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ABSTRACT

A study was performed to determine (1) the characteristics of unassigned recipients in the Work Incentive (WIN) program; (2) what services are currently being offered to this group and what services they need to increase their employment potential; (3) the amount of time they spend in this status and the frequency of their movement in and out of it; and (4) the implications for legislation, WIN resource allocation, program design, and operations. (An unassigned recipient is a client who is neither assigned for training nor employed full time in a subsidized or unsubsidized job.) Based on a sample collected from February through May 1977 of 11,366 client files from sixty-nine sites located in fifteen states, it was found that seventy-one percent of the total WIN population are unassigned recipients, and that within the program they rarely progress to another status. Although seventy-one percent of the unassigned recipients consider themselves job ready, their employability is being impeded by barriers such as age and ethnic origin (males under twenty and Spanish-origin females form the largest number in this category); lack of resources and insufficient job openings at the local WIN sites; lack of supportive services such as child care; and medical problems. Recommendations to aid in the removal of these obstacles are offered. (ELG)

"AN ANALYSIS OF UNASSIGNED RECIPIENTS/REGISTRANTS IN THE WIN PROGRAM"

April 26, 1978

"AN ANALYSIS OF UNASSIGNED RECIPIENTS/REGISTRANTS IN THE WIN PROGRAM"

(Contract No. 51-36-76-03)

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U.S. Department of Labor
Employment and Training Administration
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The major questions answered by this study are: (1) How frequently do unassigned recipients move in and out of that status, and how much time do they spend in that status? (2) What services are currently being offered to this group, and what services do they need to increase their employment potential? (3) What are the characteristics of unassigned recipients and how do they compare with those of the assigned recipient? (4) What are the implications of the findings for legislation, WIN resource allocation, program design, and operations?

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April 26, 1978

Dr. Howard Rosen
Director, Office of Policy,
Evaluation and Research
Employment and Training
U.S. Department of Labor
Washington, D.C. 20213

Dear Dr. Rosen:

P/RA Research is pleased to submit this final report entitled "An Analysis of Unassigned Recipient/Registrants in the WIN Program". This report reflects the summation of the project undertaken through the auspices of Department of Labor, Contract #51-36-76-03.

At this time, I would like to take the opportunity to thank all of the Regional and State WIN Personnel as well as the seventy (70) Site Managers for their cooperation and assistance in this project. In addition, we very much appreciate the hospitality that was extended to our staff of Field Researchers at the various sites. We hope that our report will, in part, repay their kindness.

We would like to offer a special thank you to Gordon Berlin, OPERS, whose insights and understanding were invaluable toward the completion of this study. To Margaret Cardwell, Paula Kartalos, and Art Evers, we would like to extend our appreciation for their assistance in the planning stages of this report and their helpful review of the draft which was invaluable in the production of the final document.

It has indeed been a pleasure to participate in this study and I would personally like to thank you for the opportunity the Department of Labor gave to P/RA to do this analysis. We trust that the ensuing data will be instrumental in effecting constructive change in the thrust of the WIN Program.

Very truly yours,

Leonard H. Fonville

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EXECUTIVE SUMMARY

FOR

"AN ANALYSIS OF UNASSIGNED RECIPIENTS/REGISTRANTS IN THE WIN PROGRAM"

(Contract No. 51-36-76-03)

PREPARED FOR:

U.S. Department of Labor
Employment and Training Administration
Office of Policy, Evaluation and Research
Washington, D.C. 20213

PREPARED BY:

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April 26, 1978

The following is a summary of the findings of a study entitled "An Analysis of Unassigned Recipients/Registrants in the WIN Program." The purpose of this study is to identify those factors which relate to unassignment and to determine what might be done to facilitate the movement of Unassigned Recipients into an assigned status and, eventually, into a position of economic self sufficiency. The data base consists of 11,336 WIN client files in 69 sites among 15 states. Data collection took place during the months of February through May 1977. The sampling methodology is designed to ensure that the data base is statistically representative of the national WIN population.

Based upon 1976 ESAR reports it was anticipated that between 75-85% of the WIN population would be Unassigned Recipients.* However, as demonstrated in Table A, the sample shows only 71.03% of the WIN population are Unassigned Recipients. Additionally, 11.09% of the WIN population are clients who, although defined by the WIN Handbook as Unassigned Recipients and reported as such, are participating in activities at the local WIN offices very similar to the Assigned Registrants in the component system. These clients have been designated as Site Active in Table A. Those clients who are not receiving structured activity from the WIN office have been designated Site Inactive. Job Development and Job Counseling are the two major activities provided by the local sites which are not part of the federal component system.

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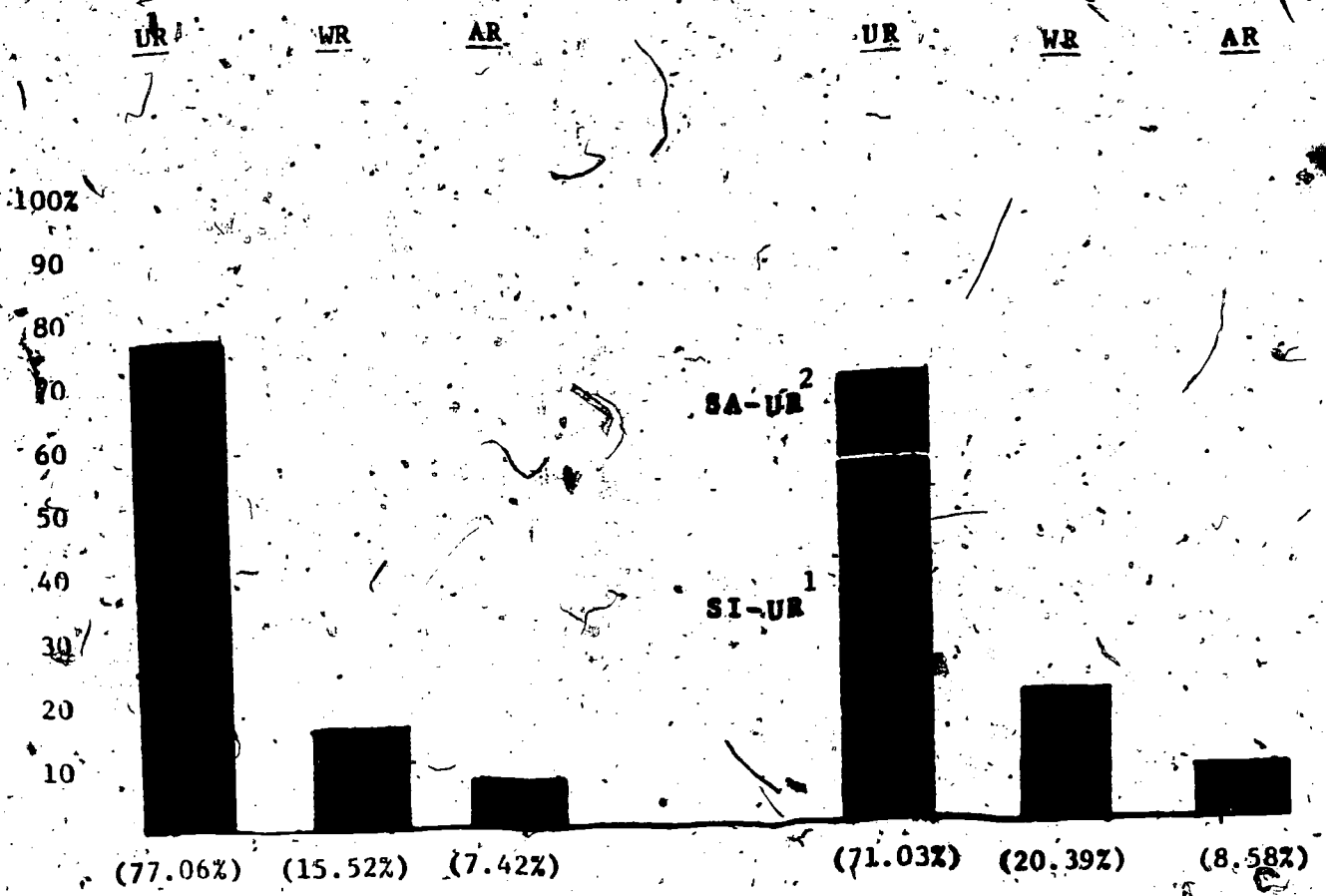
* There are three major categories of WIN clients as defined by WIN Handbook No. (318). They are Assigned Registrants, Working Registrants, and Unassigned Recipients. Assigned Registrants are receiving subsidized employment or training experience. Working Registrants are employed full time in an unsubsidized job. Unassigned Recipients are clients who are neither assigned nor working full time in an unsubsidized job.

DISTRIBUTION OF CLIENTS IN THE WIN PROGRAM



(Source WIN Table 9 March 1977)

(Source P/RA Sample March - May 1977)

UR = Unassigned Recipients

WR = Working Registrants

AR = Assigned Registrants

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1. Site Inactive Unassigned Recipients (SI-UR) are clients who essentially meet the criteria of Unassigned Recipients (UR) presented in the WIN Handbook and federal legislation.

2. Site Active Unassigned Recipients (SA-UR) are clients who are reported as Unassigned Recipients (UR) because of federal reporting criteria but are receiving services from the WIN sites which are comparable to the federally assigned components.

After identifying which clients are classified as Unassigned Recipients, the next task is to determine what factors cause a client to be an Unassigned Recipient. In the developmental stage of the study, three principle hypotheses were developed as possible explanation of what it means to be an Unassigned Recipient. These hypotheses were established based upon information from previous studies of the WIN program and information gathered from pretest interviews with WIN site personnel. These hypotheses are:

1. Unassigned Recipient is a stage or phase that a client goes through in his/her WIN experience.
2. Unassigned Recipient is a type of client whose social, demographic or employment related characteristics, for one reason or another, render the client unemployable.
3. Unassigned Recipient is a condition at the local WIN site resulting from lack of resources and insufficient job openings.

Although to some extent all three hypotheses are found to be valid, the third hypothesis appears to be the situation confronting most of the Unassigned Recipients.

Examination of the first hypothesis required analysis of the dynamics of client movement among the Assigned Registrants, Unassigned Recipient and Working Registrant statuses, and the dynamics of client movement in and out of the WIN program. In order that Unassigned Recipient be considered a stage in the WIN program, movement between statuses must be present.

It was found that approximately 80% of all male clients and 27% of all female clients leave the WIN program within twelve months of registration. Unassigned Recipients leave the program at approximately the same rate as Assigned or Working Registrants. In other words, being an Unassigned Recipient does not affect the length of time a client remains in the

WIN program. There is very little evidence in the client files to substantiate the possibility that a significant number of clients are repeaters (i.e., return to the WIN program after having been de-registered).

Approximately 90% of the Unassigned Recipients have never been in an assigned status. Only 6.43% have ever been in a Job or Training Component. Most of the Unassigned Recipients do not move out of their unassigned status. Therefore, Unassigned Recipient is not a stage in most clients' WIN history. Table B represents the dynamics of movement between WIN categories for Unassigned Recipients.

The next question that arises is: Do clients who are designated as Unassigned Recipients have certain characteristics that act as barriers to employment and hence the classification of Unassigned Recipient? This brings up two additional questions: Is the client job ready? If he/she is job ready, what is the likelihood of their becoming employed?

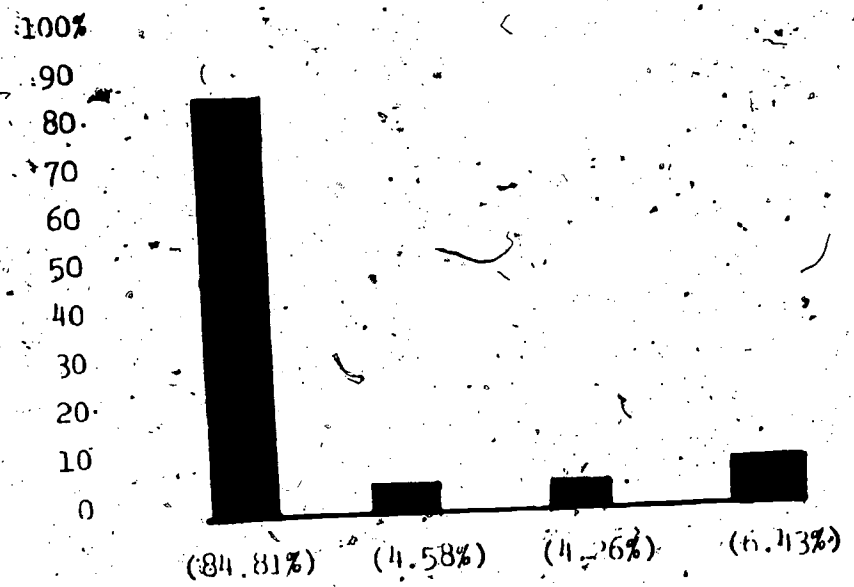
Job readiness is defined as the ability to accept a full time job if one were available. Analysis shows that 71% of the Unassigned Recipients could accept a full time job if one were made available and are, therefore, job ready. Approximately 13% of the Unassigned Recipients would be job ready if supportive services (especially, Day Care) were made available to them. An additional 13% of the Unassigned Recipients due to medical problems are not job ready. Table C represents these classifications.

TABLE B

DYNAMICS OF MOVEMENTS

OF UNASSIGNED RECIPIENTS

NO MOVEMENT	MOVEMENT BETWEEN UR & WR ONLY	MOVEMENT BETWEEN UR & ORI OR IMS ONLY	MOVEMENT BETWEEN UR & JOB OR TRAINING COMPONENT



WR = Working Registrant Status

ORI = Orientation

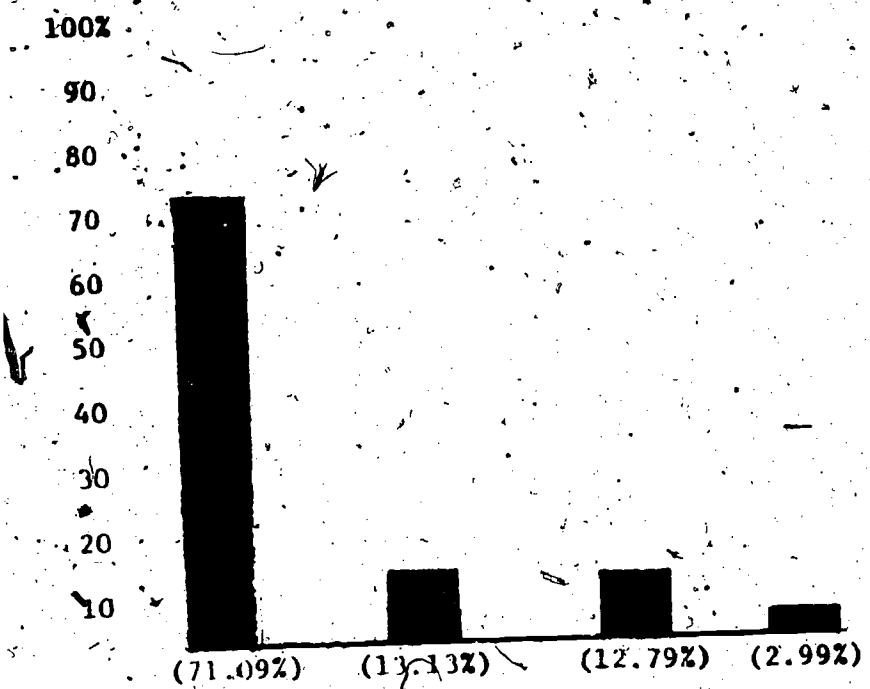
IMS = Intensive Manpower

UR = Unassigned Recipient

TABLE C

JOB READY STATUS

UNASSIGNED RECIPIENTS TOTAL



1. Job Ready - Client is capable of accepting a full time job.
2. Potentially Job Ready - Client would be capable of accepting a full time job if supportive services were provided.
3. Not Job Ready - Client cannot accept a full time job due to medical reasons.
4. Not Determined - Client has a medical condition with contradictory information concerning his/her ability to accept full time employment.

NOTE: DUE TO A LACK OF CERTIFICATION PROCEDURES IT IS POSSIBLE THAT SOME CLIENTS INDICATED AS JOB READY ARE IN NEED OF SUPPORTIVE SERVICES AND ARE THEREFORE POTENTIALLY JOB READY

Characteristics that act as barriers to assignment and employment should appear more prevalently among the Unassigned Recipients than among the Assigned or Working Registrants. Analysis was performed on such characteristics as age, race, sex, prior work history, number of dependent children, length of time in program, supportive service needs, attitudinal barriers, etc. Only two variables related to client characteristics appeared to substantially affect employability.

Male clients under the age of twenty (3.77% of the Unassigned Recipients) and female clients who have communication barriers, primarily Spanish Origin females (8.36% of the Unassigned Recipients), are the only two characteristics that appear in significantly larger proportions among the Unassigned Recipients than among the Assigned or Working Registrants. It appears that the reason for this situation is:

1. Males under the age of twenty receive a low priority from the WIN office.
2. Sufficient language training is not available at many WIN locations.

This analysis shows that demographic characteristics* cannot explain why some clients are placed in the Unassigned category while others are assigned.

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* It should be noted that male clients, because they are Unemployed Fathers, for the most part, are more likely to be assigned than female clients. This is due primarily to two factors:

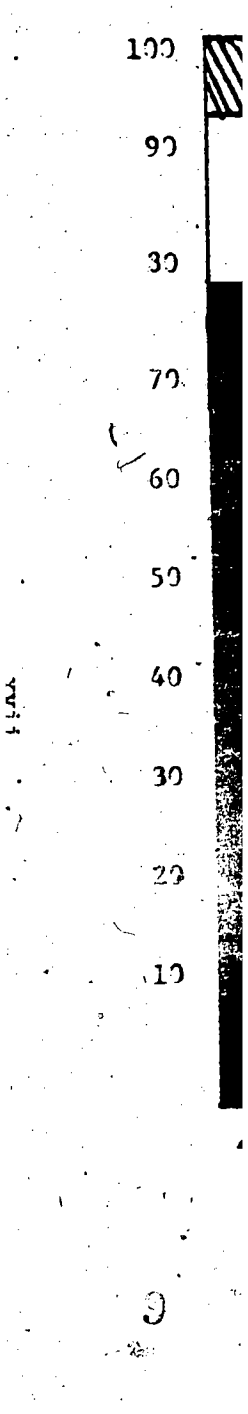
1. Unemployed Fathers by law, receive priority from the WIN program.
2. Female clients, on the whole, need child care more than male clients and there appears to be a scarcity of child care resources.

Having seen that the first (stage) and second (characteristics) hypotheses do not represent substantial proportions of the Unassigned Recipients, the next step was to compare the states' WIN population. Table D represents the composition of the WIN population in the fifteen sampled states. Unassigned Recipients varied from 35% to 91% of a states' total WIN population. Viewed from a different perspective it can be said that the state in which a client resided can vary the probability that the client will be unassigned from .35 to .91, i.e., in State D, chances are about 3 out of 10 that a client will be unassigned, whereas, in State L chances are 9 out of 10 that a client will be unassigned. This information supports the third hypothesis that being an Unassigned Recipient is a condition at the local WIN site resulting from lack of resources and insufficient job openings. No other factor, not even the client's sex, so greatly affects the probability that a client will be unassigned. Site personnel interviews as well as overall characteristics of the sample population support this finding.

Three factors inhibited further analysis of the Unassigned Recipient.

- The lack of complete and accurate diagnosis of medical problems hindered any attempt at correlating type or extent of medical problems with employability.

- Approximately 64% of the female Unassigned Recipients apparently have never received any certification assessment. Due to this paucity of supportive service needs, it is not possible to measure to any acceptable extent the amount of child care (or other supportive service) resources needed by Unassigned Recipients.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The scope and perspective of the study was directed towards a composite picture of the Unassigned Recipient on the national level. Since where a client resides has such an important effect upon unassignment, a nationally applicable composite of the Unassigned Recipient cannot be devised.

In summary, the majority of Unassigned Recipients appear to be capable of accepting full time employment. There is no substantial demographic characteristic difference between Unassigned Recipient, Assigned Registrants, and Working Registrants. The factor which appears to be most closely correlated with unassignment is the clients' state of residence. This appears to be attributable to the variances in policies, procedures, services, and activities at the local WIN sites. Although the site's economic environment does affect the level of unassignment at the site, from all indications, WIN site organizational structure and the effectiveness of WIN/SAU interrelationship play the major role in determining the fate of the Unassigned Recipient. Therefore, the existence of a large Unassigned Recipient pool is explained best as a lack of job opportunities and a lack of resources, particularly child care.

"AN ANALYSIS OF UNASSIGNED RECIPIENTS/REGISTRANTS IN THE WIN PROGRAM"

(Contract No. 51-36-76-03)

PREPARED FOR:

U.S. Department of Labor
Employment and Training Administration
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This report is divided into six sections and is intended to introduce the reader with some knowledge of the WIN program to the analysis and findings of this study. Structuring a report of this nature is a difficult task. The reader may, at times, find that information being presented is not immediately relevant to his or her needs. Wherever this occurs, please keep in mind the size of the audience being addressed by this report. Summary conclusions have for the most part been saved until the end of each section.

The report approaches the data in the same fashion which the field interviewer approached the file and it takes the following format:

1. Section I - WIN Activities and Statuses; discussion of component and status structure utilized by WIN at the 69 sites; composition of WIN population.

2. Section II - Attrition, Dynamics of Moves, Length of Time in Statuses, and Time Since Last Contact - discussions of the interaction of time and program participation based upon status composition and sex distribution.

3. Section III - Job Readiness; determination of those in the WIN program, and particularly which of the Unassigned Recipients, are capable of accepting full-time employment and for those who are not, why not?

4. Section IV - Client Characteristics and Employability; based upon the job ready Unassigned Recipients analysis of what characteristics act as barriers to employment.

5. Section V - Major Issues; addressing those issues which are of particular importance to understanding the conditions of the Unassigned Recipients; the two major issues are Medical Problems and Certification.

6. Section VI - Recommendations; policy and procedural recommendations based upon the study's findings.

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The initial question to be addressed by this report is, "What is the definition of an Unassigned Recipient?" The definition established by the Federal WIN Handbook is:

> "Unassigned Recipient" - All WIN registrants who are AFDC recipients and who are not: (1) Working Registrants, (2) In a component, (3) Participating in the Adjudication process or (4) In 60-Day Counseling. This status generally includes unemployed recipients and recipients who are employed less than full-time".

From a more practical point of view, an Unassigned Recipient is one of three major divisions of clients in the WIN Program. Assigned Registrants are clients who are receiving manpower services from the WIN Program. Working Registrants are clients who are working full-time in an unsubsidized job, but are not earning enough to be ineligible for welfare assistance. Unassigned Recipients are WIN clients who are neither assigned nor working full-time.

Perhaps one of the most difficult of all barriers confronted by the WIN program is variety of prejudicial statements and opinions concerning WIN registrants in particular, and welfare recipients in general. It is extremely important that the reader attempt to put aside his or her preconceived notions while reading this report. Some of these notions may be disproved; others may be supported. In either event, answers to problems are not necessarily singular in nature. Many different perspectives of the same circumstances are required in order to allow for alternatives to issues and not singular confrontations.

SECTION I

EMPLOYMENT AND TRAINING SERVICES

(STATUS COMPOSITION)

WIN provides a myriad of services to the client. These services are divided into two groups; employment and training services and supportive services. Employment and training services are provided by the WIN staff or WIN contractors, (i.e., business schools), in the case of training, or municipalities, in the case of on-the-job-training or public service employment experience. Supportive services are provided to the WIN client by the welfare agency. The most needed supportive service is child care.

The Employment and training services as well as related client activities provided by WIN are referred to in this report as status. Similar status are grouped into status categories. An example of a status category is the Job Category. The Job Category is comprised of four status: WIN - On-The-Job-Training (WIN/OJT); WIN-Public Service Employment (WIN/PSE); Suspense (to a job funded by an agency other than WIN, e.g., CETA); Stop for Employment (i.e., Client has secured a subsidized job position which will commence in the near future). It should be noted that the first three statuses are part of the federal component system.

The status (including components) and adjudication procedure activities utilized by the 15 states in the file search sample differ from the federal status/component system. Certain status that are no longer recognized as a federal status or component are still in use at the WIN sites.

Specifically, the component Job Development is still in use at local WIN sites, and the status, Stop for Employment and Stop for Training, although no longer reported federally, are also in use at local WIN sites.

Exhibit 1, contains the definitions of the status used in this report. Table 1 represents a matrix of these statuses by the states which utilize them. (The determination of whether or not a state utilizes a status is dependent upon whether that state has clients in the particular activity. Since the sample was stratified for status there is no possibility that a status could be in use at the sample sites without it being represented in the sites' sample population.) Although there is some variance of status utilization within a state, for clarity only, state configurations are provided. State names have been eliminated for maintenance of confidentiality. The states which are Unemployed Father states are states A,B,C,D,F,G,H and I. Additionally, states A and B constitute over 52% of the sample population. Where subsequent tables in this report refer to states the original letter designation for each state will be consistent. Table 2 reflects the distribution of status for males, females and the total sample population. For example, 13.25% of the males are Working Registrants and 1.44% of the females are in Work Experience.

These two variables, sex and status, will throughout this report be the primary divisions of the clients. The functional relationship of clients to the WIN program varies significantly with the variable, status.

EXHIBIT 1

DEFINITIONS OF STATUS

The status system is intended to be dynamic. Movement between status reflect the series of activities which a client undergoes with the eventual goal being employment. In most cases, a client will enter the program as an Unassigned Recipient and from there he or she will be assigned to a status depending upon need. For example, a client who has sufficient job skills to immediately seek employment might well go into Intensive Manpower Services (IMS). Some clients may go into a training status (component) in order to enhance their job skills prior to entering the IMS status, while other clients enter the program full-time employed and are immediately placed in the Working Registrant status. Section II will present the movement patterns of the WIN client in more depth.

A. JOB CATEGORY

1. Suspense (To A Job). Certified individuals referred to other eligible Federal or State funded employment programs, and meeting all eligibility requirements under those programs, will be temporarily suspended from the WIN program. Necessary supportive services which are not provided by the program will be provided by the SAU and WIN. (Example: CETA -PSE.)
2. WIN/OJT (On-The-Job-Training). Employment opportunity which includes training by a private or public employer. Subsidized under contract between WIN and the employer.
3. Public Service Employment (PSE). WIN subsidized jobs in the public and private non-profit sectors. These are jobs not otherwise performed by regular employees; intended to move

individuals into unsubsidized jobs.

4. Working Registrant (WR). An individual working fulltime, in unsubsidized employment.

5. STOP (For Employment). Certified individuals who have acquired a job to be started on a set future date.

B. TRAINING CATEGORY.

1. Suspense (To A Training Position). Certified individuals referred to other eligible Federal or State funded training programs, and meeting all eligibility requirements under those programs, will be temporarily suspended from the WIN program. Necessary supportive services which are not provided will be provided by the SAU and WIN.

2. IT (Institutional Training). Vocational or other classroom training conducted by an instructor in a non-worksite setting.

3. Work Experience (WE). Training which provides clearly defined, well-supervised assignment with a private non-profit or public employer. There is not an employer-employee relationship and no wages are paid.

4. STOP (For Training). Certified individuals who have been assigned to a training position which is to begin on a set date in the near future.

C. GENERAL CATEGORY.

1. Intensive Manpower Services (IMS). A structured work experience component providing manpower and employment services to certified WIN registrants to assist them in obtaining unsubsidized employment. (i.e., Job Search Activities).

2. Orientation. A component which includes all those formal activities which introduced a WIN registrant to his responsibilities pertaining to participation in WIN and to the world of work, increase understanding of the attributes necessary to get and hold a job, and further the evaluation of the registrant's employability needs and abilities.

3. Adjudication. The formal process, initiated by a request for a WIN hearing, for resolving non-sanctionable WIN related complaints and grievances and for deciding sanctionable issues arising subsequent to WIN registration.

4. 60-Day Counseling. Counseling provided by the SAU for a period of up to 60-days, to those certified registrants who have been determined by the Secretary of Labor to have refused to participate in the WIN program without good cause for the purpose of persuading them to participate in WIN.

(The above status compose the recommended Federal Component System. In addition to these activities, two other designations are utilized for federal classifying the WIN clients. They are Working Registrant and Unassigned Recipients.)

D. WORKING REGISTRANT CATEGORY

1. Working Registrant. A WIN registrant recipient in unsubsidized full-time employment.

Although the remaining group of clients are federally referred to as the Unassigned Recipients, the states and sites provide many activities to these clients which are not recognized by the Federal Component System. Many of these activities are very similar to those activities in the General Category (i.e., IMS, Orientation, Adjudication etc.) and have been grouped in a status categ[redacted]ite Active-Unassigned Recipient. Site Active because these clients are receiving WIN services and activities and Unassigned Recipients because they are Federally defined as such. The abbreviation SA-UR will be used throughout this report to refer to this group of clients.

E. SITE ACTIVE UNASSIGNED CATEGORY

1. Pending Initial Certification. These are clients for whom either an initial request for certification has been made and welfare has not yet responded or certification was agreed to by welfare and never provided.

2. Pending Subsequent Certification. Due to some circumstances, the supportive services for which the client was initially certified are no longer sufficient. While the client awaits the outcome of a subsequent certification procedure they are placed in this classification.

3. Job Development. Recipients placed in this component are considered job ready and either have been assessed as not being in need of supportive services, or have received certification for needed services. Those recipients placed in Job Development do not appear to have severe barriers to employment, are willing to work and are deemed to have a high probability of becoming employed.

4. Job Counseling. Clients who are job ready but either have not chosen a job/career goal or have attitudinal problems are placed in Job Counseling in order to prepare them for future job development and placement.

5. Return for Reassessment. If a client has barriers which are considered by the WIN staff to be insurmountable; i.e., to preclude employment, then the WIN intake file is returned to the Department of Social Services to be reassessed for possible exemption of the client from the WIN program.

6. Conciliation. Conciliation is the warning stage of the adjudication procedure. At this point in the client's WIN participation history he/she has failed to report or respond to appointments and has subsequently been sent a letter detailing the consequences of such failures-to-report. While in this situation the client's file is placed in the Conciliation Category.

7. Informal Adjudication. This is the second and last chance (after conciliation) offered a client to informally resolve the problems leading to the pending formal adjudication process. It takes place only if a solution is not arrived at during conciliation. A follow-up letter is sent suggesting a meeting. If the client does not respond or if no resolution seems imminent, Adjudication (as it is federally defined) is initiated.

8. Applicant. Clients in this category have not received the status of their application for welfare. However, they have registered for WIN.

9. Stop For Orientation. Those individuals who have been assigned to Orientation which is to begin on a set date in the near future.

Those clients who are classified federally as Unassigned Recipients but are not receiving services or activities from the local WIN sites have been designated as Site Inactive Unassigned Recipients or SI-UR. Some of these clients are, however, involved in activities which are not federally recognized by WIN (non-WIN recognized) but are either employment or training or programmatically relevant. An example would be Part-Time Employment. There are nine such status which comprise the Site Inactive Unassigned Recipient category and they are:

F. SITE INACTIVE UNASSIGNED REGISTRANTS (SI-UR) CATEGORY

1. No Activity. There is no indication in the file that these clients are involved in any job or training activities.

2. Job Search Activity. It is indicated in the file that these clients are involved in job search activities on their own (i.e., independent of WIN activities).

3. Part-Time Employed. These clients have part-time jobs.

4. GED. These clients are involved in achieving a high school equivalency diploma in a non-WIN recognized capacity.

5. Other Education. These clients are involved in an educational program other than GED, such as college or vocational training which is non-WIN recognized.

6. Part-Time and Education. These clients have part-time jobs and are involved in non-WIN recognized educational activity.

7. Waiting for Training. These clients are about to enter a non-WIN recognized training activity.

8. Waiting for Job. These clients have secured but have not yet begun a part-time job.

9. Pending Deregistration. These clients have indicated in their files they are about to leave the WIN program for any one of a variety of reasons.

UTILIZATION OF STATUS BY STATES

	A (2)	B (2)	C (2)	D (2)	E	F (2)	G (2)	H (2)	I (2)	J	K	L	M	N	O
JOB															
Suspense	X	X	X	X	X	X	0	0	X	0	X	X	0	0	0
WIN/On-The-Job-Training	X	X	X	X	X	X	X	X	X	0	X	X	X	X	0
WIN/Public Serv. Employee	X	X	X	X	X	X	X	X	X	0	X	X	X	X	X
Stop	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
TRAINING															
Suspense	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Institutional Training	X	X	X	0	0	X	X	X	X	X	X	X	X	0	X
Work Experience	X	X	X	X	0	X	X	X	0	X	X	X	X	X	X
Stop	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
GENERAL															
Intensive Manpower Serv.	X	X	0	X	X	0	0	X	X	X	X	X	0	0	X
Orientation	X	0	X	0	0	X	X	X	X	X	0	X	X	0	X
Adjudication	X	X	X	X	0	X	0	X	0	X	0	0	0	0	0
60-Day Counseling	X	X	X	X	X	X	X	X	X	X	0	X	X	X	X
WORKING REGISTRANTS	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
SITE-ACTIVE UNASSIGNED															
Pending Initial Cert.	X	X	X	X	0	X	0	X	0	X	X	X	X	X	0
Pending Subsequent Cert.	X	X	X	X	0	0	0	0	X	0	0	0	0	0	0
Job Development	X	X	0	X	0	X	0	0	0	0	0	0	X	X	0
Job Counseling	X	X	0	X	0	0	0	0	0	X	0	0	X	0	0
Adjudication Reassess.	X	X	0	0	0	0	0	0	0	0	X	0	0	0	0
Sent to DSS Conciliation	X	X	0	0	0	0	0	0	0	0	0	0	0	0	X
Informal Adjudication	0	X	X	0	0	0	0	0	0	0	0	0	0	0	0
AFDC Application	X	0	0	0	0	0	0	0	0	0	X	0	0	X	0
Stop for Orientation	X	0	0	0	0	0	0	0	0	0	0	0	X	0	0

X = Utilized

0 = Not Utilized

* = P/RA Determined

1. State names withheld for confidentiality

2. Unemployed Father States

TABLE 2

DISTRIBUTION OF STATUS

OF THE WIN POPULATION

(IN PERCENTAGES)

	TOTAL	MALE	FEMALE
JOB	2.29	2.99	2.10
Suspense	0.56	0.58	0.55
WIN/On-Job-Training	0.98	1.54	0.83
WIN/Public Service Employment	0.68	0.58	0.71
Stop	0.08	0.29	0.02
TRAINING	3.68	2.74	3.93
Suspense	1.55	1.29	1.62
Institutional Training	1.36	1.04	1.44
Work Experience	0.63	0.29	0.72
Stop	0.14	0.12	0.15
GENERAL	2.61	4.61	2.07
Intensive Manpower Services	1.33	2.41	1.04
Orientation	0.43	0.37	0.45
Adjudication	0.22	0.46	0.17
60-Day Counseling	0.63	1.37	0.43
WORKING REGISTRANTS	20.39	13.25	22.31
UNASSIGNED RECIPIENTS	71.03	76.40	69.58
SITE ACTIVE	11.09	20.52	8.55
Pending Initial Certification	2.98	2.78	3.03
Pending Subsequent Certification	0.47	0.50	0.46
Job Development	5.41	13.71	3.17
Job Counseling	1.17	1.41	1.11
Adjudication Reassessment	0.30	0.33	0.29
Sent to DSS Conciliation	0.12	0.33	0.07
Informal Adjudication	0.03	0.00	0.03
AFDC Applicant	0.44	0.83	0.34
Stop For Orientation	0.17	0.62	0.04
SITE INACTIVE	59.94	55.88	61.08
No Activity	49.04	45.62	49.96
Job Search	2.35	4.15	1.86
Part Time Employment	4.29	2.70	4.72
General Education Development	0.61	0.50	0.64
Other Education	2.35	1.83	2.49
Part Time and Education	0.26	0.12	0.29
Waiting for Training	0.49	0.42	0.50
Waiting for Job (P/T)	0.17	0.37	0.11
Deregistration	0.41	0.17	0.47
TOTAL	(N=11336)	(N=2407)	(N=8929)

Because status determination is a reflection of the services being received by the client and because this study addresses itself to one particular "status", Unassigned Recipients, the variable status is important.

The variable, sex, is important because males, unlike females, have a number of special conditions for their entrance into the WIN program. The major proportion of males in this study are in Unemployed Father (UF) States, 91.90%, and those males in the non-UF states who are over the age of twenty constitutes only 3.03% of the entire male population in the sample. Also, federal regulations, on a number of points are different for Unemployed Fathers than they are for AFDC mothers.

Although certain clients are participating in structured activity in the program, they are nonetheless Unassigned Recipients since they do not fall into federally recognized components or statuses. However, since these clients are involved in a WIN activity the distinction between these clients and those who are not involved in a WIN activity has been made by referring to the first group as Site Active Unassigned Recipients (SA-UR) and the second as Site Inactive Unassigned Recipients (SI-UR). The rationale for this distinction will become more clear as the reader confronts the data in the latter portions of this report. The Site Active Unassigned Recipients (SA-UR) vary significantly from the Site Inactive Unassigned Recipients (SI-UR) in terms of the services they are receiving from WIN, the extent of their medical barriers, length of time on the WIN program and other important variables. Essentially, it is these two groups, SA-UR's and SI-UR's, which comprise 71.03% of the entire WIN population, that have been identified as the Unassigned Recipients upon whom this report is meant to focus.

Although the statistics would appear to show that female clients are in a better position (from a sense of assignment) than the male clients, the reader is cautioned from making hasty conclusions. If we begin by investigating the major status groups as represented in Table 3, it becomes evident that the percentage of males exceeds significantly the percentage of females in only two cases, General and Site Active categories. This highlights the fact that male clients are being more actively dealt with than female clients. The bulk of the males (69.76%) in the General and Site Active categories are in statuses dealing directly with job placement (i.e., Intensive Manpower Services, Job Development and Job Counseling). The reason for a high proportion of female Working Registrants is due to the wage level females can expect in the labor market. In other words, a Working Registrant is not entirely a success story. Working Registrants are those persons who are employed at a full-time job but because of their relatively low income cannot earn enough money to go off AFDC. The fact that males have a lower proportion of Working Registrants than females may be due to the fact that UF males are, when employed more than 100 hours per month for longer than one month, ineligible for welfare assistance. The sample does not include persons who are not on the WIN program. Therefore, full substantiation of this conclusion is not possible. However, one factor which would tend to support this conclusion is length of time in the program which is presented in two fashions - length of time in the program versus sex and length of time in the program versus status (with sex controlled for).

TABLE 3

DIFFERENCES IN STATUS

CATEGORIES BY SEX

(IN PERCENTAGES)

	MALE		FEMALE	
JOB	2.99		2.10	
TRAINING	2.74		3.93	
GENERAL	4.61		2.07	
WORKING REGISTRANTS	13.25		22.31	
UNASSIGNED TOTAL	76.40		69.58	
SITE ACTIVE		20.52		8.55
SITE INACTIVE		55.88		61.08
	(N=2407)		(N=8929)	

These analyses are provided in Section II.

The intent of the WIN program is that it be dynamic, provide many different services, and maintain the overall goal of assisting clients in achievement of economic independence. Although federally mandated, the WIN program exists at the state and local level - each with its own particular labor market condition. Additionally, the WIN client is an individual and as such has his or her own particular needs. The primary difficulty confronting the WIN program is the fashioning of a model system which will be equipped to furnish employment-related services for over one million clients in over 900 different labor markets. The solution to this complexity is a matter of resource management - to provide sufficient services to assist clients without wasting resources where they cannot be effectively utilized. This must be kept in mind when addressing the characteristics and situations of the Unassigned Recipient. For these are essentially the WIN clients who either are not or cannot utilize existing resources effectively.

II. ATTRITION, DYNAMICS OF MOVES, LENGTH OF TIME IN STATUS AND TIME SINCE LAST CONTACT

The second question to be addressed by this report is: Why is a client an Unassigned Recipient? There are three possibilities considered:

1. Unassigned Recipient is a stage or phase that a client goes through in his/her WIN experience.

2. Unassigned Recipient is a type of client whose social demographic or employment related characteristics, for one reason or another, render the client unemployable or highly unemployable.

3. Unassigned Recipient is a condition at the local WIN site resulting from lack of resources and insufficient job openings.

Although to some extent all three possibilities do exist. The first two situations occur in limited quantity or in specific situations which will be discussed in this section and section IV respectively. To a much greater extent it appears that being an Unassigned Recipient is a condition of the WIN program. By examining time and movement in the WIN program, it is possible to discern the degree to which Unassigned Recipient is more of a condition than a phase. The four aspects of time and movement considered for analysis are attrition, dynamics of moves, length of time in status and time since last contact.

Attrition is concerned with the time it takes for a client to leave the WIN program. Dynamics of Moves is concerned with time and movement between status . Length of time in status analyzes the dynamics of the statuses themselves. Dynamics of Moves and Length of Time in Statuses are very similar. The distinction lies in a matter of perspective. Dynamics of Moves views the client/status interaction from the client's perspective, i.e., how does a client move from one status to another?...and length of time in status views the same interaction from the status perspective, i.e., What is the composition of clients in a particular status when length of time in the program is used as the measuring variable? By understanding the movement of all clients in the WIN program, the reader can better comprehend how the Unassigned Recipient fits or does not fit in the WIN programmatic system. Questions such as the following can be addressed:

1. How many currently Unassigned Recipients were, at one time assigned and why did they leave assigned status
2. How long does a client remain in the WIN program and what factors appear to affect his or her attrition?
3. How frequently is WIN in contact with the client? When was the last contact and what factors affect how often a client is contacted?

These questions are answered in this section in terms of sex, status, and pertinent time related factors. Discussions of demographic variables and their impact will be presented in latter sections of this report. It is very important that the reader be aware of what time and movement considerations are necessary for the population as a whole before investigating the Unassigned Recipient, in particular.

A. ATTRITION

The rationale for being concerned with the rate at which clients leave the WIN program is closely linked with an understanding of why clients remain in the WIN program. The Unassigned Recipients constitute the largest proportion of clients (71.03%) in the WIN program and also constitute the largest proportion of clients who remain in the WIN program over extended periods of time. By analyzing why and how rapidly some clients leave the program, reasons can be deduced for why other clients remain on the program. This section will discuss attrition as it relates to the sex of the client and the status in which clients are placed.

1. PROJECTING ATTRITION

Realizing that the sample is a static picture of a dynamic group, with certain assumptions rates of attrition can be projected. The assumptions are:

- On the aggregate national level, the variance in the average monthly intake is minimal (less than 5%)
- On the aggregate national level, the variance in the average monthly attrition is minimal (less than 5%)
- On the aggregate national level, the characteristics of the clients who enter in any particular month is extremely similar to the characteristics of the clients who enter in any other month.

Since the On-Board Registrant totals are a direct result of intake and attrition, analysis of variance in the On-Board totals reported in the WIN ESARS reports will provide estimates of the net variance of

these two variables.

Such analysis has supported the first two assumptions made. The third assumption is supported by classical theory of normal distribution and the understanding that time does not have a major effect upon why individuals apply for welfare. For example, is there any reason to assume that an individual who applies for welfare assistance in May 1975 is any different (or applies for any different reasons) than an individual who applies for welfare assistance in May 1976? With this in mind, the conclusion can be drawn that the number of clients in the sample who have been in the WIN program only one month or less can be used as an estimation of the monthly average intake, and by comparing the number of clients in the sample who have been in the WIN program twelve months to the number of clients in the sample who have been in the WIN program only one month or less, the rate of attrition in the first twelve month period of the WIN program can be calculated. Essentially, if the number of persons who have been in the WIN program twelve months are equal to 44% of the number of persons who have been in the program one month or less, the conclusion can be drawn that approximately 56% of incoming registrants, will leave the program within one year of registration. By controlling for sex the results are as follows in Table 4. (For the purpose of incorporating overall random variances the 11, 12 and 13 month periods have been averaged, to arrive at the 12 month period figure.)

TABLE 4

PERCENTAGES OF PROJECTED ATTRITION

WITHIN TWELVE MONTHS FROM REGISTRATION

TOTAL	MALE	FEMALE
37.95	79.60%	26.99%

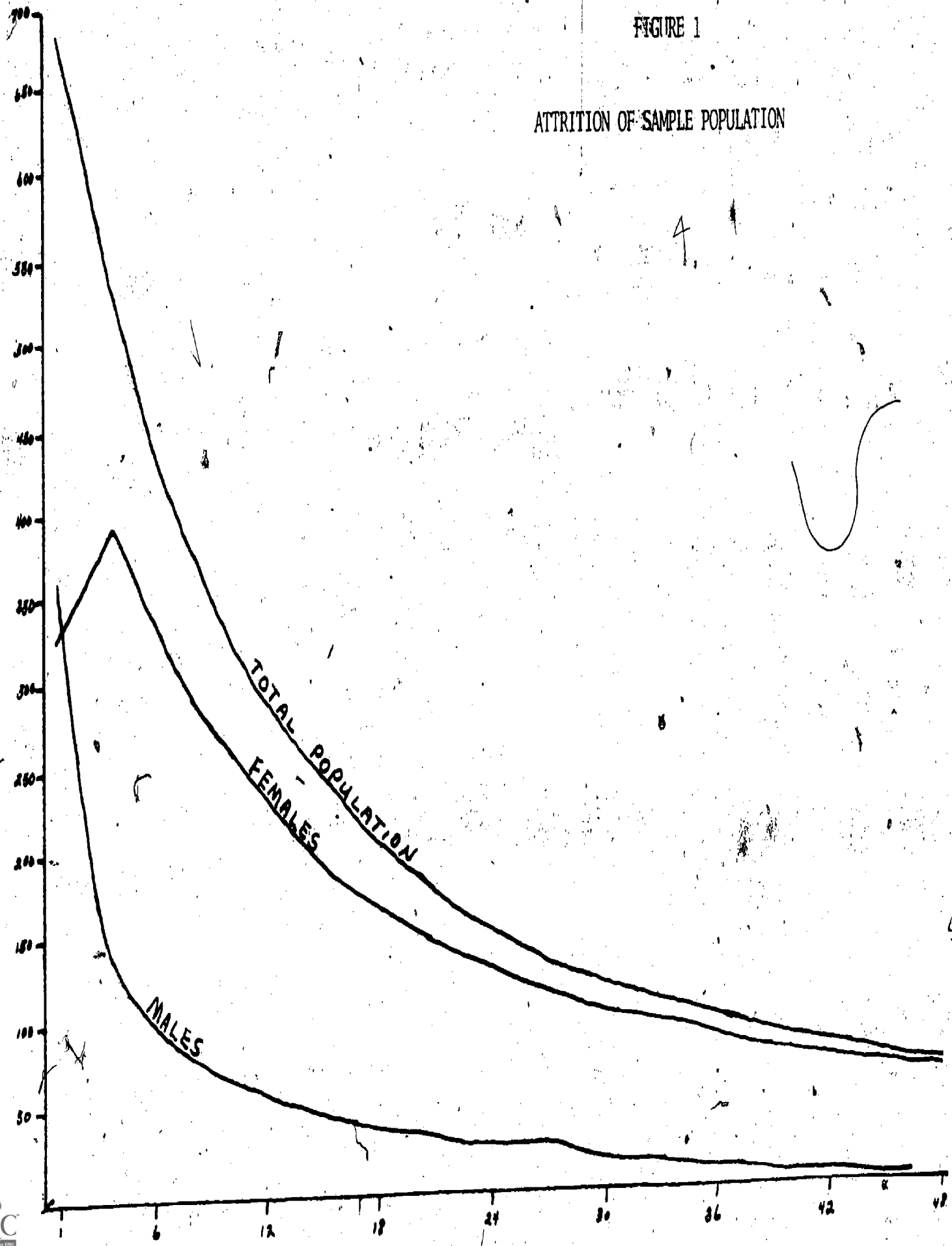
By applying the data, to regression analysis, correlation of time (in months) in the program (independent variable) and the number (or percentage) of the total On-Board registrants for that particular time period (dependent variable) can be analyzed.

The following graph (Figure 1) represent three regression equations derived for the total sample, males only and females only. These equations and their statistical analysis appear in Appendix B.

The equations are based on sample data and have been presented in lieu of the sample data for clarity of attrition trends. Due to the nature of the data a curvilinear trend was found to represent the sample data characteristics. Because of this, natural logarithms and the inverse of the independent variable was used. Since it was not the intention to depend upon these equations as forecasting models, slight and possible auto correlation was found acceptable. Needless to say, further supportive information is advised before these equations can be confidently used as predictive models. However, the sample population used for this study was sufficiently large enough to perform a reasonable analysis. The answer to the question of whether these equations can be used to perform forecasting is yes. The level of precision needs further investigation.

FIGURE 1

ATTRITION OF SAMPLE POPULATION



The data indicates a larger number of female clients who have been in the program three or four months than one month or less. Statistically this is explained by the fluctuation to be expected in intake and attrition. It is also interesting to note that clients in the sample who have been in the program four months, entered the program in December 1976. It is very possible that due to the holiday season, December and January cause unique situations in intake and attrition which would account for a seasonal fluctuation. Measuring and compensating for a seasonal fluctuation is not possible with the data currently available.

2. IMPACT OF ATTRITION

Attrition rate differences between males and females can be attributed to two distinct sets of variables. The first set of variables are client characteristics. The second set of variables are programmatic impact. The distinction between job history, medical problems, educational level, child care, and the supportive services needs for males and females may aid in the determination of why males appear to leave the WIN program more rapidly than females. Programmatic impact, particularly status assignments and administrative procedures, also may explain the differences between males and females attrition rates. The difficulty in measuring or weighing the impact of the effect of a single variable is made extremely difficult due to three factors:

1. The variables are not independent. Programmatic variables such as status assignment are to a great extent dependent upon client characteristics.
2. The structure of the sample is such that it presents a static picture of On-Board registrants only. There is no certainty or means of measuring the reasons and the characteristics of those clients who have left the program.
3. Random noise and variances in the data limit the extent to which concrete statements about client types can be made.

(it should be noted the term "random noise" appears to be negative. From a different perspective, random noise estimates are cautioning the statistical researcher from assuming overall uniformity in his/her data. The sample used in this study was derived from 69 local WIN sites in 15 states. In addition, each and every client is a uniquely different

individual. Although certain characteristics may allow themselves to be summarized, others will not.)

Despite these precautions, certain statements can be made about attrition.

1. Male clients leave the program at an extremely high rate. With approximately 80% leaving the program (i.e., deregister) within one year from registration and 90% leaving the program within 18 months of registration.
2. Female clients leave the program at a much slower rate than males with approximately 27% leaving the program within one year of registration and 5[redacted] leaving the program within 18 months.
3. 17.53% of the males are in job placement status whereas only 5.32% of the females are in job placement status (i.e., Intensive Manpower Services, Job Development, and Job Counseling). This factor may well be linked with the attrition rate being higher among males than among females.

B. DYNAMICS OF MOVEMENT IN THE WIN PROGRAM

Movement in and out of status are viewed differently than attrition. It is possible that certain status peak in capacity not in the first month, but perhaps in the second, third, or fourth month. Two distinct types of movements take place: movement into a status and then out of the program and movement between status. It is important to investigate the latter movement (movement between status first, since it will provide an overall view of the programmatic paths of the clients.

By investigating dynamics of movement it is possible to determine whether or not Unassigned Recipient appears to be a phase or state that clients go through or whether or not it is a static designation given to certain clients. Also, it is important to know the extent to which clients move in and out of the Unassigned Recipient category and why in order to determine what services would assist these clients in becoming employed.

For the purpose of analyzing the movement between status in the WIN program, six major status categories have been considered:

1. Job Status
2. Training Status
3. General Program Status
4. Working Registrants Status
5. Site Active - Unassigned Registrants Status
6. Site Inactive - Unassigned Registrants Status

These categories are clearly defined in Exhibit 1, and for easy reference Table 2, Distribution of Status of the WIN program, should be referred to.

1. Movement of Males in the WIN Program

To begin, 70.54% of the males in the sample have made no movement from their original status category. The distribution of this group in the six status categories appears in Table 5.

Of the entire male population, 48.03% are clients who upon entering the program were placed in the Site Inactive Unassigned category and have remained in that category. Those males who upon entering the program were placed in the Site Active Unassigned category and have remained in that category constitute 12.67% of the entire male population. Viewed from the federal component system, 60.70% of the males entered the program as Unassigned Recipients and have maintained that status throughout their WIN history.

Appromimately 16.08% of the males in the program have made one status move. Table 6 represents the percentage distribution of these males. The row headings represent the original or first status, and the column headings represent the second status. For example, 12.40% of the males who have made only one status change moved from a Site Active Unassigned Registrant (SA-UR) (row heading) to a Working Registrant (WR) (column heading).

TABLE 5

DISTRIBUTION OF STATUS CATEGORIES OF MALES

WITH NO STATUS MOVES

STATUS CATEGORY	PERCENTAGE	
Job	1.24%	
Training	1.88%	
General	2.59%	
Working Registrant	9.13%	
Unassigned Recipient Total	85.16%	
Site Active		21.13%
Site Inactive		64.01%

TABLE 6

Percentage Distribution of Males with Only One Status Change (N=387)

(N=389)

FIRST STATUS CATEGORY	SECOND STATUS CATEGORY						DISTRIBUTION OF FIRST STATUS CATEGORY
	JOB	TNG	GEN	WR	SA-UR	SI-UR	
JOB	*	-0-	-0-	1.55	0.26	2.33	(4.14)
TNG	-0-	*	0.26	0.26	0.78	0.78	(2.08)
GEN	2.58	1.03	*	3.10	1.81	6.20	(14.72)
WR	0.26	-0-	-0-	*	1.03	6.20	(7.49)
SA-UR	5.17	1.91	4.39	12.40	*	17.57	(41.34)
SI-UR	1.03	2.84	2.07	7.24	17.05	*	(30.23)
DISTRIBUTION OF SECOND CATEGORY	(9.04)	(5.68)	(6.72)	(24.55)	(20.93)	(33.08)	98.97

CATEGORIES

TNG= TRAINING

GEN = GENERAL

WR = WORKING REGISTRANT

SA-UR = SITE ACTIVE-UNASSIGNED

SI-UR = SITE INACTIVE-UNASSIGNED

Those males who have made more than one move in the program represent 17.83% of the total male sample. The following table represents the proportion of males who have had: no movement out of the Unassigned Categories, movement in the Unassigned and General categories only; movement in the Unassigned and Working Registrant categories only; and Movement in the Unassigned Working Registrant and General Categories. These groups represent 8.43% of the total male population. The reason for presenting the data in this fashion is based upon the distinctions in status benefits and cost when viewed from a situation of being employed and off of the WIN program. For example, clients who are in the Unassigned categories are utilizing less resources of the WIN program than clients who are in the General category. Working Registrants pose a perplexing problem. These clients are employed and yet they remain on the program. However, despite the fact that they are still on the WIN program, they are not receiving manpower services. A Working Registrant is not really assigned and then again, neither is he or she really unassigned. (Further discussion on the Working Registrant will appear in subsequent sections of this report.) These groupings represent status movement which tend to fall on the fringe area of the movement defined as being between Assigned and Unassigned status.

Movement between the Unassigned Categories Site Active (SA-UR) and Site Inactive (SI-UR) constitutes 34.62% of the total movement of male clients who have made one status change. (i.e., SI-UR to SA-UR, 17.05%, plus SA-UR to SI-UR, 17.57%.) Movement between the Working Registrant and Unassigned categories represent 61.49% of the total movement of male clients with one status change. Essentially this table shows that males are involved to a very limited degree in job or training statuses and that, for the most part, their movement is reflective of job search activities, being in the Working Registrant cagegory, and being in the Unassigned categories.

By comparing the distribution of the first status category with the second status category, it can be seen that the bulk of the movement that took place were male clients moving out of the General and Site Active-Unassigned categories into Job, Training and Working Registrant categories. The net effect of this distribution is shown in Table 7, which represents the job category distribution of those male clients who left the Site Active and General categories.

TABLE 7

DISTRIBUTION OF THE NET EFFECT UPON JOB CATEGORIES FOR MALES WHO HAVE HAD ONE STATUS CHANGE

Status Category	Percentage Distribution
Job	+ 17.22%
Training	+ 12.73%
General	- 28.18%
Working Registrant	+ 60.00%
Site Active Unassigned	- 71.82%
Site Inactive Unassigned	+ 10.00%

TABLE 8

Males with More Than One Status Change

Movement among:	Percentage of Total Male Sample (N=2407)
Unassigned Categories Only	0.83%
Unassigned and General Categories only	1.91%
Unassigned and Working Registrant Categories Only	3.37%
Unassigned, Working Registrant, and General Categories Only	2.33%

Only 2.49% of the males in the sample have been in a Training Category and 58.33% of these have never been in the Job or Working Registrant categories.

Only 3.49% of the male clients have made more than one status move and have been assigned to the job category. The current component distribution is presented in Table 9 for these male clients.

TABLE 9

MALES

More than One Move and Job Category

	% of Group (N=84)	Total Males (N=2407)
Job	27.38	(0.96)
Training	4.76	(0.17)
General	9.52	(0.33)
Working Registrant	17.82	(0.62)
Unassigned Total	40.48	(1.41)
Site Active	10.71	(0.37)
Site Inactive	29.76	(1.04)

When the term "dynamics of movement in and out of Assigned category" was initially addressed as a topic for consideration in this report, two factors were to be considered. First, how many clients moved in and out of the Assigned category and, second, why did they move out of the Assigned category? Only 9.18% of the males in the sample fit this description and when the definition is limited to job or training component assignment, only 4.94% of the sample fit the above description. When the question is further reduced to "How many male Unassigned Recipients have been assigned to a job or training component?" the answer becomes 1.41%.

2. Movement of Females in the WIN Program

Those females, who have made no status change, constitute 68.58% of the total number of females in the sample. The distribution of these females in the site job categories and the respective percentage of the total female sample is provided in Table 10.

TABLE 10

DISTRIBUTION OF STATUS CATEGORIES
FOR FEMALES WITH NO STATUS MOVES
(N=6123)

STATUS CATEGORY	PERCENTAGE OF GROUP	PERCENTAGE OF TOTAL FEMALES
Job	0.65%	0.45%
Training	2.32%	1.59%
General	1.78%	1.22%
Working Registrant	15.19%	10.42%
Unassigned Total	80.06%	54.90%
Site Active	8.64%	5.92%
Site Inactive	71.42%	48.98%

Of the total female population, 48.98% entered the WIN program as Site Inactive Unassigned Recipients and have remained in that category throughout their WIN history. Viewed from the federal component system it can be said that 54.90% of the females in the WIN Program entered the program as Unassigned Recipients and have remained Unassigned Recipients throughout their WIN history.

TABLE 11

PERCENTAGE DISTRIBUTION OF FEMALES

WITH ONLY ONE STATUS CHANGE

(N=1326)

SECOND STATUS CATEGORY

FIRST STATUS CATEGORY	JOB	TNG	GEN	WR	SA-UR	SI-UR	DISTRIBUTION OF FIRST STATUS CATEGORY
JOB	*	.075	-0-	1.207	.075	1.358	(2.715)
TNG	.98	*	.302	3.394	1.131	6.033	(11.840)
GEN	1.207	1.810	*	3.846	.528	11.011	(18.402)
WR	.075	.301	.075	*	1.131	7.994	(9.576)
SA-UR	1.810	3.092	.830	10.860	*	14.930	(31.522)
SI-UR	.98	3.318	2.112	13.650	5.882	*	(25.942)
DISTRIBUTION OF SECOND STATUS CATEGORY	(5.052)	(8.596)	(3.319)	(32.957)	(8.747)	(41.326)	99.997

TNG = TRAINING
GEN = GENERAL
WR = WORKING REGISTRANTS
SA-UR = SITE ACTIVE-UNASSIGNED
SI-UR - SITE INACTIVE-UNASSIGNED

The percentage of the female sample who have made one status category change is 14.85%. Table 11, presents the percentage distribution of these females with the row headings representing the original first status and the column headings representing the second status. For example, 13.65% of the females moved from the Site Inactive Unassigned Category (SI-UR) to the Working Registrant Category (WR).

The movement represented in Table 11, highlights the fact that females move in the WIN Program in a fashion distinct from the movement of the males. For the males, (Tables 6 & 7), the majority of movement was out of the Site Active Unassigned and General Categories and into the Job, Training, and Working Registrant Categories. The movement of the females shows less of an increase in the job category, a decrease in the Training Category and a substantial increase in the Site Inactive Category. Table 12, represents the increase or decrease in the proportion in each job category for males and females. (From Table 6 and 11 the row totals were subtracted from the column totals.)

TABLE 12

DISTRIBUTION DIFFERENCES

BETWEEN FIRST AND SECOND STATUS

FOR CLIENTS WITH ONE MOVE

	MALES	FEMALES
Job	+ 4.90%	+ 2.33%
Training	+ 3.60%	- 3.24%
General	- 8.00%	-15.08%
Working Registrant	+17.06%	+23.38%
Site Active	-20.41%	-22.77%
Site Inactive	+ 2.85%	+15.39%

The two major distinctions between the males and females are: (1) males increase their training proportion by 3.60%, whereas females decrease by 3.24% and (2) Males increase their proportion of Site Inactive-Unassigned by 2.85% whereas females increase by 15.39%. These contrasts bring to the surface an important question. Why do females tend to return to Site Inactive category so prevalently?

Females With More Than One Status Change

Table 13 represents the proportion of women who have had: no movement out of the Unassigned categories; movement in the Unassigned and General categories only; movement in the Unassigned and Working Registrant categories only, movement in Unassigned, General, and Working Registrant categories only. (See page 30 for the rationale for these groupings.)

TABLE 13

FEMALES WITH MORE THAN ONE STATUS CHANGE

(N=8929)

MOVEMENT AMONG	PERCENTAGE OF TOTAL FEMALE SAMPLE
Unassigned Categories Only	0.56%
Unassigned and General Categories Only	0.95%
Unassigned and Working Registrants Categories Only	4.41%
Unassigned, General and Working Registrants Only	2.18%

Except for the General Category, which for the most part is represented by Intensive Manpower Services and Orientation, the 8.10% of the female population which comprise the four groups noted above have not been assigned. Most

certainly they have not been assigned to a job or training component. Those female clients who have made more than one move have been assigned to the Training category but have not been assigned to a Job or Working Registrant Status category, represent 2.52%.

The remaining 5.99% of the female population made more than one status change and have been in a job component. The distribution of these clients in status category is presented in Table 14.

TABLE 14

CURRENT STATUS GROUP

DISTRIBUTION OF FEMALES

HAVING MORE THAN ONE MOVE

AND HAVING BEEN ASSIGNED

	% OF GROUP (N=531)		TOTAL FEMALE (N=8929)
Job	18.96%		(1.13)
Training	4.64%		(0.28)
General	2.13%		(0.12)
Working Registrants	46.03%		(2.73)
Unassigned Total	28.24%		(1.68)
Site Active		5.03%	(0.24)
Site Inactive		23.21%	(1.44)

The proportion of females who have completed a training program while in the WIN Program is 6.98% of the total female sample. Table 15, represents the current status category of these females.

TABLE 15

CURRENT STATUS CATEGORY

OF FEMALES WHO HAVE COMPLETED

A TRAINING PROGRAM

(N=623)

	PERCENTAGE OF GROUP (N=623)		PERCENTAGE OF TOTAL FEMALES (N=8929)	
Job	8.35%		(0.58%)	
Training	5.46%		(0.38%)	
General	3.37%		(0.24%)	
Working Registrant	36.12%		(2.52%)	
Unassigned Total	46.71%		(3.26%)	
Site Active		9.63%		(0.67%)
Site Inactive		37.08%		(2.59%)

Of interest, is the fact that 46.71% of the females who have received training are currently Unassigned. The predominant reason given for this movement is the lack of a job opening upon completion of the training program.

3. Summary Conclusions for Dynamics of Moves in the WIN Program

There appears to be relatively little movement between status categories in the WIN Program. The following table (Table 16) represents those clients who have made no moves, one move, and more than one move.

TABLE 16

DYNAMICS OF MOVEMENT

AMONG STATUS CATEGORIES

(IN PERCENTAGES)

	TOTAL (N=11336)	MALE (N=2407)	FEMALE (N=8929)
No Moves	68.99%	70.54%	68.58%
One Move	15.11%	16.08%	14.85%
More Than One Move	16.78%	13.38%	17.70%

Of those clients who have made no moves, 56.00% are federally defined as Unassigned Recipients and 9.57% entered the WIN program as Working Registrants. For those clients who have made one move 7.61% are currently in Unassigned Categories. These three groups viewed from the federal component system highlight the fact that 73.18% of the WIN clients have never been "Assigned." Perhaps, the outstanding fact brought to light by this analysis is that 73.18% of the WIN clients have never been in a federal component. Therefore, nearly 3 out of 4 WIN clients have never been assigned.

Based on this data it is found that Unassigned Recipient is not a phase or stage designation for the majority of WIN clients. It is next important to determine whether or not Unassigned Recipient is a condition at the WIN site. (i.e., due to a lack of resources clients are not being assigned) or whether or not Unassigned Recipient is a designation for clients who have characteristics which act as barriers to employment which make them unemployable.

The question of how many clients have been assigned and are now unassigned can address itself to only approximately 5% of the entire sample. The majority

of these are female clients who have, after completing a training component, not been able to acquire an employment position. This reason as well as job termination and medical problems comprise the primary causes for a client re-entering the Unassigned categories after being assigned. (Due to the relatively small proportion of this group of clients, distribution of reasons for leaving an assigned component would not be statistically significant.)

The obvious question that occurs at this point of the analysis is why haven't more clients made status changes? Why have so many not been assigned? For the moment, it is wise to simply keep in mind the areas which might be the causes - i.e., lack of resources, characteristics of the clients, programmatic procedures, etc. Each of these will be dealt with in time in latter portions of this report. It is important at this stage of the analysis for the reader to be well aware that programmatic paths appear to be non-existent when the data is viewed in the aggregate, and that the next step is to view the sample from the context of length of time in program.

C. Length of Time in Program for Clients Who Have Made No Status Changes

It is important to determine whether or not length of time in the program in any way affects whether or not a client makes a status change, but even more specifically, what is the length of time in program differences for the unassigned who have made no status changes? Do they tend to be in the program a relatively short period of time?

First indications are that there can be relatively little relationship between length of time in the program and whether a client is in the Site Inactive category (SI-UR) and had no status changes. This can easily be deduced by realizing that approximately 80% of those clients who are SI-UR have made no status change.

This conclusion is further supported by the fact that the mean number of months in the program for male and female SI-UR clients who have made no moves are 9.35 and 10.47 respectively. Whereas the mean number of months in the program for the total male and female population* are 9.10 and 10.97 respectively. These figures show that there is no substantial differences in length of time in program for the SI-UR client who has made no status changes and the population as a whole. (It should be noted that these means were computed for clients who have been in the program under 24 months so that upward biasing of the mean, due to small numbers of clients who have been in the program extremely long periods o time does not take place.)

* SI-UR clients with no status change constitute approximately 48% of the total WIN population.

Table 17 provides by state the mean number of months in the WIN program for SI-UR with no status change and the percentages of those who have been in the WIN program over 24 months. Table 18 provides similar data for the total states' population.

The variance in the mean number of months in Table 17 for SI-UR's from 3.67 months for males in state K to 14.67 months for males in State I attest to the fact that there is a large difference in overall programmatic characteristics among states. When Table 17 is compared to Table 18, the reader can see that there is little difference between the mean number of months in the program for the SI-UR's with no moves and the population as a whole.

The two conclusions that can be drawn from this data are:

1. The interaction between length of time in program and no status moves for the Site Inactive category is not significantly different than the interaction between length of time in program and the sample population at large.

2. Differences that do occur are attributable to states not status.

TABLE 17

SI-UR NO MOVES

MEAN LENGTH OF TIME IN PROGRAM

BY STATE

STATE	Mean Number Of Months (Under 24)		Percentage Of State Population (24 Months And Over)	
	MALES	FEMALES	MALES	FEMALES
A *	9.64	10.52	22.78%	26.64
B *	9.39	10.53	6.15%	27.58
C *	9.39	10.18	10.00%	17.26
D *	4.90	5.44	0.00%	18.57
E	7.75	9.94	0.00%	40.74
F *	9.45	11.51	24.32%	38.43
G *	6.87	8.03	0.00%	17.07
H *	7.54	9.97	11.11%	21.54
I *	14.67	14.35	57.14%	63.04
J	9.31	10.55	0.00%	20.99
K	3.67	7.00	0.00%	15.63
L	8.79	12.95	0.00%	52.22
M	10.35	10.17	3.17	24.44
N	8.14	11.28	12.50%	51.72
O	6.40	7.59	0.00%	12.16

* UF States

TABLE 18

TOTAL SAMPLE

MEAN LENGTH OF TIME IN PROGRAM

BY STATE

STATE	Mean Number Of Months (Under 24)		Percentage Of State Population (24 Months and Over)	
	MALES	FEMALES	MALES	FEMALES
A *	9.55	11.07	24.60%	28.92%
B *	9.07	11.11	10.81	36.14%
C *	9.41	10.05	11.66%	16.88%
D *	7.32	9.60	6.06%	34.40%
E	8.84	10.98	0.00%	35.96%
F *	8.43	11.46	23.44%	35.38%
G *	6.40	9.41	0.00%	22.70%
H *	7.50	9.72	13.95%	27.18%
I *	11.89	11.53	30.77%	61.31%
J	10.70	12.32	13.04%	34.52%
K	5.50	9.30	20.00%	26.37%
L	8.79	12.04	0.00%	49.00%
M	10.15	10.53	3.26%	33.09%
N	7.90	11.03	23.08%	45.54%
O	6.60	8.47	0.00%	14.25%

* UI states

D. Length of Time in Status

The following four graphs represent the rate of attrition from status groups. Due to the relatively small population of the Job, Training and General Categories, these three groups which comprise the federal component system (i.e., the Assigned) have been joined on one graph.

Notes on each graph precede the graph and a summary comparison of the four groups is provided after the fourth graph. Males and females are depicted separately. Each graph uses time in months as the X-axis and percentage distribution of the status category population as the Y-axis. For example, if the reader turns to the graph labeled Working Registrant and sees that the line drawn for male clients has a Y-axis value of approximately 2.85% when the X-axis value equals 18 months, he/she can interpret these figures as follows:

Approximately 2.85% of the males who are currently Working Registrants have been in the WIN Program 18 months.

Notes on Job, Training and General Categories:

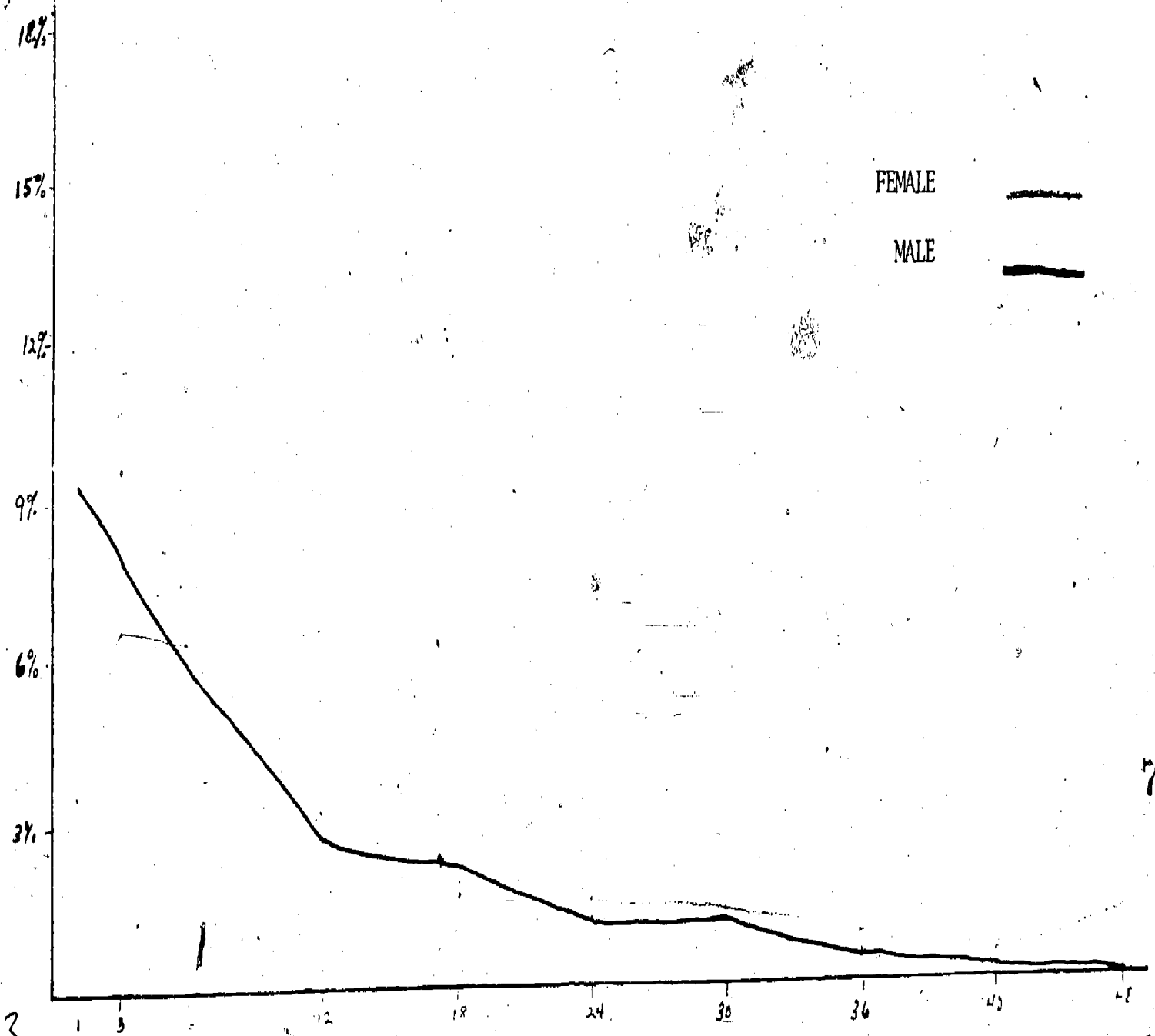
Overall there appears to be little difference in the female and male distribution for this group except to note that in the early months of program participation, male clients are a higher proportion than females. This may well be due to the fact that males do not need as much supportive services as females and therefore are available to participate sooner after registration, than females. Also, males, especially Unemployed Fathers, receive priority from the WIN Program.

The majority of training activity takes place in the first ten months with the females more than the males tending to receive training after the first ten months.

FIGURE 2

JOB, TRAINING AND GENERAL CATEGORIES

DISTRIBUTION OVER TIME



Notes on Working Registrant Category:

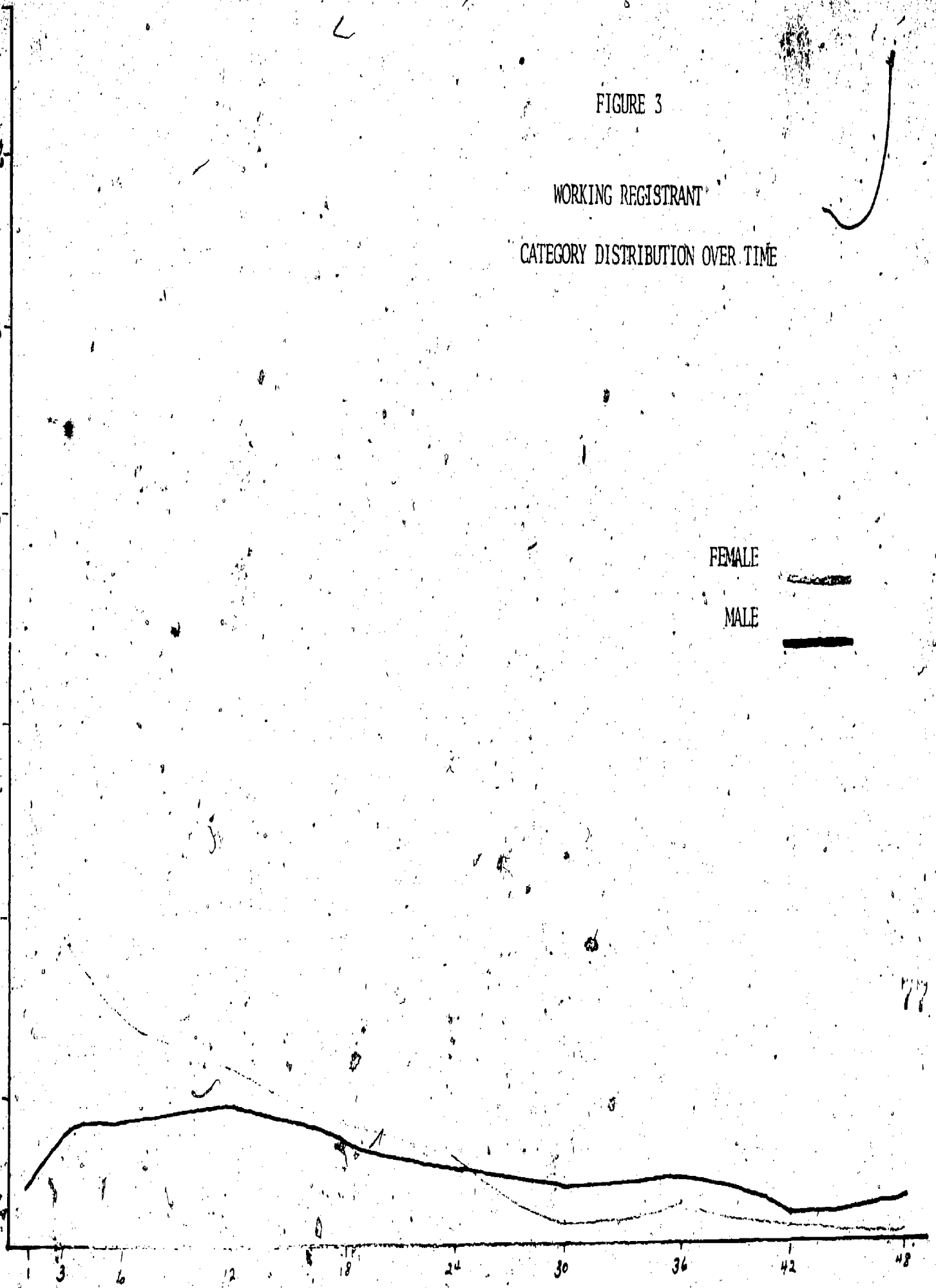
The major distinction between the male and female Working Registrant is the fact that males tend to enter the program at a much higher rate as Working Registrants 9.7%, compared to the females 1.25%. However, the females tend to become Working Registrants while on the WIN Program and at a higher proportion than males tend to remain on the WIN Program. The proportion of male Working Registrants who have been on the WIN Program over 24 months is 18.21%, whereas the comparable figure for females is 47.59%.

The rationale for this occurring seems to be based on the fact that females do not tend to secure jobs that provide sufficient salaries to allow them to be free of welfare assistance.

FIGURE 3

WORKING REGISTRANT

CATEGORY DISTRIBUTION OVER TIME



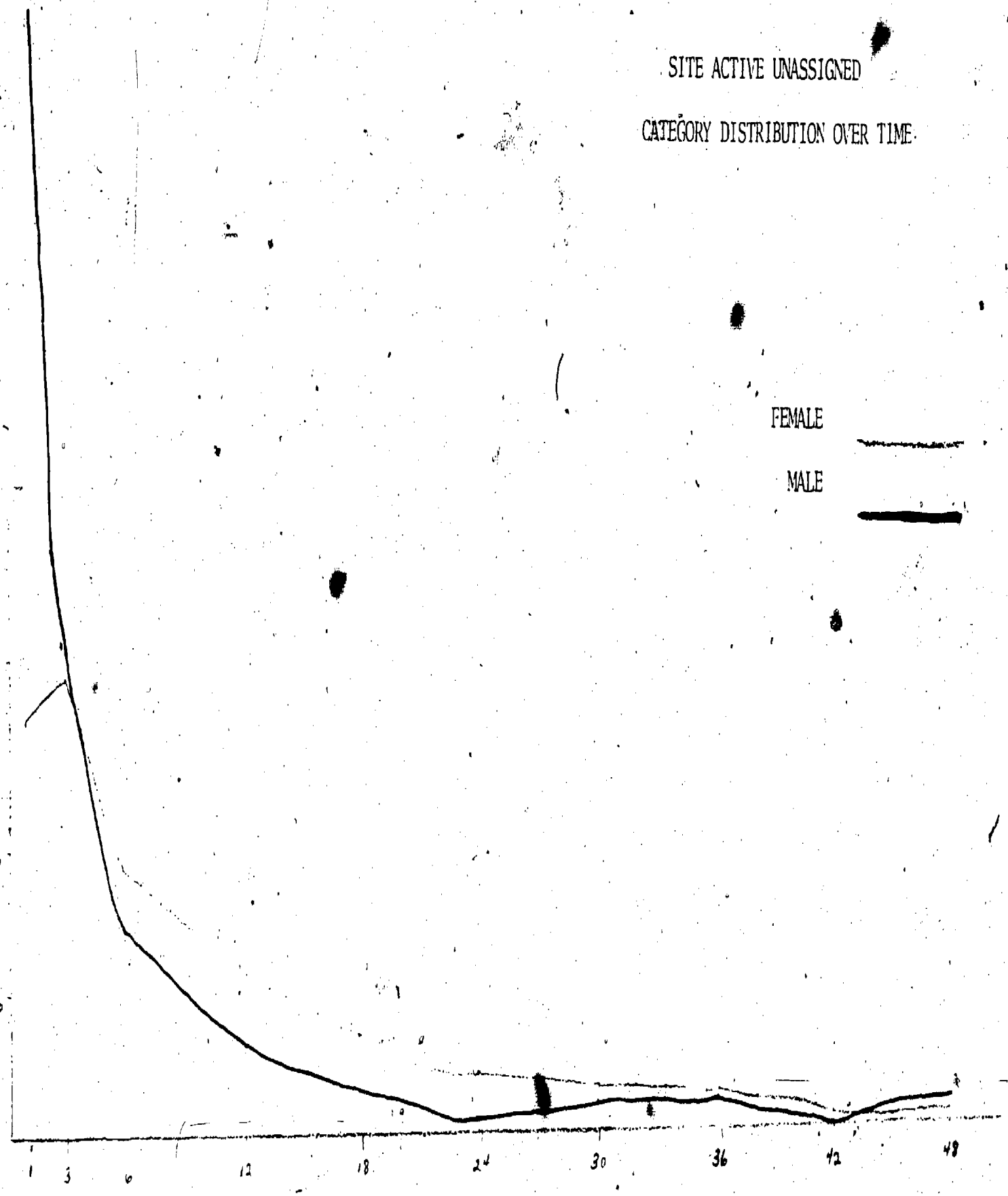
Notes on Site Active Unassigned Category:

The Site Active Unassigned Category is the most volatile of the six categories, with 82.79% of the SA-UR males being in the program less than 12 months. The comparable statistic for females is 67.10%. The Site Active status are, as has been already mentioned, comprised substantially of persons who are receiving job market exposure activities.

FIGURE 4

SITE ACTIVE UNASSIGNED

CATEGORY DISTRIBUTION OVER TIME



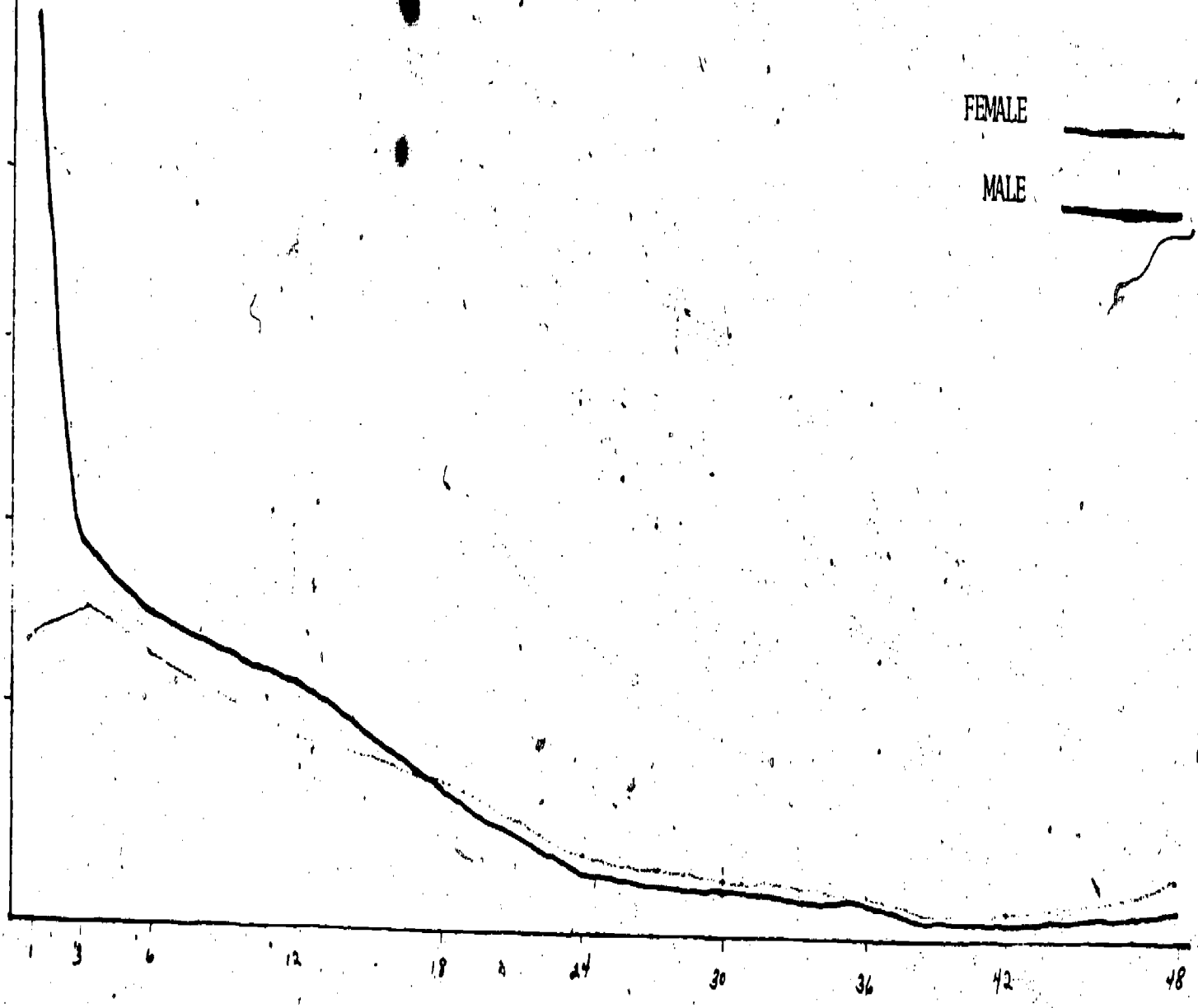
Notes on Site Inactive Unassigned Category:

Again, the trend of males having larger proportions in the early months in the program and the females having larger proportions in the latter months, appear in the SI-UR category. Of the male SI-UR's, 18.05% have been in the program more than 24 months. Of the female SI-UR's, 33.61% have been in the program over 24 months.

FIGURE 5

SITE INACTIVE UNASSIGNED

CATEGORY DISTRIBUTION OVER TIME



An additional way of viewing the status is to invesitgate the relative proportion of each category of the total number of clients for successive time periods. In other words, of the clients who have been in the program 12 to 15 months, how many of them are Working Registrants compared to the number of clients who have been in the program 1 to 3 months? The following two graphs provide this sort of comparison for males and females. The graphs have been divided into six month periods except for the first six months which is divided into a 1-3 month and 4-6 month period, due to space limitations. Tables 19 and 20 which follow the graphs provide the numbers from the sample for males and females so that the reader can compute the shifts over any time period desired. Because of the relatively small proportions of the Job, Training and General Categories, they have been joined into one group.

Both the males and females increase their proportions of Working Registrants over time and decrease in their proportions of Site Active-Unassigned and the Job, Training and General groups. The males, in the initial twelve months of program participation, increase their proportion in the Site Inactive-Unassigned group. Whereas, the females tend to remain fairly stable. The proportion of approximately 60-65% for Site Inactive-Unassigned is fairly consistent for both sexes and it appears as if length of time in the program has little effect upon whether a client is assigned or unassigned except in the initial twelve months. This data supports the hypothesis that there are clients on the WIN program who are deemed not placeable and these clients are placed in the Unassigned categories and remain there.

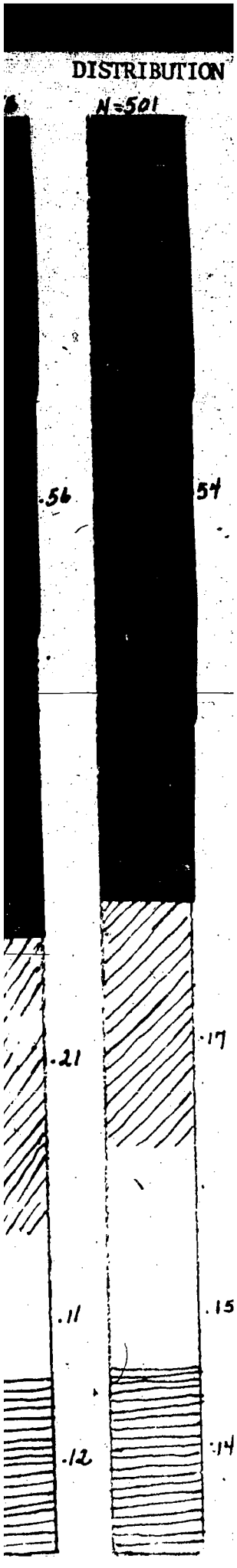

DISTRIBUTION
N=501
.56
54
.21
.17
.11
.15
.12
.14

TABLE 29

DISTRIBUTION OF STATUS CATEGORIES BY MONTH FOR MALES

MONTH	TOTAL	PERCENTAGE DISTRIBUTION			
		JOB TRAINING AND GENERAL	WORKING REGISTRANTS	SITE ACTIVE UNASSIGNED	SITE INACTIVE UNASSIGNED
1	358	6.42	8.66	32.96	51.96
2	227	7.05	12.33	35.68	44.93
3	175	17.14	8.00	28.57	46.29
4	111	10.81	11.71	27.93	49.55
5	151	12.58	9.93	14.57	62.91
6	94	12.77	11.70	22.34	53.19
7	97	13.40	13.40	26.80	46.39
8	90	18.89	20.00	16.67	44.44
9	93	16.13	11.83	19.35	52.69
10	81	16.05	9.88	13.58	60.49
11	66	10.61	19.70	12.12	57.58
12	74	9.46	13.51	10.81	66.22
13	63	11.11	15.87	9.52	63.49
14	35	11.43	14.29	14.29	60.00
15	45	6.67	8.89	13.33	71.11
16	66	6.06	19.70	0.00	74.24
17	49	8.16	12.24	8.16	71.43
18	46	13.04	19.57	2.17	65.22
19	31	22.58	12.90	9.68	54.84
20	35	5.71	17.14	14.29	62.86
21	31	3.23	16.13	6.45	74.19
22	21	0.00	19.05	9.52	71.43

* 51.96% of the males who have been in the program one month are SI-UR.

TABLE 19

DISTRIBUTION OF STATUS CATEGORIES BY MONTH FOR MALES (Cont'd)

MONTH	TOTAL	PERCENTAGE DISTRIBUTION			
		JOB TRAINING AND GENERAL	WORKING REGISTRANTS	SITE ACTIVE UNASSIGNED	SITE INACTIVE UNASSIGNED
23	32	6.25	28.13	6.25	59.38
24	21	0.00	28.57	4.76	66.67
25	16	12.50	18.75	6.25	62.50
26	31	16.13	9.68	16.13	58.06
27	15	13.33	40.00	6.67	40.00
28	20	5.00	0.00	5.00	90.00
29	18	11.11	11.11	5.56	72.22
30	15	6.67	13.33	13.33	66.67
31	14	7.14	14.29	21.43	57.14
32	10	0.00	20.00	10.00	70.00
33	10	0.00	0.00	10.00	90.00
34	9	0.00	22.22	22.22	55.56
35	10	0.00	30.00	20.00	50.00
36	12	8.33	16.67	16.67	58.33
37+	103	2.91	16.51	17.48	63.11

TABLE 20

DISTRIBUTION OF STATUS CATEGORIES BY MONTH FOR FEMALES

MONTH	TOTAL	PERCENTAGE DISTRIBUTION			
		JOB, TRAINING AND GENERAL	WORKING REGISTRANTS	SITE ACTIVE UNASSIGNED	SITE INACTIVE UNASSIGNED
1	357	7.28	7.28	19.05	66.39
2	371	12.41	10.24	21.02	56.33
3	406	11.33	10.40	17.49	61.08
4	345	12.75	11.88	18.55	56.81
5	364	9.34	14.29	12.64	63.74
6	338	12.72	17.16	8.58	61.54
7	375	15.20	15.47	10.67	58.67
8	362	10.22	19.89	9.67	60.22
9	298	12.75	22.82	7.05	57.38
10	259	11.97	17.76	8.11	62.16
11	255	7.45	25.49	10.20	56.86
12	240	11.25	23.33	9.17	56.25
13	287	8.71	17.77	8.71	64.81
14	201	9.45	23.88	6.97	59.70
15	187	8.02	20.32	6.42	65.24
16	192	8.85	18.23	8.33	64.58
17	134	6.72	60.45	5.22	27.61
18	187	6.42	22.46	6.95	64.17
19	193	6.74	21.24	7.78	64.25
20	144	5.56	29.86	6.94	57.64
21	167	7.19	29.34	1.80	61.68

* 66.39% of the female clients who have been in the program one month are SI-UR

TABLE 20

DISTRIBUTION OF STATES CATEGORIES BY

MONTH FOR FEMALES (Cont'd)

MONTH	TOTAL	PERCENTAGE DISTRIBUTION			
		JOB, TRAINING AND GENERAL	WORKING REGISTRANTS	SITE ACTIVE UNASSIGNED	SITE INACTIVE UNASSIGNED
22	119	5.04	26.05	5.04	63.87
23	148	4.73	25.00	7.43	62.84
24	119	8.40	22.69	5.04	63.87
25	110	2.73	22.73	4.55	70.00
26	70	5.71	28.57	2.86	62.86
27	122	3.28	21.31	6.56	68.85
28	89	4.49	26.97	3.37	65.17
29	82	7.44	34.15	6.10	57.32
30	107	6.54	28.04	1.87	63.55
31	107	2.80	21.50	4.67	71.03
32	103	2.80	32.04	6.80	58.25
33	93	5.38	21.51	9.68	63.44
34	87	1.15	34.48	4.60	59.77
35	102	2.94	25.49	2.94	68.33
36	107	3.74	28.97	3.74	63.55
37+	980	3.98	31.43	2.65	61.94

E. LENGTH OR TIME SINCE LAST CONTACT

The date of the last entry in a client's file was recorded. Since all meetings, phone conversations, and correspondence with the clients were to be entered into the file, the date of the last entry in the file is a good indicator of the date of last contact with the client. Table 21 presents the mean number of months since last contact by status category. The most interesting factor concerning this data is the unexpected number of months since last contact, which seems unusually high.

TABLE 21

MEAN NUMBER OF MONTHS SINCE LAST CONTACT BY STATUS GROUP FOR LAST CONTACTS LESS THAN 24 MONTHS

	MALES	FEMALES
JOB	4.30	4.72
TRAINING	4.41	3.87
GENERAL	2.58	2.28
WORKING REGISTRANT	7.45	9.43
SA-UR	3.70	4.55
SI-UR	6.55	7.11
TOTAL	7.41	7.13

The first question that arises, is the data's validity. Is it really true that SI-UR clients have not, on the average, been contacted in 6½ months in the case of males and 7 months for females? Even in the case of the General category and the Site Active category, where one would expect bi-weekly contact at minimum, the figures for males and females are over two months. To assure the validity of this data, each state was investigated individually. Table 22 presents the mean number of months since last contact by states for the males and females. It should be noted that these statistics are computed for contacts under 24 months. The percentages at the right of the means are the percentages of clients who have not been contacted in over twenty four months. The decision for this separation was discretionary and based upon an attempt at not allowing persons who have not been contacted in 24 months or longer from upward biasing the mean.

TABLE 22

STATE MEAN NUMBER OF MONTHS SINCE LAST CONTACT

FOR CONTACTS UNDER 24 MONTHS

State	Males	% Of Males In State With Last Contact 24 Months Or Longer	Females	% Of Females In State With Last Contact 24 Months Or Longer
A*	5.96	10.93%	7.38	12.49%
B*	5.67	5.41%	7.32	12.03%
C*	7.19	0.90%	6.58	5.60%
D*	2.26	0.00%	6.59	0.70%
E	4.38	0.00%	5.53	4.49%
F*	6.76	16.48%	10.14	27.74%
G*	3.40	0.00%	5.48	1.05%
H*	3.99	1.16%	5.22	1.82%
I*	7.45	15.38%	12.42	14.13%
J	7.00	0.00%	6.36	2.79%
K	6.57	6.67%	6.27	2.78%
L	0.42	0.00%	3.61	14.29%
M	5.45	1.08%	7.79	4.60%
N	6.75	7.69%	6.79	20.86%
O	1.27	0.00%	2.50	0.48%

* Unemployed Father Status

Investigation of Table 22 provides some interesting state differences when dealing with length of time since last contact. Of particular interest is the variance in the proportions of males and females who have not been contacted in over twenty four months. The variance from 0.00% to 27.74% indicated that the variance is indeed a factor of procedures and not necessarily a weakness in the data. States which are known to be more efficient than other states have lower number of months since last contact than states which appear to have greater difficulty in serving their clients. State "O" whose figures are extremely impressive is known to have recently undergone a reassessment of the files.

The purpose in this pursuit is not to be evaluatory. However, it is not possible to assess which characteristics affect assignment without taking into consideration the fact that where that client lives might also affect the assignment.

In any event, Table 22 supports the overall statistics for last contact by showing the variance is accounted for by state differences. It seems hard to believe that clients have not been, on the average, contacted for six to seven months. When states are viewed individually the situation of clients in some states not being contacted, on the average, for 1 month and, in other states, 12 months, seems more plausible.

The data in Table 23 presents the mean number of months since last contact for males and females for clients in the program 1 to 48 months (Using an N for the males of 2407 and for the females, N=8929 means for any time per interval can be computed).

MEAN NUMBER OF MONTHS SINCE LAST CONTACT

BY LENGTH OF TIME IN PROGRAM

Number Of Months In Program	Mean Number Of Months Since Last Contact	Total Number Of Females In Program This Length Of Time	Mean Number Of Months Since Last Contact	Total Number of Males In Program This Length Of Time
1	0	62	0	22
2	.72	298	.63	110
3	1.47	366	1.36	122
4	2.02	405	2.06	143
5	2.54	344	2.71	107
6	3.24	361	3.32	111
7	3.65	335	3.39	116
8	4.20	370	4.44	114
9	4.17	356	4.37	103
10	4.88	294	5.48	85
11	5.83	261	5.58	71
12	6.25	250	6.1	60
13	5.81	239	5.44	64
14	6.75	284	6.62	87
15	7.63	200	7.7	50
16	7.37	187	7.68	50
17	8.72	189	6.52	58
18	10.10	131	7.97	34
19	8.42	185	8.00	41
20	9.16	189	9.88	43
21	10.09	143	11.03	33
22	10.61	166	9.45	40
23	10.82	119	12.30	27
24	12.60	146	11.80	35
25	12.40	118	11.00	34
26	11.81	110	10.09	34
27	11.79	70	14.77	13
28	14.80	120	16.18	34
29	13.36	87	11.72	25
30	13.00	78	12.76	21
31	16.36	105	17.92	25
32	13.53	104	13.55	20
33	14.91	102	12.90	21
34	14.64	92	10.92	25
35	14.15	87	9.58	19
36	15.44	99	16.89	18
37	15.22	105	12.04	25
38	17.76	76	13.63	16
39	19.29	55	15.83	6
40	14.46	80	9.21	19
41	17.11	62	14.54	13
42	15.97	64	10.00	12
43	18.89	46	17.14	7
44	19.61	77	22.24	17
45	19.97	71	12.00	12
46	19.96	79	14.25	12
47	23.42	90	23.00	14
48	24.94	116	14.40	20

F. SUMMARY CONCLUSIONS FOR ATTRITION, DYNAMICS OF MOVES, LENGTH OF TIME IN STATUS, AND TIME SINCE LAST CONTACT

1. The attrition rate among males is much higher than among females with 79.60% of the male population leaving the program within one year of entering the program and only 26.99% of the female population leaving the program in the same timeframe. Attrition from the WIN program appears to have a curvilinear relationship with length of time in the program.

2. The clients who have made no status change constitute 68.99% of the total sample Unassigned Recipients (Site Active and Site Inactive Categories); comprise 71.03% of the WIN sample population; and 78.85% of the Unassigned Recipients have made no movement after initial status. When viewed from this perspective, WIN clients, in general, and Unassigned Recipients in particular are an extremely static group. Of those clients who are in the Site Inactive Unassigned category, which is essentially the group which meets the definition of the term Unassigned Recipients, 80.34% have never moved out of the Site Inactive Unassigned Category. Based upon this information, it appears as if an initial selection process takes place which, depending upon client characteristic, either enters the client into a WIN status activity or places the client in an immobile group called Unassigned Recipients.

3. Those clients who have made more than one move and are currently in Unassigned categories, constitute only 1.61% of the WIN sample population. The implication is that if a client is deemed ready to enter into WIN activity they do tend to become Assigned or Working Registrants and despite returns to the Unassigned categories due to temporary barriers (i.e., medical problems, lay-offs, etc.) they manage to re-enter the job market.

4. Approximately 6.02% of the sample have been in training components and 41.64% of these clients have never been in the Job or Working Registrant Categories. In other words, 4 out of every ten clients who are trained do not manage to find jobs. The reason given for why these clients return to the Unassigned category is, primarily, lack of a job position upon completion of the training program.

The majority of the clients who have received training are females. This factor is understandable since females, as was discussed in Section I, have little or no job history. It is important to note that females who do get jobs tend to go into the Working Registrant category. It appears as if the training received does not provide sufficient skills for the client to receive an income which would allow them to deregister from the WIN program.

5. Both the males and females increase their proportions of Working Registrants over time and decrease their proportions of Site Active Unassigned and Job, Training and General groups. The males, in the initial twelve months of program participation, increase their proportion in the Site Inactive Unassigned group, whereas the females tend to remain fairly stable. Both sexes have a fairly consistent proportion of Site Inactive Unassigned of approximately 62-63%. Therefore, length of time in the program has little effect upon whether a client is assigned or unassigned, except in the initial twelve months. Additionally, the longer a client is on the program the less likely it is that he or she will receive WIN activity, i.e., become assigned. This data supports the hypothesis that there are clients on the WIN program who are deemed not placeable and these clients are placed in the Unassigned categories and remain there.

When attrition information is combined with shifts in status category distribution over time, the general hypothesis that those persons who remain in the WIN program are the clients who have barriers which prohibit their leaving the program and entering the job market does not prove out. It is a fact that clients who are in the program 2 or 3 years tend to fall into one of two status categories - Working Registrants whose job does not provide sufficient income for the client to leave the WIN population; and Unassigned Recipients who were from the onset deemed unassignable. Although the proportion of -

Working Registrants does increase from 9% in the first three months to 20% by the end of the twelfth month, from that point on, the proportion remains fairly stable for the males and increase about 10% for the females. The Site Inactive Unassigned Category remains the same proportion of the total female population despite any time changes. For males the proportion of the Site Inactive Unassigned category tends to increase over time, as the Site Active category decreases.

Female clients upon entering the program fall into three major groups. (1) Clients who are working (Working Registrants) (2) Clients for whom WIN activity is offered or will be offered (Job, Training, General and Site Active Categories) and (3) Clients who will not be offered WIN activity (Site Inactive Unassigned Category). Over time the first and second group merge into the first, and the third group remains stable throughout the program. So that Working Registrants (Group 1) and Site Inactive (Group 3) constitute 97% of the females in the program over 36 months. From all that has been said, so far. this situation appears to further support the hypothesis that Unassigned Recipient is a designation given to clients who are deemed unemployable. However, combined with attrition rates, the same data takes an entirely different posture. If it is assumed that those female clients who have been in the program 36 months are the residual (i.e., those clients who have remained on the WIN program) of a group who entered the WIN program 36 months ago, and they are compared to

the group who entered the program within one month of the file search, it becomes apparent that the clients who leave the program are extremely similar to those who remain on the program. Since the number of females who are in the program 36 months constitute 29.97% of the number of females who are in the program 1 month, it appears as if 70.03% of the females who entered the program 36 months ago have left the program. Since 63.55% of those female clients who have been in the program 36 months are in the Site Inactive Unassigned category and since 66.39% of the female clients who entered the program 36 months ago were in the Site Inactive Unassigned category (represented by those female clients who are in the program 1 month) then for this situation to exist, approximately 66% of the female clients who entered 36 months ago and have left the program were in the Site Inactive Unassigned Category. Although it appears as if status category assignment affects whether a female client is employed, it does not appear as if status category assignment affects attrition from the program. Whether or not a female client is deemed in the initial months of the program as Unassigned Recipient, may affect her assignment but not her leaving the program. That is, a female client who is placed in the Unassigned Recipient status in the early months, particularly the Site Inactive-Unassigned Recipient Status, is less likely to become assigned, but is not less likely, due to her status to leave the program.

For the males the situation is slightly different. The Site Inactive Category proportion increases over time. However, this increase appears to be due to shifts from the Site Active

category into both the Working Registrant category and the Site Inactive category. Even though the statement that the initial determination of the "unassignability" of a client does not affect the clients leaving the WIN program, cannot be made as strongly for males as females, nevertheless it can be made.

Based solely upon status assignment, it does not appear as if a client's characteristics affect whether or not he or she leaves the program. Of course, it is necessary to determine whether or not clients who have been in the program an extended length have the same characteristics as those who have just entered, before conclusions can be fully drawn. However, from the data thus far examined, if a selection criteria is in existence, it is not effective. There is no data available to sufficiently determine why clients leave the WIN program. From what is available, exemption from the program does not appear a major reason for deregistration. Based upon data from WIN Table 1 for March 1977, only 19.62% of the total deregistrations are for exemption. Approximately 79.49% of the deregistrations are clients who are off AFDC. The reasons are not entirely determinable. Nevertheless, there appears no reason to assume that the conclusions drawn from the above data is incorrect. (Subsequent sections of this report will investigate client characteristics in more detail.)

SECTION III

JOB READINESS

The purpose of this section is to determine which of the WIN clients are job ready. This determination begins in Part B of this section. Part A addresses itself to an identification of the population for which this determination is to take place.

A. IDENTIFICATION OF POPULATION FOR ANALYSIS

The purpose of this report is to address itself to the conditions surrounding and the characteristics of the Unassigned Recipient. The following discussion addresses itself to an identification of the Unassigned Recipients based upon activity provided at the local WIN site and a comparison group which can be used to detect barriers to employment.

1. Unassigned Recipients

As was noted in Section I the federally defined Unassigned Recipient has been in this report, and is being, at local WIN offices, further distinguished by Site Active status and Site Inactive status . In Section III and the sections which follow, the primary population for identification is the Unassigned Recipient. To this end, the subgroups Site Active and Site Inactive Unassigned Recipients will be used. The major distinction between these groups is that some form of WIN activity is being received by the Site Active Unassigned Recipients whereas the Site Inactive Unassigned Recipients are receiving virtually no activity from the WIN program. Because some of the Site Active statuses are Adjudication related, these statuses have been excluded from further analysis. This is in keeping with the definition of Unassigned Recipients since persons who are involved in Adjudication or 60-day Counseling are federally excluded from the Unassigned Recipient category. The impact of this decision is minimal since the Site Active status which meet this definition constitute only 1.06% of the sample population. However, for the sake of precision, the

Site Active Unassigned Recipients which will be designated SA-UR are comprised of two major groups of Unassigned Recipients: (1) Clients who are awaiting completion of certification procedures in order to participate actively in the WIN program (2) Clients who are undergoing job goal identification and job search activity.

The second group comprising the Unassigned Recipient total is the Site Inactive Unassigned Recipients (SI-UR). These clients are, as has been noted, not receiving activity from the WIN program. However, some of the clients in the Site Inactive Unassigned category are participating in either part-time employment, college or high school equivalency education, or some other form of activity which does not formally meet the criteria of assignment, but is taken into consideration informally at the local WIN sites. For example, a client who is already involved in part-time employment may not even be considered for a job opening made available to WIN since there are so many clients who have no employment whatsoever. Practically speaking, Site Inactive Unassigned Recipients who are participating in a non-WIN recognized activity are obligated to leave that activity if WIN finds an employment position for them. Additionally, these clients should be seeking to enhance their employment condition on their own. In essence, this enhancement is what their non-WIN recognized activity is all about.

So, for further analysis in this study the Site Active Unassigned Recipients (SA-UR) and Site Inactive Unassigned Recipients (SI-UR) will be used to represent the federal definition of Unassigned Recipients.

2. Employed Registrants

For the purpose of comparison, the two status categories Working Registrant and Job have been united into one group called Employed Registrants, designated as (ER). Employed Registrants are as their name implies, WIN registrants who are employed in a full-time job. The reason for creating this designation is so that some comparison can be made between unemployed clients who are not participating in WIN activity and clients who are employed or participating in a WIN activity. Essentially, the comparison allows the reader to detect the differences between Unassigned Recipients and quasi-successful registrants. Ideally, in order to determine which barriers to self sufficient employment characterize the Unassigned Recipients, a comparison group of clients who have no barriers is needed. Such clients are obviously not on the WIN program. Anyone on the WIN program, by definition is either not working or is not earning enough money to make them ineligible for welfare assistance. The closest to this definition of a comparison group which can be achieved is a group of employed registrants. However, these employed registrants are still on the WIN program and, hence, the term "quasi-successful."

The Employed Registrants (ER) are primarily Working Registrants, 89.90%, with the remaining 10.10% comprised of clients from the Job Category, i.e., WIN/OJT, WIN/PSE, etc.

It was not possible to make any meaningful comparison solely between the assigned and unassigned for two reasons. First, less than 9% of the clients in WIN are assigned, and a group this small would not provide satisfactory analysis. Second, clients who are receiving training or are involved in Orientation are not necessarily representative of successful clients, because they oftentimes return to the Unassigned Recipient status.

3. Groups Identified for Analysis

Three groups will, therefore, be used for further analysis: Site Active Unassigned (SA-UR); Site Inactive Unassigned (SI-UR); and Employed Registrants (ER).

The first two groups SA-UR and SI-UR constitute the federally defined Unassigned Recipient. The third group is comprised of clients in the job category (federal job components) and Working Registrants. These three groups account for 93.71% of the entire sample.

B. JOB READINESS DETERMINATION

1. Job Readiness Definition

The first question to be addressed to the Unassigned Recipient is whether or not he or she is job ready. Job readiness is simply defined as the ability to accept a full-time employment position if one were offered to the client. The current federal exemption criteria is intended to eliminate from the mandatory registrants anyone who is not job ready or would not be job ready if supportive services were provided. However, there are two distinct groups of the Unassigned Recipients who are not job ready. Clients who would be job ready if supportive services were provided are Potentially Job Ready. Clients who have medical problems which make them incapable of accepting full-time job are Not Job Ready. With this in mind, the Unassigned Recipients have been placed in one of the four following job ready groups:

1. Job Ready. These clients could accept a full-time position if offered to them.

2. Potentially Job Ready. These clients have indicated in their files that they are in need of supportive services. The most prevalent being child care.

3. Not Job Ready. These clients have medical problems which prohibit their ability to accept a full-time job. This group is further sub-divided into Medically Incapacitated and Part-Time Only.

4. Undeterminable. These clients have medical problems the extent of which cannot be determined due to conflicting information in the file.

(Client attitudinal problems and personal preferences have not been considered in determining job readiness. They will, however, be addressed in Section IV.)

From the data analyzed in Sections I and II the reader can begin to see that the Unassigned Recipients constitute a major proportion of the WIN population, and a great many of them do not partake in WIN activities but rather, are initially determined as unassigned and remain in that status throughout their programmatic history.

Job Readiness is not to be confused with Employability. Whereas the latter will attempt to determine what the <u>probability</u> is of a client becoming employed, Job Readiness is concerned only with <u>whether or not</u> a client is capable of being employed. The reader is cautioned against drawing any conclusions from the Job Ready statistics which would not fall within the definition established in this section.

2. Methodology For The Determination Of Job Readiness

(1) Four distinct groups of clients are identified for determination of Job Readiness. They are:

a. SA-UR - Males

b. SA-UR - Females

c. SI-UR - Males

d. SI-UR - Females

These four groups which comprise the Unassigned Recipients in the sample were identified for two reasons:

a. Sex - Job Readiness is dependent upon two variables - Medical problems and supportive service needs. There is no reason to assume that females are more likely to have medical problems than males. However, the medical problems which would inhibit the client's ability to work, need not necessarily be the client's medical problem. Medical problems of dependent children which may require constant parental supervision will commit the single parent in such a way as to exclude any possibility of accepting a job, whereas a married client who can depend upon his/her spouse to care for the child is not committed to any obligations which would thus inhibit their ability to accept employment. It should be noted that any such committment due to medical reasons is grounds for exemption under the federal regulations.

Differences between male and female supportive service needs fall into similar patterns. The most needed of all the supportive services is child care. As in the case of medical problems, a married client can depend upon his/her spouse to provide the supervision for any dependent children. A single-parent does not have this assistance available to them.

Needless to say, female clients tend to be the single parents in the program, and male clients tend to be the married parents.

b. Status - Keeping in mind the original rationale for separating Site Active (SA-UR) and Site Inactive (SI-UR) the reader can easily deduce that those clients who are not job ready should fall most prevalently in the SI-UR category, while by the nature of the activity being received, the SA-UR should be comprised almost entirely of job ready clients.

Each of these groups passed through a series of questions which resulted in a decision tree configuration. The questions are:

1. Does the client have any current medical problems indicated in the file?
   a. Yes
   b. No.
2. (Answer to 1 is Yes) To what extent does this medical problem effect the clients ability to work?
   c2 Cannot accept full-time employment position.
   d2 Limits the type or locale of any employment.
   e2 No limitation.
   f2 Indeterminable (due to contradictory information)
   g2 Not Indicated

i Group c2 is designated as Not Job Ready.

ii Group d2 and e2 are combined and question B2 is asked of them.

iii Group f2 is designated indeterminable.

iv Group g2 is proportionately distributed among groups c2, d2, e2, and f2. Proportions based upon the distribution of each of these groups within their aggregate population.

B2. (Answer to 1 is Yes or answer to A2 is d2 or e2). Does the client's file indicate barriers for which supportive services could be, but have not been, provided?

h2 Yes

i2 No

Group h2 is designated as Potentially Job Ready.

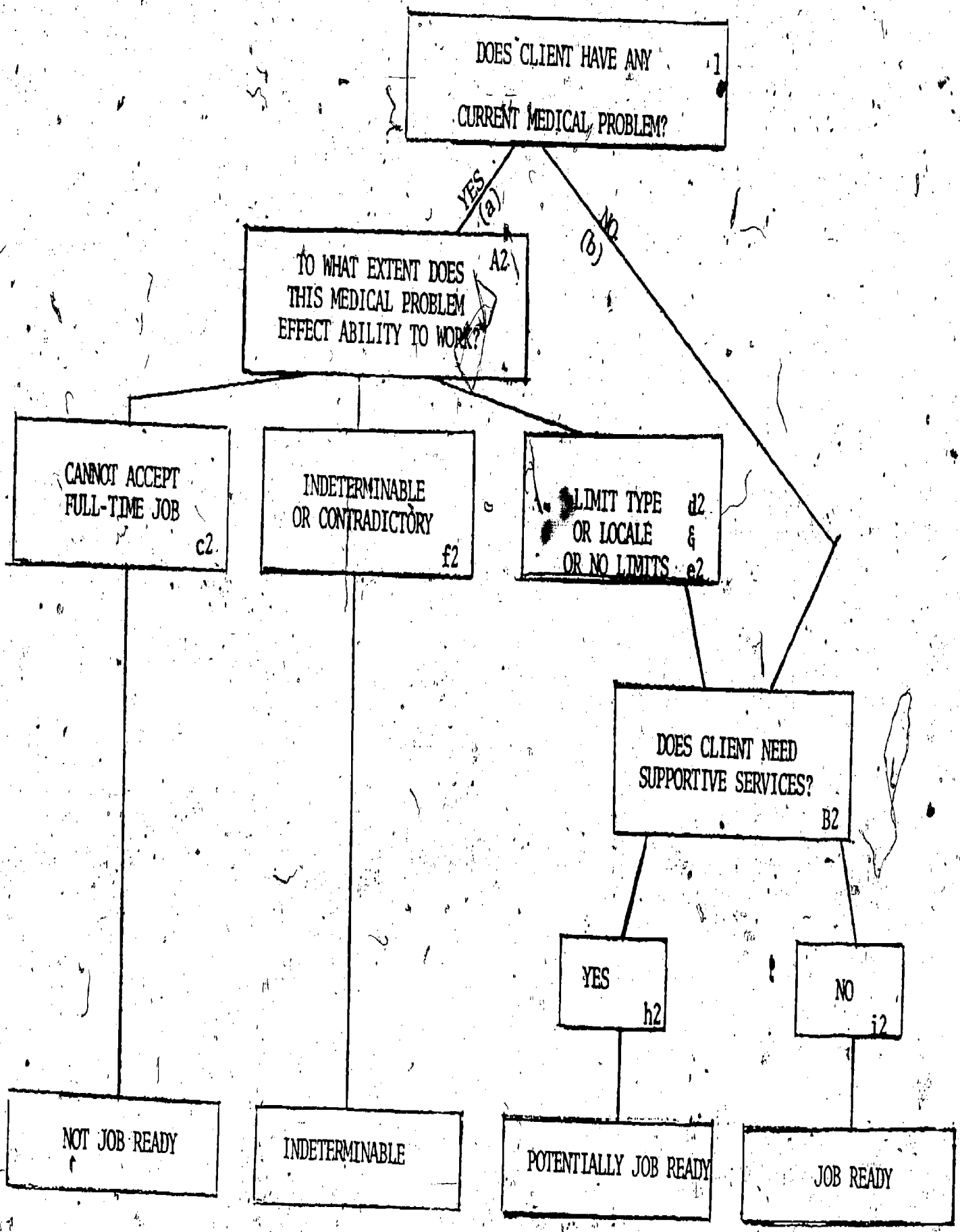
Group i2 is designated as Job Ready.

Figure 8 presents a decision tree diagram of the above series of questions.

Two difficulties appear when the question of Job Readiness is approached. Both reflect limitations of the file data. Approximately 50% of the clients with medical problems have no assessment of how this medical problem affects their job readiness. These clients, as mentioned before, were proportioned in a fashion similar to those clients for whom extent of the medical problems was indicated. This question, its ramifications and possible solutions; will be addressed in Section V. Lack of medical information in the file is not a sign of WIN interviewer laxness but rather it is an indication of the difficulty confronting WIN in getting accurate medical assessment from responsible sources.

FIGURE 8

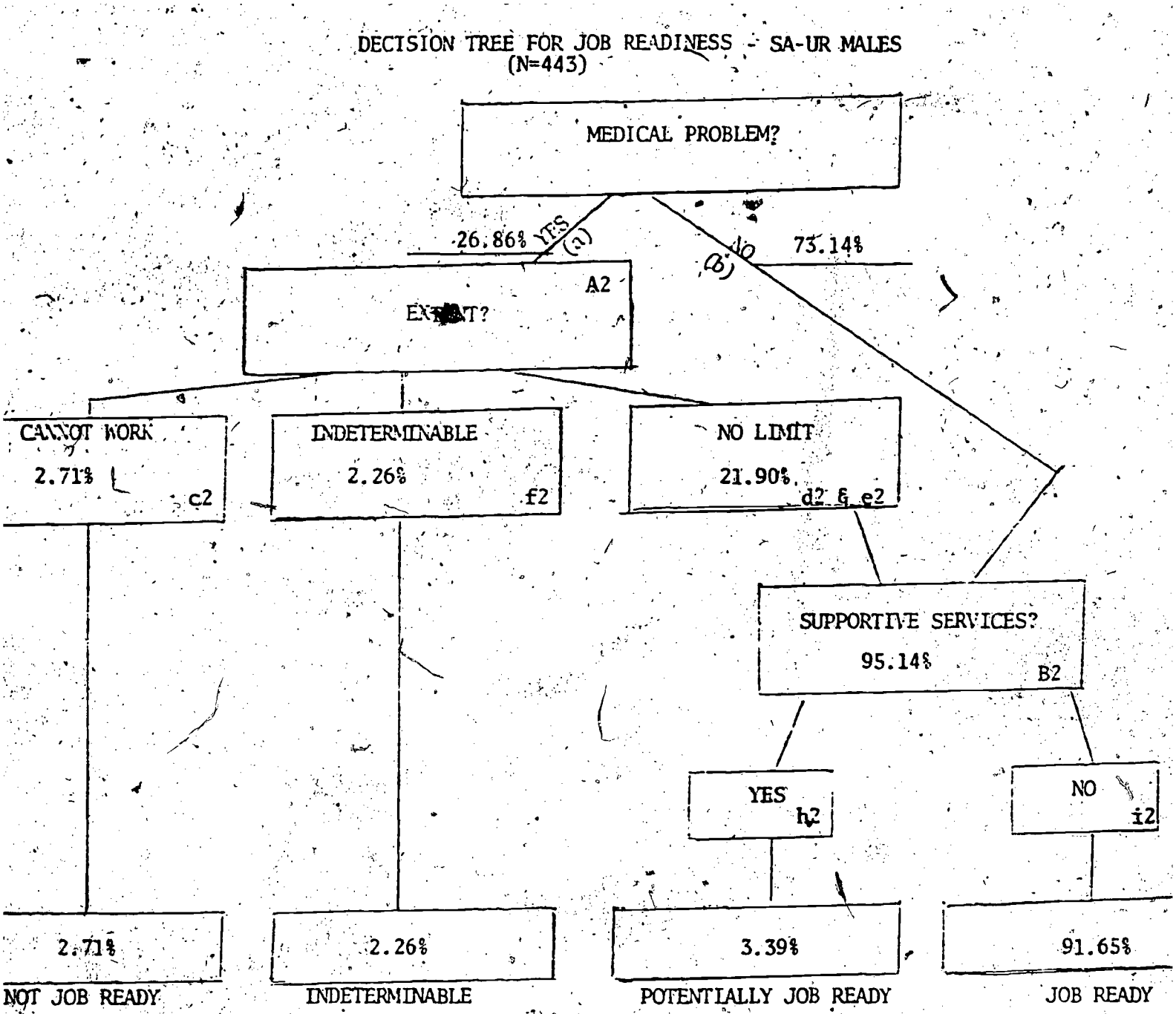
DECISION TREE FOR JOB READINESS

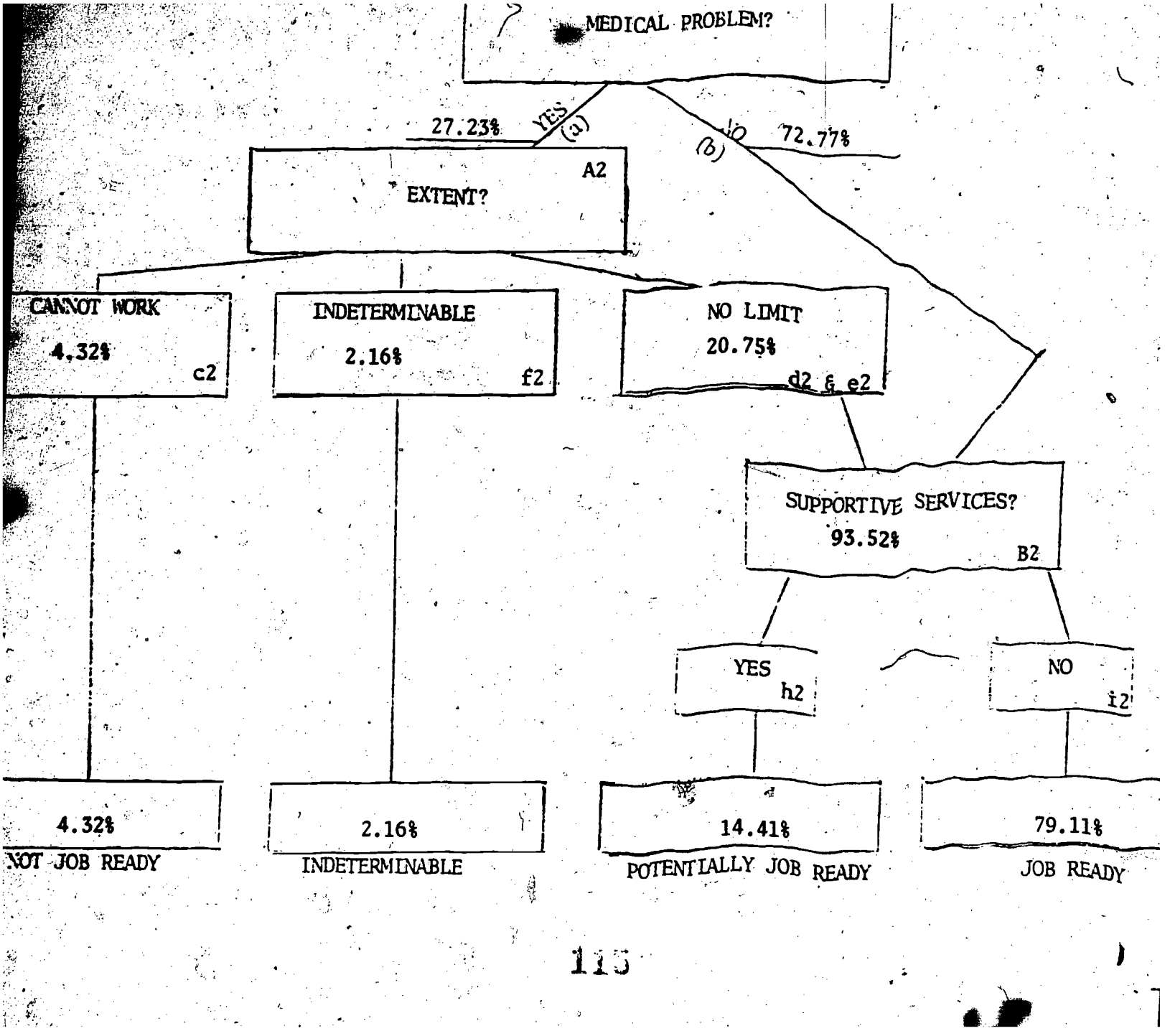


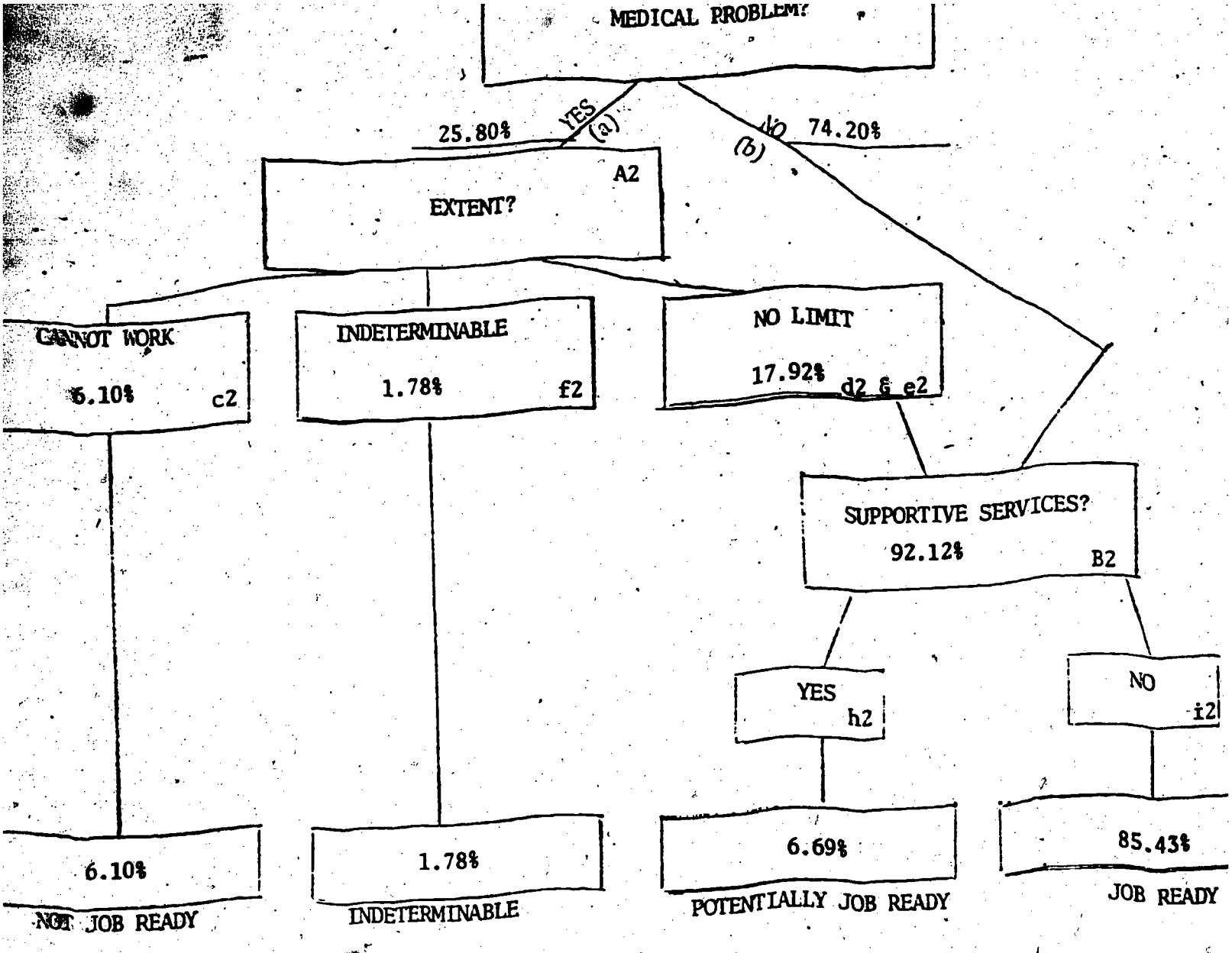
Data for determination of whether or not a client needs supportive services can appear in two places in the file, either in the interviewers comments, or on a certification request form. Although it is not mandated that all clients receive certification, the ambiguity in the regulations create discordant activities among clients, welfare, and WIN. This situation will also be discussed in Section V. Suffice it to say, that for many clients the file does not indicate whether the question of supportive services needs (in the form of certification) has ever been addressed. Unfortunately, many clients who may have been deemed unassignable because of lack of skills have no indication in their files as to whether they need supportive services. Therefore, particularly among SI-UR females, the distinctions between the Job Ready and Potentially Job Ready groups can only be tentatively drawn.

3. Job Readiness Decision Trees.

The following four decision trees (Figures 9, 10, 11, & 12) provide the Job Readiness determinations for SA-UR males, SA-UR females, SI-UR males, and SI-UR females. Table 25 which follows the figures provide a comparison of these four groups in their overall Job Readiness categories. All percentages are provided for the distribution within the respective groups. The proportion of each group of the entire sample is provided in Table 24.


DECISION TREE FOR JOB READINESS - SA-UR MALES
(N=443)
MEDICAL PROBLEM?
26.86% YES (a)
NO (b)
73.14%
A2
EXEMPT?
CANNOT WORK
2.71%
c2
INDETERMINABLE
2.26%
f2
NO LIMIT
21.90%
d2 & e2
SUPPORTIVE SERVICES?
95.14%
B2
YES
h2
NO
i2
2.71%
2.26%
3.39%
91.65%
NOT JOB READY
INDETERMINABLE
POTENTIALLY JOB READY
JOB READY


MEDICAL PROBLEM?
27.23%
YES
(A)
(B)
NO
72.77%
EXTENT?
A2
CANNOT WORK
4.32%
c2
INDETERMINABLE
2.16%
f2
NO LIMIT
20.75%
d2 & e2
SUPPORTIVE SERVICES?
93.52%
B2
YES
h2
NO
i2
4.32%
NOT JOB READY
2.16%
INDETERMINABLE
14.41%
POTENTIALLY JOB READY
79.11%
JOB READY


MEDICAL PROBLEM?
YES
(a)
25.80%
NO
(b)
74.20%
A2
EXTENT?
CANNOT WORK
6.10%
c2
INDETERMINABLE
1.78%
f2
NO LIMIT
17.92%
d2 & e2
SUPPORTIVE SERVICES?
92.12%
B2
YES
h2
NO
i2
6.10%
NOT JOB READY
1.78%
INDETERMINABLE
6.69%
POTENTIALLY JOB READY
85.43%
JOB READY

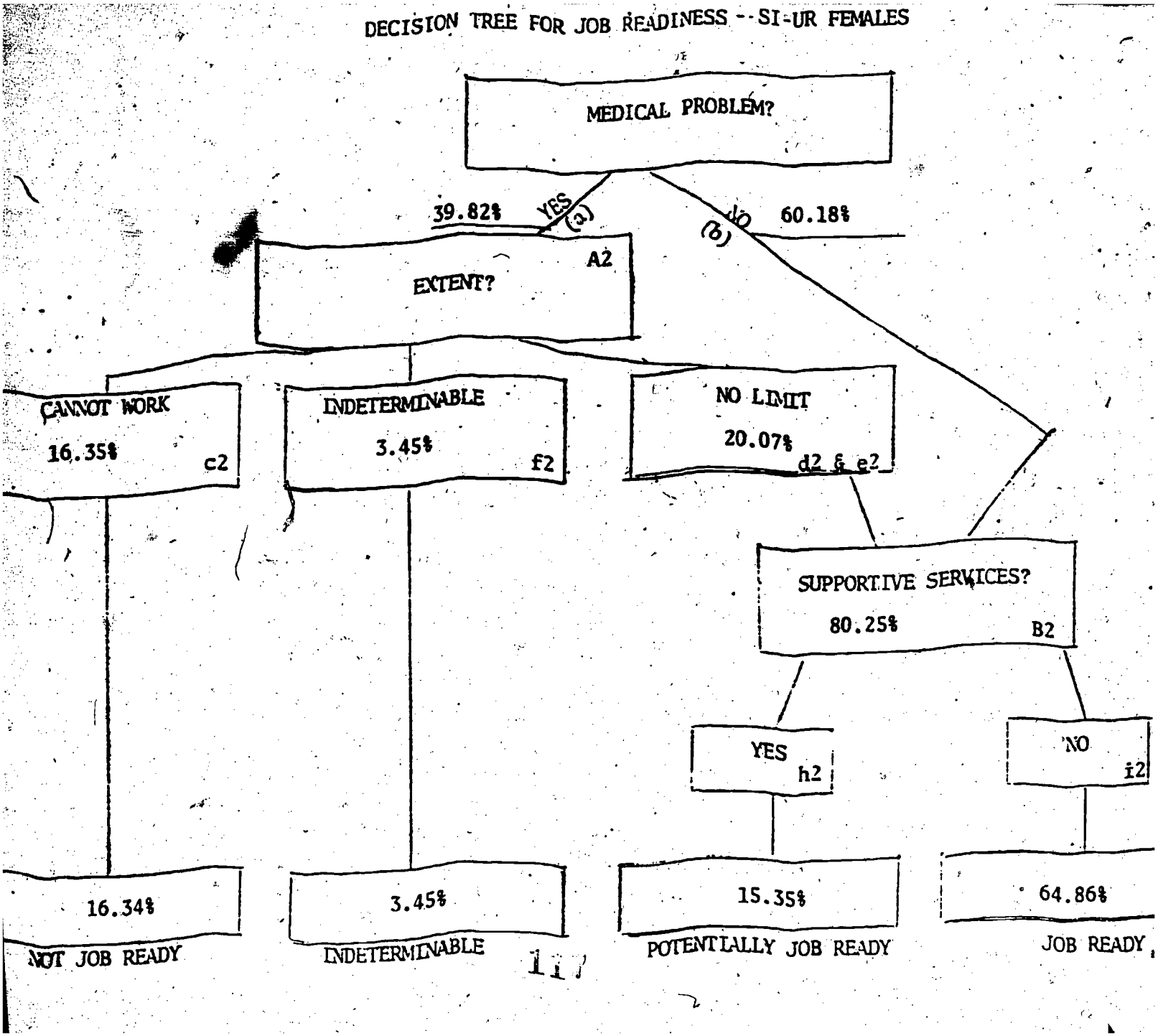

DECISION TREE FOR JOB READINESS -- SI-UR FEMALES
MEDICAL PROBLEM?
39.82%
YES (a)
NO (b)
60.18%
EXTENT?
A2
CANNOT WORK
16.35%
c2
INDETERMINABLE
3.45%
f2
NO LIMIT
20.07%
d2 & e2
SUPPORTIVE SERVICES?
80.25%
B2
YES
h2
NO
i2
16.34%
NOT JOB READY
3.45%
INDETERMINABLE
15.35%
POTENTIALLY JOB READY
64.86%
JOB READY

TABLE 24

PROPORTION OF STATUS CATEGORIES OF TOTAL SAMPLE

(N=11336)

SA-UR - Males	4.36%
SA-UR - Females	6.73%
TOTAL SA-UR	11.09%
SI-UR - Males	11.87%
SI-UR - Females	48.08%
TOTAL SI-UR	59.95%
TOTAL - MALES (SA-UR & SI-UR)	16.23%
TOTAL - FEMALES (SA-UR & SI-UR)	54.81%
TOTAL - (SA-UR & SI-UR)	71.04%

TABLE 25

JOB READY STATUS UNASSIGNED RECIPIENTS

	JOB READY	POTENTIALLY JOB READY	NOT JOB READY	INDETER-MINABLE
SA-UR Males N=443	91.65%	3.39%	2.71%	2.26%
SA-UR Females N=694	79.11%	14.41%	4.32%	2.16%
SI-UR Males N=1345	85.43%	6.69%	6.10%	1.78%
SI-UR Females N=5453	64.86%	15.35%	16.34%	3.45%
SA-UR Total (N=1137)	83.99%	10.11%	3.69%	2.20%
SI-UR Total (N=6798)	68.93%	13.64%	14.31%	3.12%
Male Total (1788)	86.97%	5.87%	5.26%	1.90%
Female Total (6147)	66.47%	15.24%	14.98%	3.30%
Total Unassigned (N=7935)	71.09%	13.13%	12.79%	2.99%

Based on the statistics in Table 25, approximately 71.09% of the Unassigned Recipients are Job Ready and 13.13% of Unassigned Recipients are Potentially Job Ready. Because of lack of information on supportive services needs, there may be some fluctuation between these two groups. Specifically, there may be fewer Unassigned Recipients who are Job Ready and more who are Potentially Job Ready, if all supportive service information were available in the client's file. Nevertheless, it can be said that approximately 84.22% of the Unassigned Recipients are either Job Ready or would be Job Ready with supportive services based upon the file information.

The distinctions between the Site Active (SA-UR) and Site Inactive (SI-UR) Unassigned gives evidence to the fact that some sort of selection process appears to be occurring at the WIN sites. Of the SA-UR category, 94.10% are Job Ready or Potentially Job Ready. Of the SI-UR category, 82.07% are Job Ready or Potentially Job Ready. There is a higher proportion of the SI-UR category 13.64% who would be Job Ready if supportive services were provided, than of the SA-UR category, 10.11%. Certification procedures were initiated for 78.99% of the SA-UR category and only 41.65% of the SI-UR category. Considering that the initiation of a certification request (i.e. certification procedure initiation) incorporates an assessment of client's supportive services needs, without such a request WIN understanding of the client's needs is incomplete.

When Job Readiness is viewed from a male/female perspective the medical problems and supportive service needs do, as previously suspected, contrast males and females. Of the unassigned males 92.84% are either Job Ready or Potentially Job Ready. The comparable statistic for females is 81.71%.

Additionally, 15.24% of the females are in need of supportive services whereas only 5.87% of the males need supportive services. The males who have had certification procedures initiated are 64.60% of the Unassigned males. Females who have had certification procedures initiated are 41.88% of the Unassigned females.

The difficulty in determining whether or not a client is Job Ready or Potentially Job Ready is increased by the fact that approximately 70% of the males who have been deemed Job Ready have had no certification procedures initiated.

Although it is possible that these females have not been certified because they are not in need of supportive services, it is highly unlikely. There are many reasons why these females have not been certified. What is of importance, here, is realizing that without information on supportive service needs a WIN interviewer has only a partial picture of a client. Without certification can an interviewer be assured that the client would be immediately ready to take a job? If a job opening becomes available, time is of utmost importance. Especially when the job is on the lower skill level, the WIN interviewer must react, in many cases, within one to two days. Without a completed file the interviewer is extremely limited in the number of clients within his caseload with which he can work. There are many other ramifications of lack of certification procedures and these will be discussed in Section V.

C. OVERVIEW OF CLIENTS WHO ARE NOT JOB READY

Since the proportion for both SA-UR males and SA-UR females is so small (N=12) significant statements cannot be made. However, for the SA-UR

males and females, it is important to investigate characteristics of those who are not job ready to see whether or not there appears to be any differences between these clients and the total SI-UR group other than their medical problems.

Of the SI-UR females who are not job ready 30.38% would accept a part-time job, and of the SI-UR males approximately 29.03% could accept a part-time job.

Table 26 represents the length of time in program both for the total SI-UR males and females and for the SI-UR males and females who are not job ready.

Both in the case of the males and the females SI-UR clients who are not job ready tend to have been in the program longer than the SI-UR population as a whole. Particularly, the 1-3 month category, when coupled with the attrition premise, i.e., that clients, who remain on the program longer periods of time, have barriers which inhibit their leaving the program, gives support to the fact that the not job ready clients do have medical barriers which inhibit their leaving WIN. For example, only 1 out of every 90 - males SI-UR clients who have been in the program less than four months are not job ready. Whereas for the 7 to 12 month group the ratio is drastically reduced to 1 out of 20. The implication is that between their third and twelfth month in the program, 70 SI-UR males leave, either the SI-UR category or the WIN program, (Section II would support the latter) for every not job ready SI-UR client who remains on the program during this time period.

Although job history and certification do not show any variance between the not job ready and the aggregate SI-UR groups, age does appear to be a factor.

TABLE 26

LENGTH OF TIME IN PROGRAM

FOR SI-UR TOTALS AND NOT JOB READY

	SI-UR MALES		SI-UR FEMALES	
	NOT JOB READY (N=53)	TOTAL (N=1345)	NOT JOB READY (N=454)	TOTAL (N=5450)
1-3 Months	3.77%	27.43%	5.95%	12.73%
4-6 Months	13.21%	14.27%	5.95%	11.67%
7-12 Months	32.08%	20.07%	24.45%	19.27%
13-24 Months	26.42%	21.26%	23.35%	24.11%
25-36 Months	7.55%	8.62%	15.86%	14.00%
36+	16.98%	7.75%	24.45%	18.22%
	100.00%	100.00%	100.00%	100.00%

Table 27 represents the comparison of the Not Job Ready SI-UR group with the aggregate SI-UR group for the variable age. For both males and females the Not Job Ready groups tend to be older than the aggregate SI-UR population. For example, 35.29% of the Not Job Ready SI-UR males are 40 years old or older, whereas only 22.76% of the aggregate SI-UR males are 40 years old or older. Comparable statistics for the females are 49.31% and 32.05% respectively. It is also interesting to note that both the Not Job Ready and the aggregate SI-UR females tend to be older than their comparable male groups.

Undoubtedly, the most important question to be asked concerning the Not Job Ready clients is what should WIN do about them? The question could be more easily answered if the medical information in the files was more thorough, and, perhaps, this is the best place to start. All clients who have medical problems should have these problems assessed through medical certification. This assessment should include an accurate diagnosis of the type of medical problem, its effect upon the client's ability to work and its duration. At some sites it is determined, at time of registration, whether or not the client has any medical problems and, if so, the client is returned to welfare until a written medical assessment of the client's ability to work can be professionally completed. Based upon this information it can be determined prior to registration, prior to appraisal, and prior to certification whether or not the client is exempt from the WIN program. (If the client becomes ill or injured after registration he or she should receive medical certification of the type, extent, and duration of the medical problem and returned to welfare as an exempt recipient if the duration exceeds 90 days.)

TABLE 27

AGE FOR SI-UR TOTALS

AND NOT JOB READY

	SI-UR MALES		SI-UR FEMALES	
	NOT JOB READY (N-53)	TOTAL (N=1345)	NOT JOB READY (N=454)	TOTAL (N=5450)
Under 20	1.96	19.73	2.95	5.32
20-29	27.45	31.90	15.46	24.84
30-39	35.29	25.61	32.28	37.79
40-49	21.57	14.21	35.68	23.33
50-59	11.76	6.88	12.04	7.92
60+	1.96	1.67	1.59	0.80

Currently such clients are not being contacted by WIN for periods of up to two or three years. If this procedure were initiated it is possible to reduce the Unassigned Recipient group by approximately 13%, and eliminate the waste of WIN resources on registering, appraising, and contacting clients who, for all intents and purposes, should be made exempt.

The second question to be addressed concerning the Not Job Ready clients is part-time employment. Is it better that a WIN registrant be part-time employed than be unemployed? On the surface the answer appears to be yes, but before a final decision can be made resource, (particularly supportive service) utilization/allocation methodology, and priority systems must be analyzed. In any event, the answer will impact upon approximately 4.0% of the SI-UR clients who are Not Job Ready but could accept a part-time job.

SECTION IV

CLIENT CHARACTERISTICS AND EMPLOYABILITY

There are three major questions to be answered by this report:

1. Who are the Unassigned Recipients?
2. What can be done to help them become Assigned?
3. What are the dynamics of their movement in and out of the program and the Assigned Components?

Section II has addressed itself to the third question, Section VI, Recommendations, will address itself to the second question, and to some extent the whole report has addressed itself to the first. It is therefore important to qualify precisely why client characteristics and employability are to be discussed in this section. The purpose of investigating client characteristics is to identify those factors which effect why a client is Unassigned. It is not the intention to discuss every characteristic investigated. Such investigation has produced over 500 tables - all of which are available to those who are interested. However, in this report only those characteristics which showed themselves to impact upon assignability and employability will be discussed.

Assignability is defined as the probability that a client will be placed in an assigned component. During the appraisal, a criteria may be used to determine the probable success of a client. This criteria is then applied to incoming registrants and the decision is made whether or not the client should receive WIN activity or should be placed in the Unassigned group.

The difficulty in trying to determine whether or not, on the aggregate, a particular characteristic effects assignment is complicated by four factors: (1) The WIN site at which a client is registered (2) Variations in a selection criteria. (Especially if it is subjectively established by the interviewer.) (3) Other variables (4) WIN resources. Tables 17, 18 and 22 have just briefly touched upon the difference which occur between the fifteen states. To discuss the effects of a previous job history upon assignability is greatly limited when the mean number of months since last contact can vary from a little over a month in State O for males to almost seven and a half months in State I, or when over 27% of the females in State F have not been contacted in over two years. It may, indeed, be possible to say that with a job history a client will more possibly become assigned. However, inherent in the desire to make such a statement is the implication that there has been an equal attempt to place clients who have no job history. For example, if a client were to register at a WIN site and due to the fact that he or she had no prior job history, he or she were immediately placed in the Unassigned category where, as has been shown, (Section II), 80% of this group make no status change, would it be meaningful to attempt to make any statements about the impact of lack of job history has upon assignment? In many states this is the situation. The impact of job history is predetermined.

A similar situation exists in the case of child care. If a site no longer has child care slots available to it, no matter what characteristics a client may have, if they are in need of child care services, the lack of the service is absolute in determining assignability. Without the service there is no attempt to place the client, or there is no attempt to employ the client.

A determination of employability follows the same line of reasoning. If a client is not exposed to the job market, but is instead placed in an Unassigned pool, it is not possible to determine the employability of the client. To determine the probability of passing or failing an examination based upon demographic, educational or employment characteristics, a sample of those who have taken the examination must be available. For the most part, the Unassigned Recipients haven't taken the exam. To determine their probability of passing or failing is a mute point.

It might be said by some that this is all the better. After all, failures reflect wasted resources. However, the fact that a client is a Unassigned Recipient is in no way inhibiting them from leaving the WIN program. In fact, Unassigned Recipients leave WIN at a rate comparable to Assigned Registrants and as Table 11 indicates about 41% of those females who became Working Registrants, were initially in the Site Inactive category (based on those females with one status change).

Due to these selection criteria and resource biases, a workable probability model based upon client characteristics is not possible. However, it is possible to identify those characteristics which might have or bring about impact upon assignability and employability.

With this in mind, it is the intention of this section to address itself to those Unassigned clients who are Job Ready (SI-UR and SA-UR), and to compare them wherever possible and significant, to the Employed Registrants (ER) in order to determine any major differences in characteristics.

A. CLIENT CHARACTERISTIC COMPARISONS

Two types of comparisons will take place in this section. First, a comparison of Employed Registrants, Site Active Unassigned, and Site Inactive Unassigned. Second, a comparison of clients who have been in the program 1 to 3 months with clients who have been in the program 12 to 14 months for the males and 18 to 21 months for the females. The assumption to be used in the second comparison is that the clients who have been in the program 1 to 3 months represent the intake pool 12 to 14 months ago, in the case of males and 18 to 21 months ago in the case of females. If certain characteristics are more prevalent among the 12 to 14 month or the 18 to 21 month groups than among the 1 to 3 months group, then it can be deduced that these characteristics impact upon whether or not a client leaves the program. An example of this can be seen in Table 26 where those clients who are not job ready are more highly distributed in the longer periods of time in the program than the aggregate SI-UR population. Since clients with medical problems which make them not job ready, tend to be on WIN longer than clients who do not have this type of medical problem, it can be deduced that medical problems are a barrier to assignment and employment. Although logic would dictate the same deduction nevertheless, the data reaffirms it. Other variables, such as education level, age, job history, may not as prevalently show such differences.

1. Comparison of Employed Registrants (ER), Site Active Unassigned (SA-UR) and Site Inactive Unassigned (SI-UR) for males.

Employed Registrants (ER) are those clients who are working in a full-time job either as a Working Registrant or in a job status (component). Comparing them to the SI-UR group, will provide some indication of the difference in characteristics of WIN clients who are

employed and WIN clients who may be unemployable. Of course, ER clients are still on the WIN program and are not, therefore, ideal for comparison.

The SA-UR clients are clients for whom the local WIN site has made some determination concerning employability. If a WIN interviewer determines that a registrant cannot be placed in a component or a job, the registrant becomes an SI-UR client. If the WIN interviewer determines that a registrant can be placed then the registrant becomes initially a SA-UR client. Therefore, the three groups can be summarized as:

1. Employed Registrants (ER) are representative of clients whose barriers do not keep them from becoming employed.

2. Site Active Unassigned Recipients (SA-UR) are clients who WIN has determined are employable.

3. Site Inactive Unassigned Recipients (SI-UR) are clients who WIN has determined are not employable.

1. COMPARISON OF ER, SA-UR, AND SI-UR GROUPS - FOR MALES

The following comparison will discuss whether or not there appears to be a higher or lower proportion of individuals in the ER, SA-UR, and SI-UR groups for a particular characteristic, than there is for the aggregate data. The data is provided in two forms, distribution within a variable and each status group mutually exclusive sive and the distribution of particular characteristics within the three status groups and each characteristic mutual exclusive. For example, the percentages in parentheses in Table 28 represent the distribution of the groups within each variable, i.e., 17.39% of the mandatory clients are ER's, 20.58% are SA-UR's and 62.03% are SI-UR's. The percentage that are not in parentheses represent the distribution of the variable within each group, i.e., 94.58% of the ER's are mandatory; 3.58% of the ER's are voluntary; and 1.53% of the ER's do not have their mandatory/voluntary status indicated in their files.

When dealing with the percentages that are in parentheses, the reader should keep in mind that the aggregate distribution of the three groups are 16.24% (ER), 18.40% (SA-UR), 55.88% (SI-UR). That is 16.24% of the population are in the ER group. If ER clients with a particular characteristic are a proportion greater than 16.24%, then the implication is that possession of that characteristic increases the probability that a client would be an ER.

TABLE 28

MANDATORY/VOLUNTARY - MALES

IN PERCENTAGES

	ER (N=391)		SA-UR (N=443)		SI-UR (N=1345)	
Mandatory (N=2133)	94.88	(17.39)	99.09	(20.58)	98.36	(62.03)
Voluntary (N=33)	3.58	(42.42)	0.68	(9.09)	1.19	(48.48)
N.I. (N=13)	1.53	(46.15)	0.23	(7.69)	0.46	(46.15)

a. MANDATORY

There appears to be no significant differences in distribution of mandatory clients within the three status groups. Although there appears to be a higher proportion of voluntary clients in the ER, than in the SA-UR and SI-UR groups, it is suspected that this difference is due to the fact that volunteers frequently enter the WIN program already employed but in need of supportive services.

TABLE 29

AGE - MALES

IN PERCENTAGES

	ER (N=391)	SA-UR (N=443)	SI-UR (N=1345)
Under 20 (N=322)	5.88 (7.14)	8.58 (11.80)	19.41 (81.06)
20-29 (N=748)	41.43 (21.66)	37.02 (21.93)	81.06 (56.42)
30-39 (N=580)	29.42 (19.38)	28.44 (21.72)	25.21 (58.45)
40-49 (N=317)	14.57 (17.98)	16.25 (22.71)	13.98 (59.31)
50-59 (N=142)	5.88 (16.20)	6.32 (19.72)	6.77 (64.08)
60+ (n=33)	1.28 (15.15)	1.35 (18.18)	1.64 (66.67)
N.I. (N=37)	1.54 (16.22)	2.03 (24.32)	1.64 (59.46)

b. AGE

There is a higher proportion of males under the age of 20 in the SI-UR group than for any other age group. Information received from the local WIN sites supports this data. Males under age 20, receive a low priority for WIN activities. There appears to be an inverse relationship between employment and age for males over the age of 20, i.e., as age increases probability of being an ER client decreases. However, it should be noted that the differences in proportions of ER clients who are between the ages of 20 and 29 (21.66%) and ER clients who are over 60 (15.15%) is not large enough to make any strong correlation between age and employability.

TABLE 30

ETHNIC GROUP - MALES

IN PERCENTAGES

	ER (N=391)		SA-UR (N=443)		SI-UR (N=1345)	
White (N=1045)	45.01	(16.84)	43.57	(18.47)	50.26	(64.69)
Black (N=403)	17.14	(16.63)	18.96	(20.84)	18.74	(62.53)
Spanish Origin (N=398)	23.02	(22.61)	19.19	(21.36)	16.58	(56.03)
Other (N=94)	3.83	(15.96)	6.77	(31.91)	3.64	(52.13)
N.I. (N=239)	11.00	(17.99)	11.51	(21.34)	10.78	(60.67)

c. ETHNIC GROUP

There appears to be very little distinction of Ethnic Group distribution among ER's, SA-UR's and SI-UR's, except in the case of Spanish Origin males. This is explained by the fact that 78.28% of the Spanish Origin males are within two states of the sample, which have high maximum needs payments and 20% of the Spanish Origin males (compared to 10% on the aggregate) are single heads of household, therefore, making them eligible for the 30 + 1/3 disregard and Working Registrant status. Apparently they are classified as Working Registrants because they are still eligible for Welfare Assistance despite the fact they are full-time employed. This situation causes data to appear to show that Spanish Origin males are more likely to be employed than any other males. Although it appears as if Black males tend to be

placed in the SA-UR category more frequently than White males, this situation is effected by the same phenomenon that appears in the situation of Spanish Origin males. That is, 64.63% of the Black males fall within two states in the sample. Table 31 represents the distribution of the total male sample by State and Ethnic group. Even when only UR-states are considered, the proportion of Black males is as high as 50% in proportion in State G, and is as low as 1.79% of the male population in State D. With these sort of differences between states, it is very difficult to make any aggregate statements. However, even when the data on ethnicity is aggregated, there still does not appear to be any major differences in ER, SA-UR and SI-UR groups.

TABLE 31

DISTRIBUTION OF ETHNIC GROUP

BY STATE - MALES

IN PERCENTAGES

STATE	WHITE	BLACK	SPANISH ORIGIN [1]	OTHER	N.I.	% STATE OF TOTAL MALES
A*	15.25	4.36	7.64	0.87	5.32	33.44
B*	10.14	7.48	6.73	2.62	2.24	29.21
C*	8.39	0.17	0.29	0.21	0.21	9.26
D*	2.53	1.00	0.08	0.04	0.46	4.11
E	4.15	0.00	0.00	0.21	0.29	5.40
F*	7.10	1.74	2.04	0.08	0.37	11.34
G*	2.08	0.21	0.00	0.00	0.00	0.42
H*	1.29	0.37	1.50	0.04	0.37	3.57
I*	0.29	0.08	0.00	0.00	0.17	0.54
J	0.25	0.71	0.00	0.00	0.00	0.96
K	0.62	0.00	0.00	0.00	0.00	0.62
L	0.04	0.83	0.00	0.12	0.00	1.00
M	1.79	0.54	0.00	0.04	1.45	3.82
N	0.12	0.42	0.00	0.00	0.00	0.54
O	0.12	0.42	0.08	0.00	0.00	0.62
% Ethnic Group of Total Males	48.19	18.32	18.36	4.24	10.88	100.00

* Unemployed Father States

1. Spanish Origin - Ethnic group encompassing Spanish speaking, Spanish heritage, Puerto Rican, Mexican, and Spanish surname identifiers.

TABLE 32

EDUCATIONAL LEVEL - MALES

IN PERCENTAGES

	ER (N=391)	SA-UR (N=443)	SI-UR (N=1345)
Under 6 (N=144)	6.39 (17.36)	5.19 (15.97)	7.14 (66.67)
6-11 (N=1138)	50.64 ((16.67)	55.76 (20.79)	55.24 (62.54)
12 (N=518)	28.65 (20.44)	25.28 (20.44)	24.09 (59.12)
12+ (N=210)	11.25 (20.95)	8.13 (17.14)	9.66 (61.90)
N.I. (N=89)	3.07 (13.48)	5.64 (28.09)	3.87 (58.43)

d. EDUCATIONAL LEVEL

It appears as if there is a higher probability that someone with a 6th through 12th grade educational level would be placed in site active category. It also appears as if the male client with a high school or greater education is more likely to become an Employed Registrant. However, this is not necessarily so. Again we must turn to state differences. Table 33 represents the distribution of educational levels by states. State A and B combined represent 65.14% of the males with a 12th grade educational level and 69.70% of the males with greater than 12th grade educational level. This information coupled with the knowledge that these two states have higher maximum need payments reinforces the hypothesis presented for ethnicity. That is, the higher the maximum need payment the more likely a client will be a Working Registrant. Therefore, the fact that the 12 and 12+ education levels appear to have higher proportions of ER's, may not be due to a function of education but rather where the male clients with this educational level resides.

TABLE 33

DISTRIBUTION OF EDUCATION LEVEL

BY STATE - MALES

IN PERCENTAGES

STATE	UNDER 6	6-11	12	12+	N.I.	% OF STATE OF TOTAL MALES
A*	1.66	16.54	9.76	3.95	1.54	33.44
B*	2.66	16.08	7.02	3.07	0.37	29.21
C*	0.29	4.53	3.12	1.29	0.04	9.26
D*	0.08	2.29	1.41	0.33	0.00	4.11
E	0.00	0.42	0.04	0.00	0.08	0.54
F*	0.96	6.27	2.87	0.71	0.54	11.34
G*	0.00	0.42	0.00	0.00	0.00	0.42
H*	0.12	2.16	0.87	0.73	0.08	3.57
I*	0.00	0.42	0.08	0.00	0.04	0.54
J	0.04	0.87	0.00	0.04	0.00	0.96
K	0.00	0.46	0.17	0.00	0.00	0.62
L	0.08	0.87	0.00	0.00	0.04	1.00
M	0.17	1.95	0.42	0.17	1.12	3.82
N	0.12	0.42	0.00	0.00	0.00	0.54
O	0.04	0.58	0.00	0.00	0.00	0.62
% Education Group of Total Males	6.23	54.26	25.76	9.89	3.86	

* Unemployed Father States

TABLE 34

NUMBER OF CHILDREN - MALES

IN PERCENTAGES

	ER (N=391)	SA-UR (N=443)		SI-UR (N=1345)	
1 (N=477)	27.62	26.41 (22.64)	(24.53)	18.74	(52.83)
2 (N=396)	22.51	21.22 (22.22)	(23.74)	15.91	(54.04)
3 (N=312)	16.37	16.93 (20.51)	(24.04)	12.86	(55.45)
4 (N=182)	9.21	9.48 (19.78)	(23.08)	7.73	(57.14)
4+ (N=198)	7.42	9.71 (14.65)	(21.72)	9.37	(63.64)
N.I. (N=614)	16.88	16.25 (10.75)	(11.73)	35.39	(77.52)

e. NUMBER OF CHILDREN

There does not appear to be any relationship between the Number of Children and whether or not a male is in the SA-UR category. There is a slight inverse relationship between number of children and whether or not a male is in the Employed Registrant (ER) group.

TABLE 35

COMMUNICATIONS BARRIERS - MALES

IN PERCENTAGES

	ER (N=391)	SA-UR (N=443)	SI-UR (N=1345)
Yes (N=2407)	11.26 (18.33)	14.00 (25.83)	9.97 (55.83)
No (N=1939)	88.74 (17.90)	86.00 (19.65)	90.03 (62.45)

f. COMMUNICATION BARRIERS

The most predominant communication barrier is Spanish speaking clients who have difficulty communicating in the English language. Although this appears to be a barrier for female clients, it does not appear to be a barrier for males. The reason for this may be closely tied to the types of jobs men can obtain. Manual labor, construction work, and machine operations which are the types of jobs males obtain most frequently, do not require the same language proficiency as clerical and sales jobs which are the types of employment females most frequently obtain. Because of this, a language deficiency for a male has little or no impact upon his ability to become employed.

TABLE 36

TRANSPORTATION BARRIERS - MALES

IN PERCENTAGES

	ER (N=391)	SA-UR (N=443)	SI-UR (N=1345)
Yes (N=140)	2.30 (6.43)	4.06 (12.86)	8.40 (80.71)
No (N=2039)	97.70 (18.73)	95.94 (20.79)	91.60 (60.42)

TRANSPORTATION BARRIERS

Transportation is a barrier to employment for males. Again, the situation of state differences comes into play. State A contains 33.44% of the male sample and 55.19% of the males with transportation barriers. If State A were removed from the sample, it is very likely that transportation would not appear to be a significant barrier among the rest of the states.

TABLE 37

PRIOR JOB HISTORY

IN PERCENTAGES

	ER (N=391)		SA-UR (N=443)		SI-UR (N=1345)	
Yes (N=1858)	95.40	(20.08)	85.78	(20.45)	82.16	(59.47)
No (N=321)	4.60	(5.61)	14.22	(19.63)	17.84	(74.77)

h. PRIOR JOB HISTORY

There appears to be a slight relationship between prior job history and whether a client is in the ER, SA-UR, or SI-UR group. One difficulty with making an accurate assessment of the situation is the fact that 36.06% of the ER group entered the program as Working Registrants, so naturally, these males had job history. Additionally, only 56.70% of the males under the age of twenty who are SI-UR, have a job history. The SI-UR males who have no job history are predominantly under twenty years of age, 47.08%, whereas the under twenty group constitutes 19.41% of the male SI-UR's. If the under twenty group is removed from the male SI-UR sample, 88.28% of the SI-UR males over twenty have a job history. For those males over twenty, prior job history appears to have no effect upon which group (ER, SA-UR, or SI-UR) they are in. For the males under the age of twenty, it is difficult to determine whether their high proportion in the SI-UR group is due to their age, lack of job history, or WIN administrative procedures (i.e., Males under the age of twenty receive a low service priority).

TABLE 38

TYPE OF JOB IN HISTORY - MALES

IN PERCENTAGES

	ER (N=391)		SA-UR (N=443)		SI-UR (N=1345)	
Professional (N=122)	6.43	(19.67)	9.74	(30.33)	5.52	(50.00)
Clerical (N=97)	7.51	(22.95)	5.79	(22.68)	4.25	(48.45)
Sales (N=70)	4.29	(22.86)	3.68	(20.00)	3.62	(57.14)
Service (N=524)	27.88	(19.85)	24.74	(17.94)	29.50	(62.21)
Machine (N=191)	10.72	(20.94)	14.47	(28.80)	8.69	(50.26)
Bench (N=157)	13.40	(31.85)	10.26	(24.84)	6.15	(43.31)
Construction (N=295)	12.33	(15.59)	17.89	(23.05)	16.38	(61.36)
Other (N=384)	15.55	(15.10)	13.42	(13.28)	24.89	(71.62)
N.I. (N=18)	1.88	(38.89)	0.00	(00.00)	1.00	(61.11)

i. TYPE OF JOB HISTORY

The most predominant of job types for males is service jobs. This includes building and related service occupations, food and beverage preparation occupations, and lodging and related services. The "Other" types are predominantly transportation occupations. It is ironic that those job types which tend to have relatively higher proportions of Employed Registrants tend also to be the jobs in which fewer males have had work experience, e.g., Professional and Clerical jobs.

TABLE 39

JOB GOAL - MALES

IN PERCENTAGES

	ER (N=391)		SA-UR (N=443)		SI-UR (N=1345)	
Yes (N=1817)	89.26	(19.21)	90.74	(22.12)	79.26	(58.67)
No (N=362)	10.74	(11.60)	9.26	(11.33)	20.74	(77.07)

j. JOB GOAL

The determination of a client's job goal is a function of appraisal. Therefore, consideration of whether or not a job goal effects placement is not possible, but it is important to note that this important part of appraisal is not completed in all cases. Of the male SI-UR's under the age of twenty, 30.65% have made no job goal determination.

TABLE 40

MEDICAL PROBLEMS - MALES

IN PERCENTAGES

	ER (N=391)		SA-UR (N=443)		S1-UR (N=1345)	
Client (N=440)	11.76	(10.45)	21.67	(21.82)	22.16	(67.73)
Family (N=57)	3.84	(25.42)	4.06	(30.51)	1.93	(44.07)
Both (N=55)	1.28	(15.15)	1.13	(15.15)	1.71	(69.70)
None (N=1647)	83.12	(19.73)	73.14	(19.67)	74.20	(60.60)

k. MEDICAL PROBLEMS

Medical problems effect job readiness (as discussed in Section III) and employability. Due to the complexity of the medical situation, an entire discussion in Section V is addressed just to medical problems and their ramifications.

TABLE 41

CERTIFICATION PROCEDURES INITIATED

IN PERCENTAGES

	ER (N=391)		SA-UR (N=445)		SI-UR (N=1345)	
Yes (N=1424)	68.80	(18.89)	79.46	(24.72)	59.70	(56.39)
No (N=755)	31.20	(16.16)	20.54	(12.05)	40.30	(71.99)

1. CERTIFICATION PROCEDURES

Certification procedures initiated indicate whether or not any request for certification was made. Although 40.30% of the SI-UR males have received no certification procedures, for the most part, males are not in need of services. Table 42 represents the distribution of the three groups (ER, SA-UR, and SI-UR) for males who have received certification the most predominant of the services received is family planning.

TABLE 42

SUPPORTIVE SERVICES CERTIFIED FOR MALES

PROPORTION OF ER, SA-UR, SI-UR

	ER (N=391)	SA-UR (N=443)	SI-UR (N=1345)
Child Care	7.42	2.48	0.74
Medical	4.60	3.84	3.20
Transportation	0.77	0.45	0.67
Personal Counseling	3.84	1.13	4.24
Home Management & Family Planning	18.93	29.57	10.56
Other *	6.14	2.26	7.88

* Primarily, Employment Related Medical and Remedial Assistance.

TABLE 43

PERSONAL PREFERENCE, ATTITUDE, SKILL AND EMPLOYMENT RELATED BARRIERS

MALES

IN PERCENTAGES

	ER (N=391)	SA-UR (N=443)	SI-Ur (N=1345)
Yes (N=574)	14.83 (10.10)	28.89 (22.30)	28.85 (67.60)
No (N=1605)	85.17 (20.75)	71.11 (19.63)	71.15 (59.63)

m. PERSONAL PREFERENCES, ATTITUDE, SKILL AND EMPLOYMENT RELATED BARRIERS

These barriers are indicated in the WIN Interviewer Comments section of the client's file. Skill and Employment Related Barriers do not appear to have much effect upon site activity.

Since lack of job skills constitute the major proportion of these barriers, it would not be expected to find a "Lack of Job Skills" indicated in the files of ER males who entered the program as Working Registrants.

TABLE 44

DISTRIBUTION OF SKILL AND EMPLOYMENT RELATED BARRIERS FOR SI-UR - MALES

	% OF BARRIERS (N=454)	% OF SI-UR MALES (N=1345)
Lack of Skills	39.89	13.46
Inability to Effectively Communicate	7.27	2.45
Poor Appearance	3.74	1.26
No Direction or Goal	10.13	3.42
Past Conviction	17.84	6.02
Past Addiction	3.08	1.04
Other*	18.06	6.10

n. DISTRIBUTION OF SKILL AND EMPLOYMENT RELATED BARRIERS FOR SI-UR MALES

Table 44 represents the distribution of Skill and Employment Related Barriers for SI-UR males.

The large proportion of males with lack of skills is due to males under the age of 20 which constitute 13.38% of the male population and 19.41% of the SI-UR male category.

* Primarily, Age

TABLE 45

PERSONAL PREFERENCE AND ATTITUDINAL BARRIERS SI-UR - MALES

IN PERCENTAGES

	% OF BARRIERS (N=57)	% OF SI-UR MALES (N=1345)
Won't Leave Children	5.26	0.22
Wants Part-Time Job Only	7.02	0.30
Wants Special Hours Employment	3.51	0.15
Wants Educational Program Only	29.82	0.30
No Appropriate WIN Program	8.77	0.89
Doesn't Expect to Stay On WIN	7.02	0.74
Poor Attitude	21.05	1.26
Refuses to Participate	17.54	0.37

o. PERSONAL PREFERENCE AND ATTITUDINAL BARRIERS SI-UR MALES

Lack of Job Skills and Other Barriers (which indicated for the most part - Age as a barrier to employment) appeared most prevalently for males under the age of twenty. Personal Preference and Attitudinal Barriers were noted in 4.24% of the SI-UR males' files. Table 45 represents the distribution of these barriers. Because of the relatively small sample size (N=57) there is not very much that can be substantially said about these barriers.

2. COMPARISON OF FEMALE EMPLOYED REGISTRANTS (ER), SITE ACTIVE UNASSIGNED RECIPIENTS (SA-UR), SITE INACTIVE UNASSIGNED RECIPIENTS (SI-UR)

Comparisons were made for female ER, SA-UR, and SI-UR, in the same fashion as for the male clients, and as would be expected, females are affected by certain variables more than males. Predominantly the variable "Communications Barriers" which apparently caused no affect upon a male's probability of being an Employed Registrant does affect the female's.

One aspect of a variable's effect upon employment which is explicit and therefore is not discussed in the commentary, is the relative population with the barrier. For example;"Communications Barriers" affect a females ability or probability of being employed. However, it must be remembered that only 8.33% of the females in the three groups have Communications Barriers. Although the commentary doesn't present this aspect of the variables (which it shouldn't since the analysis is concerned with the variables impact upon employment, not its impact upon the population at large), the reader should be aware of relative effect upon the population if this analysis is to be used for policy decisions.

TABLE 46

MANDATORY/VOLUNTARY - FEMALES

IN PERCENTAGES

	ER (N=2180)		(SA-UR) (N=694)		(SI-UR) (N=5450)	
Mandatory (N=6979)	83.62	(26.12)	77.38	(7.69)	84.75	(66.18)
Voluntary (N=1299)	15.46	(25.94)	22.19	(11.86)	14.83	(62.20)
Not Indicated (N=46)	0.92	(43.48)	0.43	(6.52)	0.42	(50.00)

a. MANDATORY/VOLUNTARY

Whether a female client is mandatory/voluntary does not effect whether or not she is an Employed Registrant. There does appear to be a slightly higher tendency for voluntary females to be placed in the SA-UR group than in the SI-UR group. It is difficult to determine if this might be due to the fact that voluntary females are seeking WIN services and because of this initiative are receiving attention, in the form of site activity.

TABLE 47

AGE - FEMALES

IN PERCENTAGES

	ER (N=2180)		(SA-UR) (N=694)		(SI-UR) (N=5450)	
Under 20 (N=350)	1.28	(10.86)	5.33	(10.57)	5.23	(81.43)
20-29 (N=2011)	20.60	(22.33)	33.43	(11.54)	24.40	(66.14)
30-39 (N=3304)	45.78	(30.21)	40.78	(8.57)	37.12	(61.23)
40-49 (N=1892)	24.77	(28.54)	14.84	(5.44)	22.92	(66.01)
50-59 (N=575)	5.87	(22.26)	3.31	(4.00)	7.78	(73.74)
60+ (N=50)	2.29	(10.00)	2.88	(4.00)	0.79	(86.00)
Not Indicated (N=142)	1.47	(22.54)	2.02	(9.86)	1.76	(67.61)

b. AGE

As is the case with males being in the Under 20 category, Age seems to affect the probability of being an Employed Registrant (ER). However, unlike males being in the Under 20 category, Age does not seem to affect whether the female client receives site activity. As Age increases, the probability of being in the SA-UR group decreases and the probability of being in the ER group decreases, also, but at a slower rate. Particularly, these decreases can be seen for females over the age of 50.

TABLE 48

ETHNIC GROUP - FEMALES

IN PERCENTAGES

	(ER) (N=2180)		(SA-UR) (N=694)		(SI-UR (N=5450)	
White (N=3136)	39.13	(27.20)	31.41	(6.95)	37.89	(65.85)
Black (N=3002	36.65	(26.62)	37.32	(8.63)	35.67	(64.76)
Spanish Origin (N=1183)	10.78	(19.86)	13.98	(8.12)	15.61	(71.94)
Other (N=287)	3.78	(28.92)	6.48	(15.68)	2.92	(55.40)
Not Indicated (N=716)	9.63	(29.33)	10.81	(10.47)	7.91	(60.20)

c. ETHNIC GROUP

There appears to be no distinction between the probability of a White or Black female being an Employed Registrant. It does appear as if Black females have a higher probability of receiving Site Activity than White females. The distribution of Ethnic Groups varies among the sample states. Table 49 represents the distribution of Ethnicity by States. Spanish Origin females in States A and B constitute 72.99% of the total number of Spanish Origin females. However, States A and B only constitute 49.47% of the female sample. Additionally, Black females in States A and B constitute only 40.77% of the Black females in the sample. Recognizing just some of the differences among states, presented in Section I and II, it becomes difficult to make statements on the aggregate since the types of WIN experiences will vary depending solely upon geographic location.

This is not to say that the sample is not representative of the WIN population. Indeed, it is. However, statements made about Black females tend to be affected more by where that female resides than whether she is Black.

Spanish Origin females are a particular situation unto themselves. Four States (A, B, F, and 0) comprise 91.90% of the Spanish Origin female sample. Although Spanish Origin females constitute 14.10% of the females in WIN and 15.61% of the SI-UR females, 55.23% of the SI-UR females with less than a sixth grade education are of Spanish Origin and 69.43% of the SI-UR females with Communication Barriers are of Spanish Origin. Only 42.07% of the SI-UR Spanish Origin females have a job history, whereas 55.77% of all SI-UR females have a job history. Through the rest of this section it will be indicated where the effect of a particular variable may be due to the conditions and characteristics of Spanish Origin females.

TABLE 49

DISTRIBUTION OF ETHNIC GROUP

AMONG STATES FOR SI-UR - FEMALES

STATE	WHITE	BLACK	SPANISH ORIGIN	OTHER	N.I.	% STATE OF TOTAL
A	10.29	4.15	4.84	0.51	4.28	24.07
B	5.28	7.43	6.28	1.38	1.01	21.38
C	3.25	0.02	0.04	0.07	0.00	3.38
D	1.72	0.68	0.00	0.06	0.09	2.55
E	0.22	0.00	0.00	0.46	0.20	0.88
F	9.36	3.49	2.31	0.09	0.04	15.65
G	0.79	1.03	0.04	0.17	0.00	2.02
H	1.16	0.83	0.97	0.07	0.59	3.61
I	0.46	0.44	0.00	0.00	0.09	0.99
J	0.72	1.93	0.02	0.02	0.00	2.68
K	0.83	0.00	0.00	0.00	0.02	0.84
L	0.28	5.23	0.02	0.06	0.07	5.65
M	0.24	2.26	0.00	0.02	0.86	5.54
N	0.61	5.05	0.00	0.02	0.26	5.93
O	0.53	3.16	1.10	0.00	0.04	4.83
% ETHNIC GROUP OF TOTAL	37.89	35.67	15.61	2.92		

TABLE 50

EDUCATIONAL LEVEL - FEMALES

IN PERCENTAGES

	ER (N=2180)		SA-UR (N=694)		SI-UR (N=5450)	
Under 6 (N=451)	2.48	(11.95)	3.46	(5.31)	6.84	(82.52)
6-11 (N=4383)	43.30	(21.54	53.61	(8.49)	52.28	(69.97)
12 (N=2552)	41.83	(35.34)	33.00	(8.97)	26.07	(55.68)
12+ (N=613)	8.30	(28.15)	7.48	(8.09)	7.52	(63.76)
N.I. (N=295)	4.54	(33.56)	2,45	(5.76)	3.28	(60.68)

d. EDUCATIONAL LEVEL

Although the tendency appears to be that the lower the education level, the more likely a female client will be in the SI-UR group, where the Spanish Origin females are extracted the figures for distribution of education level among SI-UR females becomes: (see Table 51).

TABLE 51

EDUCATION LEVEL DISTRIBUTION

FOR SI-UR FEMALES - SPANISH ORIGIN EXTRACTED

Under 6	3.63%
6-11	56.54%
12	28.31%
12+	8.41%
N.I.	3.11%

Essentially, with the Spanish females extracted from the SI-UR group, there is only the slightest indication that education level affects whether a client is in the ER, SA-UR or SI-UR group.

TABLE 52

NUMBER OF CHILDREN - FEMALES

IN PERCENTAGES

	ER (N-2180)		SA-UR (N=694)		SI-UR (N=5450)	
1 (N=2165)	24.68	(24.85)	33.86	(10.85)	25.54	(64.30)
2 (N=2012	26.19	(28.38)	23.78	(8.20)	23.41	(63.42)
3 (N=1508)	20.78	(30.04)	16.14	(7.43)	18.61	(62.53)
4 (N=897)	9.91	(24.08)	8.93	(6.91)	11.36	(69.01)
4+ (N=893)	10.14	(24.75)	7.06	(5.49)	11.43	(69.76)
N.I. (N=849)	8.30	(21.32)	10.23	(8.36)	10.95	(70.32)

e. NUMBER OF CHILDREN

The fewer the number of children a female client has the more likely she will be placed in a Site-Active status, (and needless to say, the easy to provide and less costly her child care will be). There does not appear to be any difference, based on the number of children, whether a female client will be an Employed Registrant or a Site-Inactive Unassigned Recipient.

TABLE 53

COMMUNICATION BARRIERS - FEMALES

IN PERCENTAGES

	ER (N=2180)		SA-UR (N=694)		SI-UR (N=5450)	
Yes (N=744)	3.72	(10.89)	10.23	(9.54)	10.86	(79.57)
No (N=7580)	96.28	(27.69)	89.77	(8.22)	89.14	(64.09)

f. COMMUNICATION BARRIERS

Communication Barriers do affect whether a female is site-inactive site-active, or employed. Unlike males', communication barriers, (which are predominantly an inability to communicate effectively in English). do, to a substantial degree, affect whether or not a female is employed. It is interesting to note that there is a slightly higher proportion (9.54%) of females with communication barriers in the site-active group, than would be expected. (8.34% is the SA-UR proportion of the three groups.) As has already been mentioned, 69.43% of the SI-UR females with communication barriers are of Spanish Origin. This indicates a need for English as a Second Language.

TABLE 54

TRANSPORTATION BARRIERS - FEMALES

IN PERCENTAGES

	ER (N=2180)	SA-UR (N=694)	SI-UR (N=5450)
Yes	2.34	4.90	8.68
(N=558)	(9.14)	(6.09)	(84.77)
No	97.66	95.10	91.32
(N=7766)	(27.41)	(8.50)	(64.09)

g. TRANSPORTATION BARRIERS

Transportation also appears to be a significant barrier to employment. However, the variance in the states again appear obvious. Table 55 represents the proportional distribution of Transportation Barriers among the fifteen states for females. (To determine the proportion for a particular state divide column 1 by column 2.) States A and F which represent 32.86% of the female sample, comprise 50.51% of the females with transportation problems. State B which represents 28.48% of the female sample contains only 6.14% of the females with Transportation Barriers.

TABLE 55

DISTRIBUTION OF TRANSPORTATION BARRIERS

FOR FEMALES AMONG SAMPLE STATES

IN PERCENTAGES

STATE	% DISTRIBUTION OF TRANSPORTATION BARRIERS	% STATE OF TOTAL FEMALE SAMPLE
A	2.50	20.99
B	0.40	28.48
C	0.12	2.59
D	0.20	4.77
E	0.26	1.00
F	0.82	11.87
G	0.38	1.83
H	0.19	3.46
I	0.10	1.53
J	0.07	3.15
K	0.28	2.04
L	0.22	3.93
M	0.31	4.64
N	0.56	5.02
O	0.27	4.71
	6.56	100.00

TABLE 56

PRIOR JOB HISTORY - FEMALES

IN PERCENTAGES

	ER (N=2180)	SA-UR (N=694)	SI-UR (N=5450)
Yes (N=5472)	89.08 (35.49)	68.88 (8.74)	56.00 (55.77)
No (N=2852)	10.92 (8.35)	31.12 (07.57)	44.00 (84.08)

h. JOB HISTORY

Although it immediately appears as if prior job history effects whether a female client is employed, it should be taken into consideration that between 34.58% and 42.66% of the ER females entered the program employed (i.e., Working Registrants)and that these clients had a job history prior to entering WIN. If the ER figures are adjusted for these individuals the proportion of ER clients with prior job history fall within the range of 80.96% and 83.26%. Even with this adjustment it is apparent that prior job history definitely, in the case of females, affects the probability of being an Employed Registrant.

TABLE 57

TYPE OF JOB IN HISTORY - FEMALES

	ER (N=2180)		SA-UR (N=694)		SI-UR (N=5450)	
Professional (N=676)	14.73	(42.31)	14.43	(10.21)	10.52	(47.49)
Clerical (N=1193)	25.75	(41.91)	28.24	(11.32)	18.28	(46.77)
Sales (N=297)	5.00	(32.66)	5.65	(9.09)	5.67	(58.24)
Service (N=2039)	28.85	(30.85)	28.66	(6.72)	41.71	(62.43)
Machine (N=290)	3.24	(35.52)	3.98	(6.55)	5.18	(57.93)
Bench (N=602)	10.25	(33.06)	15.48	(12.29)	10.78	(54.65)
Construction (N=17)	0.20	(23.53)	0.20	(5.88)	0.39	(70.59)
Other (N=251)	2.99	(23.11)	3.35	(6.37)	5.80	(70.52)
N.I. (N=107)	3.40	(61.68)	0.00	(0.00)	1.34	(38.32)

i. TYPE OF JOB IN HISTORY

The most significant areas of prior work experience for females are professional, clerical, service and bench. Females with professional or clerical experience have a greater likelihood of being employed than females with service or bench experience. It appears as if WIN gives priority to females who have professional, clerical, and bench experience.

TABLE 58

JOB GOAL - FEMALES

IN PERCENTAGES

	ER (N=2180)		SA-UR (N=694)		SI-UR (N=5450)	
Yes (N=6336)	89.77	(30.89)	85.01	(9.31)	69.52	(59.80)
No (N=1988)	10.23	(11.22)	14.99	(5.23)	30.48	(83.55)

j. JOB GOAL

Job Goal reflects the administrative procedures, appraisal of the SI-UR females, 30.48% have no job goal. Although job goal has no direct effect upon employment potential, the lack of a job goal does represent the extent of WIN administrative activities a client has received. There does not appear to be any singular reason for a SI-UR female not having a job goal but for some of the variables which would be expected to affect employability. SI-UR females with no job goals have higher proportions than the SI-UR female total.

TABLE 59

SELECT VARIABLE DISTRIBUTION

FOR SI-UR FEMALES WITH NO

JOB GOAL

	NO GOAL (N=1661)	SI-UR TOTAL (N=5450)
Spanish Origin	18.96%	15.61%
Under Six Years of Education	11.26%	6.84%
Communication Barriers	17.10%	10.86%
Job History	35.46%	56.00%
Medical Problems	46.12%	39.82%
Certification Initiated	19.57%	37.19%

TABLE 60

MEDICAL PROBLEMS - FEMALES

IN PERCENTAGES

	ER (N=2180)		SA-UR (N=694)		SI-UR (N=5450)	
Client (N=2070)	12.94	(13.62)	20.32	(6.81)	30.22	(79.57)
Family (N=403)	3.17	(17.23)	4.32	(7.44)	5.58	(75.43)
Both (N=261)	1.10	(9.20)	2.59	(6.90)	4.02	(83.90)
None (N=5590)	82.80	(32.29)	72.77	(9.03)	60.18	(58.68)

I. MEDICAL PROBLEMS

Medical Problems, as was discussed in Section III, affects employability. Primarily those clients who have medical problems and are in the ER or SA-UR groups are not incapable of being employed, but are limited by their medical problems by the type or location of their employment. Further discussion on medical problems will be presented in Section V.

TABLE 61

CERTIFICATION PROCEDURES INITIATED - FEMALES

IN PERCENTAGES

	ER (N=2180)		SA-UR (N=694)		SI-UR (N=5450)	
Yes (N=3857)	58.90	(33.29)	78.67	(14.16)	37.19	(52.55)
No (N=4467)	41.10	(20.06)	21.32	(3.31)	62.81	(76.63)

1. CERTIFICATION PROCEDURES INITIATED

Although certification procedures, in and of themselves, do not affect a client's ability to become employed. The services for which the client is certified does make a difference. It is important to note that 62.81% of the SI-UR females have had no certification procedures initiated. There is no indication of any assessment of supportive service needs for these clients. There are some indications why this situation exists and they will be discussed in Section V. Table 62 represents the percentages of ER, SA-UR, SI-UR females who have been certified. It is interesting to note that, although certification is not a client characteristic nevertheless in every supportive service except Home Management and Family Planning, ER females have a higher proportion of clients certified than SA-UR and SI-UR groups. This supports the hypothesis that one of the major barriers to employment for Unassigned Recipients is not a client characteristic but the lack of supportive service resources.

TABLE 62

SUPPORTIVE SERVICES CERTIFIED FOR - FEMALES

IN PERCENTAGES

	ER (N=2180)	SA-UR (N=694)	SI-UR (N=5[illegible])
Child Care	36.19	33.43	15.49%
Medical	7.11	6.92	5.21%
Transportation	2.61	0.43	1.16%
Personal Counseling	4.17	2.16	2.22%
Home Management and Family Planning	18.07	21.32	10.90%
Other	6.28	2.02	3.91%

TABLE 63

PERSONAL PREFERENCE, ATTITUDE AND SKILL

EMPLOYMENT RELATED BARRIERS - FEMALES

	ER (N=2180)	SA-UR (N=694)	SI-UR (N=5450)
Yes (N=2019)	9.91 (10.70)	33.43 (11.49)	28.83 (77.81)
No (N=6305)	90.09 (31.15)	66.57 (7.33)	71.17 (61.52)

n. PERSONAL PREFERENCE, ATTITUDE AND SKILL AND EMPLOYMENT RELATED BARRIERS

These barriers are noted in the Interviewer Comments Section of the file. They can be divided into two principle areas - skill and attitude. Table 64 represent the distribution of skill barriers for SI-UR females which constitute approximately 80.95% of the Personal Preference, Attitude, and Skill Barriers.

TABLE 64

DISTRIBUTION OF SKILL AND EMPLOYMENT

RELATED BARRIERS FOR SI-UR - FEMALES

IN PERCENTAGES

	% OF SKILL BARRIERS (N=1496)	% OF TOTAL FEMALE SI-UR SAMPLE (N=5450)
Lack of Skills	67.51%	18.53%
Inability to Effectively Communicate	5.48%	1.50%
Poor Appearance	5.15%	1.41%
No Direction or Goal	8.62%	2.37%
Past Conviction	2.07%	0.57%
Past Addiction	1.00%	0.28%
Other*	10.16%	2.79%

n. DISTRIBUTION OF SKILL AND EMPLOYMENT RELATED BARRIERS FOR SI-UR FEMALES

The most substantial of the skill related barriers is a lack of work skills which is closely related to lack of job history. The first four barriers are barriers which WIN can deal with via manpower services. One need that has been related to the field interviewers by WIN staff and clients alike is an orientation to the world of work, especially for females who have no past work history. Lack of job skills is only part of the problem confronting a female who has never worked. An understanding of ways in which employment should be approached, confidence in personal worth, and knowledge of the world of work vernacular are all necessary for the female client (and for that matter anyone else) who has never participated in employment.

TABLE 65

PERSONAL PREFERENCE AND ATTITUDINAL

BARRIERS FOR SI-UR - FEMALES

	% OF BARRIERS (N=352)	% OF TOTAL SI-UR FEMALES (N=5450)
Won't Leave Children	9.09%	0.59%
Wants Part-Time Job Only	12.50%	0.81%
Wants Special Hours Employment	7.39%	0.48%
Wants Educational Program Only	7.10%	0.46%
No Appropriate WIN Program	8.81%	0.57%
Doesn't Expect To Stay On WIN	10.80%	0.70%
Poor Attitude	29.55%	1.91%
Refuses to Participate	14.77%	0.95%

o. PERSONAL PREFERENCE AND ATTITUDINAL BARRIERS FOR SI-UR FEMALES

Personal Preference and Attitudinal Barriers have been indicated in the files of 6.46% of the SI-UR females. Table 65 represent these data for the SI-UR females.

The two largest of these barriers are Poor Attitude and Refuses to Participate, but combined they constitute less than 2.86% of the SI-UR females. The question arises, why aren't these clients sent for adjudication? The answer appears to be that although the client shows a lack of interest in the program, the interviewer is aware that even with interest there is little that WIN could provide for these clients.

5. SURVEY OF COMPARISON OF MALE AND FEMALE ER, SA-UR, AND SI-UR

The predominant client characteristic which affects the employability or assignability of a client is medical problems. These problems can be divided into two major types based upon the extent to which the problem affects the client's ability to work. The first type renders the client unable to work at a full-time employment position. Clients with this type of medical problem are considered Not Job Ready as discussed in Section III. The second type, by limiting the type or locale of employment also affects a client's employability and assignability and will be discussed further in Section and as part of the discussion on Medical Problems in Section V.

Many of the variables which appear to affect employability do so because distribution of these variables among the states is different than the distribution of the sample population among the states. State differences appear to have a major effect upon employability differences among client types.

Two client types stand out as being less likely to be employed than any other client types. They are clients under the age of twenty particularly, males and Spanish Origin females. Because males under the age of twenty receive a low priority at most WIN sites, it is difficult to assess whether it is their characteristics or the WIN priority system which affects their employability. Based upon the effects of the client characteristics upon employability the tendency is to lean towards the latter possibility. Males under the age of twenty also tend to incorporate a larger proportion than other age groups of lower education levels, lack of job history, and lack of job skills. For males, it does not appear as if prior job history

affects employment when the under twenty group is extracted.

Spanish Origin females are in a situation similar to the males under the age of twenty. Low education levels, communication barriers, and lack of job history all seem to be barriers for this type of client. Logic would dictate that communication problems is the most important barrier for Spanish Origin females and that low education level and lack of job history are side effects.

Lack of job history and the related variable job skills appear to have a greater affect upon females than males where it is almost negligible. This would tend to indicate that the difficulty is not the lack of skills themselves, but the lack of orientation to the world of work. Culturally, a male is conditioned to understand and accept the job market as an integral part of his life. This is not so for females. Although these tendencies are changing, there is apparently a significant number of female Unassigned Recipients whose greatest barrier is not the ability to work but the emotional acceptance and self-confidence necessary to participate in the world of work. This situation is not a biological condition of being female, but rather the cultural distinction which tend to make those clients who lack information and experience in the job market and therefore have trepidations about employment, mostly fema

Transportation and communication problems do appear to be barriers to employment but only to specific groups of clients. Transportation problems appear more prevalently in some states than in others. Communications problems are barriers for females and not for males. More

specifically, communication problems are barriers for Spanish Origin females.

Lack of Skills is the most prevalent Skill or Employment Related Barrier which constitute 67.51% of the female SI-UR with this group of barriers. Considering that these comments will more likely appear among the Unassigned Recipient files than the Employed Registrant files, (because they are WIN interviewer notes as to why a client is difficult to assign) it is not possible to measure the actual effect these conditions have upon employment. No doubt, they do have an impact upon whether or not a client receives WIN activity.

The only barrier which appears to be one for which WIN does not provide a supportive or manpower service for, is communications. All other barriers, except medical, can be dealt with by a WIN service, and, in the case of medical problems, the barrier should either render the client exempt or cause only a limit in the type or locale of employment.

With these considerations, it does not appear as if client characteristics cause any major barriers to employment or assignment. Some, more than others, may make placement more difficult, but none stand out as strong barriers except perhaps communications among Spanish Origin females, and age for males under twenty.

B. COMPARISON OF JOB READY SITE INACTIVE UNASSIGNED RECIPIENTS - LENGTH OF TIME IN PROGRAM CONTROLLED

The purpose of this comparison is to determine whether certain characteristics which may be barriers to employment appear in larger proportions among those clients who have been in the program an extended period of time. Similar to the premises used to determine attrition rates, the underlying logic of this type of analysis is that clients who are in the program 12 to 14 months possess barriers to assignment and employment which those clients who entered the program at the same time and have left the program did not have. Using the clients who have been in the program 1 to 3 months as being representative of those clients who entered 12 months ago, it is possible to detect differences in proportional distribution of variables and thereby determine what variables may have caused those clients who are in the program 12 to 14 months to remain in the program.

Since Site-Inactive clients are those clients whom WIN apparently has determined it cannot place and since it is already known that lack of supportive services and medical problems can keep a client from being job ready, the next question to be asked is why are the Job Ready Unassigned not assigned or employed? Therefore, the SI-UR Job Ready population was chosen for this analysis.

1. JOB READY SI-UR MALES

Table 66 represents the distribution of SI-UR Job Ready Males who are in the WIN program 1 to 3 months and SI-UR Job Ready Males who are

in the WIN program 12 to 14 months..

Inspection of Table 66 supports the data from the comparison of ER, SA-UR, and SI-UR groups. There appears to be no client characteristics which cause substantial barriers to males. Only four of the variables appear to show any differences between the two time groups. They are:

1. Age
2. Ethnic Group
3. Education Level
4. Prior Job History

When the males under the age of twenty are controlled for the major variations in Age, Education Level and Prior Job History - decrease considerably. Again, the question arises, whether client characteristics or WIN Administrative procedures and priorities cause this situation among males under the age of twenty?

The variation in Ethnic Group takes place for Spanish Origin males who appear to leave the program at a higher rate than any of the other Ethnic Groups. Why this is so is not known! It is possible that it is also linked to the WIN resources differences among the states and the fact that 78.28% of the Spanish Origin males in the sample reside in only two of the sample states.

Males under the age of thirty tend to remain on the WIN program at a higher rate than the males over the age of thirty. This situation is affected greatly by those males close to the age of twenty. For example, males between the ages of 16-21 are 54.29% of the males under thirty.

years of age for the 1-3 month group of males and 60.76% of the 12-14 month group. This calculation is important since those males who are 21 years old and have been in the WIN program 12-14 months entered the program 20 years old or younger. Therefore, the differences in age groups can be, again attributed to males under the age of twenty.

Medical problems which are indicated in these groups are those for which the extent of effect upon ability to work is limited to type, locale or not indicated. Medical problems which make a client Not Job Ready are not included in the SI-UR Job Ready Group. It appears as if medical problems, which do not make the client not job ready, do not have much effect upon the client's leaving the program.

TABLE 66

SI-UR MALES JOB READY

(In Percentages)

MANDATORY/VOLUNTARY	UNDER 4 MONTHS (N=257)	12-14 MONTHS (N=111)
Mandatory	98.83	98.20
Voluntary	0.78	0.00
N.I.	0.39	1.00
AGE		
Under 20	31.13	30.94
20-29	25.29	34.23
30-39	26.07	17.12
40-49	11.28	5.41
50-59	4.28	3.60
60+	1.17	1.80
N.I.	0.78	0.90
ETHNIC GROUP		
White	55.30	52.25
Black	19.[illegible]	19.82
Spanish Origin	[illegible]	9.91
Other	3.11	5.40
N.I.	9.34	12.61
EDUCATIONAL LEVEL		
Under 6	4.67	7.21
6-11	59.92	61.26
12	23.35	18.02
12+	10.02	10.81
N.I.	1.95	2.70

SI-UR MALES JOB READY

(In Percentages)

	UNDER 4 MONTHS	12 - 14
NUMBER OF CHILDREN		
One	17.12	18.02
Two	12.84	8.11
Three	11.28	8.11
Four	7.39	4.50
4-	8.17	8.11
N.I.	43.19	53.15
COMMUNICATIONS BARRIER		
Yes	5.92	6.71
No	94.08	93.29
TRANSPORTATION BARRIERS		
Yes	8.95	6.31
No	91.05	93.69
PRIOR JOB HISTORY		
Yes	88.72	77.48
No	11.28	22.52
TYPE OF JOB IN HISTORY		
Professional	7.02	10.47
Clerical	3.07	5.81
Sales	2.63	3.48
Service	34.64	29.07
Machine	9.21	11.63
Bench	7.46	4.65
Construction	16.23	16.28
Other	19.74	18.60
N.I.	0.00	0.00

TABLE 66 (Cont.)

SI-UR MALES JOB READY

(In Percentages)

	UNDER 4 MONTHS	12 11
JOB GOAL		
Yes	80.24	69.37
No	19.76	30.63
MEDICAL PROBLEMS		
Client	13.23	8.11
Family	1.95	0.00
Both	1.16	0.00
None	83.66	91.89
CERTIFICATION PROCEDURES INITIATED		
Yes	56.81	[illegible]
No	43.19	50.45
SKILL OR ATTITUDINAL BARRIERS		
Yes	20.62	25.23
No	79.38	74.77

2. SI-UR JOB READY FEMALES

The situation for SI-UR females has been approached in a slightly different manner. Three time periods, 1-3 months, 12-14 months, and 18-20 months have been used. Females tend to leave the program at a slower rate than males. This both allows for a comparison of clients who have been in the program 18-20 months and indicates a necessity for such comparison.

For females, prior job history and ethnicity are the only variables which appear to show any meaningful differences between the three time periods, and, even so, these differences are not substantial. Spanish Origin females tend to remain on the WIN program as do Black females, but these tendencies are very slight. Females who have a job history tend to leave the program more rapidly than females who do not have a job history. Table 67 represents the distribution of select variables for SI-UR Job Ready Females.

TABLE 67

SI-UR FEMALES JOB READY

(In Percentages)

	UNDER 4 MONTHS	12 - 14	18 - 20
OF TOTAL	48.62	28.54	22.84
MANDATORY/VOLUNTARY			
Mandatory	81.98	83.45	81.47
Voluntary	17.81	16.21	17.24
N.I.	.20	.34	1.29
AGE			
Under 20	12.55	10.34	11.21
20-29	28.94	24.14	30.60
30-39	38.06	36.21	37.07
40-49	13.36	18.97	16.38
50-59	3.85	5.86	3.45
60+	1.01	.35	0.00
N.I.	2.23	4.14	1.29
ETHNIC GROUP			
White	36.14	40.00	40.52
Black	29.35	29.66	32.66
Spanish Origin	13.36	14.48	16.38
Other	2.64	3.10	1.30
N.I.	9.51	12.76	9.05
EDUCATIONAL LEVEL			
Under 6	5.87	6.55	5.17
6-11	56.47	57.59	50.43
12	26.72	31.37	29.74
12+	8.31	10.36	9.49
N.I.	2.63	4.13	5.17

TABLE 67 (Cont.)

SI-UR FEMALES JOB READY

(In Percentages)

	UNDER 4 MONTHS	12 - 14	18 - 20
NUMBER OF CHILDREN			
One	24.09	25.52	23.71
Two	22.06	23.45	27.59
Three	15.18	14.83	12.50
Four	8.50	10.34	12.50
Over 4	8.10	7.24	10.34
N.I.	22.07	18.62	13.36
COMMUNICATIONS BARRIER			
Yes	7.89	11.73	10.35
No	92.11	88.27	89.65
TRANSPORTATION BARRIERS			
Yes	8.91	8.97	7.33
No	91.09	91.03	92.67
PRIOR JOB HISTORY			
Yes	67.61	67.93	50.43
No	32.39	32.07	49.57
TYPE OF JOB IN HISTORY			
Professional	13.16	21.83	8.71
Clerical	11.34	15.74	22.23
Sales	5.47	6.60	7.67
Service	26.52	40.61	39.31
Machine	4.09	7.11	5.14
Bench	7.29	11.17	5.14
Construction	0	3.05	0.00
Other	5.26	5.58	10.25
N.I.	0	0	0.00

TABLE 67 (Cont.)

SI-UR FEMALES JOB READY

(In Percentages)

	UNDER 4 MONTHS	12 - 14	18 - 20
JOB GOAL			
Yes	78.14	79.31	71.42
No	21.86	20.69	28.58
MEDICAL PROBLEMS			
Client	22.67	22.76	14.66
Family	2.83	4.83	3.88
Both	1.62	2.41	.86
None	72.88	70.00	80.60
CERTIFICATION PROCEDURES INITIATED			
Yes	24.09	41.03	29.31
No	75.91	58.97	70.69
SKILL OR ATTITUDINAL BARRIERS			
Yes	24.70	20.21	21.12
No	75.30	73.79	78.88

3. SUMMARY OF TIME-FRAME COMPARISON

Essentially no client characteristic shows a strong correlation with either being an Unassigned Recipient or remaining on the WIN program for extended periods of time. Although some variables show correlation with remaining on the program or being unassigned, they do not appear strong enough to make substantial claims concerning employability. Two types of clients do appear to have difficulty in assignment. They are males under the age of twenty and Spanish Origin females.

Unfortunately, limited data is available on those clients who leave the program. This information would provide the essential key to understanding barriers. By understanding how clients fare after leaving the program and why they left the program, it would be possible to make stronger statements based upon client characteristics. However, it is highly improbable that even with this data would the conclusions drawn in this report change. On the contrary, it is extremely likely that other variables (i.e., other than a client's characteristics) would help to explain why clients are unassigned.

C. DETERMINATION OF EMPLOYABILITY FOR SI-UR JOB READY CLIENTS

Site Inactive Unassigned Recipients (SI-UR) are those clients who are not receiving activity from the WIN program. Since client characteristics are not a strong factor in employability, assignability or attrition in the program, determination of degree of employability or placement potential is not possible. However, construction of a decision tree which will group the clients into meaningful categories will aid in the understanding of who the Unassigned Recipients are. Similar to the determination of Job Readiness, the SI-UR Job Ready clients pass through a series of questions to determine their categorization.

1. SI-UR MALES - JOB READY

The first separation made between SI-UR Job Ready Males is: (1) clients who are involved in no activity and (2) clients who are involved in activities which are not recognized by the WIN program. Table 68 represents the distribution of these clients. Although these activities are not recognized by WIN, formally, clients who are participating in these activities received a low priority in WIN services.

If a job opening became available to WIN would it be better to remove a client from a part-time job or training position and place them in a full-time job or to place an unemployed Unassigned Recipient who is involved in no activity whatsoever? Practically speaking, the latter would obviously be the better choice. Under the current WIN program

TABLE 68

DISTRIBUTION OF SI-UR JOB READY MALES

AMONG NON-WIN RECOGNIZED ACTIVITIES

(N=1125)

No Activity	88.44%
Part-Time Employment	4.89%
General Education Development	1.07%
Other Education	3.56%
Part-Time Employed and Other Education	0.27%
Waiting for Training	0.89%
Waiting for Job (Part-Time)	0.53%
Intended to Deregister	0.36%

the question is meaningless, since part-time employment is not recognized by the program. Because 59.94% of the clients are receiving no activity (SI-UR) and 70.14% of these are apparently job ready (Job Ready SI-UR) and 83.13% of these are participating in absolutely no activity, it is important to identify the 16.87% of the job ready Site-Inactive clients who are participating in some activity entirely on their own.

Following the division based on non-WIN recognized activities, a second separation is made between male clients under the age of twenty and male clients twenty years old or older. The division is made due to the effect of age, particularly being under the age of twenty, upon employability or assignability. Divisions are further made for three variables:

(1) Clients who have medical problems which limit the type or locale of employment and clients who have no medical limitations.

(2) Clients who have transportation, skill, employment-related, personal preference, or attitudinal barriers and clients who have none of these.

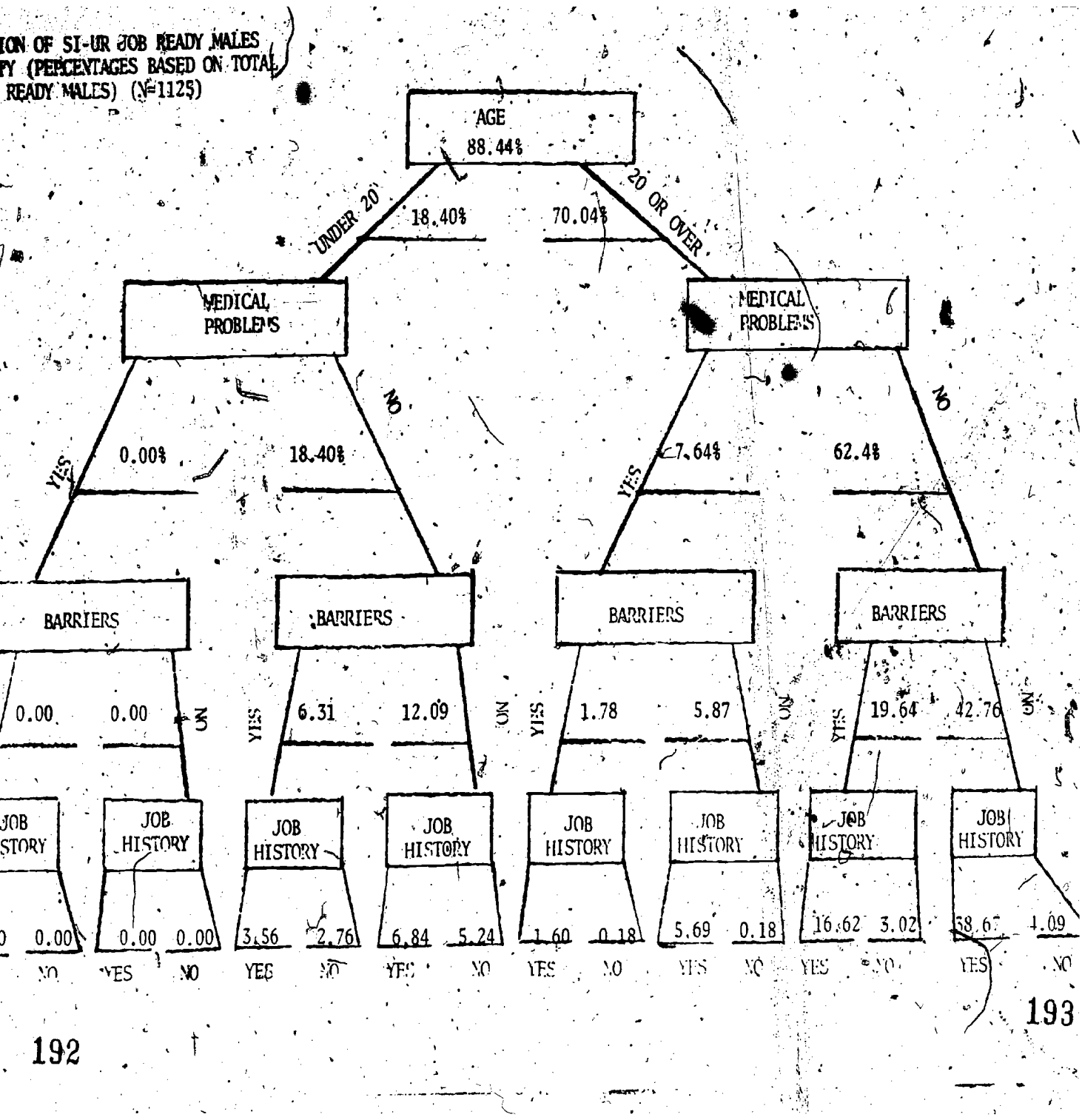
(3) Clients with a prior job history and clients without a prior job history.

Figure 13 represents these classifications for SI-UR Job Ready Males who are participating in no activities and Figure 14 represents these classifications for SI-UR Job Ready Males who are participating in non-WIN recognized activities.

The largest group of SI-UR Job Ready Male clients constitute 38.67% of the total. These are SI-UR Job Ready Males who: are over the age of twenty; have no medical problems; have no barriers; and have a job history.

The question arises why are these males not assigned? The answer is not immediately available. However, variations in state distribution of these males does highlight the fact that differences between states play an important role in whether clients are assigned or unassigned. Table 69 represents the distribution of SI-UR Job Ready males with no apparent barriers among the fifteen states. The differences are astounding. States A and C constitute 42.70% of the male population and yet comprise 74.95% of the SI-UR Job Ready Males with no apparent barriers. States B & D constitute 33.32% of the male population and yet contain only 11.72% of the SI-UR Job Ready Males with no apparent barriers. These differences clearly show that state and site locale play an important role in whether a client is unassigned or assigned.

ION OF SI-UR JOB READY MALES
FY (PERCENTAGES BASED ON TOTAL
READY MALES) (N=1125)



WITH ACTIVITY (PERCENTAGES BASED UPON
TOTAL SAMPLE JOB READY MALES (N=1125).

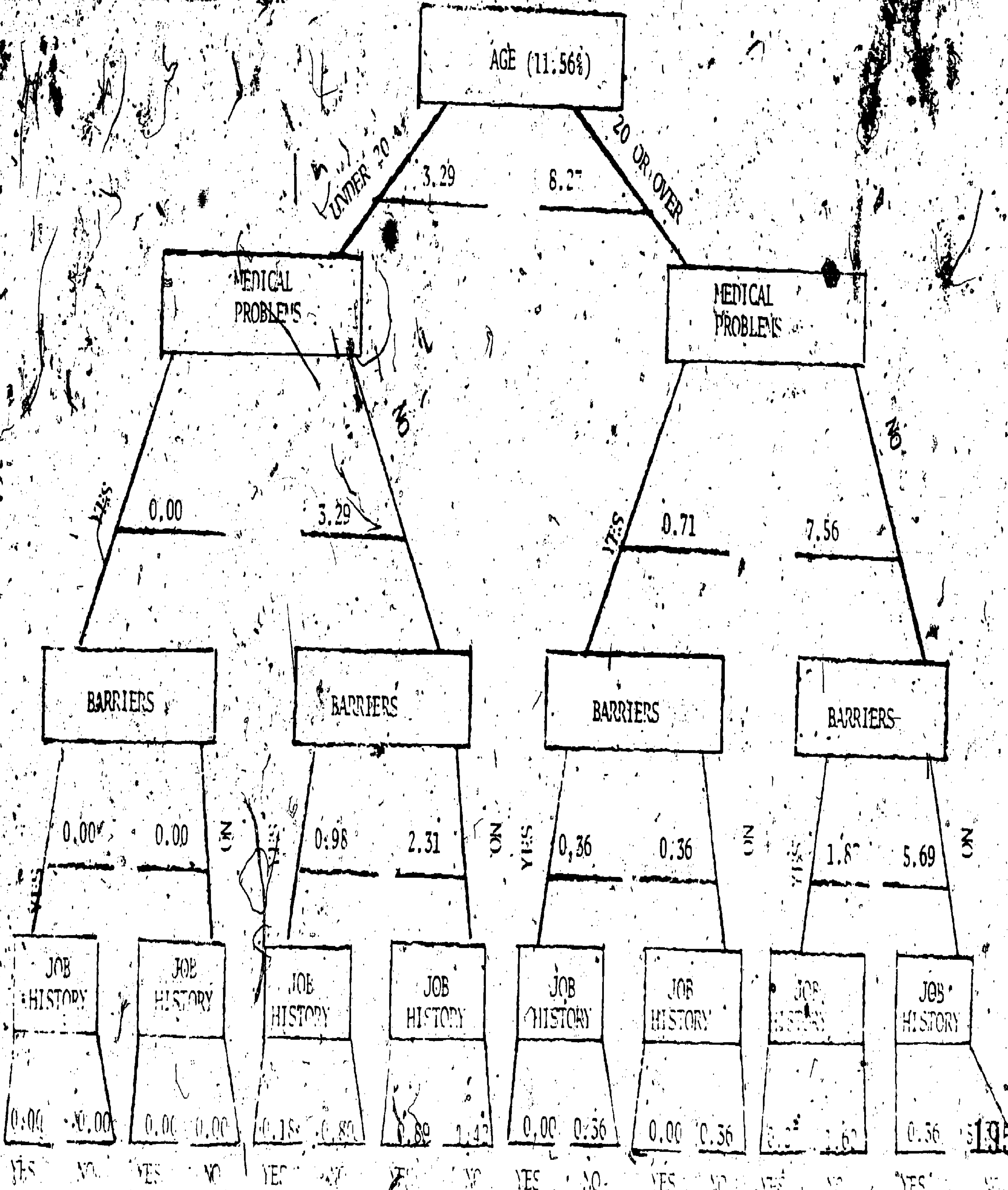


TABLE 69

DISTRIBUTION OF SI-UR JOB READY MALES

NO APPARENT BARRIERS

(In Percentages)

(N=435)

STATE	% OF NO APPARENT BARRIERS	% OF TOTAL MALES
A*	48.28	33.44
B*	10.34	29.21
C*	26.67	9.26
D*	1.38	4.11
E	0.00	0.54
F*	8.74	11.34
G*	0.00	0.42
H*	1.38	3.57
I*	0.46	0.54
J	0.00	0.96
K	0.00	0.62
L	0.46	1.00
M	2.32	3.82
N	0.00	0.54
O	0.00	0.62

* UNEMPLOYED FATHER STATES

SI-UR JOB READY - FEMALES

Similar to SI-UR Job Ready males, SI-UR Job Ready females have been distributed among different classifications based upon the possession or lack of possession of particular characteristics. These characteristics are those which appeared to show some correlation with assignment or employment. They are:

(1) Non-WIN Recognized Activity

(2) Certification Procedures

(3) Medical Problems

(4) Barriers - Skill, Employment-Related, Personal Preference, Attitudinal, Communications, or Transportation.

(5) Prior Job History

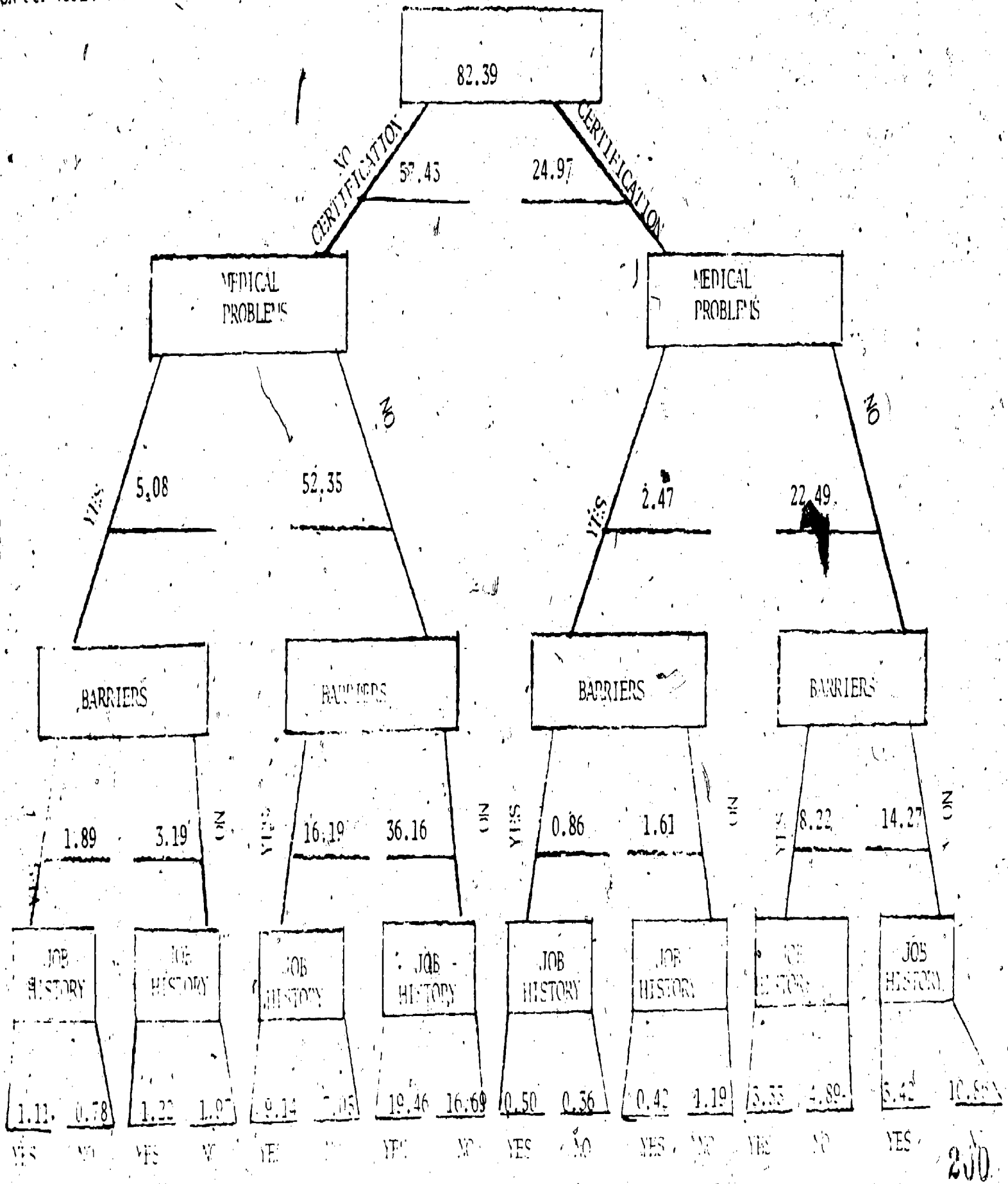
Since age did not appear to have any relationship with employability, it was not included in the female analysis. Due to the ambiguity over supportive service needs caused by lack of certification procedures, females with certification procedures initiated and females without certification procedures were separated.

Communication Barriers were added to the group of barriers, since, for females, communications problems related to employability. Table 70 represents the distribution of SI-UR Job Ready Females among non-WIN recognized activities. It is important to note that almost

1 out of 10 SI-UR Job Ready females is part-time employed and that of those SI-UR Job Ready females who are not employed part-time, almost 8 out of every 100 are involved in or are about to be involved in some training or educational program outside of the aegis of WIN. WIN is not designed to recognize formally either of these groups. Questions as to whether WIN could upgrade these part-time jobs is not addressed in the file because the jobs themselves do not fall within the WIN system.

Figure 15 represents the distribution of SI-UR Job Ready females with no activity and Figure 16 represents the distribution of SI-UR Job Ready females with non-WIN recognized activity.

DISTRIBUTION OF [illegible]
NO ACTIVITY (PERCENTAGES BASED ON TOTAL
SI-UR JOB READY FEMALES (N=3600)



168

230

FIGURE 16

DISTRIBUTION OF SI-UR JOB READY FEMALES WITH ACTIVITY (PERCENTAGES BASED ON TOTAL SI-UR JOB READY FEMALES N=3601)

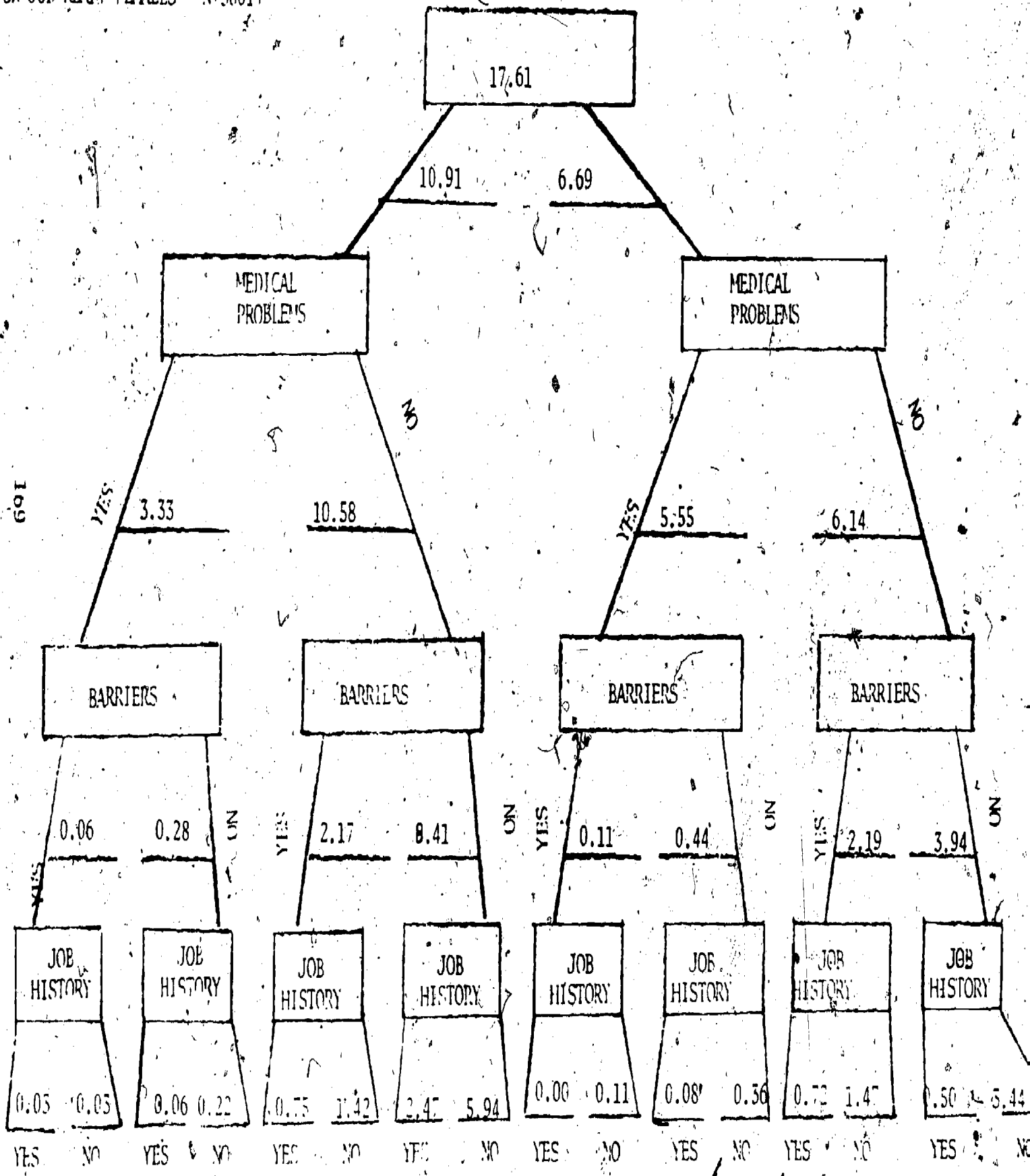


TABLE 70

DISTRIBUTION OF SI-UR JOB READY FEMALES AMONG NON-WIN RECOGNIZED ACTIVITIES

(N=3601)

No Activity	82.39%
Part-Time Employment	9.28%
General Education Development	1.28%
Other Education	4.72%
Part-Time Employment and Education	0.44%
Waiting For Training	1.06%
Waiting For Employment (P/T)	0.19%
Intend to Deregister	0.64%

Table 71 represents the distribution of these three groups in the fifteen sample states. Prior to discussing the implications of the data in Table 71 it is important to understand the approach to these data. It would be expected that if no differences existed among the states that each state would contain a proportion of SI-UR Job Ready females with particular characteristics equal to that states proportion of female clients. The three groups in Table 71 vary on two variables - certification and job history.

Three groups of the SI-UR Job Ready Females stand out. They are females with no activity, no medical problems, no barriers and:

(1) No Certification and No Job History

(2) No Certification and A Job History

(3) Certification and No Job History

Combined these groups represent 47.01% of the SI-UR Job Ready females and 19.46%, 16.69%, and 10.86%, respectively. (The reader should keep in mind that no certifications means that a client had had no certification procedures initiated. Certification, in this context, means that certification procedures have been initiated and not necessarily that the client needs supportive services.)

Variations in proportions for a particular state has certain implications. For instance, if a state contains fewer females with a job history than would be expected, one of two situations may have occurred.

Either there are fewer females in that state with a job history or females with a job history do not tend to become Site Inactive Unassigned Recipients. Although it is not the purpose of this study to examine state characteristics, nevertheless, due to the lack of impact of client characteristics upon assignment, other variables must be responsible for the situations which occur, and state differences are one of the areas where these variable lie.

A good example of state differences occurs for SI-UR Job Ready females with no medical problems, no barriers, no certification, and no job history. States F and H represent 15.80% of the female population and yet they contain 50.92% of the SI-UR Job Ready females who have no apparent barriers, no certification and no job history. This is 3.22 times as many females with these characteristics than would be expected if there were no variations among states. States B and D represent 33.25% of the female population and yet they only contain 7.98% of the females with these characteristics. This is less than ¼ the number of females as would be expected. Although for SI-UR Job Ready females, no apparent barriers and a job history, States F and H contain a smaller proportion of those females who are not certified, 21.96%, nevertheless they still contain a larger proportion than would be normally expected.

No final conclusions can be drawn from these differences and the many other which occur in Table 71. However, differences in states statistically represents wider variations in programmatic placement than differences in client characteristics.

TABLE 71

DISTRIBUTION OF SI-UR JOB READY FEMALES

WITH NO MEDICAL PROBLEMS OR BARRIERS BY STATE

(In Percentages)
(N=3601)

	NO CERTIFICATION		CERTIFICATION	
STATE	NO JOB HISTORY	JOB HISTORY	NO JOB HISTORY	STATE'S OF TOTAL FEMALES
A *	12.98	29.62	27.88	20.99
B *	7.84	8.99	15.86	28.48
C *	3.71	13.31	3.84	2.59
D *	0.14	0.33	2.56	4.77
E	0.43	0.50	0.26	1.00
F *	32.52	15.14	9.72	11.87
G *	1.14	2.67	5.12	1.83
H *	1.43	0.67	2.56	3.46
I *	2.57	1.83	0.26	1.53
J	2.00	2.33	3.32	3.15
K	1.00	1.00	0.77	2.04
L	18.40	6.82	5.12	3.93
M	5.14	3.83	4.60	4.64
N	9.99	7.83	3.07	5.02
O	0.17	5.16	15.09	4.71

* Unemployed Father States

D. SUMMARY CONCLUSIONS FOR CLIENT CHARACTERISTICS

Client characteristics do not appear to have a strong correlation to employability or assignability. Two types of clients appear to be less likely to be employed or to leave the program. They are males under the age of twenty and Spanish Origin females. Males under the age of twenty appear to receive a low priority for WIN activity which may explain why they do not tend to leave the program or become employed. Spanish Origin females tend to have communications barriers. Simply, a large number of Spanish Origin females cannot speak English which has an obvious effect upon their ability to become assigned or receive WIN services.

Variations in state statistics indicate that programmatic differences among the state have a greater effect upon placement potential than client characteristics. Except for medical problems the placement potential of a client appears more greatly effected by the state in which the client resides than what characteristics the client possesses.

SECTION V.

MAJOR ISSUES

The three major issues which in and of themselves have particular importance to this study and to the Unassigned Recipients are:

- MEDICAL PROBLEMS
- CERTIFICATION
- STATE VARIATIONS

MEDICAL PROBLEMS

As was noted in Section III, 12.79% of the Unassigned Recipients are Not Job Ready because of medical problems. Approximately 41.12% of the Unassigned Recipients have medical problems indicated in their file and 83.71% are females. The following will discuss some of the limitations of the medical data and the frequent types of medical problems.

Medical problems were recorded for the client, the client's family, both or "no medical problems". The medical condition considered most significant when more than one problem was listed in the client's file was that problem which appeared to the P/RA staff to constitute the greatest barrier to employment. The following limits to employment were utilized:

- Limit to the type or locale of job
- Limit to part-time work only
- Client incapacitated
- No limits posed by medical problem
- Other

In those files where the medical problem reported by the client was not agreed upon by a physician, or the WIN interviewer, two additional categories are noted:

- Client/Doctor contradict
- Client/WIN contradict

The latter categories contained relatively few cases, probably because the majority of files contained no documentation either of the true existence of a stated medical problem, or the extent to which the problem would potentially limit the client's employability. The lack of medical substantiation and medically accurate diagnostic classification of listed

problems, places considerable restraints on the types of conclusions which can be drawn from these data. In short, one must regard file data on medical problems as primarily reflecting the perceptions of the client, the WIN interviewer or both. The accurate assessment of the problem, its degree of chronicity, probability of being resolved and the extent to which it limits the client's employability potential is therefore unavailable for analysis in the majority of cases.

For the WIN recipients in the Employed Registrant (ER), Site Active-Unassigned Recipient (SA-UR), and the Site Inactive-Unassigned Recipient (SI-UR) status groups, 3,266 reported medical problems. It was expected that the degree of limitation caused by a medical problem would be reflected in the type of medical conditions shown. Of those clients whose files indicated the presence of a medical problem and the extent to which it affected their employability as incapacitating, limiting, or not indicated, in 50% of the cases the same medical problem could be found in all three or at least two of the categories. A random check revealed that conditions such as arthritis, nervous conditions, back problems, varied in their intensity, therefore varied in the extent to which they constituted a barrier to employment.

Generally, the most frequently reported medical problems tend to involve disabilities for which no foreseeable medical resolution would appear feasible. When medical problems are ranked by frequency from one to ten, separating males and females by status groups, the numbers for ER males, SA-UR males and females become too small to draw any conclusions. The true rankings can only be drawn from the female SI-UR and ER status groups. The following table shows the similarities in ranks of the ten most frequently reported medical problems of the two groups. The medical problem which appears most frequently is given a rank of one.

TABLE 72

MEDICAL-PROBLEM RANKS

FEMALES

	EMPLOYED RECIPIENTS			SITE INACTIVE-UNASSIGNED RECIPIENTS		
RANK	CODE	MEDICAL PROBLEM	NUMBER	CODE	MEDICAL PROBLEM	NUMBER
1	17	Hypertension	43	04	Bronchitis	185
2	04	Bronchitis	41	17	Hypertension	183
3	10	Back Problems	25	10	Back Problems	179
4	14	Nervous Cond.	24	36	Undetermined	170
5	13	Heart Problems	21	14	Nervous Condition	143
6	22	Arthritis	21	22	Arthritis	134
7	36	Undetermined*	19	40	Pregnancy	94
8	11	Legs-Physical Disability	16	13	Heart Problems	83
9	08	Diabetes	12	11	Legs-Physical Disability	81
10	39	Handicapped	11	08	Diabetes	78

*Undetermined - Those cases in which the files indicated a medical problem. However, it was undetermined as to what the problem actually was.

The fact that for the most part, the same medical problems exist among clients who are working as well as the Unassigned, again indicates that medical problems vary in the extent to which they cause a barrier to employment.

In the case of SI-UR females, pregnancy appears as a "medical problem" 7.00% of the time, whereas among Employed Registrants, there was only one case.

Of the 3,266 clients whose files indicated the presence of a medical problem, 77.07% were in the SI-UR group. This contrasts with 9.43% of the SA-UR and 13.50% of ER status. The distribution of these clients are presented in Tables 73 and 74 for males and females respectively.

It was expected that clients in the ER status group with medical problems would have either no limits or limit to type or locale, allowing for full-time employment. The data supports this except for two cases for males which could probably be explained by special conditions such as temporary hospitalization or a handicapped person requiring supportive services from WIN.

Among the Site Active Unassigned Recipients, as in the case of Employed Registrants, it was not expected that there would be any clients who were incapacitated. Again, the numbers are too small to make a conclusive statement.

The Site Inactive Unassigned Recipients account for 65.33% of males with medical problems and slightly higher proportion of those cases among the males whose capacity to work full-time is limited, constitute 14.69%.

The females with medical problems represent 83.71% of all clients with medical problems. The female Employed Registants show similar results as the male ERs. The data shows only 18 of this group have extreme limitations

which effect their capacity to work full-time which is minimal when compared to the total female ERs.

It becomes more significant that 14 of the Site Active Unassigned Recipients among females have medical problems which limit their capacity to become employed until one looks at the base number (189) of this status. The categories in which SA-URs are involved - Pending Initial Certification, Pending Subsequent Certification, could indicate that the incapacitation may be of a temporary nature.

The Site Inactive Unassigned Recipients who are female account for 66.44% of all clients who have medical problems indicated and 89.84% of those whose medical problems limit their capacity to work full-time. Over one-half of this group have indicated in their files that their medical problems limit their capacity to work full-time. Among the three status groups for both males and females, 23.48% of the clients are limited to type and locale of job by their medical problems, 10.17% have no limits, 5.33% are limited to part-time only, 11.27% report incapacitation and 49.76% are not indicated as to the extent their employment may be effected by medical problems. These overall proportions are highly representative of females of SI-UR status. Though the data has provided evidence that SI-UR clients in general and female SI-UR clients in particular have a proportionately higher degree of limiting medical than do the other status groups, the lack of medical documentation of diagnostic categories, chronicity, and probable resolution of these problems, present a serious limitation upon conclusions and recommendations concerning WIN's treatment of these clients.

TABLE 73

MALES

MEDICAL EXTENT

N=532

	ER		SA-UR		SI-UR		TOTAL	
TOTAL	66	12.41%	119	22.37%	347	65.23%	532	100%
No Limits	27	40.91%	25	20.16%	25	7.21%	77	14.47%
Limit Type/Locale	17	25.76%	26	21.85%	133	38.33%	176	33.08%
P/T Only	1	1.52%	1	.84%	15	4.32%	17	3.20%
Incapacitated	1	1.52%	5	4.20%	36	10.37%	42	7.89%
Not Indicated	20	30.30%	62	52.10%	138	39.77%	220	41.35%

TABLE 74

FEMALES

MEDICAL EXTENT

N=2734

	ER		SA-UR		SI-UR		TOTAL	
TOTAL	375	13.72%	189	6.91%	2170	79.37%	2734	100%
No Limits	87	23.20%	28	14.81%	140	6.45%	255	9.33%
Limit Type/Locale	90	24.00%	42	22.22%	459	21.15%	591%	21.62%
P/T Only	13	3.47%	7	3.70%	137	6.31%	157	5.74%
Incapacitated	5	1.33%	7	3.70%	314	14.47%	326	11.92%
Not Indicated	180	48.00%	105	55.56%	1120	51.61%	1405	51.39%

As the reader can see, there are many interesting and important factors among medical problems of the Unassigned Recipients. However, perhaps the most important fact learned from these statistics is that over 50% of those clients with medical problems do not have a professional medical assessment of the extent to which medical problems affect the client's ability to work. This factor, coupled with an inability to determine the effect of a particular medical problem upon employment, makes it impossible to determine precisely how many clients should be made exempt; how many clients have partially disabling medical problems (limitation of type and locale of employment); and how many clients are not at all limited by their medical problems. Since medical problems are the greatest barriers to job readiness, an accurate assessment of the extent to which medical problems affect clients' ability to work is essential. Unfortunately, it appears as if at the time of appraisal, a client who may possess multiple barriers to employment (interviewer perceived barriers) is made an Unassigned Recipient and is not further appraised or assessed for these barriers. The two major barriers that the statistics gather for this report identify are medical problems and certification needs. Despite the fact that these two barriers are the most important and in some instances the only barriers to employment, they are the characteristics least consistently identified. In the case of medical problems, some states employ a temporary exemption for any client who at the time of registration complains of a medical problem. This exemption allows for 30 days in which time the clients may acquire professional substantiation of their medical problems. Based upon this professional advise, WIN then determines whether the client should be made exempt or be appraised. It appears as if in many cases, the lack of medical certification is an attempt at conserving WIN resources. However, the maintenance of clients in an un-

assigned pool who are essentially medically incapable of accepting employment, is not necessarily efficient, especially when a procedure as simple as temporary exemption *can be utilized. Unfortunately, it appears as if the greatest barrier in the WIN program in many sites is the barrier between WIN and welfare. Continually, site managers made comments about the lack of cooperation of the welfare office with the WIN office. Although the situation does not occur in all sites, or within all sites in each state, a substantial number of states fall within this category of poor WIN/welfare working relationships. (The WIN/Welfare relationship includes both the Separate Administrative Unit (SAU) and the Income Maintenance Unit (IM). Those WIN offices which were co-located with the welfare offices, appear to have a better working relationship and faster, more efficient medical and certification procedures. There is, therefore, the possibility that medical certification is a function of WIN/Welfare working relationships.

To some extent, the data collected on medica problems is not satisfactory to give a clear-cut picture to the extent of which medical problems effect the client's ability to work. The data does, however, substantiate the lack of effective administrative procedures in ascertaining a professional medical assessment. It is essential to the operation of the WIN office to know whether or not a client is capable of accepting employment. Without complete medical information, such an assessment is not possible.

* It should be noted that the Income Maintenance Unit (IMU) of the welfare agency has sole authority for exempting an individual from the WIN program. WIN can recommend but cannot finally determine who should be made exempt.

CERTIFICATION

Current certification requirements are complex and to a great extent misleading. For example, it is not required that all clients be certified. However, federal regulations imply that a client who is not certified need not participate in the WIN program past an appraisal stage. Reference: Title 29, Subtitle A, Part 56.50, Subpart F, Deregistration and Sanction, paragraph (e):

> "Any WIN registrant, except a volunteer, who is determined to have failed or refused without good cause to appear for appraisal; or any certified WIN registrant, except a volunteer, who after counseling has been offered, continued to refuse to participate in the WIN program without good cause shall be deregistered from WIN and removed from AFDC grant for failure to participate."

Certification is simply the written understanding of what, if any, supportive services are needed by the client, and what, if any, supportive services will be provided to the client by welfare. For further clarity, a certification request is the completion of a certification form by the WIN interviewer (sponsor) which notifies welfare of either the supportive services needed by the client or the fact that the client needs no supportive services. A written response from welfare that these services will be provided or the written acknowledgement that supportive services are not needed completes the certification procedure. Of course, the situation can c

and frequently does, where welfare will not or cannot provide the supportive services requested and the client is not certified.

The certification request is an indication of two functions being completed. First, the client must have been assessed for supportive service needs, and, second the request has been forwarded to welfare. Although it is not always the case that if a certification request has not been made, the supportive services assessment has not taken place. However, in the majority of situations the only indication in a client's file of the supportive service assessment is the certification request form. In other words, if a certification request has not been made, then it is highly unlikely anyone referencing the client's file will know whether or not the client is in need of supportive services. Table 75 presents the proportions of ER, SA-UR and SI-UR clients for which certification requests have not been made. (The reader is reminded that even if the client needs no supportive services the certification procedure should be completed.) Approximately 48.77% of the WIN population has not had a certification request completed. The implication is that almost half of the WIN population need not participate in the WIN program past the point of appraisal.

The reason why ER clients are not certified is primarily because they don't need supportive services. Many of the SA-UR clients are currently waiting to be certified or do not need certification. The SI-UR clients, however, are in a different situation.

TABLE 75

PROPORTIONS OF ER, SA-UR, SI-UR CLIENTS WITH NO CERTIFICATION REQUESTS

	MALE	FEMALE	TOTAL
ER	31.20	41.10	35.71
SA-UR	20.54	21.33	21.02
SI-UR	40.30	62.28	58.35

The following question arises: How many of the SI-UR are SI-UR simply because supportive services are not available, therefore, have not requested any?

There is a difference in certification requirements between males and females. There is no time frame in which a female must be certified. However, unemployed fathers come under different considerations, (Title 29, 56,22 (b)):

> "All unemployed fathers shall be appraised within two weeks of the determination of eligibility for AFDC benefits, and appraisal shall occur prior to certification. Certification shall be completed no later than 30 days from the receipt of AFDC benefits."

Again, the client can be certified for no supportive services needed.

Aside from administrative and legal consideration, the questions to be addressed in terms of certification relevant to understanding a client's characteristics and why an Unassigned Recipient is unassigned are:

(1) What information about the client can be provided from certification?

(2) What are the implications of certification upon assignment/unassignment?

(3) What information does certification provide about services needed by the client?

1. Certification will provide information about client barriers and the supportive services needed by the client. The four major areas of supportive services provided are child care, medical, transportation, home management/family planning. Although child care is probably the most needed of all supportive services, the lack of accurate medical assessment would make medical supportive services a close second. Home management/family planning may be very important from a welfare point of view. However, from an employment perspective, it does not have a high priority. Nonetheless, Home Management/Family Planning is the second highest received certification and at some WIN sites the situation has existed where a certification request is sent for child care and the certification comes back with child care denied and Home Management/Family Planning to be received despite the fact that no request has been made for it. In any event, certification both as a procedure and the resulting supportive service (particularly, medical) provide essential information concerning the clients ability to participate in the program and accept employment.

2. Certification does not essentially affect employability except for provision of medical treatment. A female client who is in need of child care is job ready if she receives child care, but she is not more "employable". Except in rare cases where medical treatment can improve a client's ability to perform a job function, certification is not related to employability.

Therefore, the effect certification has upon assignment/unassignment is strongly dependent upon the criteria used for determining which clients will be assigned and which clients will not. It appears as if in many sites two situations are predominant. First, the WIN interviewer assesses the possibility of employing a particular client. If it appears probable that the client can be placed, then the question of supportive service is addressed. If it does not appear probable that a client can be placed, then the client is deemed unassigned and no certification request is made. Second, the client is assessed for supportive service needs. If the client needs child care, because there are no child care slots available, the client is deemed unassigned and no certification request is made.

Determining the effect certification has upon assignment/unassignment, depends upon the relationship of certification to assignment/unassignment. In the first situation above, assignability is prerequisite to certification. In the second case, certification is prerequisite to assignability. Because of this inversion of relationships, it is not possible to make aggregate statements about certification/assignability.

3. Certification provides information about the client's supportive service needs. When certification does not take place it is highly improbable that a client's file will indicate the client's supportive needs.

Because of these variations essential information about the client's supportive service needs is not available. From the point of view of a researcher this is unfortunate. However, the point of view to be considered is not the researcher's, but the client's. From the point of view of the client, an incompleted certification for whatever reason is strongly linked to the classification of Site Inactive Unassigned Recipient. A classificaiton which implies little contact with WIN, little or no WIN activity or services, and no WIN assistance in finding a job.

The SI-UR females who have no medical or other barriers and are job ready constitute 59.04% of the SI-UR Job Ready females and 71.41% of these have had no certification request initiated. This group constitutes 27.47% of those female clients who are not receiving any activity from WIN (i.e., the SI-UR's which essentially are the "Unassigned Recipients"). From a different perspective, of those females who are not Working Registrants or in a federal component, 24.37% have no barriers and no certification - 1 out of every 4.

The question the data cannot answer is how many of these females need supportive services? The question the data raises is - are the administrative short-cuts (i.e., the absence of certification requests) really benefiting WIN and the WIN client?

STATE VARIATIONS

It was assumed at the outset of this project that aggregating the data from clients' files on a national level would be an effective method of providing indications of what federal policy and procedural changes could improve the situation of the Unassigned Recipient. The sample was stratified for welfare grant maximums, unemployment rates, size of population at sites, size of population served by the site, Unemployed Father status of the state, and population size of the state. Even geographic distribution within the nation was checked to assure as unbiased an indicator of the national WIN population as possible. The sample has been successful in this attempt. What the sample has additionally provided is reaffirmation of the fact that WIN is a local program and that when statements are made nationally some details and unfortunately important details tend to be lost. For example, from Table 2 the percentage of Unassigned in the WIN program nationally has been determined as 71.03%. From Table 76 which represents the distribution of status categories for the 15 sample states, the percentage of Unassigned varies from as little as 35.05% to 91.47%. From this table alone, it can be seen that the WIN program exhibits greater diversification among the states than it does among demographic or programmatic types of clients. Information received from the field researchers substantiate these facts even on the site level. The success or failure of a client is greatly affected by which state he or she resides in, by which city he or she resides in, even to which WIN site he or she must report to.

As has been shown, some client characteristics vary depending upon the state. Whether or not a client has a prior work history may, in some states, be used as a determination of employability while in other states it does not appear to have any affect upon placement.

In every state it appears as if the clients undergo some sort of evaluation to determine the likelihood of WIN successfully placing them. Those states which have lower proportions of Unassigned Recipients do not have an Unassigned pool made up of clients with specific barriers. These states do have fewer Unassigned Recipients who have no apparent barriers and are Job Ready. There is no indication that there is any trends in the barriers, i.e., that clients with no job histories cannot be placed, or clients with lack of skills cannot be placed. This implies that those states with smaller proportions of Unassigned Recipients may very well have programs which tend to be more effective than other states.

It is extremely significant that regression analysis has shown, that less than 50% of the variations of Unassigned proportions between states can be explained by unemployment rates or welfare grant size.

This fact further supports the hypothesis that placement is more a function of programmatic variables than labor market context or client characteristics.

It is not intended to imply that program differences explain why a client is unassigned, but it does indicate the need to approach the 900 WIN sites throughout the nation in a fashion very similar to the way in which this study approached the client, i.e., Determination of what site characteristics affect assignability and why some sites manage to have a large proportion of their on-board registrants assigned, whereas other states have large proportions of their on-board registrants unassigned.

TABLE 76

DISTRIBUTION OF STATES CATEGORIES

AMONG STATES

STATUS CATEGORY	STATE														
	A*	B*	C*	D*	E	F*	G*	H*	I*	J	K	L	M	N	O
JOB	1.72	2.24	2.42	4.38	7.84	1.88	2.31	1.27	3.33	2.96	5.08	1.60	1.58	1.52	4.59
TRAINING	3.47	2.62	4.85	4.95	5.88	3.90	7.51	6.58	2.67	4.28	5.08	1.87	3.56	2.39	7.11
GENERAL	1.49	1.97	1.32	16.95	3.92	0.60	3.47	4.30	7.33	2.63	3.05	2.93	0.59	0.22	5.[illegible]
WORKING REGISTRANT	14.89	29.82	4.63	38.67	26.47	10.13	18.50	13.16	43.33	33.88	51.27	2.13	11.07	11.71	19.95
UNASSIGNED RECIPIENTS	78.42	63.34	86.78	35.05	55.88	83.50	68.21	74.68	43.33	56.25	35.53	91.47	83.20	84.16	63.30
SA-UR	7.20	21.13	3.30	3.05	0.00	9.60	0.00	14.43	2.67	2.63	10.66	2.93	12.45	11.71	0.23
SI-UR	71.22	42.21	83.48	32.00	55.88	73.89	68.20	60.25	40.67	53.62	24.87	88.53	70.75	72.45	63.07

SA-UR = SITE ACTIVE UNASSIGNED

SI-UR = SITE INACTIVE UNASSIGNED

UNASSIGNED RECIPIENTS = TOTAL SA-UR AND SI-UR

* UNEMPLOYED FATHER STATES

SECTION VI

RECOMMENDATIONS

The following are the major findings and recommendations resulting from the analysis of the data in this report.

1. The initial question addressed by this report is "Who are the Unassigned Recipients?" The definition of an Unassigned Recipient is a client who is neither assigned nor a Working Registrant. Essentially an Unassigned Recipient is a client who is receiving virtually no activity from WIN. However, many clients are receiving services from WIN but are classified as Unassigned Recipients. It is apparent that for a better understanding of the WIN clients a more concise definition is needed. Based upon the following distribution of WIN clients, it is recommended that the federal reporting system incorporate, at minimum, the categories listed, below:

Assigned	8.58%	
Working Registrant	20.39%	
Unassigned Recipient Total	(71.03%)	
Site Active		11.09%
Site Inactive - No Activity		51.36%
Site Inactive - Other Activity*		8.58%

* Part-Time employment or unsubsidized training or education.

Rather than presuming that 71.03% of the WIN population is Unassigned and receiving no activities from WIN, the data shows that only 51.36% are Unassigned and involved in no activity.

Since Job Development and Job Counseling are the only services necessary for some clients there does not appear to be any reason why these statuses should not be made federal assigned components or merged with Intensive Manpower Services for reporting purposes.

Many of the filing systems utilized by the sites reflected the federal component system. Unassigned Recipient files were often located in one single cabinet or drawer. Extent of medical problems, length of time in program, job readiness, supportive service needs, age, sex, employability, past WIN experience, length of time since last contact, and activities outside of WIN auspices (i.e., part-time employment) should all be utilized to distinguish client groups. At one site visited the following two clients were randomly selected from the same filing draw.

	A	B
SEX	Male	Female
AGE	48	26
TIME SINCE LAST CONTACT	19 Months	1 Month
EXPERIENCE IN WIN	None	Institutional Training, Work Experience, WIN/PSE
SUMMARY OF GENERAL COMMENTS	Client had been in a car accident and broke legs. Last contact was a telephone conversation with clients' wife who said client was receiving doctor treatments and should be ready for work in three to six months.	Despite letter of recommendation from prior supervisor (WIN/PSE) due to lack of job position client was terminated at the end of contract period. Supervisor will hire client as soon as a slot becomes available.
CURRENT STATUS	UNASSIGNED RECIPIENT	UNASSIGNED RECIPIENT

The example above is evidence of the effect of poor filing procedures. It is representative of some of the sites visited. Currently most of the administrative procedures at the WIN sites are directly related to the funding, resources, and federal component system and do not reflect the needs or statuses of the clients.

To alleviate this situation, it is recommended that a model WIN site be developed. A guideline manual should also be produced which directs itself towards the actual placement of the clients. Those sites which view their clients as resources and a part of the program and know what resources are available to them fare better than those sites which appear to consider

reporting and funding systems of primary importance and the client external to the WIN program.

2. Unemployed Fathers receive priority in the WIN program. Sample data shows that these males appear to receive more activities than the females and leave the WIN program more rapidly than the females. Priority in and of itself may not be discriminating. However, when it becomes apparent that the issue is not who gets the services first but rather who gets the services, the question of discrimination is not as legally nebulous. Comments from some WIN sites have indicated that in many cases a female may be easier to place than the male but due to legislated priorities the males come first. Who receives first priority in the WIN program should be based upon some type of assignment or employment potential criteria and not, essentially, sex.

3. A client's status does not affect whether or not he or she will leave the WIN program. Unassigned Recipients and Assigned Registrants appear to leave the program at the same rate. Males who receive WIN activity do leave the WIN program more rapidly than the females. Is this because the males are, for the most part, Unemployed Fathers and are ineligible for welfare if they work 100 hours per month? Is this because males receive service priorities and tend to receive more job development activities than females? Are there certain characteristics possessed by males but not by females?

It may well be that all of the these explain to some degree why males leave the program more rapidly than females. In any event, it is necessary to know why clients leave the WIN program, if characteristics of clients who may leave WIN of their own accord in one month or two months after registration can be identified, it may be possible to conserve WIN resources, both administrative and service, by placing these clients in a temporary registration position. Currently priority is received by those clients who have been on the program a short period of time and the longer a client is on the program the less likely they will receive services.

4. Approximately 80% of the Unassigned Recipients have made no status changes, and only 2% of the Unassigned Recipients have ever been assigned. Since 71% of the Unassigned Recipients are Job Ready and 13% would be Job Ready if supportive services were available, it appears as if jobs and supportive services are the primary needs of the clients. The implication is that if jobs and services were available, almost 85% of the Unassigned Recipients could be working full-time, and a large proportion of the remainder could possibly be made exempt because of medical problems. The question which arises is where would these jobs come from? Two methods could be utilized: Increase job

development activities and enhance public relations. Many sites have less than adequate job development. Most job positions come from the local employment service.

Job development and out-of-the-office job developers are essential ingredients in finding jobs for many of the Unassigned Recipients. Lack of labor market contact by the WIN office means fewer job openings available for the clients.

Perhaps one of the greatest hindrances to AFDC recipients is their own and the public's image of a welfare client. There are undoubtedly many newspapers and television and radio news staffs that would be willing to print or broadcast a realistic picture of the welfare recipient. Specifically, such projects as "Hire A Vet", could be analyzed to determine the feasibility of this type of project. Advertising can be used not only to help change the image of the welfare recipient but to widen the potential job market. For example, State J uses public advertising to make local business aware that there is a job pool available but it also appraises the prospective employer that hiring WIN Registrants establishes tax credit for their business.

Obviously, guaranteed jobs, not workfare is an essential ingredient in placing WIN clients. However, the precaution continually reiterated by site personnel is that these jobs must, as is the same for training programs, have future growth potential. A special consideration is needed for female clients who have never been involved in the labor market and who

need thorough orientation to the world of work. Very often anxiety of the unknown causes clients who go on job interviews to freeze up and lose an opportunity which otherwise may have been made available to them. Counseling, addressing the problem of the woman who has never worked or who has been out of the labor market for a long period, appears necessary in order to help them gain self-confidence and a positive image of themselves. Only then, can these women address the mechanics of job interviews.

"Public Relations" with the clients is also needed. Many clients are unaware of what the WIN program is all about. Some sites do provide sufficient orientation to the program. Others have become part of a one day - apply for AFDC - sent to WIN four blocks away - register, oriented, appraised, returned to welfare and told to get a job. The irony of the situation is that the sites where this occurs average six to seven months since last contact with their clients. It is recommended that the intake procedure be slowed and that clients be in contact with the sites much more frequently. Currently projects such as the Job Club are showing outstanding success with clients that would otherwise be only a name in a file.

In some states, English as a Second Language is a necessary service and should, based on its type, be a supportive service provided by welfare.

6. Analysis of the demographic characteristics show that only four variables appear to represent major distinctions between Assigned and Unassigned clients. The first variable is medical problems. The second variable is supportive service needs, particularly child care. The third variable is age. The fourth variable is ethnic group.

Medical problems were much more prevalent among the Unassigned Recipients than among the Assigned or Working Registrants. Only 17% of the Assigned and Working Registrants had medical problems indicated in their files, compared to 36% of the Unassigned Recipients. None of the Assigned or the Working Registrants with medical problems appear to be incapable of participating in full-time employment due to medical reasons. However, approximately 13% of the Unassigned Recipients appear incapable of assuming full-time employment due to medical problems. Additionally, medical problems are three times more prevalent among females than males in the WIN program. For the most part those clients who have medical problems which would exclude them from accepting full-time employment, are in the Site Inactive Unassigned Recipient group.

Currently being employed at some WIN sites and recommended for nationwide use is the procedure of temporary medical exemption. Basically a new registrant who complains of medical problems is given a temporary exemption and thirty days to provide the WIN office with a professional medical assessment of the extent to which the medical problem effects the clients ability to be employed. If a client is incapable of employment he/she can be made medically exempt and appropriate notification is sent to welfare. If the client is temporarily incapable of working then depending upon length of time the problem will exist, the client can be either made exempt, given an extension of the temporary exemption, or returned to welfare until term of incapacity has ended. Such a procedure is also recommended for those clients who contact medical problems while in the program.

Since a very large proportion of WIN clients have never had any certification procedures initiated for them, it is very difficult to determine the extent of supportive service needs. Approximately 60% of the Assigned Registrants have had certification procedures initiated for them compared to 47% of the Unassigned Recipients and 37% of the Site Inactive Unassigned Recipients. The most frequently needed supportive service is child care.

Of the female Site Inactive Unassigned Recipients who have had certification procedures initiated for them and requested child care, only 64% have received certification for child care. Next to medical problems, lack of sufficient child care resources appear to be the greatest barrier to assignment. If further information were available for those clients who have not had any certification procedures, lack of child care resources may well prove to be the greatest barrier to assignment for WIN clients.

All clients should be assessed for supportive services and, hence, certified. The rationale given currently for why some clients aren't certified is that certification implies the responsibility on the part of welfare of guaranteeing when a client does become employed that the client will receive the supportive service required. This tends to "tie-up" a supportive service allocation. If a client is truly deemed unemployable and has only a history of being an Unassigned Recipient to look forward to then the client would be made exempt based upon unemployability. If the client is employable then every opportunity to becoming employed should be made available. This includes certification.

It is possible to establish a temporary certification by which welfare guarantees that for three, six, or nine months a child care or other supportive service will be made available

if the client becomes employed or assigned. If not, after the designated timeframe the certification lapses. This system can be utilized with those clients who are deemed marginally unemployable and relieve programmatic restraints from certifying all clients. It has been noted that supportive service resources are in short supply at many WIN sites. How much additional service is needed is not measurable due to lack of certification. However, in any event, it is recommended that any client who has been in the WIN program a pre-designated period of time and cannot or has not been certified, be made exempt and referred to welfare. It is recommended that WIN not be burdened with clients whom they cannot place due to lack of supportive services.

In only one case does age appear to have any effect upon assignment. Males under the age of 20 receive very low priority in the WIN Program. The effect of this low priority tends to bias the data into showing that males under the age of 20 appear to be very difficult to assign. It is almost impossible to determine to what extent this "Unassignability" is due to characteristics of the males under the age of 20 and to what extent it is due to programmatic priorities.

The fourth variable which appears to be related to assignment/unassignment is ethnicity. However, it only shows a strong relationship in one ethnic group, Spanish Origin persons, and even then only among the females. The primary reason for this is that a large proportion of Spanish Origin females have communication problems. Particularly, they lack the ability to communicate in English.

Although Spanish Origin males have communication problems, the type of jobs that males are more likely to have, do not appear to require the same level of communication skills that the jobs females are likely to have. For example, a male would more likely be in the construction field which would not require extensive language skills, whereas a female would more likely be in a clerical, sales or service related job, which would require communication skills. It is recommended that sources of ESL-education be sought or created for those clients in need of it. Due to its nature it may be best offered as a supportive service.

7. With an average of six months since last contact it is obvious that follow-up and contact policies need to be reviewed. Many sites have commented that the reason for this situation is simply the inability to contact the clients by mail or by telephone. There are a number of ways this situation might be circumvented.

(1) The clients could be required to appear at the WIN office at least once every three months.

(2) The Income Maintenance Unit in cooperation with WIN could require WIN contact prior to receipt of Welfare payment.

(3) The Unassigned Recipients could be categorized more effectively so that determination of which clients should be contacted and how frequently can be made.

(4) Priority can be given to Job Ready clients based upon their length of time in the program.

8. Working Registrants pose an interesting situation for the WIN program. They are registrants who are full-time employed but are not earning enough money to be ineligible for AFDC. In the case of Unemployed Fathers, ineligibility for AFDC takes place once the client works 100 hours per month. Essentially, an Unemployed Father should not be in a Working Registrant status for longer than one month. After being employed for one month he is deregistered.

Practically speaking, Working Registrants receive minimal contact from the local WIN office. Therefore, they are not being dealt with in terms of job upgrading and yet they are being carried as On-Board Registrants. It is strongly suspected that many Working Registrants have not been contacted in very long periods of time, 6 months to 2 years, and many are no longer receiving AFDC benefits. Two programmatic safe-guards are designed to exclude this possibility. First, every client is to be contacted regularly as part of a follow-up procedure. Second, IMS is to notify WIN of any deregistrations. From all information available both of these safeguards are poorly implemented in some of the states.

Taking into account economic conditions and the resources available to WIN, it is recommended that: all Working Registrants be deregistered after 30 days of employment; SAU be notified by WIN of this deregistration; WIN maintain an inactive file for Working Registrants for a specified length of time. A Welfare Recipient who is employed full-time should not be required to register for the WIN program. Attempting to find better employment for the employed cannot take presidence over finding employment for the unemployed. It is estimated that this would reduce the WIN population by approximately 20%.

9. One of the most important variables of a site's efficiency, as noted by the field researchers, is the WIN site manager. It is this individual who establishes the tone, priority, and motivation of the WIN site. Due to the variety of persons who perform this job function, it is recommended that for smoother operation of WIN sites and for more effective interchange of successful ideas between sites, that the national WIN office provide regional training programs and national WIN conferences to aid in the uniformity and efficiency of the WIN program. Such training could begin on a pilot project level and tested for effectiveness.

10. There has been continual emphasis upon distinguishing client characteristics which affect assignment. It is possible that certain states do use a selection criteria based upon client characteristics. However, aggregating the data washes out these distinctions.

For those variables which do not appear to wash out, it is interesting to note that they are strongly related to priority systems. It is not possible to distinctly say whether or not a job history intrinsically affect a client's ability to become employed. Obviously logic would dictate that a client with a job history should find it easier to find a job history, all other things being equal. But all other things are not equal if WIN is giving priority to client's with a job history. (Common sense would know that all clients with a job history at one time were individuals without a job history.) Of course it is easier to find a job for the client with a job history, but easier for whom -the WIN interviewer or the client? For whom should it be easier? If WIN uses job history as a criteria for determination of who should receive services these questions are not rhetorical. Some states do have much larger proportions of their clientele who are Assigned or Working Registrants than other states (65% vs 8%). Is it true that clients in these states are more likely to have job histories?

It is recommended that further analysis be performed to determine the distinctions between the states in the sample. Reasons why one state appears to fare better than another may well aid in the placement of Unassigned Recipients.

SUMMARY

The preceding are a series of recommendations based upon the data collected from the WIN files as well as information collected at the WIN sites from the field researchers, WIN site managers and WIN site interviewers. Many of the recommendations are based upon observations made of programs existing at a few of the sites visited. However, one of the major barriers to the employment of WIN clients and the assessment of Unassigned Recipients, is the ambiguity of the relationship between WIN and welfare from, apparently the federal level all the way down to the site level. This report has really only one perspective available to it, the WIN perspective, and therefore is not necessarily an unbiased observation of the WIN/welfare relationship. Too often the client, particularly those in need of supportive services or medical assessment are left unattended due to the practical, realistic understanding of what the WIN/welfare relationship really is. Unfortunately, full substantiation of any singular difficulty is not possible. In some sites apparent agreements between WIN/welfare are made in order that only a specified percent of recipients/registrants are certified. In many sites the procedure of adjudication and 60-day counseling have little or no impact. WIN finds itself reconfronted with the same individual, with the same lack of desire to participate in the program, but with welfare's assurance that the 60-day counseling has been provided and successful. Too often, the WIN interviewer steps into a situation in which he or she knows that if a certification request is made, it will be denied due to

lack of supportive services. This situation does not excuse the refusal on the part of the WIN interviewer to making a request, but does identify one of the reasons why such requests are not made. For a moment it might be worthwhile, instead of trying to get a WIN's eyeview of the client, trying to understand a clients perception of WIN. Very often the client knows little or nothing about the WIN program. 70% of the clients are Unassigned Recipients, and 70% of them have never been certified for supportive service needs. These clients, particularly females, depend upon WIN helping them overcome their greatest barrier to employment, i.e., child care. The WIN program tends to be less than satisfactory for some clients and unfortunately in many cases this is not due to the WIN program itself, but the lack of supportive services provided by welfare.

The greatest barrier in today's economy for any individual seeking employment is the scarcity of jobs. To some extent, many of the recommendations made in this report and many of the observations of the lack of completeness of administrative procedures can be explained away or appear over-shadowed by the lack of available jobs. Two approaches can be taken to answer these perspectives. First, it is the intention of the WIN program to make a best effort at reducing the welfare rolls by helping welfare recipients find suitable employment. The job market conditions will make the job harder, successes fewer, and the expenses greater. If we accept the fact that these are not reasons why a welfare recipient should not be helped, if we accept the fact that the purpose of the WIN program is to help clients who want to be employed, and if we accept the fact that the purpose of any social program is not to become more profitable but more beneficial to the population that it serves then we cannot help but accept

the fact that observations made about the WIN program should address how the program can be made more effective and not whether WIN should exist at all. Difficult times, undoubtedly, call for different strategy. However, in a time of a tight economy, the welfare recipient needs more assistance in achieving economic independence and is in no way aided by those who would in times of economic strife, conserve or "buy-off" welfare recipients by providing simply a guaranteed income. Time and time again, in telephone conversations with WIN clients, it has become obvious that the client had need of two things:

1. A job
2. Assistance from WIN in finding and being able to accept that job.

APPENDIX A

A. BACKGROUND

Approximately 80% of the over 1.5 million WIN registrants are reported as being Unassigned Recipients. Because these clients are not receiving any regular WIN activity, the following questions, which precipitated this study were asked:

1. Why are the Unassigned Recipients unassigned?
2. What characteristics do they possess which act as barriers to assignment and employment?
3. In what fashion do these barriers affect assignment?
4. What might be recommended to alleviate these barriers?

The study was designed to extract demographic and programmatic information from approximately 11,500 WIN client files at sixty-nine sites in fifteen states. The study had the following objectives:

1. To represent the national aggregated WIN program.
2. To accurately reflect, quantify, and analyze data in 11,500 WIN files so that:
   a. Demographic composition could be determined.
   b. Programmatic movement could be identified and modeled.
   c. Characteristics which are barriers to assignment could be isolated and correlated to program participation.
   d. WIN interviewer comments could be utilized to provide information about assignment/unassignment criteria.
3. Based upon the above analysis the study will address the following questions:

(1) What are the demographic, economic, and social characteristics, of the Unassigned Recipients, and how do they compare with those of Assigned Registrants?

(2) What criteria and procedures are currently employed in the processing of the Unassigned Recipient and how do they affect assignment to WIN components?

(3) What are the dynamics of the unassigned pool in terms of frequency of movement, duration of stay, characteristics of those who move versus those who stay, and the reasons behind these dynamics?

(4) Which services are being offered to and received by the Unassigned Recipient; what additional services should be offered; what will be the cost of these services; and what is the probability of such services increasing employability?

(5) What are the implications of the findings for legislation, WIN resource allocation, program design, and operations?

The questions, themselves, are broad. The answers, it must be remembered, are limited to statistical analysis of the data collected from the WIN file. Essentially, the study attempts to understand the conditions surrounding a WIN client based upon information in his or her file.

Site managers and site personnel provided information about special conditions at the sites and local labor market so that the total context in which the client is served could be understood. For the most part, however, any variations among sites would wash-out when the Unassigned Recipient is viewed from a national level.

A copy of the file search instrument and explanation of coding procedures appear in Appendix A. Basically the file search was designed to collec all the data in the client's file. The file, therefore, although not a perfect representation of the client, is a close to perfect representation of WIN's perspective of the client. Due to the size of the interviewer's workload, registrant turnover, and large numbers of Unassigned Recipients, the file is WIN's total knowledge of the client. Except in rare cases where particular individuals stand-out in an interviewer's mind, the file information is requisite for dealing with the clients.

The research techniques utilized in this study have had to be extremely flexible. Information in the client's file informs the researcher about the client primarily. Lack of information in the file would, at first, appear to thwart any attempt at analysis. However, it does help to inform the researcher about the WIN program and what the WIN program knows about the client. It is important that the reader be aware that conjecturing about the truth of whether or not a client really has barriers, a job or a medical problem is not at issue in this report or this study. What is being analyzed is WIN's perception of the client as seen through the case file.

B. SAMPLING METHODOLOGY

Data collection took place during the months of February, March, April, and May 1977.

Briefly, the sampling methodology was as follows:

1. The fifty states were placed into a nine cell matrix based on high, medium, low maximum needs payments (welfare grant) and high, medium, low unemployment rates.

2. In order to ensure each cell was represented, 1 out of every three states was randomly selected from each cell.

3. Sample of states was tested to ensure representation of Unemployed Father states, rural/urban dichotomy, geographic distribution, and WIN population distribution.

4. The sample size of each state was determined by a methodology which ensured accurate representation of the WIN population. The proportion of a state's sample of the total sample was equal to the proportion of the state's WIN population of the total WIN population in the fifteen states. (Example: If state A contains 15% of the WIN population in the fifteen sampled states, state A sample size was 15% of the total sample.)

5. Sites were placed in a four cell matrix based upon high/low WIN population and high/low On-Board Registrant totals. A site was randomly selected from each cell. This procedure was performed for each state independently.

6. Site sample size was determined by distributing the state's sample in proportion to the population represented by the cell from which each sample site was selected. (Example: If sites in the cell from which site X was selected contained 50% of the states WIN population, site X's sample size was equal to 50% of the state's sample size.)

7. Based upon On-Board Registrant information provided by each site's manager, samples at each site were stratified to ensure that any status or activity (i.e., Working Registrant, WIN/OJT, IMS, etc.) provided by the site was represented in the sample in the same proportion it was represented in the On-Board Registrant total. (Example: If 75% of the On-Board Registrants at a site were Unassigned Recipients then 75% of the site's sample was Unassigned Recipients. Based upon these strata, files were randomly selected within each category. This method ensured that the sample used for this study was an accurate representation of all activities and statuses provided by the WIN program nationally. (In three states the sample size warranted visiting more than four sites Utilizing the same methodology discussed in #5 above, additional sites from these states were selected.)

DESCRIPTION AND REPRESENTATIVENESS OF THE FILE SEARCH VARIABLES

Description of Variables.

The following is a list of the variables collected by the File Search Instrument, with the ordinal or nominal sub-groups where used.

DEMOGRAPHIC:

1. Sex
   a. Male
   b. Female

2. Obligation to Register for WIN
   a. Mandatory
   b. Voluntary
   c. Not Indicated

3. Year of Birth

4. Ethnicity
   a. White
   b. Black
   c. Spanish Origin
   d. American Indian
   e. Asian American
   f. Other
   g. Not Indicated

5. Education Level (Highest Grade Completed)

6. Marital Status

   a. Single
   b. Married
   c. Separated
   d. Divorced
   e. Widowed
   f. Not Indicated

7. Number of Children in Household

   a.. Under age 6 (Total)

   b. Total

   (Coding 1-7, 8 or more, and Not Indicated)

8. Citizen of the United States

   a. Yes

   b. No

   c. Not Indicated

9. Telephone Number

WIN PROGRAM CHARACTERISTICS

1. Current Component Status. Table I-1 represents the sub-groups among which the WIN clients were divided. These groups are more specific than the federal component structure, but are not contrary to that structure.

2. Registration Data (Month and Year)

TABLE A-1

CURRENT COMPONENT STATUS

JOB
- SUSPENSE
  - On-Job-Training
  - Public Service Employment
  - Working Registrant
  - Stop

TRAINING
- SUSPENSE
  - Institutional Training
  - Work Experience
  - Stop

GENERAL (NON-SKILL)
- Intensive Manpower Services
- Orientation
- Adjudication
- 60-Day Counseling

SITE
- Pending Initial Certification
- Pending Subsequent Certification
- Job Development
- Job Counseling
- Adjudication Reassessment
- Sent to DSS Conciliation
- Informal Adjudication

UNCLASSIFIED
- No Activity
- Job Search
- Part Time Employed
- General Education Development
- Other Education
- Part Time and Education
- Waiting for Training
- Waiting for Job (P/T)
- Deregistration

3. Number of Months Between Registration and Appraisal

   a. Less than One Month

   b. 1-3 Months

   c. 4-6 Months

   d. Over Six Months

   e. Not Indicated (Date of appraisal)

4. Number of Months Between Registration and Initial Supportive Service Request*

   a. Less than One Month

   b. 1-3 Months

   c. 4-6 Months

   d. Over Six Months

   e. Not Indicated (Date of Initial Supportive Service Request)

5. Average Number of Months Between Requests (for certification) and Certification**

   a. Less than One Month

   b. 1-3 Months

   c. 4-6 Months

   d. Over Six Months

   e. Not Indicated (Certification Date)

NOTES:

* Initial Supportive Service Request Date is that date which the first request form for Supportive Services was signed by a WIN interviewer for submission to the SAU.

** Certification Date is that date which SAU signed off on the supportive service request form to be returned to WIN despite whether any supportive services were approved or not.

6. Supportive Services Status (Subgroups - Day Care and/or Homemaker, Medical, Transportation, Family & Personal (Psychological) Counseling, Family Planning and Home Management, Other.)

   a. Not Requested

   b. Requested Only

   c. Certification Denied

   d. Certified

7. Number of Job and Training Interviews

8. Number of Failures to Report/Respond

9. Number of General Comments in File

10. Subgroups for 7, 8 and 9:

    a. Within One Year From Last Contact

    b. More than One Year From Last Contact

    (Coding for 7, 8 and 9: 1-7, 8 or More, Not Indicated or None)

WORK HISTORY AND JOB GOAL

1. Number of Jobs in Work History

   (Coding: 1-7, 8 or More, None Indicated)

2. Most Significant Job in Work History

   a. Professional/Technical
   b. Clerical
   c. Sales
   d. Service
   e. Machine Operator
   f. Bench
   g. Construction
   h. Other
   i. Not Indicated

3. Total Years in Last Ten Years Worked in Above Job or Related Fields

4. Total Years Employed Last Ten Years - All Employment

5. Total Years Unemployed Since Last Job

   (Coding for 3, 4 and 5: Less than Six Months-1-7 Years, 8 or More Years, Not Indicated)

6. Does Client Have A Job Goal?

   a. Yes
   b. No

7. Why Was Job Goal Chosen?

   a. Previous Work History
   b. Training is Available
   c. Training Experience
   d. Personal Preference
   e. Not Indicated

8. Has the Client Taken Any Aptitude Tests?

   a. Yes
   b. No

BARRIERS

1. Transportation Barrier

   a. Yes

   b. No

2. Communication Barrier

   a. Language

   b. Literacy

   c. Speech

   d. None

3. Current Medical Problem (Sub-group - Client, Family, Both)

Table I-2 presents the 55 different groups of medical problems coded.*

4. Extent Medical Problem Effects Client's Employment and/or Training

   a. Doctor/Client Contradiction

   b. WIN/Client Contradiction

   c. Incapacitated

   d. Part-Time Employment Only

   e. Limits Locale

   f. Limits Type of Work

   g. No Limitations

   h. Other

   i. Not Indicated

5. Will Medical Problem Be Resolved Within Six Months?

   a. Yes

   b. No

   c. Unresolvable

   d. Not Indicated

* (Medical Coding was taken directly from description of Medical Problem as indicated in File Search Questionnaire, e.g. Blood Pressure Problems #34 - Hypertension #17.)

TABLE A-2

MEDICAL CODES

01 Colitis
02 Epilepsy
03 Fracture or Dislocation
04 Bronchitis/Asthma
05 Obesity
06 Gynecological
07 Dental - Non Infectious
08 Diabetes
09 Mental Illness
10 Back Problems
11 Legs - Physical Disability
12 Allergies
13 Heart Problems
14 Nervous Condition
15 Psychiatric Problems
16 Hyperactive
17 Hypertension
18 Kidney or Related Urinary Problems
19 Post Op Problems
20 Poor Vision
21 Phlebitis
22 Arthritis
23 Physical Therapy
24 Drug/Alcoholism
25 Hands - Injury/Disability
26 Thyroid and Other Glands
27 Anemia
28 Vertigo, Fainting Spells, Black-Outs
29 Ulcer
30 Invalid
31 Stomach Problems
32 Cancer
33 Hearing Problems
34 Blood Pressure Problems
35 Head Injuries
36 Undetermined, Illegible, Etc.
37 Sickle Cell Anemia
38 Tuberculosis or Related Lung Disease
39 Handicapped
40 Pregnant
41 Eye Disease, Cataracts, Etc.
42 Migraines
43 Venereal Disease
44 Leukemia
45 Cirhossis
46 Hemorrhoids
47 Skin Lesions
48 Rheumatic Fever
49 Tumors
50 Hyperglycemia
51 Hernia
52 Bursitis
53 Meningitis
54 Liver and Related Problems
55 Staph Infection and Related Problems

DYNAMICS OF MOVES

The Dynamics of Moves Section of the File Search collects two distinct groups of information:

1. Component Moves
2. Interviewer Comments

1. Component Moves - are coded for the month and year of the move, the component entered (using the same coding format as the Current Component Status) and, where indicated, the reason for the change of status to include:
   a. No Change, but Additional Activity
   b. Terminated
   c. End of Contract Period
   d. Medical Problem
   e. Other Barrier
   f. Left Program
   g. Other

2. Interviewer Comments - were restricted to those which fell into the following areas. The month and year of the comment were coded as well as the Topic, Content, and Result of the comment. The following areas were selected for coding since they represent potential or real barriers to employment. They are presented in Table I-3.

TABLE A-3

COMMENTS

BARRIERS

TOPIC	6. New 7. Old	8. Client, Skills, Training, Job Related	9. Client, Other
CONTENT	1. Medical/Client	1. Lack of Skills	1. Won't Leave Children
	2. Medical/Family	2. Inability to Relate or Communicate	2. Wants Part-Time
	3. Child Care	3. Poor Appearance	3. Wants Special Hours
	4. Transportation	4. No Direction or Goal	4. Poor Attitude
	5. Personal Problems	5. Conviction	5. Refuses to Participate
	6. Pregnancy	6. Past Addiction (Drug/Alcohol)	6. Requests Education Only
	7. Other (Specify)	7. Other (Specify)	7. No Appropriate WIN Program
			8. Doesn't Expect to Stay in WIN
			9. Other (Specify)

RESULTS (FOR BARRIERS AND CLIENT CHARACTERISTICS)

1. Unresolved
2. Request for Certification Only
3. Certification
4. Certification Denied
5. Resolved through Certification Procedure
6. Resolved w/o Certification
7. Other (Specify)

P/RA RESEARCH INC.

FILE SEARCH QUESTIONNAIRE

☐☐☐ _____ ___/___ ___ ___ ___ ___ ___

P/RA File No. Date Site Code/Client SS No. Interviewer Initials

Name: _____

Address: _____

_____

Town State Zip Code

Phone: _____ _____

Area Code

Current Component or Status ☐☐

If more than ten moves in Dynamics of Moves, check here._____

☐☐

(For Office Use Only)

Additional Comments:

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SECTION I

1.1 1. Male/Mand 3. Male/Vol 5. Male/N I
2. Female/Mand 4. Female/Vol 6. Female/N I

1.2 Year Born: Last 2 digits of year

1.3 Ethnic Group: 1. White 3. Span Orig. 5. Asian Amer. 9. N I
2. Black 4. Amer. Ind. 6. Other

1.4 Highest Grade Completed: ("99" if N I)

1.5 Marital Status: 1. Single 3. Separated 5. Widowed
2. Married 4. Divorced 6. N I

1.6 Number of Children in Household:
(See Special Instructions!)

Under 6 Total

1.7 Communication Barriers? 1. Language 3. Speech
2. Literacy 4. No
(If more than one response, code lowest item.)

1.8 Citizen: 1. Yes 2. No 9. N I

1.9 Transportation Barriers? 1. Yes 2. No

1.10 Registration date:

MO YR

1.11 Months between Registration and initial appraisal:
1. Less than 1 2. 1–3 3. 4–6 4. 6+ 9. N I

II Work History (If none, go to III)

2.1 No. of jobs in work history (last ten years)

2.2 Most significant job in work history:
1. Prof/Tech 3. Sales 5. Machine 7. Construct 9. N I
2. Clerical 4. Service 6. Bench 8. Other

2.3 Was this job: 1. Full Time 2. Part Time 9. N I

2.4 Total years in last ten years worked in above job or related fields.

2.5 Total years employed last ten years – All employment

2.6 Total years unemployed since last job

III Job Goal

3.1 Is the job goal same as above job? (Why chosen? (2.2)
1. Yes 3. No, N I 5. No, trng avail 7. No, preference
2. No Goal 4. No, other job 6. No, trng exp

3.2 Are there aptitude tests? 1. Yes 2. No

4.1 Current Medical Problems 1. Client 3. Both
2. Family 4. No
(If "Both" specify the problem that most impacts upon client's ability to participate.)

4.2 Specify nature of Medical problem

4.3 Extent problem effects client's employment and/or training.
1. Dr/Cl Contradict 4. P.T. only 7. No Limits
2. WIN/CL Contradict 5. Limit Locale 8. Other
3. Incapacitated 6. Limit Type 9. N I/N A
(If more than one response, code lowest item)

4.4 Will Medical Problem be resolved within six months?
1. Yes 2. No 3. Unresolvable 9. N I

V Certification

5.1 Number of months between Registration and Initial Supportive Service request.
1. Less than 1 2. 1–3 3. 4–6 4. 6+ 9. N I

5.2 Average number of months between requests and Certifications.
1. Less than 1 2. 1–3 3. 4–6 4. 6+ 9. N I

5.3 Supportive Service requested.
1. Not Requested 3. Certification denied
2. Requested Only 4. Certified
A–Day Care/and/or Homemaker
B–Medical
C–Transportation
D–Counseling (Family & Personal Psych)
E–Counseling (Family Planning, Home Management)
F–Other

(Child) A
(Med) B
(Trans) C
(Counsl) D
(Counsl Mgmt) E
(Other) F

Other, Specify _____

VI Dynamic of Moves Summary

6.1 Are there barriers indicated in Topic line by numbers 6 or 7?
1. Yes, Currently unresolved
2. Yes, has been resolved
3. No

6.2 Are there unresolved barriers indicated in Topic line by numbers 8 or 9?
1. Yes 2. No

6.3 Number of Job and Training Interviews
Within one year from last contact
More than one year

6.4 Number of Failures to Report/Respond
Within one year from last contact
More than one year

6.5 Number of General Comments
Within one year from last contact
More than one year

EXAMPLES:

Comment

Month		Year	Topics	Content	Result

Comment Continuation

2	0					
		Topic	Content	(Topic)	(Content)	(Optional or 9s)

Status

✓					
Month		Year	Status	Class	Type

Status Change Reason

3	0		9	9	9
		Reason			

1							
2							
3							
4							
5							
6							
7							
8							
9							
10							
11							
12							
13							
14							
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16							
17							
18							

NOTES ON REGRESSION ANALYSIS FOR ATTRITION RATES

The following notes present three non-linear equations with the dependent variable being the number of persons in the sample in a particular time period (i.e., length of time in program), and the independent variable being the number of months. The basic purpose of these equations is to statistically test whether or not there is a linear or curvilinear relationship between the number of clients in the program and the length of time those clients have been in the program. It is not intended that these equations be presented as predicitive models of attrition although with slight variations in the coefficients and the precautions mentioned in Section II A1, this could be done.

I. MALES

Formula $Y = 128.459 - 34.5564\ x_1 + 233.569 x_2$

Where Y = Number of males in corresponding length-of-time-in-program period (denoted as T)

X_1 = In T, where T=number of months in program (natural logarithm of T)

X_2 = 1/T (inverse of T)

Range: $1 \leq T \geq 47$ (Y term becomes negative at t=48)

Statistical Analysis Chart Follows on next page:

Durbin Watson Statistic = 2.41598 falls in range between no serial correlation and negative serial correlation at .05 level.

VARIABLE	MEAN	STD. DEVIATION	COEFF. OF VARIATION
X1	2.9503	0.8870	30.092
X2	0.0914	0.1591	174.065
Y	47.0571	65.6947	137.272

CORRELATION COEFFICIENTS

	X1	X2	Y
X1	1	-0.837	-0.9405
X2	-0.837	1	0.9566
Y	-0.9405	0.9566	1

THE REGRESSION LINE IS:

Y-HAT = 128.459 - 34.556 X1 + 233.569 X2
(13.433) (-12.368) (14.983)
(< .001) (< .001) (< .001)

Y-HAT IS THE ESTIMATED Y---T-VALUES AND THEIR ASSOCIATED ONE-TAIL PROBABILITIES ARE GIVEN IN FIRST AND SECOND ROWS OF PARENTHESES. T-VALUES INDICATE ADDED CONTRIBUTION OF A PARTICULAR REGRESSOR WHEN OTHER REGRESSORS ARE PRESENT.

STATISTICAL HYPOTHESIS: NO LINEAR RELATIONSHIP

ANALYSIS OF VARIANCE TABLE

SOURCE OF VARIATION	SUM OF SQUARES	D. F.	MEAN SQUARE
EXPLAINED	203089.	2	101545.
UNEXPLAINED	4060.72	46	88.45
TOTAL	207150	48	

STATISTICAL SIGNIFICANCE OF THE REGRESSION

F(2 , 46) = 1148.04
THERE IS A .001 PROBABILITY THAT THIS F-RATIO COULD HAVE BEEN OBSERVED EVEN IF NO LINEAR RELATIONSHIP EXISTED.

UNBIASED ESTIMATE OF THE VARIANCE OF THE DISTURBANCE TERM IN THE MODEL 88.4505
SQUARE ROOT OF ABOVE OFTEN REFERRED TO AS THE STANDARD ERROR OF ESTIMATE 9.40481
R (COEFFICIENT OF MULTIPLE CORRELATION) 0.990131
R-SQUARED 0.980359

	REG COEFF	STD ERROR	T-RATIO	PROB [illegible]		
					0	0
CONST	128.459	9.56269	13.433	< .001	-0.467	-2.13
X1	-34.5564	2.79393	-12.368	< .001	0.566	0.446
X2	233.569	15.5088	14.983	< .001		

R-BAR SQUARED	0.97951
R-BAR	0.9897
R-SQUARED	0.98036
R	0.99013

I1. FEMALES

Formula

$$Y = 859.576 + 4.245\ X_1 - 254.05\ X_2 - 532.629 X_3$$

Where Y = Number of Females in corresponding length of time in program period (denoted as T)

X_1 = T, number of months in program

X_2 = ln T (natural logarithm of T)

X_3 = 1/T (inverse of T)

Range: $1 \leq T \geq 49$ (range tested)

STATISTICAL ANALYSIS FOLLOWS ON NEXT PAGE

Durbin Watson Statistic = 1.57055, falls within range of positive serial correlation and no serial correlation at .05 level.

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VARIABLE	MEAN	STD. DEVIATION	COEFF. OF VARIATION
X1	25	14.2887	57.155
X2	2.9503	0.8878	30.092
X3	0.0914	0.1591	174.065
Y	167.49	107.15	63.974

CORRELATION COEFFICIENTS

	X1	X2	X3	Y
X1	1	0.9093	-0.5771	-0.8914
X2	0.9093	1	-0.837	-0.9282
X3	-0.5771	-0.837	1	0.6441
Y	-0.8914	-0.9282	0.6441	1

THE REGRESSION LINE IS:

Y-HAT = 859.576 + 4.245 X1 - 254.05 X2 - 532.629 X3
(14.334) (3.798) (-9.464) (-6.978)
(< .001) (< .001) (< .001) (< .001)

Y-HAT IS THE ESTIMATED Y---T-VALUES AND THEIR ASSOCIATED ONE-TAIL PROBABILITIES ARE GIVEN IN FIRST AND SECOND ROWS OF PARENTHESES. T-VALUES INDICATE ADDED CONTRIBUTION OF A PARTICULAR REGRESSOR WHEN OTHER REGRESSORS ARE PRESENT.

STATISTICAL HYPOTHESIS: NO LINEAR RELATIONSHIP

ANALYSIS OF VARIANCE TABLE

SOURCE OF VARIATION	SUM OF SQUARES	D. F.	MEAN SQUARE
EXPLAINED	517801.	3	172627.
UNEXPLAINED	33213.	45	738.067
TOTAL	551094.	48	

STATISTICAL SIGNIFICANCE OF THE REGRESSION

F(3 , 45) = 233.891
THERE IS A <.001 PROBABILITY THAT THIS F-RATIO COULD HAVE BEEN OBSERVED EVEN IF NO LINEAR RELATIONSHIP EXISTED.

UNBIASED ESTIMATE OF THE VARIANCE OF THE DISTURBANCE TERM IN THE MODEL	738.067
SQUARE ROOT OF ABOVE OFTEN REFERRED TO AS THE STANDARD ERROR OF ESTIMATE	27.1674
R (COEFFICIENT OF MULTIPLE CORRELATION)	0.969398
R-SQUARED	0.939733

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	REG COEFF	STD ERROR	T-RATIO	PROB TRATIO	BETA WT	ELASTIC
CONST	859.576	59.9605	14.334	< .001	0	0
X1	4.24517	1.11772	3.798	< .001	0.566	0.634
X2	-254.705	26.8446	-9.464	< .001	-2.105	-.471
X3	-532.629	76.3330	-6.978	< .001	-0.791	-.29

R-BAR SQUARED	0.93571
R-BAR	0.96732
R-SQUARED	0.93973
R	0.9694

TOTAL

Formula;

$$Y = 1029.76 + 5.121 X_1 - 308.678 X_2 - 347.383 X_3$$

Where Y = Number of clients in corresponding length of time in program period (denoted as T)

X_1 = T, number of months in program

X_2 = ln T (natural logarithm of T)

X_3 = 1/T (inverse of T)

Range: $1 \leq T \geq 49$ (Range Tested)

STATISTICAL ANALYSIS CHART FOLLOWS ON NEXT PAGE:

Durbin Watson Statistic = 1.66196, No serial correlation at .05 level.

VARIABLE	MEAN	STD. DEVIATION	COEFF. OF VARIATION
X1	25	14.2887	57.155
X2	2.9503	0.8878	30.092
X3	0.0914	0.1591	174.065
Y	215.347	165.017	76.628

CORRELATION COEFFICIENTS

	X1	X2	X3	Y
X1	1	0.9093	-0.5771	-0.8733
X2	0.9093	1	-0.837	-0.9771
X3	-0.5771	-0.837	1	0.7991
Y	-0.8733	-0.9771	0.7991	1

THE REGRESSION LINE IS:

Y-HAT = 1029.76 + 5.121 X1 - 308.678 X2 - 347.383 X3
(15.254) (4.07) (-10.214) (-4.043)
(< .001) (< .001) (< .001) (< .001)

Y-HAT IS THE ESTIMATED Y---T-VALUES AND THEIR ASSOCIATED ONE-TAIL PROBABILITIES ARE GIVEN IN FIRST AND SECOND ROWS OF PARENTHESES. T-VALUES INDICATE ADDED CONTRIBUTION OF A PARTICULAR REGRESSOR WHEN OTHER REGRESSORS ARE PRESENT.

STATISTICAL HYPOTHESIS: NO LINEAR RELATIONSHIP

ANALYSIS OF VARIANCE TABLE

SOURCE OF VARIATION	SUM OF SQUARES	D. F.	MEAN SQUARE
EXPLAINED	1.26497 E+6	3	421658.
UNEXPLAINED	42090.2	45	935.339
TOTAL	1.30706 E+6	48	

STATISTICAL SIGNIFICANCE OF THE REGRESSION

F(3 , 45) = 450.807
THERE IS A <.001 PROBABILITY THAT THIS F-RATIO COULD HAVE BEEN OBSERVED EVEN IF NO LINEAR RELATIONSHIP EXISTED.

UNBIASED ESTIMATE OF THE VARIANCE OF THE DISTURBANCE TERM IN THE MODEL	935.339
SQUARE ROOT OF ABOVE OFTEN REFERRED TO AS THE STANDARD ERROR OF ESTIMATE	30.5833
R (COEFFICIENT OF MULTIPLE CORRELATION)	0.983767
R-SQUARED	0.967790