assistance for Post-secondary Education	3.00	4.9	14.6	14.6	4.9	9.8	51.2	100%
<b>Employer Counseling and Support Services</b>	On-Site Child Care (Access)	4.00	0	0	2.4	0	2.4	95.1	100%
	Child Care Subsidy	3.00	2.4	0	2.4	0	2.4	92.7	100%
	Transportation (Access)	3.40	2.4	7.3	0	7.3	7.3	75.6	100%
	Substance Abuse Assistance	2.69	9.8	9.8	9.8	2.4	7.3	61	100%
<b>W-2 Agency Assistance to Employers</b>	Worksite Mentoring	3.56	0	0	12.2	7.3	2.4	78	100%
	Assistance with Development of Worksite Training Programs	3.20	0	2.4	4.9	4.9	0	87.8	100%
	Assistance with Development of Upward Mobility Programs	3.00	0	0	4.9	0	0	95.1	100%
	Assistance with Employee Training Needs	3.00	2.4	2.4	9.8	2.4	2.4	80.5	100%
	Employer-Oriented Training Programs	2.67	7.3	7.3	19.5	7.3	2.4	56.1	100%
	Placement Assistance	2.78	4.9	2.4	12.2	0	2.4	80.5	100%

**Table 14A**  
**EMPLOYERS' PERCEPTIONS OF PROPORTION OF LIWWFRs RECEIVING**  
**OR HAVING ACCESS TO SERVICE**

Percent of Employers Giving Response on Scale of 1 to 5		N=41							
Service Category	Specific Service	Mean Proportion Rating	1 (None)	2 (Less than half)	3 (About Half)	4 (More than half)	5 (All)	Missing/No Response	Total
<b>Employment-Based Education</b>	Employment Skills	4.46	0	7.3	4.9	17.1	61	9.8	100%
	Basic Mathematics Skills	2.25	7.3	7.3	0	2.4	2.4	80.5	100%
	Basic Reading Skills	2.85	2.4	14.6	7.3	0	7.3	68.3	100%
	Basic English Skills	2.75	2.4	9.8	2.4	0	4.9	80.5	100%
	Mentoring (Access)	4.69	0	2.4	0	4.9	31.7	61	100%
	Basic Writing Skills	2.40	0	7.3	4.9	0	0	87.8	100%
	Assistance for Post-secondary Education	2.23	17.1	43.9	0	2.4	9.8	26.8	100%
<b>Employer Counseling and Support Services</b>	On-Site Child Care (Access)	5.00	0	0	0	0	7.3	92.7	100%
	Child Care Subsidy	4.00	0	2.4	0	0	4.9	92.7	100%
	Transportation (Access)	3.20	0	12.2	2.4	2.4	7.3	75.6	100%
	Substance Abuse Assistance	2.75	12.2	19.5	0	2.4	14.6	51.2	100%





**Telephone Interview Protocol Surveys:**

Employer Survey: <http://www.dwd.state.wi.us/dws/tanf/pdf/employersurvey.pdf>

W-2 Agency Staff Survey: <http://www.dwd.state.wi.us/dws/tanf/pdf/w2staffsurvey.pdf>

**What Employers and W-2 Job Experts Think  
About Retention and Advancement Barriers and Services**

January, 2002

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