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ABSTRACT

The project worked closely and supportively with California welfare mothers, helping them find suitable employment which meshed with their parenting functions, to demonstrate and test the impact of flexible work schedules and to determine whether business and industry could provide flexibly scheduled work (part-time, temporary, or intermittent). Activities undertaken included: job finding and job development; career counseling; providing job, training, housing, child care, and other information; and operating group support workshops. The report makes it very clear that: (1) during a recession, when well-qualified applicants abound, private industry will not consider structuring its work force to welfare mothers' needs, without obvious benefits; and (2) reducing the number of dependent families on the welfare rolls is not a realistic objective even with permanent employment on a part-time basis, unless on-the-job training increases mothers' hourly rate. Then the amount of welfare contributed toward support could be reduced. The case against intermittent jobs was strong. Many women who successfully obtained a job through the project required carefully structured and consistent help. If welfare policy states that self-support is a goal, clients' efforts require support; viewing their needs and readiness broadly is more effective than job placement alone. (Author/AJ)

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INTER-
 MITTENT AND
 FLEXIBLE WORK
 SCHEDULES
 WELFARE MOTHERS'
 EMPLOYMENT
 -PHASE 2-

INTERMITTENT AND FLEXIBLE WORK SCHEDULES
AND WELFARE MOTHERS' EMPLOYMENT

--PHASE 2--

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October 1975

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This demonstration rests on the cooperation and hard work of many: clients, employers, agency workers and MO-TIFS staff and consultants.

Especially the clients deserve recognition. To be sure, they were highly motivated, but they were searching often for something more than an entry level job for a brief period. Many were seeking a clearer career direction, engaged often in unequal competition with the better skilled, recently employed person.

The Department of Public Social Services maintained a cooperative attitude throughout the project. Mr. Will Stewart, Program Deputy, WIN/Employables Section, DPSS, was again most helpful in forwarding economic data from files. Those employers who, in the early months of Phase 2, were willing and able to restructure certain jobs, provided the project with its only experience in what may become a growing experiment in the work world. We were pleased to have their cooperation and that of other employers who were responsive to project needs.

MO-TIFS consultants and staff worked diligently also to achieve project aims. Anita Loeber, consultant in job development, was a key resource person responsible for the initial employer screening and selection design; explaining project objectives to employers and securing job orders. Her work is reported in Chapters 3 and 4. When the project moved to the valley site, the staff included coordinator Annette Sherwood, who was leader in all site operations of the self-support unit. Working closely with her were counselors Diane Perry and Susan Cross. They were responsible for designing and implementing group support workshops reported in Chapter 5.

They were assisted in these tasks by Queen Hanzy, paraprofessional, who gave a warm, confronting dynamic, often a critical ingredient in work with these clients. Dr. Ann Fogel, consultant, helped on several occasions with career and employment interview procedure and design. Prior to the move to the Valley, Nick Urevich and Maxine Scheuer worked in the project's formative stages. Follow-up interviews were conducted by Marilyn Figgerstaff. Their help and enthusiasm are gratefully acknowledged.

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David S. Franklin
Los Angeles, California
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CHAPTER 1

Summary of Findings and Conclusions

In this chapter the most important findings and conclusions of the study are summarized. The study purpose was to demonstrate and test the impact of flexible schedules in work for welfare mothers. Second, it was to determine whether business and industry could provide work on a flexible schedule basis. This could be part-time, the five-hour day, full-time temporary or intermittent. It could be any other restructured arrangement which would permit the mother to be in the labor force away from the home part of the day but home when her children were not in school.

Intermittent versus Permanent Full or Part-Time Hours

- .. Intermittent work (part-time or full-time for brief periods) does not fit the needs for many in the AFDC client population. There is a strong case against use of intermittent work. (See page 2-25 and following.)

The assumption of the study was that restructured work schedules might be found or developed by industry with the help of a job developer to accommodate needs of mothers who must carry on their parenting role but who also need to reenter the work force. Benefits of employment would be seen in the client's greater self-esteem and in her accumulating experience in meaningful work. This could lead towards her eventual self-support and independence from welfare aid.

Intermittent work does not fulfill these assumptions. Such work was often not offered when the mother could best be away from home. It was often full-time (seasonal), involving overtime on occasion, which took the mother out of the home for a full day or more, or at early morning or late evening hours. It demanded continual job search, readjustment of the mother's home schedule and threat of uncertainty due to lay-off whenever production demands dropped.

It required that the mother's welfare aid be rebudgeted frequently, and her presence was at times demanded at the welfare office together with all supporting documentation to prove she had worked and to verify exemptions (receipts for child care, transportation,

et cetera). The burden of proof was on the mother. Some mothers experienced the attitudes of welfare and eligibility workers as hostile or discouraging as they enforced each detail of procedure in what has become sometimes a mindless bureaucratic exercise. The rebudgeting process was a "hassle" and created hardship when a budget was cut by an unexpectedly large amount. For many mothers the entire working experience was "not worth it" because of the disruption it caused in their incomes. They were further discouraged from work as a result.

If policy states that self-support is a goal for welfare mothers (as it now does under Title XX of the Social Security Act), client efforts in this direction need to be encouraged, not discouraged. A self-support service unit (whether located at EDD or the welfare department) needs to assume a genuinely supportive posture (see below).

- .. Our experience showed that many women who can and want to work prefer permanent full-time hours so they can be independent of welfare aid. Others prefer permanent part-time hours. These arrangements enable the mother to plan her time, to routinize her expenditures, her child care costs, her transportation schedule, and to avoid the rebudgeting "hassle" with the welfare department.
- .. Restructuring the work schedule to provide a five-hour day or a morning or afternoon back-to-back shift are the best alternatives. A five-hour day, 10 a.m. to 3 p.m., is the optimum period for the AFDC mother to be away from home, particularly if she has young children.
- .. For women who already lack self-confidence, a sense of success and recent experience, looking for work frequently, as with short-term intermittent employment, often leads to discouragement and a greater chance of their withdrawing from the job search.
- .. Looking for work costs the client considerable money. One woman told the staff that looking for work on a serious basis cost her about \$20.00 in one week. Others estimated the cost from \$3.00 to \$10.00 for one week of job search depending upon distance traveled.

Effective Ways to Work with Client Self-Support

- .. Because of the fragmented nature of self-support services available to welfare mothers, MO-TIFS* staff acted as liaison between the

*MO-TIFS: acronym for More Tests of the Impact of Flexible Schedules as demonstrated in Phase 2 of the project. Phase 1 tested only the five-hour day alternative and was reported previously.

client and the variety of services available to her. Often welfare mothers do not know these resources or find that access is difficult.

- .. Lack of employment is only one of many problems besetting the typical client. Taking a broader view of clients' needs and readiness is more effective than concentrating on job placement alone. It is well to approach this by work with client groups focused on shared needs, for example (1) job readiness workshop for those who had a salable skill and were personally organized to the point of being job ready or nearly so, and (2) a barriers workshop for those who needed extra help in solving obstacles before they were prepared to work. (See Chapter 5 Pre-employment preparation.)
- .. Clients need help in assessing their long-term goals and in finding ways to achieve those goals. Short-term goals (get any job now) will not ensure successful re-entry into the labor force for more than very short periods and may short-change the employer when he loses a temporary employee due to failure of the client's crash plan.
- .. A self-support service unit must respond to individual needs of welfare mothers. Some are ready and want to work, some need help in job search, presenting themselves, information about what is available. Some who want work are not ready because of a variety of obstacles--both objective (circumstantial) and personal emotional. (See page 2-28.)

The well functioning unit provides:

1. Clearinghouse for resources, access and planning

Help clients to plan and reach long-range goals; inform them about current training programs, school and college programs providing grants to facilitate goal attainment.

2. Job placement

Attempt to locate jobs where training is available for women. Urge women to go back into training programs in fields where jobs are available. Knowledge of job categories with vacancies now or in the future.

3. Workshops on job finding

Set up workshops on techniques of job finding, resume writing, interviewing.

4. Workshop to overcome barriers

Help overcome obstacles to looking for work and holding a job: durable child care, transportation, gas money, etc.

5. Group meetings for personal problems and improved self-esteem

Arrange group meetings for those with personal problems and poor self-esteem. Personal counseling is also needed.

- .. A service-minded attitude is essential to work with these clients. Also needed is a goal-oriented, time-limited approach for realistic problem-solving. Staff require a realistic approach toward clients, accepting them as they are; persistence and patience to help them realize their potential. Staff must keep in mind that welfare clients do not need sympathy. It is possible for most workers to learn such enabling attitudes and skills.

Characteristics of Client Group

- .. The total group profile showed that a typical MO-TIFS woman is between 26 and 40 years old, Caucasian, and separated or divorced. She is a high school graduate (47 percent), although 17 percent had some college, and 33 percent had not finished high school. She is in good health, owns her own car (over two-thirds), earned more than the minimum wage in her previous job, and wants full-time work. She relies on a baby sitter or friend for her pre-school age child care, believes she had no obstacles to employment, had remained on her previous job from 4 to 12 months but had been out of the labor force from 6 to 24 months. (See page 2-29.)
- .. Many women on welfare see unemployment as one of their many problems, and some also are not emotionally ready to accept employment because they feel overwhelmed by personal problems. Some feel that they are victims of circumstance, have difficulty asserting themselves, and believe they cannot control what happens to them (i.e., children get sick, cars break down, husbands get drunk). Their self-esteem is low.
- .. Welfare women in our client pool want to "better themselves;" they were volunteers. They are aware of their personal inadequacies or lack of skills but want to learn--preferably on the job. Very few were satisfied with their current level of skills.
- .. Most clients have no sense of vocational direction. Many do not know their own interests or aptitudes. They want a vocational goal, but have not explored possibilities open to them.

- .. Clients received and needed help in clarifying career interest, readiness for employment immediately or whether training or education is a preferable goal. Some who need to work immediately are referred often only to entry-level, low-paying jobs. Others require counseling to consider this stop-gap measure while making decisions on long-range, self-improvement goals and plans. (See page 2-15.)
- .. The importance of location close to clients served is highly important for a target group who often had limited ability in coping with transportation mobility in a large and complex urban setting. (See page 2-5.)
- .. Most potential clients are attracted to the self-support office by newspaper publicity and announcement posters placed in food-stamp stores, community centers, laundromats, public welfare offices and other public places. Few were directed to the project by welfare and eligibility workers at Department of Public Social Services or at Employment Development Department. (See page 2-6.)
- .. The client group can be classified according to readiness for employment and clarity of direction. Three categories were identified: A. nearly job ready, B. requiring resolution of barriers, C. overwhelmed with personal problems and other obstacles. Demographic factors do not differentiate the three groups although clarity of goal and recent experience are relevant. (See Categories of Registrants page 2-17.)
- .. A large group, 44 percent of the total client pool of 121, was classed in the C group. (See page 2-21 and following.)
- .. Experience showed that these welfare clients are not in a good competitive situation with other applicants in applying even for CETA and other public service jobs. They need training to compete successfully and practice in testing situations, particularly "power" tests that are timed. Moreover, many MO-TIFS clients did not want to be locked into a job in which they had prior experience. More often than not their experience was in the only kind of work then available. This did not mean that they chose it then or wanted to return to it now. (See page 2-24, 2-25.)

Finding Jobs and Developing Restructured Flexible Schedules

- .. The Job Development Consultant contacted 466 carefully selected companies and 66.3 percent were willing to consider hiring the MO-TIFS women. However, in many instances they would not tailor work requirements to the clients' needs. Among the 309 willing employers, 114 had no immediate suitable openings, and 195 did. (See page 3-1.)

- .. Among companies that actually offered jobs and hired MO-TIFS clients the large manufacturer, the major employer in the first months, fell to zero placements in later months in response to declining business activity and the deepening recession. (See page 3-3.)
- .. As jobs became fewer and applicants more abundant, employers were more and more reluctant to consider tailoring their work to fit the project needs and conditions. A relationship became obvious: The less willing the employer is to develop jobs for MO-TIFS, the less willing is he to hold a vacancy for a MO-TIFS client. This relationship was strengthened by the rising number of applicants available and anxious to work. (See page 3-9, 3-10.)
- .. The project had numerous instances also when 15 to 30 contacts were made by the staff to refer women to a single employer with only three or four who actually responded for job interview. In summary, low skills, inexperience, requirements of hours, and non-readiness to answer a job call immediately, severely limited the feasibility of placing clients into the tight job market in late 1974 and early 1975. (See page 3-13.)
- .. Welfare clients with low self-esteem and no recent job experience had difficulty in responding to immediate demands for speed and accuracy, hours of work, and brevity of work for jobbers.(See page 3-18)
- .. Assembly work in the home has advantages for the woman with small children and for the unskilled woman striving to gain experience and to become self-sufficient: A demonstration of this kind of transition from welfare to regular work is very much to be desired when the labor market is again in a position to need the production of this untapped resource. (See page 3-19.)
- .. Work in institutions like universities and governments appears to be an excellent opportunity for women on welfare to gain entry into employment. The magnitude of the government operations in a metropolitan area may be disconcerting to the entry-level, test-shy applicant. MO-TIFS staff designed and conducted a workshop to help women with examination forms and applications, used as teaching materials. Flexible hour work with government is a good possibility for AFDC clients, but requires considerable planning. It should be given positive consideration. (See page 3-20, 3-21) Legislation like the Part-Time Career Opportunity Act proposal is a positive step to develop Civil Service jobs at all levels of the career ladder.

Employers Attitudes to Flexible Schedules

- .. Several companies are extremely skeptical that a part-time plan could ever provide advantages for them and therefore did not foresee their undertaking it. Reasons to undertake such an arrangement

were related to improved production and reduced operations cost. In essence, all are economic factors. (See page 4-4.)

- .. Employers, including those seen during the project as well as the ten contacted for in-depth review, are willing to make adjustments and restructuring arrangements when scarcity of labor and high order volume create a demanding climate for them to do so, and
- a. the rearrangements are not too difficult;
 - b. the rearrangements are somehow offset in costs (higher production, taxes, reimbursements, or even favorable public relations which result in higher orders); and
 - c. the women themselves can be counted on to be reliable, appreciative and good workers.

The employment needs of the companies are obviously a major factor. If the needs can be met by an adequate supply of qualified applicants in the regular market, the firm will quite naturally find the adjustments to accommodate welfare women unnecessary, and postponement of any work rearrangements can be expected. (See Chapter 4.)

Concluding Note

A central theme running through this demonstration has been how to obtain the optimum fit between (a) encouragement of employers to restructure their work force to provide flexible hour employment, and (b) encouragement and pre-employment preparation of welfare mothers to accept jobs which could be found. However, it should be impressed on the reader that no demonstration can work when its tools and resources are inadequate to deal with the major parameters of the societal problem addressed. Here we are speaking of the total milieu--the recession and how it affected the job market generally. In effect, in the post-industrial society we have a problem of surplus people for the work which society needs done. Women in the work force have traditionally been discriminated against, with dead-end, low wage, low skilled positions frequently offered to them. There are signs that this posture is changing. We found that many women in our sample were seeking more enriched

and rewarding work than the short term, low skill job they formerly held.

In California* and in other places in this country and elsewhere, attempts are being made to improve the quality of the work place and to rehumanize employment.** Morale and productivity have improved, turnover and absenteeism have dropped in firms which have attempted such innovations.

As the United States economy bottoms out of the recession and employers are more interested in employee-related improvements including restructuring hours and less focused on survival crises in their operations, Department of Labor should take a lead in developing economic incentives and legislative programs to explore conditions under which similar innovations can become widespread.

At the same time, if policy is to continue to encourage employment of welfare mothers, the institutional barriers to working found in the welfare system should be lessened or removed. Furthermore, less fragmented, better integrated service support units should be developed in localities and neighborhoods to assist the clients who want to work or who must work but who cannot gain access to resources or find new career directions.

*W.E. Upjohn Institute for Employment Research, Work in America, a Report of a Special Task Force to the Secretary of Health, Education & Welfare, Cambridge, Massachusetts: MIT Press, 1972.

**Horace V. Alexander, Job Satisfaction: Contrasts in Workplace Design and Management Personnel Policies (unpublished master's thesis) California State University, San Francisco, 1975.

CHAPTER 2

Project Background and Setting

Many attempts have been made to deal with the perennial problem of self-support for dependent, disadvantaged people. Their lives are beset with numerous hazards to their economic survival: low skill, inadequate education, language and health deficits and, often, they lack basic means for accepting and sustaining jobs: lack of reliable child care and transportation. Programs often are directed against this societal problem on a fragmented, crash basis. Furthermore, some programs frankly "cream" those most likely to succeed in order to show cost-effectiveness or to demonstrate attainment of a targeted goal of "case closings."

Often the perspective of a program is not comprehensive enough to bring about hoped for changes in the target populations. We think that crash education courses will lead to improvement in self-support capability but fail to recognize the range of problems an AFDC mother or father faces and do not address these difficulties adequately. On-the-job training also has its supporters. However, unless coupled with flexible support activity which is responsive to deficits and uneven strengths in other areas of a trainee's life, the results may be disappointing.

Perspective

The purpose of this demonstration project was to work closely and supportively with welfare mothers to help them find suitable employment which meshed with their parenting functions. Many mothers have difficulty accepting and sustaining themselves in a full-time, eight-hour job when demands of their young children interfere. Therefore, the project

was to test the impact of flexible schedule jobs. Hence we used acronym TIFS jobs to allude to the jobs found by the project.

The Phase One* report analyzed results of a single approach: the five-hour job. During Phase One the project had very limited counseling resources to assist the mothers to think through their employability, to provide career information, or to offer small group support in areas such as job readiness, removing barriers or offering psychological preparation for returning to the labor market.

Phase Two was to demonstrate the feasibility of finding flexible schedule and intermittent jobs. Such jobs might be in multiple arrangements, seasonal, short-term work, five-hour day or four-hour day. They could include eight hour day work for short durations. Specifically we explored the feasibility of placement with jobbers, in home assembly work, with university and with government employers. Phase Two of the demonstration also provided career and job information and a variety of service and financial supports and group counseling - job-readiness workshops. This aspect of the project is discussed later.

Start-up Operations

Phase Two became operational in June 1974. Our office was located in the metropolitan Los Angeles area although the target demonstration area was San Fernando Valley, some 20 miles distant. In the early part of this demonstration basic strategies and tactics to work with both the potential employer group and the welfare mothers were established. Liaison

*Flexible Work Schedules and Welfare Mothers' Employment - Phase I, Franklin, David S. Los Angeles: Regional Research Institute in Social Welfare, University of Southern California, June 1974.

was established with the Los Angeles County Department of Public Social Services (DPSS) and explanations of the project were given.

In July the staff made presentations to approximately 100 DPSS supervisors in Glendale, Panorama City, Canoga Park, and Reseda. Supervisors were asked to refer eligible AFDC clients to this project. Liaison with DPSS administration continued productively throughout the project.

However, programmatic shifts and changed policy direction influenced the effectiveness of this cooperation. For example, a lowered priority of the self-support goal for welfare clients under the then current Regulations should be noted. Welfare departments were then functioning under the 1967 Regulations pending resolution of conflicts and clarification of purposes of new social services amendments which were subsequently enacted in January 1975 as Title XX. During Phase One of the demonstration a pilot self-support unit was operating in the Glendale office of DPSS. This unit referred women to TIFS. Expansion of this idea into all district offices was expected, but subsequently we learned that such expansion was no longer planned. Services workers no longer were to give priority to the self-support goal--which was a part of the Goal Oriented Services structure introduced after the 1967 Amendments. In consequence of this shift we received relatively few direct referrals from service workers. Self-support for welfare clients was not a priority at that interim period.

In its first quarter, the project registered 88 women from approximately 100 inquiries. Those not registered were either disinterested or did not qualify because they were on a category of assistance other than AFDC. During the summer we lost contact with a number of these who moved with no forwarding address or dropped out. Registrants were widely scattered

in the San Fernando Valley, with almost one-third (25) in Pacoima--an area in the Valley with the highest proportion of Black, Chicano, low income families.

The difficulties in providing supportive intervention to the client group from our distant location downtown prompted consideration of re-locating into the Valley and re-thinking our staffing to better meet project's objectives.

Relocating Project Office to Suburb in Van Nuys

Distance of the downtown project office from the target service area was the primary difficulty which motivated opening the Van Nuys office in November 1974. To permit this a Department of Labor contract modification was sought and approved. Reduction in both our travel time and telephone costs and improvement of our staff communications were anticipated results of this move. In addition, the support "climate" was to be encouraging to the woman. Frequently we found that the applicants had low self-esteem and needed to identify with someone who would take a personal interest in their future, who had employment resources and counseling techniques leading to new directions for self-development and a better self-image. This "climate" was absent before the move when we were located downtown.

In a word, the results expected were:

- .. more cohesiveness and better coordination of staff
- .. a better service to clients in a place nearer their homes where assessment interviews and group support workshops could be conducted
- .. community identity; MO-TIFS with community, and community services and agencies with MO-TIFS

.. scarcely any additional cost to the project (\$100 monthly rent was offset by lower mileage and telephone costs)

The importance of location close to those served was highly important for a target group who often had limited ability in coping with transportation mobility in a large and complex urban setting. For this last reason it was important to relocate in the center of the San Fernando Valley as near as possible to one or more public bus routes, with easy access and parking for those arriving by car. All of these criteria were fully met by the space selected.

Personal contacts with clients had of course been attempted from the beginning of Phase Two. Client interviews were arranged by phone to be held at several public locations, community centers, and the like. However, when clients could not keep appointments, communications broke down and confidence was strained. Yet, in-person interviews were considered essential to make better placements. Therefore, in the new location we required an office visit of every client before we continued to serve her even though we may already have provided job referrals or telephone consultation. Two objectives were thereby met:

- (1) facilitating better, more efficient client counseling (this objective was approached by permitting the interviewers more immediate access to the client by telephone or in person when home visits were needed, or clients needed emergency contact with MO-TIF staff)
- (2) encouraging the clients' commitment to an active role in their search for work, that is to foster their initiative and resolve to be self-sufficient in the job search (with closer contact

staff could be instrumental in meeting this objective through more direct appraisal of clients and by providing support and guidance in career choice)

Potential clients were attracted to the Van Nuys office by newspaper publicity and announcement posters*placed in food stamp stores, NAPP and community centers, laundromats, public welfare offices and other public places. Some clients were directed to the project by social service and eligibility workers (DPSS), other social agencies and by word-of-mouth contact with friends and relatives. No specific referrals were made to MO-TIFS by workers at Department of Public Social Services or at Employment Development Department. More than half the clients came after seeing the posters, as shown below.

<u>Source of Information</u>	<u>Clients</u>	<u>Percent</u>
Posters	46	49.5
Newspaper article, publicity	19	20.4
Friends and relatives	16	17.2
Social workers	5	5.4
Repeat clients	4	4.3
Other	3	3.2
	<u>93*</u>	<u>100.0</u>

Note: The sample size is 93 for which complete statistics were kept following the move to Van Nuys. The total pool of women who were served through the MO-TIFS office was 121 including those served prior to opening the Van Nuys office.

* A facsimile of the poster appears on the following page. In addition, an information brochure explaining the project was designed and distributed widely to interested persons. See copy in Appendix B.

**Do You Need Help
in finding PART OR FULL TIME WORK?**

**If you are a WELFARE MOTHER and
... seriously want to help yourself
... increase your income
... start on a career ...**

you can get FREE COUNSELING & ASSISTANCE at

PHONE

988-8797

MO-TIFS

**7417 Van Nuys Blvd., Suite "N"
10 AM to 4 PM**

MO-TIFS Operating System

The MO-TIFS system evolved and was designed to bring together two resources: people and jobs. Both could be developed only after much careful selection, preparation, screening and speedy action to merge the two resources in a timely way.

The first resource, people are defined in the project to be
.. mothers on welfare (AFDC) who are the primary breadwinner
if working, but who cannot usually accept full-time,
eight hour jobs.

The 8-40 work week is often considered to be a barrier for mothers, particularly those with pre-school children under six years of age. These women are non-mandatory referees to EDD in California and generally speaking few of them are found in WIN training files. The mother who must add 30-45 minutes transportation time each way to her work time is out of the home and away from her parenting responsibilities for nine to ten hours. A durable child care arrangement therefore becomes an acute need but child care resources were scarce. Reliable transportation is also a "must" if the mother is to accept a job. In California this generally means a private automobile in the absence of fast, frequent public transportation to jobs which are distant and not easily accessible. Nevertheless the longer these women are out of the labor force, on welfare, the more do they feel demeaned, lacking in confidence and marketable skills.

The second resource is jobs, defined in this project as

.. flexible hour jobs or intermittent employment. The latter could include employment where hours or days of the month are variable or the job is seasonal, such as inventory-taking in January.

Such opportunities are hard to find unless employers are motivated to reserve these resources for the welfare client or see some advantage, either economic or public relations, through their willingness to participate in a special project like MO-TIFS. Tax advantages to employers who accept, train and retain a public welfare client for one year in their labor pool did not operate in this project. We were seeking short-term intermittent work only, although we were forced to accept some jobs where the employer

frankly admitted his preference for full-time employees. However, we found few employees who considered the tax advantage an incentive under any circumstances.

In the next section a flow chart is presented showing the MO-TIFS operating system. The two resource streams are:

1. selection of welfare mothers
2. job finding

These two streams interface at several places:

First, when the client services staff met frequently (often daily) with the job developer to share information about capabilities of the mothers who were coming to MO-TIFS and the type of jobs which were being found in the labor market;

Second, to discuss actual referrals of women to the jobs for employment interviews, and results of the referrals. (Did the contact result in a hire or no-hire? Why was the employed woman later terminated?) The client services staff did not always know the outcome although the client was encouraged to phone in.

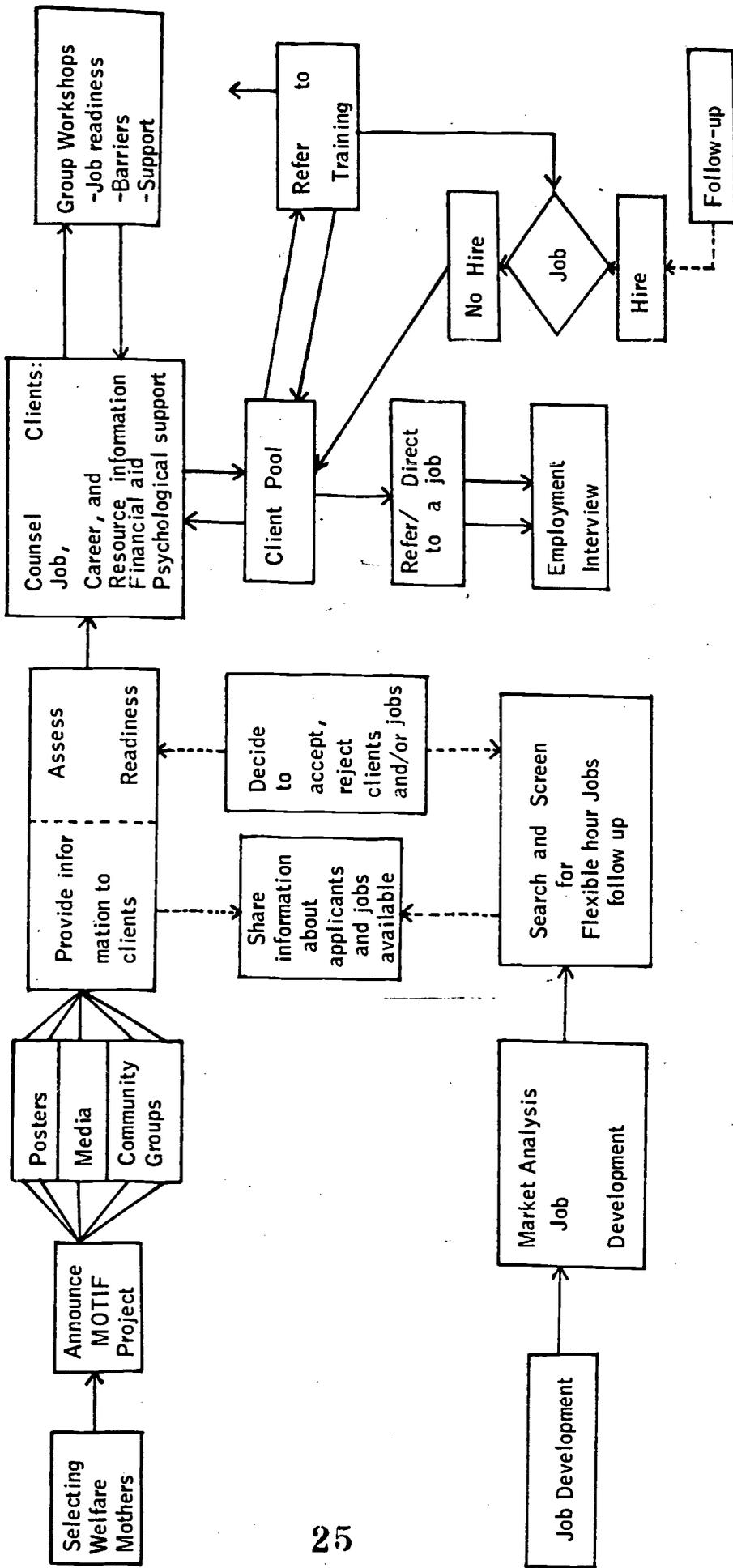


CHART I MOTIFS OPERATIONS SYSTEM

MO-TIFS Office and Staff Responsibilities

Much of the report that follows is based on experience following the project move to the Van Nuys office where we modified and improved operations. Project activity continued during the shift but at a slower pace and, as with many projects dealing with a mobile client group, we were unable to contact some of the clients after we moved.

The definition of staff functions and responsibilities in the new site emerged gradually as we learned what needed to be done and who was best equipped to do it.

Staff provided the following services for clients.

1. Job information for clients.
2. Career counseling and career information.
3. Training opportunities and information on schools and colleges.
4. Job readiness workshop.
5. Barriers workshop.
6. Short-term financial support.
7. Psychological support by providing encouragement and help with personal problems during periods of stress.
8. Information regarding housing, child care, referral to other agencies, and working with other agencies who could provide specialized services.

Staff was under overall management of the project director. With him were a coordinator, a professional counselor, a paraprofessional, and a job developer consultant. These were the positions projected in the initial proposal with one exception: we utilized only one paraprofessional, not two.

The staff duties and responsibilities are listed below. These details are important to specify as the project became a model of a functioning self-support unit for this clientele.

Project Coordinator Functions

1. Set up effective lines of communication among staff including:
 - a. short staff meetings 3 times a week($\frac{1}{2}$ hr. first thing in A.M.)
 - b. emphasized written client information and follow-up on all assessment sheets and job orders including results of telephone follow-up.
 - c. informational memos to staff members.
2. Create climate of cooperation in office and opportunities for staff to take on additional responsibilities - provide an atmosphere where staff members can grow and learn.
3. Assess staff morale and keep it positive. This was extremely important when working with this client group searching for work in a tight job market(often a discouraging prospect).
4. Work with Community Agencies to encourage referrals and inventory available. Services in the Valley for specialized client needs(e.g., psychiatric counseling).
5. Set short-term objective or task lists within scope of project goals.
6. Gather resources materials helpful to counselor and paraprofessional: information on training, schools, job training and employment opportunities, etc.
7. Follow-up with employers to see how clients compared with her applicants and if hired to see how they performed on job compared with others. Relate this to the job developer.
8. Intensive interviews with selected clients regarding their job search and the difficulties encountered.
9. Take part in planning group workshops.
10. Plan and take clients to training sites, facilities, schools.
11. Disperse and account for petty cash and client-support money.
12. Gather statistics from other staff and submit reports.
13. Maintain office supplies.

Professional Counselor Functions

1. Take primary responsibility for conceptualizing group workshops. Plan, lead, and develop workshops; write workshop plan, follow up report and furnish this to coordinator.
2. Group clients into categories of need and self-support capability; plan programs to help meet client problems typical of each category.
3. Assist clients overcome barriers and obstacles by working with client individually and in groups. Utilize resources of the office, training site visits, clerical skill practice opportunities as needed.
4. Interview clients face-to-face to clarify appropriate action concerning their readiness for self support.
5. Report results and her written professional assessment to staff.
6. Refer clients to jobs - do telephone follow-up. Help them resolve barriers which prevent them from getting a job.
7. Call employers to clarify information on jobs and to determine when jobs are filled.
8. Follow up on training leads and school opportunities to clarify criteria for admission of TIFS clients; may visit training facility to become familiar with it.
9. Attend staff meetings; suggest ways to achieve progress on short-term objectives and long-term goals.
10. Discuss with staff certain client's problems.

Para-professional Counselor Functions

1. Interview clients face-to-face to clarify appropriate action concerning their readiness for self-support.
2. Help clients resolve personal problems and environmental problems: transportation, child care.
3. Visit clients' homes if unable to reach any other way. Assess coping level from these home interviews.
4. Recruit clients for workshops. Encourage their attendance. Talk with clients who need to "talk out" emergencies; make time available evenings as occasion demands.
5. Act as co-leader in group workshops and assist in evaluating.
6. Help plan workshops. Arrange for tape recording of workshop sessions.
7. Refer clients to jobs, do telephone follow-up.
8. Interview clients and write up results. Provide emergency transportation: visit to clients at employment interviews to provide support; to furnish emergency cash; assist with transportation plan if a breakdown occurs; shore up a breakdown in child care arrangement.
9. Keep accurate records on follow-up with clients.
10. Call employers to see if jobs are still open.
11. Maintain posters in suitable locations: food stamp locations, welfare offices, laundromats, etc.

Job Developer Functions

1. Provide systematic screening of all employment opportunities in target area to select those with greatest potential for TIFS client abilities. Discuss these employment opportunities with staff.
2. Contact employers to develop immediate jobs.
3. Visit employers and talk with them about long range plans for hiring.
4. Maintain contacts with previous employers of MO-TIFS Clients.
5. Screen newspaper ads in early morning for appropriate jobs for clients and call employers to get detailed information on the jobs advertised which are suitable for clients in TIFS pool currently.
6. Phone job orders into MO-TIFS office.
7. Design publicity campaign to attract clients to Van Nuys office and to acquaint employers and public with the project.
8. Gather job and placement statistics and write periodic reports and the general economic climate in which the project is working.
9. Attend regular staff meetings and help set objectives for the project.
10. Take responsibility for searching for new Van Nuys location; securing some voluntary contributions of furniture and practice IBM typewriters.

The Office in Van Nuys

The new office space includes a comfortable reception room with several chairs. Reading materials about careers, opportunities in apprenticeship, in training, and education were displayed on the tables. Local Valley bus schedules were available. Coloring books and crayons were available for children accompanying the mothers. A private office doubled as a conference room and staff meeting room and was available for clients' interviews. Coffee was always available for clients and an informal and comfortable atmosphere was maintained.

A large map of the San Fernando Valley, Burbank and Glendale was displayed to help clients find the location of their job interviews. TIFS current job openings were displayed. Job listings from Los Angeles School District, Los Angeles City and County, State and Federal job listings were posted.

Initial Client Assessment

All clients who contacted the TIFS project were asked to come to the office for an in-person interview. Those interviewed by telephone prior to the relocation of the office were now invited to return for a personal visit. The total client pool was 121 women. The purpose of the interview was to determine clearly the client's career interest, her readiness for employment immediately or whether further training or general education was a preferable goal. Some clients said they needed to work immediately. If this seemed valid MO-TIFS staff tried to find employment---often only entry-level, low-paying jobs. Clients were counseled to consider this as a temporary stop-gap measure to provide immediate extra income while postponing decisions on long-range, self-improvement

goals and plans. Those whose employment needs were not immediate were counseled to explore training programs and MO-TIFS suggested course of action that would provide them with more permanently rewarding jobs.

Assessment sheet: Exploring Client Potential

An assessment sheet was developed to include all pertinent data(See Appendix A). In addition, the interviewer also tried to determine why the client left the last job. Interpersonal difficulties were often cited. Our client group seemed particularly vulnerable in this regard. With this personal information in hand and our assessment of client potential, we were able to classify the client pool into three categories. See categories and case stories in following pages. We considered attributes such as appearance and motivation, reality of career goal, self-confidence, as well as barriers such as skills, health, transportation and child care plans.

Categories of MO-TIFS Registrants

Attributes

- Category A.
1. Strong motivation; reliable; good appearance, speech, and self-confidence.
 2. Has interest in career exploration; good sense of her employment goal; and interests.
 3. More than one marketable skill.
 4. Durable plan for child care ready.
 5. Has transportation plan.
 6. Good health.
- Category B.
1. Uncertain motivation; may not be reliable; fair appearance, speech, or self-confidence.
 2. Will explore careers; no sense of own goal or interests.
 3. Marketable skill. Needs developing.
 4. Can make child care plan with help.
 5. Needs help with transportation.
 6. Health fair.
- Category C.
1. Confused motivation; unreliable; poor speech, appearance and confidence.
 2. Not ready to explore career, goals or interests.
 3. Has no skills.
 4. No child care plan.
 5. No transportation plan.
 6. Health doubtful; has many personal problems.

CHART 2 CATEGORIES OF MO-TIFS REGISTRANTS

A Category: Karen Kosti*

Mrs. Kosti saw our poster in a food stamp store and phoned the next day. She has two children, aged 7 and 5. And has had one temporary job since coming to California but was laid off. Since then she has sought work unsuccessfully. Nevertheless, she impressed the counselor by her good self-concept and her ability to initiate action involving her own job search. Her clerk-typist skills are excellent - takes shorthand, types 70 wpm.

Her recent work experience included receptionist for the Governor of a New England State and secretary to the Secretary of Civil and Military Affairs in the same State, both full time jobs. She completed one year of a college commercial business course with a 3.7 GPA.

When she came to our office, she informed us of her arrangements for child care and that she owned a reliable car. She did not want a part-time job because it would not support her and the children without welfare aid. She is 38, divorced.

The counselor, therefore, referred her to Northwest Hospital which was hiring through Comprehensive Employment and Training Act (CETA) funds. She was hired in January 1975 as a clerk-typist. Since then, she has had two raises and two promotions with added responsibilities.

At the final follow up 4 months later, she had been reclassified to Librarian Assistant and was organizing the hospital library.

In essence, she was able to sustain her employment without further help from MO-TIFS although the counselor telephoned several times to learn of her progress. She advanced and her non-exempt income averaged \$11.11 during the last 4 months according to DPSS records.* She is earning almost enough to remove herself from welfare, she is eligible for Medi-Cal. At last contact she was off welfare.

*all names are fictitious and identifying data has been changed or omitted to protect identity of the person. Almost all clients signed permits designed by DPSS to permit the agency to furnish MO-TIFS with individual, financial follow-up data.

B Category: Robin Conrad

Robin Conrad impressed the MO-TIFS counselor as a 'high strung' woman with a low stress threshold. She is an intelligent woman but has a very poor self-concept. She downgrades herself habitually, has no skill, and lacks direction and focus in her life. She lives with her daughters, aged 16, 8 and 3. She receives \$311 a month from AFDC, has no car, but lives about three blocks from a busline. She has been unable to find child care she can afford for her youngest but enrolled her on the waiting list at a low cost center.

She reacted negatively to all suggestions staff made. Eventually, we advised her that we could do nothing further until she was willing to take some positive action on her own. We urged her to join our job readiness workshop which was soon to start. Again, she said there was no way she could get in for these weekly meetings. Finally, we agreed to pick her up so that she could attend.

During the first two sessions of the workshop, she countered every suggestion. She rejected the idea of applying for an incentive pay training program in a college for medical and dental assistants which was being funded through CETA. During the third week, however, she telephoned for information about this training. We told her she should take action soon as the enrollment was open only two more days.

She quickly arranged to take the bus to fill out an application, passed both the written and the oral tests, and was admitted. She arranged with a neighbor for care of her 3-year old during training and started travelling there by bus. This was a 12 mile trip and took 1½ hours each way. Later she admitted to our counselor she was almost ready to drop out but found another trainee with whom she could car pool. The MO-TIFS counselor continued our contacts by telephone.

When Ms. Conrad finished the training, she again felt very hopeless, believed that older (she is 41) dental assistants are discriminated against and was unable to get work because she had no car or child care plan. Our second follow-up interview occurred at this time; and she presented a failure-prone picture to the interviewer.

MO-TIFS again interviewed and encouraged her to search more. At final contact we found that she is working for a dentist near her home which influenced her more positive attitude towards her own self-support. However, re-orienting the client's self-concept may take several learning experiences and consistent follow-up support as this case demonstrates:

C Category: Louise Gough

Louise is a timid, excessively quiet, withdrawn person with poor eye contact and nervous mannerisms. She was eager to be referred to a job, but after a number of referrals, staff discovered she did not even go for interviews despite her stated interest. Also she had no car and had difficulty with buses.

Next, we wished to assess her functioning in a group and she was invited to the workshop on job readiness. She attended all the sessions, but was unsuccessful in her referrals. She seemed totally inadequate in job finding skills. She lacks direction and focus and doesn't know where to start in looking for work.

In response to the leader's question of how she would go about looking for work, she said that she would start walking up and down the street looking for restaurants who needed a waitress.

After being unsuccessful in the first workshop, she came to the second "barriers" workshop. It was the leaders assessment that Louise has deep-rooted personal problems preventing her from concentrating on job finding. She needs personal counseling which is beyond the scope of MO-TIFS.

Many of those we were unable to place successfully were classified in this category.

The Placement Experience

From November, 1974 to May, 1975, MO-TIFS worked actively with a client pool of 121 women. The project was able to place 24 into jobs of differing intermittent duration and 10 into training programs leading to defined job openings. During the same period, 18 women found their own jobs with little assistance from MO-TIFS other than a first assessment interview and minor help and direction. We were still working with another 41 as the project terminated, but many of these we found faced too many barriers to succeed. In addition, 28 women were considered "inactive," owing to disconnected telephones or moving without forwarding addresses. Thus, of the 93 "actives," 41 or 44 percent, were not ever placed into jobs, despite project supports. Others who were placed found the job did not yield enough net economic gain or were thwarted by reality barriers. Of this, more in Chapter 6.

In examining a policy which guides or demands that female, single parents work, it is important to look clearly at the resources provided by EDD, Welfare or government and private industry to make it a reasonable policy, as well as to examine the resources the women themselves can offer potential employers. It is often popular to blame the client. However, among the "unsuccessful," resources which spell "success" were lacking almost four times as often as among the 24 "successes." The majority of the 93 were volunteers. All had taken the initiative of telephoning MO-TIFS, after reading newspaper publicity or our posters. Rarely did a worker from Welfare or EDD refer a client (see page 2-6). We assume that they were motivated although their job or career goals may not have been well considered. Table 2-1 shows a comparison of

obstacles for the successful and unsuccessful groups.

TABLE 2-1

Frequency of Obstacles to Finding and Sustaining Employment:
Comparison of the 'Successful' and the 'Unsuccessful' Groups.

<u>Obstacle</u>	<u>Successful group</u>	<u>Unsuccessful group</u>
Did not own a car	5	22
No child care plan	2	8
Lack of skills	4	23
Fair or poor health	3	9
Less than high school education	5	24
Serious personal problems	0	6
Size of group	24	41

Clients' Failure to Keep Application Appointments After Referral

During regular follow-up telephone calls, we discovered that a client might indicate an interest in a job interview, but did not show. To explain this, we called each referred client to determine outcome. Reasons for failure to keep appointments fell into two categories:

- .. the quality of the job, and
- .. getting to the job interview.

Quality of Job

Hours. When unusual hours were required, we had difficulty in getting women to keep interview appointments. One employer required his workers start at 5:30 a.m. for the first shift and 6:30 a.m. for the second

shift. Women with small children, or children to get off to school could not consider this. Jobs with odd hours, for example, from 5-9 p.m. or the graveyard shift, were likewise hard to fill. Also it is difficult to get women to take intermittent work, we found, because of the effect on their welfare checks when the job ends. When they stop working, not only does the paycheck stop, but the welfare check diminishes 30 to 60 days later leaving them for at least one month without adequate money. even though they had attempted to budget carefully for this anticipated drop.

Low Wage for Entry Level Jobs. Clients stated that it is not financially advantageous for them to take a job paying less than \$2.50 an hour. Unless the woman has low-cost child care or someone in her home who can provide this, she cannot afford to work for under \$2.50. When she starts to earn, the price of her food stamps rises, cost of child care is added, and often she does not gain by working.

Type of Work. Clients are not interested in assembly or factory work which tends to be low-paying, short term or seasonal. One client who had previously done assembly for an employer who worked with MO-TIFS agreed to go for an interview, but as she approached the plant, decided that she did not like the work and she did not keep her appointment. She called our office to report this.

Getting to the Job Interview

Distance to travel was a primary concern for the referrees. But other problems prevented actual arrival at the interviews. Some were "realistic" or related to the ineffectiveness of plans. (For example: illness; a conflicting job interview; child care or transportation plan

did not work out for that day.) Others related to self-defeating attitudes. (For example; discouragement because of frequent failure on other interviews; belief she would fail a test; belief that she lacked required experience; seeing many applicants at hiring room discouraged her and she returned home without waiting for her interview.)

CETA Jobs

Funds available through CETA Titles II and VI for residents of Los Angeles, provided jobs which appealed to several clients: e.g., Office Trainee with the City of Los Angeles. Twenty-five out of 26 clients who said they would leave applications, did so. This was evidence that MO-TIFS clients would follow through an applications which they perceived to be within their ability or which provided opportunity to advance or train. At close of the MO-TIFS project, none of these applicants was hired, however; the most frequent reason being: test failure or qualifications were inadequate.

In two other CETA funded jobs(a university and a hospital in the Valley),educational requirements at the college eliminated our clients but at the hospital they were more successful. Those hired were capable, with good high school education, specific skills, and recent work experience.

CETA funds were also available for medical training programs. These were suited for our unskilled clients. Seven women were referred to Western Medical Assistants College; five women were accepted; two failed the test. Of the five, one dropped out because incentive pay was not adequate to cover costs of child care.

In summary, experience showed that welfare clients are not in a

good competitive situation with other applicants in applying even for CETA jobs. They need training to compete successfully and practice in testing situations, particularly 'power' tests that are timed. Moreover, many MO-TIFS clients did not want to be locked into a job in which they had prior experience. More often than not, women had some experience in the only kind of work they could get. This did not mean that they chose that kind of work. They are interested more in training for jobs which have some meaning for them, after obtaining job market information and career guidance.

The Case Against Intermittent Work for Welfare Mothers

The idea of intermittent jobs--full or part-time for short periods--does not fit the needs or capacities of welfare mothers in the experience of this demonstration. As the economic climate deteriorated, employers were reluctant to develop innovative work re-arrangements and the project consultant on job development found that fewer employers had jobs which fitted requirements of the project. More employers offered full-time jobs and asked for more rigorous qualifications(see chapter 3). Also, short term work disrupted clients' receipt of their welfare checks often 60 days after the job was finished, thus making it difficult to stretch the dollars they had. Of eight clients who had accepted intermittent work and whom we followed up with an interview focused on effects and benefits of intermittent work, all found that their welfare allowance was disrupted; all had to work out complicated re-budgeting procedures at the welfare office; all found the regulations and requirements for re-budgeting confusing and misleading.

In addition, part-time or intermittent employees received no company

fringe benefits or advantages that full-time, permanent workers get. The majority of our women preferred full-time permanent or part-time permanent work.

In addition, clients are not enthusiastic about intermittent work because:

- .. It costs money--shoes, clothing, bus fare(or gasoline, parking fees), lunch money, child care--to search. One client carefully calculated her expenses as \$20.00 in one week to follow all the leads we gave her and others she found. Eight others whose opinions we sampled in the sub-study, job-search cost-estimates ranged from \$3.00 to as much as \$10.00 per day(average \$7.50). Cost varied with distance they had to travel.
- .. It is difficult to arrange child care and pay for it with no assurance of getting a job or at best a job which lasts a few weeks or months.
- .. It takes energy and careful planning to do a well-organized job search. In a population which discourages easily, many clients gave up and MO-TIFS staff invested much time in rebuilding client self-esteem lowered by constant rejections.

In summary, the welfare mother who tries to work faces a serious dilemma:

- .. her skills become obsolete.,if she does not work.
- .. if she never had skills(or worked only in available non-skill labor), her employability soon drops close to zero potential.
- .. her attitude of discouragement further limits her(see Machinist Project for Data-Computer Service Company E, Appendix C).

.. she becomes progressively less able to marshal resources (clothing, shoes, transportation and child care) which must be prepared and ready to go when employment is available.

If she attempts to find work

- .. She faces immediate expenses in job search.
- .. Hazards in breakdown of transportation and child care plans threaten her reliability as an employee, to say nothing of possible threats of her own or her children's illness.
- .. Welfare requirements and procedures, difficult even for the workers to understand and explain clearly to clients interfere massively so that for many mothers work is not a viable alternative. This is particularly true for intermittent entry-level jobs found primarily in the secondary labor market. The welfare mother faces many hazards for a short-term 'reward' of questionable economic value to her.

It should be noted that to make available permanent part-time jobs (5-hour day, for example) which has been recently proposed would not subject the client to the last aspect of this dilemma. Neither would it permit the mother gradually to work her way off welfare as her net take home pay for four or five hours would not meet her family survival needs.

Summary: A Self Support Service Unit

To be successful in finding and keeping jobs, MO-TIFS women need services like the following:

1. Individual counseling with personal attention to each client's situation.

2. Help for client to assess her strengths, interests, skills and goals, and then assistance in locating work or training, congruent with this assessment.
3. Helping client with problems attendant to her working: locating transportation, finding low-cost child care services, organization of time and household duties, help with budgeting of time and money.
4. Providing group sessions where clients may discuss work-related problems or problems in getting ready to work(see chapter 5).

From experience these women report, it is evident that neither EDD nor welfare can provide this integrated approach to their service needs. As states address the Self-Support Goal, under Title XX, they will need to program time and specialized attention to clients in this particular population. An integrated approach to their myriad problems is necessary to gain success rather than just a fragmented approach which has typified efforts in the past. Upon learning that the MO-TIFS project was closing, one client expressed disappointment that the services were not being continued. MO-TIFS, she said, is an "embassy between the welfare department and the working world 'jungle,'" a place where she could feel comfortable and can discuss anything with staff. She realized that we are there to help her with a variety of problems.

This client took advantage of all MO-TIFS services and emerged as a most successful client: in a job in a field in which she is interested, after completing training located for her by staff. Positive effects are also found in her relationship with her children; she is a better model for them.

This chapter concludes with a profile summary of the typical client in the MO-TIFS sample. In addition, we differentiate four separate client profiles:

- .. women who were referred to and accepted jobs MO-TIFS was able to find or develop
- .. women who accepted training opportunities MO-TIFS referred them to
- .. women who found their own employment with only minor help from MO-TIFS, and
- .. women who were unable to accept referrals, or, if they did, could not follow through nor compete in the labor market.

The Total Group Profile

A typical MO-TIFS client was between 26 and 40 years old, Caucasian (close to half the total), and unmarried(90%). She was a high school graduate(47 percent), although 17 percent had some college. However, 33 percent did not have a high school diploma. Generally, she was in good health, owned her own car(over two-thirds), had earned more than the minimum wage in her previous job, and was available for full time work. Also, the typical woman considered school her child care arrangement for older children, but relied on a baby sitter or friend for her pre-school children. She believed she had no obstacles to employment. She had remained on her previous job from four to 12 months and had been out of the labor force from 6 months to two years. Previous employment was usually clerical, skilled or unskilled, or general assembly work(only three women in the group had technical work experience).

Profile of Women Who Accepted MO-TIFS Job Referrals

The profile of the MO-TIFS job referral client showed that, typically,

she had completed high school, owned her own car, was in good health and had child care arrangements. She was separated or divorced(although three were currently married). Thus, in this respect, she is similar to the total group profile.

Generally, she had been a clerical worker in the past(10 of the 24 women), but some had been employed in food service, cashiering and unskilled assembly. Although only two women had prior experience in unskilled assembly, MO-TIFS found this type of employment was available and referred nine women to these often lower status, lower-paying jobs.

Profile of Women Referred to Training

The smaller Training Opportunity Group included 10 women who were unprepared to accept referrals to jobs but did accept training positions such as CETA funded positions. They were generally similar to the previous group in age, education, marital status, health and the availability of child care arrangements. Major distinctions centered around ethnicity (more were Anglo Caucasian), transportation, shorter time lapse since previous employment(less than one year), and availability for full time employment.

In her prior job, 8 out of 10 had been clerical workers but they accepted referral for training slots leading to a technical/professional position, thus upgrading their employment.

Profile of the Self-Referral

This typical woman reflected similarities to the total group. The principal difference among these 18 women was their demonstrated impetus and ability to search the job market unaided. It was anticipated that

the typical woman in this group would also exhibit additional positive characteristics or preconditions distinguishing her from women typifying other groups. We found that she differed in her better educational preparation. Also, one hundred percent were seeking full-time employment. Referrals MO-TIFS made were closely aligned with her previous job experience in the clerical field.

Profile of Women Who Did Not Keep Appointments

Profile of the no-referral client, the largest group in the project (N = 41), was typified by her inability to accept job referrals, failure to appear for an interview appointment after referral, or, if she did, rejection by the employer. Many of these women were found to have numerous personal problems and low self-esteem. Distinctions which emerged among variables indicated prominent differences in only three areas,

- .. she is more likely to have less formal education
- .. she is less likely to have use of a car, and
- .. she has been unemployed longer than was typical for the entire sample.

The lowered self-esteem and inability to follow through on referrals typifying this woman often was not observed until we had worked with her for some weeks.

Tabular data supporting these profiles may be found in Appendix E.

CHAPTER 3

Job Finding and Job Development

In this chapter the project's approach to business and industry in the target area and analysis of our job finding and job development experience is presented. Initial steps in surveying the potential employment market and decisions to screen out employers with little likelihood of providing opportunities for our client group have been described in the report of Phase 1. In Phase 2 we built on this knowledge and structure. In addition, this chapter covers experience in developing intermittent jobs with four specialized types of employers:

- .. Jobbers(overload agent placement)
- .. Home assembly work
- .. University and government job opportunity
- .. In-service and training jobs(specifically CETA funded jobs)

During phase 2 of the project, from July 1974 through April 1975, the Job Development Consultant contacted 466 carefully selected companies in the San Fernando Valley. Two out of three of these companies(309, or 66.3%) showed a willingness to consider hiring the MO-TIFS women. However, in many instances they would not tailor work requirements to the clients' needs although there was some variation in their adaptability. Moreover, of the 309 willing employers, 114 had no immediate vacancies suitable for our clients, but anticipated some later on. We dealt, than, with a roster of 195 willing employers who had vacancies.

In a period of increasing unemployment we considered it encouraging that two-thirds of contacted employers were willing to spend time with the consultant to consider part-time and intermittent work scheduling in their companies. Our experience in talking with these employers is divided into three periods and in each period we found an increasingly large proportion who were willing to consider the concept and increasingly large numbers who had vacancies.

Employers contacted in three Time Periods		Proportion of those contacted who were willing	Number who had vacancies
A	July-Oct. '74(4 months) prior to our relocation into target area	28.4	31
B	Nov.-Jan. '75(3 months) (pre-Christmas flourish and New Year decline)	33.5	62
C	Feb.-April '75(3 months)	59.3	<u>102</u>
Total			195

In period A, the predominant willing employer was the "medium to large" manufacturer(half of the total). The "small to medium" companies, offering service rather than a product, represented 22 percent. Sales companies were 6 percent and no financial, educational and government employers. Miscellaneous employers made up the balance.

In period B, the "medium to large" manufacturers and the "small to medium" both represented 25 percent of the total willing employers. Sales now surpassed these with 30 percent of the total of willing companies. Financial, educational and government jumped to 16 percent.

In period C, the small to medium manufacturer now led the larger manufacturer, 30 percent to 20 percent. This was a sharp drop for

larger companies that represented half of all 'willing' employers in period A. Sales companies represented 28 percent and financial, education and government employers, 18 percent, only minor changes from period B in these groups.

Meaning of these Trends

These statistical trends reflect the slow down in the economy and our response to this situation as it affected employers willing to consider MO-TIFS clients. Originally, the large manufacturer was considered the most likely employer to tailor his work to accommodate the MO-TIFS woman. Now, on the one hand, he was hit by curtailments in production needs; but, on the other, by abundant qualified applicants. MO-TIFS placements in this employer category fell to zero, and eliminated our single greatest area for potential job development. This was a significant blow to achieving project objectives for it was this large "entry-level" employer who provides the greatest flexibility to tailor the work and the working hour. In period B and C, sales work and the smaller employer were more predominant in our contacts. But this type of business is more limited in flexibility of working hours. This employer is more reluctant, we found, to make changes as it represents a greater risk to his business. Furthermore, part-time jobs "dried up," except as the infrequent supplement to the full schedule, and even these few were most often on a "single job" basis.

Among companies that actually hired MO-TIFS clients similar trends were found. The larger manufacturer, the major employer in period A, fell to zero placements in periods B and C. The percentages

for the other categories of employers based on placements, not willingness alone, varied slightly among sales, service and financial/educational/government groups.

TABLE 3-1
 Contacting Employers and Willingness to
 Work with MO-TIFS Clients. Selected Trends
 During Three Time Periods: 1974-75

Employer Attribute	1974 July thru October	1974-75 November thru January	1975 February thru April	Totals
1 Total Companies Contacted Re Interest in MO-TIFS	109	185	172	466
2 Not Willing	51	57	49	157
3 Willing Later	27	66	21	114
4 Willing, Can Hire Now	31	62	102	195
5 Total Jobs Available	157	221	225	603
6 Jobs Per Company Willing	5.0	3.6	2.2	3.0

Note, that as the larger company no longer found it was feasible to consider MO-TIFS women nor to tailor jobs to their needs, the job developer was not able to be as efficient. For each company willing, the yield of jobs declined over the three time periods(line 6 of Table 3-1). It should also be noted that although 603 jobs were found or developed that this total becomes a misleading figure. Often the

promised job 'evaporated' before the MO-TIFS clients could apply. The employer could select a person from an abundance of waiting applicants. This is discussed fully below.

Job Development for Women in MO-TIFS

Job development was initiated from a general rather than a known or specific area of work requirements. After selective screening and research, the employer was approached with a general plan to establish jobs tailored for the working hours of the project women. Jobs may have been clerical, inventory, manufacturing or machinist work. Mutual betterment of the employer's work situation and the women's restricted ability to work a regular shift while providing proper care for her children was the predominant idea. The employer had not necessarily made known that he had job vacancies, and a particular woman's skills were not individually "sold" to the employer. Generally the employer's needs were uppermost at the time of the contact, and these were narrowed down to the most likely which might be met by the women living near that employer. We then attempted to match employer needs more closely with the resources of the MO-TIFS pool of women.

As the skills and abilities of the women were more clearly defined, their limitations of education, background and parenting responsibility became apparent. Employer contacts were developed more selectively, avoiding unproductive investment of time and effort. For example, considerable time and contact development went to establish rapport with banking systems in the Valley. It was believed that the flexible hours concept generally accepted by these banks, coincided

with easily scheduled hours for the women. Banks responded affirmatively. Plans were formulated for current and future needs of well scattered bank branches throughout the Valley.

It rapidly became evident that few of the MO-TIFS clients could meet the entry requirements of the banks. Some were not bondable; some could not participate in the training required by one employer (a savings and loan association) with a centralized training curriculum located in its Los Angeles training facility. Gradually, and reluctantly, banking and teller work was eliminated from the list of jobs to be developed. It proved futile to fill positions from our client pool. Only two women were found for successful placement: one had previous teller experience, one had high figure aptitude, and was placed as a trainee. Other opportunities which were developed had to be left unfilled.

Similar experience prevailed with several other types of work in which we were developing jobs initially. These included: key-punch operators and trainees, PBX and answering service operators, nurse-aides, 10 key operators, electronic assemblers, etc. As more specific information was identified about skills and limitations of the women, the companies and types of work were pared down, bit by bit, to those within the capability of the project. Also, as we learned about specialized needs of the client group we altered our approach to employers. We found, for example, that more women said they could accept full time employment and, moreover, as the recession deepened, we found it was increasingly difficult to find less than full time jobs. In other words, the job development effort was highly responsive to changing resources

of women's skills, with the result that the job development effort itself became narrower and more difficult. The limited skills of the women curtailed employment which could be profitably used or explored for the set-up of flexible working schedules. As the available skills decreased and job-finding was limited to lower skill levels, so the hourly pay was lower and less attractive to the women.

Employers Reluctance to Test Flexible Schedules

Although generally the concepts of flexible scheduling work arrangements, a shortened work week like the 5-hour day(5-25), the four-day week(4-40), back-to-back(5-20), and intermittent employment-- have been widely discussed, experiments have been few. Employers gave many reasons for their reluctance to change from the regular 5-40 work schedule, to one compatible with our MO-TIFS women. The predominant and underlying factor was the age-old "resistance to change." As long as things were progressing reasonably well, and production was keeping adequate pace with orders and service, employers preferred not to "rock the boat."

Status quo arguments included:

- . too much effort was needed to change
- . upsetting the other employees and supervisors
- . will stir up the Unions
- . budgeting and salary implications are too difficult
- . confusion will occur in company's data processing division

Several other arguments against flexible work scheduling also have to be countered if such new work patterns are to be encouraged. Indeed, they have substantial merit among certain employers. They are presented

in the order of frequency which we heard them.

Flexible scheduling prevents best use of plant facility: Argument 1

Facilities would not be used to the fullest extent unless the arrangement is "back-to-back": two four-hour, five- or six-hour shifts. This was not a practical arrangement for MO-TIFS clients who found early morning or late afternoon work required more difficult and costly child care. Using plant and assembly line facilities for only five or six hours each day was an unaffordable luxury for most employers, and one which increased the cost of administration unreasonably.

More supervision required: Argument 2

More supervision is required for the shorter work day because more employees mean more control, training, and complexity of staffing. If hours are not routine, varying the work schedule disrupts control or enforcement of the work effort. With varying start and stop times, lunch or "break" times change also. Allied with these additional requirements is that of additional time-keeping and payroll work required for a flexible schedule. While this may not mean a substantial increase of work after the new set-up is operating, the initial changes in re-programming and implementing are onerous.

Fringe benefit restructuring: Argument 3

Decisions as to whether part-time employees should receive a pro-rated portion of fringe benefits such as vacation with pay, sick leave, medical benefits, bonuses pose serious problems for both the new employee and the senior worker. This can cause serious disruption of work, grievance hearings and general discontent, by what might be considered unfair practices. Or in some instances, the consideration of changes in fringe benefits might open the way for other changes in benefits, which had been successfully postponed and the time not opportune for re-consideration.

Pay practices: Argument 4

Often pay schedules for less than full time, vary due to the usually accepted theory that such work is special, requires extra arrangements, is less than regular time or carries reduced benefits. Equalizing the inequities to assure full justice to both the part-time and the full-time worker, is time-consuming, difficult and often distasteful to employers. It is another serious reason for delaying or negating the tailoring of full-time to part-time work schedules.

Reaction of regular eight-hour employees: Argument 5

Numerous employers feared the reaction of regular eight-hour employees to introducing a shorter work day or varied hours for newly hired employees, especially if this was permitted on a regular basis. In addition to the employees' wish for a shorter work week (and its anticipation in the coming years), many married women with working husbands are eager to shorten their working hours. Employers fear that hiring new employees on the choice flexible hours basis would show favoritism and would cause considerable dissension. The validity of this argument was experienced when several full-time employees of a company approached our consultant to solicit her assistance in reducing their work week as a part of our project!

On the other hand, at least half, if not more, of the MO-TIFS clients desired to work full time. The tendency to accept and use the established working hours without modification, seemed logical and reasonable for most employers, even though they had at first been willing to consider flexible arrangements. This tendency was strengthened when employers found an abundance of qualified applicants outside our project, who were anxious to accept whatever hours the employer might offer.

Worsening Economy: Effect on Job Development

In the early months of 1975 the worsening economy affected many aspects of the MO-TIFS projects.

- .. Jobs were significantly scarcer both full time and intermittent.
- .. Employers were less willing to develop special working arrangements for project women.
- .. Employers were no longer willing to hold jobs they did have or had advertised to allow time for the MO-TIFS women to be referred and to go for interviews.

This was a logical outcome of the circumstances, for as jobs became fewer and applicants more abundant, employers were more and more reluctant to structure the work to fit the project conditions. And, as fewer jobs were "tailored," employers made fewer firm commitments to delay filling positions (in order to cooperate with project efforts), and they employed one of the many highly qualified and recently experienced applicants at the hiring window. A relationship

became obvious: the less willing the employer is to develop jobs for MO-TIFS, the less willing is he to hold a vacancy for a MO-TIFS clients.

This relationship was strengthened by the rising number of applicants available and anxious to work.

Evidences of this change of employer attitude were more frequent in February, March and April. Where an employer assured us at first contact (regarding a previously expressed vacancy), that he would be tolerant of, and willing to interview and consider our MO-TIFS client, often his willingness evaporated by the time the woman was contacted by the MO-TIFS staff and could arrange to go for interview. Sometimes it reached the stage where an employer would withdraw or even deny a commitment when we re-contacted him to advise of specific names of applicants who would be coming for interviews. Often the employment requirements or the experience demanded of the applicant were changed without notification or explanation. Obviously this had a very demoralizing effect on the applicants, discouraging them and lessening their confidence in the project.

Examples:

The Magic Seal Company is a fairly small manufacturing plant which assembles small electronic components. They needed two assemblers, and would take inexperienced women, would train them and pay slightly over the minimum wage. Mr. L., the hiring officer, agreed willingly at 9 A.M. on a Monday morning to work with our project and to interview candidates that afternoon. We called back by noon of the same day, to give names of the women who would go for interviews, and Mr. L. stated that he decided not to wait, had filled the positions, but was too busy to advise us of this change.

The Valley Service Bureau had two part-time vacancies which might increase to full-time as work developed. This was general office work, record review and light typing. No experience was required, but willingness, accuracy and reliability were prime considerations. The hiring official assured us of his willingness to use our women and asked us to send several. Later in the same telephone conversation, he stated that he didn't think he would wait until the next day, if other qualified applicants appeared for interviews. He was frank, and as a result, MO-TIFS was saved the time and effort of locating and hurriedly referring women only to learn later that the positions were filled.

This kind of employer attitude was encountered a few times in the earlier phase of the project. As the economic situation worsened, it became more frequent and more flagrant. Where it was possible to ascertain the employer's underlying unwillingness to wait a reasonable time to fill the jobs, in order to cooperate with MO-TIFS, the job opportunities would not normally be listed among our job orders. In the final weeks of the project, this characteristic was almost anticipated, since qualified candidates were so readily available and employers could hardly be expected to delay filling jobs in their own departments, awaiting what would almost certainly be lesser qualified applicants.

Refining the Job Finding Process to fit MO-TIFS Clients

The lack of marketable skill, low experience or readiness of the women who volunteered for the MO-TIFS project, influenced and limited the development of jobs, and finding jobs, particularly in a tight labor market. The project found that most of the jobs advertised in the leading Valley newspaper were pegged much higher, in skill and experience, than most MO-TIFS women could match. This evidence from a Sunday classified section during the winter is reported below.

	Category Total Number	Total Actual Jobs
Work categories considered suitable	115	592
Those with <u>High promise</u> for MO-TIFS clients to meet ad- vertised requirements (assembly, general, light; inventory work; general office/receptionist)	3	6
..... <u>Moderate promise</u> (clerical, skilled; drivers; library work; manufacturing, experienced; power machine sewing; answering service; receptionist; independent sales; teachers; typists)	10	58
..... <u>Low promise</u> (jobs with <u>Low promise</u> included aides, orderlies; tellers, book- keepers; cooks; demonstrators; machine workers; plastics workers and telephone sales workers)	34	170
..... <u>No promise</u> (including jobs with specialized skill requirements: design checker, draftsperson, door-to-door selling, escrow worker, inspector, managers, nurses, LVNs)	68	358

Assuming that the ads were representative of the labor market at that time, they indicated that only 11.3% of the types of work initially selected were practical for exploration or job development. (This was 10.8% of the total jobs if frequency of jobs was considered.) At least 70% of the employers were further screened out because of the amount of experience required, or because of location or hours. Many of these employers had been previously explored or were known to be infeasible.

In discussing an employment vacancy with the Job Development Consultant, often an employer would ask, "But do you really have the women who could meet these(minimal) requirements, who would be reliable and consistent in her work habits?" After exploration by the MO-TIFS staff to locate applicants who would meet requirements, our answer all too often was negative. We had numerous instances when 15 to 30 contacts were made by the staff to refer women to a single employer with only three or four who actually responded for the job interview.

In summary, availability of skills, experience, flexibility of hours, and readiness to answer a job call immediately severely limited the feasibility of placing clients into the tight job market in late 1974 and early 1975.

This judgment of 'promise' of a job for one of the AFDC women represents a joint consensus of the job developer, the coordinator, and the counselors. It was always important that communication between the two staff efforts be complete and frequent, so that the changing job market resource and the capacities of the women be well matched and explored to the fullest. The communication link is indicated in the MO-TIFS Operating System Chart following page 2-9.

There was not room to house the job development consultant at the MO-TIFS office, nor was it practical or possible that she be present during interviewing and counseling of all women. Frequent phone calls supplemented the face-to-face meetings and seemed to meet the need. However, as counseling began more and more to disclose the kinds of problems to be resolved among some of the clients, the consultant was at times disadvantaged in not having direct experience with

clients to give her a quick impression of the potential placeability of the women. An optimistic approach by the job development consultant, in some cases, tended to paint the prospects of the borderline job with a hopeful, rosy glow, more so than for the counselors. If an employer described a position for a receptionist as "requiring some typing," the consultant might de-emphasize the typing need, when it was felt that an enthusiastic personality and a willingness to practice typing in "off" time would correct the deficit. However, the counselors might not have available an enthusiastic enterprising 'self starter' ready for such a job. This was more apparent as counselors worked with less capable B and C Category women. (See classification scheme on page 2-17.) Knowing the women's skills and ambitions (or lack of) more intimately, counselors might evaluate this job order as very dubious.

Other differences emerged in point of view between the consultant and the counseling staff.

1. Wages. To the job developer consultant, minimum wage was the normal rate for entry level work, to be expected by MO-TIFS applicants. More important was how quickly the rate could be increased after being on the job, and the opportunity for gaining current experience. This perspective is justified when considering AFDC mothers like Karen Kosti (see page 2-18) but there were few like her. However, for the clients, wages were critical. Seen by counselors (who listened to the problems of clients) it might not seem practical for a woman even to apply for a job which paid only minimum wages, further reduced by part-time hours and offset by costs of child care, transportation, working clothes,

lunches, etc. Furthermore, the clients knew that some jobs were temporary, part-time or intermittent. So, much effort would go into an employment prospect with little pay-off value and little intrinsic reward (since the jobs often were routine and did not further a woman's career preference).

At one point we decided to reject jobs at the minimum wage. This was later reversed as limiting too drastically the opportunities for the placement of the women not able to compete in more skilled categories.

2. Hours. Hours feasible for employment was also viewed differently at different times by the developer and the counselors. Jobs with early or late hours were at first not considered by the job developer (for example 6:00 A.M. to 11:00 A.M. or 8:00 P.M. to 2:00 A.M. etc.). Later, the availability of some women at unusual hours became evident, and this possibility was included, as was the opportunity to work full time.

If a project in self-support is to function well, with the levels of AFDC clients available in this demonstration, some assumptions must be clearly understood.

1. When working with volunteer mothers who have been out of the labor market for one to ten or more years, we must assume that skills will be rusty or non-existent. They will not be able to compete with other women. If referred to low-paying, entry-level jobs, they will fail to be hired or will be discharged in short order.

2. Many MO-TIFS women must be assumed to require a flexible support system which can respond to emergency problems (transportation broke down, child care arrangement vulnerable, etc.) by deve-

loping or providing resources; offering support(both morale building and material) to arouse and sustain enthusiasm; acting as mobilizer; firm confrontative agent(when unrealistic excuses are made); and interpreter/clarifier(when confusing, contradictory cues are apparent).

3. Most, if not all, women in our sample were volunteers. If a voluntary program is replicated, we must assume they want to work. We found this to be true.

4. All women found being in the welfare system intolerable and discouraging; all wanted out. However, often what MO-TIFS could offer was not a workable alternative given the specifics of job market; barriers; self-esteem. This is particularly true when one has to search for positions in an open labor market with high unemployment levels. We must assume a normal labor market.

The Low-skill, Discouraged Client

The very high rate of fall-out of some clients suggested that a reassessment might be made of women assumed to want employment. That is, we found some women who seemed willing to accept referrals(despite minimum wage, unusual hours, long distance from home, in some instances), but then they phone to tell us they could not make it, or simply did not appear for the interview. An example is found in the Data Service Company case example(see Appendix C). Here a client was interviewed and hired but presumably was over-anxious and did not return the next morning. Many were discouraged, required more consultation and needed additional support or assistance to spur them on to the interviews. Those

referred numerous times without success, we reluctantly decided we were unable to compete. Our 'job ready' list was reduced through careful re-evaluation to 25 available women. This was further reduced by April. To handle this group we used a somewhat different approach. First, newspaper ads were carefully screened and all potential jobs were studied. Before an employer was contacted, these potential jobs were discussed with Counselors, jobs were narrowed down to match skills of women who might be interested and reachable that day. Then employers were contacted, and specific work was carefully defined. Again some jobs were ruled out, the most likely ones were pursued, and contacts were attempted to refer the women. This approach was used four different times, with fair results. The following results typify these four trials.

First screening

Jobs marked for study 62

Ruled out because:

no qualified client 27

poor location 3

Second screening (upon contacting employer)

job found to be inappropriate 8

cannot reach employer 2

job filled 6

Result: jobs with potential for available clients 16

From these 16 openings, MO-TIFS made two successful placements. This approach illustrates the flexibility and persistence of efforts

needed to develop suitable work for some MO-TIFS women.

Evaluation of Four Intermittent Work Arrangements

Phase Two of the MO-TIFS project was to demonstrate feasibility of finding employment and placing women who were receiving AFDC welfare assistance in four specialized types of flexible hour arrangement.

- .. Jobbers
- .. Home assembly
- .. University and Government employment
- .. CETA and other training opportunities

Jobber or 'Overload' Agent Placement

Early in the project we had discussions with what was considered an excellent temporary or 'overload' agent who had a variety of work opportunities and provided training as well. Internal management shifts resulted in withdrawing the training offer and thereby eliminating many of our clients who were inexperienced.

Four other 'jobbers' were located and their needs and interests were explored. They offered a wide variety of openings: unskilled assembly line work, office work, industrial, medical and nursing.

However, we found that clients resisted the uncertainty and indefiniteness of the jobber work demands and the obstacle of the interview and extra level of paper-work needed to 'land a job.' Location and hours, and the very temporary nature of the placement also interfered. We also think that the impersonal attitude of the placement agencies was also a serious detriment. No women were successfully placed.

Assessment: Women with low self-esteem or no recent experience in the business world probably will have difficulty in responding to immediate jobber demands for speed and accuracy, hours of work, and brevity of such jobs.

Home Assembly Work

This type of flexible work arrangement requires that some segment of assembly operations be identified and isolated for 'piece' work to be done away from the main company plant. This is a familiar alternative for home-bound, vocational rehabilitation clients. It has a long history originating in cottage industries. For MO-TIFS clients it had numerous advantages:

- .. hours could be adjusted to match the individual woman's needs,
- .. child care problems could be reduced drastically or eliminated entirely,
- .. transportation problems disappeared,
- .. a woman was enabled to take the first step toward entering the economy and becoming self-supporting and experienced in a trade.

Early in Phase 2 of the project we identified an electronics plant that would implement this plan. The company had a considerable backlog of orders, yet due to crowded facilities could not expand its working force. The Vice President in charge of operations responded to our job development inquiry with the suggestion that we attempt a special experiment whereby both the women and the company could benefit. After some investigation and discussion, a special section of the work line was identified to be removable from the plant premises and readily taught to unskilled applicants. MO-TIFS women were also identified as compatible

in this type of arrangement. No opposition or problem was foreseen. Unexpectedly, as necessary arrangements were to be finalized, the Vice President with whom we were planning received a significant promotion. His successor, appointed some time later, was new in the company, required a great deal of orientation and was reluctant to attempt this new, and innovative experiment. Sudden decline of industry in the area permitted the company more plant space thus removing one source of motivation for the company to continue planning with MO-TIFS.

At the request of the company we had not contacted other firms to advance this type of work arrangement. Now, other companies were sought to attempt the plan, but the declining economy cancelled out employers' inclination to explore further. Several were intrigued by the possibility. The timing now was simply not ripe for such an experiment.

Assessment: There is no question but that employment in the home is an avenue of work which has advantages for the woman with small children, and the unskilled woman striving to gain experience, and to become self-sufficient. A demonstration of this kind of transition from welfare to regular work is very much to be desired, especially when the labor market is again in a position to really need the production of this untapped resource. There are disadvantages to be aware of:

- .. although she earns, the woman who works in her home does not gain the kind of industry experience equalling experience in plant or office work,
- .. she misses experience gained from working with others, growing poise from responding to the stimulus of the work environment,
- .. the industry would need to supervise closely to assure quality until it gained experience with this mode of work.

University and Government Employers

Universities and government offices often have overload situations which coincided with hours MO-TIFS women were available. These two resources often have special funding for special short-term or intermittent projects.

University: One university found difficulty in locating employees for some operations. Food service work in the cafeterias and snack bars appeared most likely for MO-TIFS clients. Lists were screened and candidates were checked for suitability and availability. Several were interviewed and referred, but this avenue was evaluated as not meeting with much response or enthusiasm with the women registered. The underlying reason for its failure to generate candidates appeared to be the transportation problem. This might be readily overcome in a future attempt to use this arrangement, but in this situation, the geographic problem of using women from the San Fernando Valley for part-time employment in the metropolitan center of Los Angeles was a barrier. This might be solved in another situation with a larger pool of clients(ours was never much larger than 121) or with shorter travel distances and time.

Assessment: Good possibility if the area of the women's residence is reasonably close to a college or university campus, or if good public transportation is available.

Government employment seemed to offer varied and numerous opportunities for MO-TIFS clients. The San Fernando Valley provided sites for several levels of government employment: Federal, County and City. The single most disconcerting factor to our clients was the application examination.

This proved to be a major psychological barrier for these women seeking re-employment after an absence from regular work disciplines. We later provided help, practice and re-assurance with this in one of our workshops for MO-TIFS clients.

Both Los Angeles County and Federal Departments which were contacted were sympathetic and receptive to the employment of MO-TIFS women. Neither could make concessions to the conditions of their employment.

The Federal agency most likely to employ MO-TIFS women was the Veterans Administration's general hospital in the Valley. Officials there suggested several categories of work: clerical, nurse aides, food service workers and housekeeper aides. These might be either part- or full-time, would be processed through Civil Service channels, and would pay considerably higher than the minimum wage. The drawback for MO-TIFS clients was the exam, which though simple, was required. No placement was successful.

A second Federal employer was the U.S. Census Bureau Valley branch which was recruiting for a special study. Our contact person was most encouraging, and needed 25 to 50 employees for temporary, flexible-hour work. Twelve candidates were referred, several were later contacted for interview and for a written examination. None passed sufficiently well to be hired.

The Los Angeles County government devised a procedure at the suggestion of MO-TIFS job development consultant to inform our Staff each day of current openings. The County's "Counselor of the Day" provided detailed information about openings which might have potential for our clients. There was almost continuous need for laborers, medical, and clerical

applicants; typist, steno and transcriber work carried minimum speed requirements. It was not until February that one applicant successfully passed the employment hurdles and was hired in the Dept. of Public Social Service Valley office for general clerical work.

Assessment: Many levels and types of government work appear to be excellent opportunities for women on welfare to gain entry into employment. Tests and the sheer magnitude of the government operations in this metropolitan area is extremely disconcerting to the entry-level applicant. MO-TIFS staff, becoming aware of this serious barrier, designed and conducted a special group workshop for the women, using prior examination papers and several types of application form as teaching materials. This assisted them, although much depth in such an orientation and preparation is obviously required to bridge the gap successfully. Flexible hour work with government operations is a good possibility for AFDC clients, but one which requires considerable planning for proper implementation. It should be given positive consideration in the future.

Training Opportunities: CETA Funded Jobs

Many MO-TIFS women were reluctant to accept referrals to "any" job we found, but wanted a job with a career ladder or a training program leading to a more substantial position with security. This would give them a chance to be self-sustaining. MO-TIFS Staff supported their search for such a new direction in their life.

When CETA funded positions were available, with built-in training, these opportunities sounded ideal. Several funded resources were used:

- .. Los Angeles City Training Program
- .. California State University(Northridge)
- .. Northridge Hospital
- .. Manpower Training

Contacting, explaining and screening clients took enormous amounts of time. Fifty were screened for the Los Angeles City program alone. We reached 30 to orient them and most filed: we also escorted two groups in a station wagon. Most took the examination; few passed; one was placed.

We concluded that these women could not compete with the great numbers of experienced, energetic, buoyant applicants who were only recently unemployed now flooding the applicant queues.

Assessment: This type of program, which provides training of the candidate preparatory to appointment, is a most promising one. For maximum effectiveness with our type of client, a group meeting or workshop was the most successful way of orienting to overcome psychological obstacles which are so major to their adjustment. This type of training placement program should be expanded in future programs to bring welfare mothers into the labor market.

Summary

To summarize MO-TIFS experience in opening up part-time, temporary full-time and various intermittent work arrangement and also experience in placing clients offers many difficulties.

In Phase One, we dealt with one arrangement only: the five-hour day. We screened clients as rigorously as possible. At times we had cooperation from referral sources like WIN and DPSS. In Phase Two, we experimented with many different combinations, in a deteriorating labor market with spiralling unemployment in the Valley and without cooperation from referral sources.

The following generalizations stand out.

1. Clearly understood objectives in the helping process are required.

For most women in our sample, the counselor and job placement specialist must tailor a special fit of readiness and job demand if the placement is to "take" and to be sustained. Clear objectives for the client and the helping person should be stated openly. The rehabilitation model of helping is appropriate so that barriers can be recognized, and dealt with. A mass program in which the client is expected to be her own 'broker' and 'advocate' will not work for most.

2. Part-time versus full-time work.

When one sees the broader picture of the welfare women who can and are willing to take full-time employment, and for whom the part-time, minimum entry-level wage can barely pay the cost of child care, not to mention transportation, the part-time opportunity is not worth the effort.

3. Merit of part-time jobs.

Part-time jobs will maintain the woman in contact with the world of business and industry; will stimulate her interests to maintain or improve skills or decide upon a career direction if she has none.

The part-time permanent jobs were certainly not impossible to establish, given a reasonable degree of

skill and experienced resources to match it. The banks and financial companies which seemed to be the initial hope of this effort, still could be a prime provider of work for welfare mothers. But before such an objective would be feasible, two conditions must be met.

- . the AFDC mothers pool must include skill training,
- . an adequate social-support system must be available to provide outreach and emergency resource as the women launch on their new directions.

4. Temporary versus permanent work for welfare mothers.

The woman on welfare may shun the temporary in favor of the permanent because of delays and difficulties she will encounter in updating records and re-establishing eligibility at the D.P.S.S. office. She stands to lose materially by temporary removal from the rolls, or by the jungle of paper work she must respond to in reducing, or later increasing her grant. For this reason more than any other, many prefer no work than work for a short period.

While welfare departments WIN, or Employment departments are still loaded with a myriad of requirements, and provide fragmented service delivery systems, many welfare mothers would be ill-advised to work in intermittent employment.

This should be a most carefully considered part of any future plan for large scale employment programs for welfare persons. Arrangements to simplify and shorten delays in the eligibility process would go far toward increasing the response of individuals.

If they can establish full-time employment, even though less than full-time, it would be useful for policy to encourage this.

5. Flexible hour arrangements in a normal period.

With a more hopeful outlook for recovery in business, and industry, labor and workers may again increase interest in the shorter day or week as a regular feature of American employment scene. Flexible hours, too, will become more negotiable. It is this outlook that points to a fuller verification of factors and responses demonstrated during this project, DURING NORMAL ECONOMIC PERIODS. There is much that should be verified, but much could scarcely be demonstrated given the past year's labor and economic conditions. These might be planned and pursued most profitably as business declines are offset in the coming year. The findings which this project yielded and defined are only indicators of premises to be more fully proven or disproven in greater depth when business and industry are in a more normal

posture, 'hungrier' for the part-time worker and facing a more stable, less crisis-prone economic period.

CHAPTER 4

Flexible, Part-time and Intermittent Work Arrangements: Employers Attitudes and Policies

As the demonstration was coming to a conclusion, we sampled a group of employers, to learn more about the conditions and circumstances under which they might again consider using flexible or part-time work arrangements or expanding such opportunities. First, we show the number of companies willing to hire MO-TIFS clients during the project. The analysis in Table 4-1 shows a breakdown of 53 companies by size and type of work performed during three time periods in 1974-75. Trends also showed that more companies hired only one client in each succeeding time period. Only one company had openings for more than two workers after the first period. Moreover, positions open for full-time work increased, but for part-time they decreased, in each succeeding time period.

Against this background, we sampled employer attitudes of 10 of the 53 companies questioning the top management about their attitudes toward the flexible hour approach to employment as well as to the effects of the business recession upon these employment policies. Appointments were made with executives, and an interview guide was followed to provide systematic information on his company's past experiences and his attitudes for the future use of flexible hour employment. A wide variety of companies was selected to insure coverage. For this reason not all questions were pertinent to all companies.

TABLE 4-1

Number of Companies Willing to Hire MO-TIFS
Clients by Size and Type of Work. Selected
Trends During Three Time Periods: 1974-75

	1974 July thru October	1974-75 November thru January	1975 February thru April	Totals
<u>Size</u>				
Small and Medium Business	5	7	6	18
Large Business	17	1	9	27
Non-profit	-	3	5	8
Total	22	11	20	53
<u>Type of work</u>				
Manufacturing	15	-	-	15
Sales	4	2	11	17
Service	3	6	4	13
Non-profit	-	3	5	8
Total	22	11	20	53

Experience in re-arranging full time work into part time jobs was one focus of questioning in this sub-study. All companies had used part-time employees at some time, but only six had used such arrangements on a definitely planned basis, either in cooperation with MO-TIFS, or for some reason of their own. Only two of these six were still using the arrangement. See Table 4-2.

TABLE 4-2

Experience with Planned Flexible Hours,*
Part-time Work Arrangement.

<u>Company</u>	<u>Total Employees</u>	<u>Current Part-time Employees</u>	<u>Used Planned Flexible Work</u>	<u>Still Using</u>	<u>Type Work</u>	<u>Attitude To Planned Re-arrangement</u>
A	215	1	No	No	microscopic assembly	reluctant
B	275	2	No	No	solar energy	reluctant
C	300	5	Yes	Yes	manufacturing laboratory	favor
D	450	2	Yes	No	--	±
E	1300	20	No	No	computer products	reluctant
F	1800	450	Yes	No	bank services	reluctant
G	275	1	No	No	mail order	reluctant
H	60	0	Yes	No	electronics components	favor
I	125	1	Yes	No	--	±
J	30	30	Yes	Yes	newspaper subscription	favor

*Based on sample of ten company executives, regarding attitudes to flexible/intermittent work arrangements.

All of them were "willing" to provide such arrangements in the future, given the right amount of incentives in the future. Four could foresee no real probability of this occurring, however.

In this sub-study, a criterion for selection was not that the employer offered work that was ideal for MO-TIFS clients, or that there had been a successful placement record for our clients. Several of these companies were extremely skeptical that a part-time plan could ever provide advantages and therefore did not foresee their undertaking it. Reasons to undertake such an arrangement were related to improved production and reduced operations cost. In essence, all are economic factors.

TABLE 4-3

Primary and Secondary Incentives Companies Offer in Considering Flexible Hours or Part-time Work Arrangements

<u>Primary Incentive</u>	<u>Number of Companies</u>
Higher production	6
Better skilled employees	2
Lowered costs	1
<u>Secondary Incentive</u>	
Improvement in turnover, absenteeism	2
Tax benefits	1
Lowered costs	1
Better skilled employees	1
Supervision would not be increased	1

Why Avoid Such Arrangements?

Fear that supervision would be substantially increased was the major reason for avoiding these arrangements. Increased supervision is directly related to increased costs. However, the cost factor was not given as a reason for avoiding a part time plan. Rather, several companies insisted that employees themselves did not like the arrangements. Others stated that it disrupted schedules of both part- and full-time employees and showed favoritism. Of the 6 companies which had used part-time employees in full-time work, one would not return to it(too cumbersome); one would not use it again(employees did not like the arrangement or the lowered take-home pay). Two would use it again, if it could be arranged without too much difficulty; two others simply said, "Yes, they would use it again" without qualifying.

Internal Company Factors Inducing Work Re-structuring

Here we will consider three companies most receptive to re-structuring some 8-40 positions to provide permanent part-time or intermittent employment: Companies C, H, and J. The first two had responded to MO-TIFS request to provide such part-time jobs; the third operated its entire operation on a part-time basis(telephone solicitation for a newspaper). See also Company C Laboratory Project in Appendix C.

All three indicated they were well pleased with the results of the part-time workers but their reasons differed. In Company C, production was higher than that produced by previous eight-hour employees on the same work. Also, the company had had difficulty finding employees willing to work at the fairly low wage. Company H required skilled electronic assemblers and had been unable to find them. They were pleased

earlier to take part-time women and to arrange special hours to fill eight-hour vacancies. The third company was well aware that its work was tiring and discouraging for eight hours consecutively; a partial day was more acceptable. It also eliminated the problems of fringe benefits, multiple payroll systems, favoritism, and deviations in starting, stopping and break times among employees.

The "Reluctant" Employers

Now let us consider five companies most reluctant to convert any of their eight-hour work into part-time schedules. Three of these indicated that they might work with MO-TIFS on flexible schedules, but none actually reached that point. Each is considered separately as a case example.

Company A manufactures a fine prosthesis requiring assembly under microscope with strict environmental controls. Employees are highly skilled. There are about 215 employees. The first obstacle to part-time employment was stated as scarcity of assembly line equipment (high quality microscopes) and the necessity of their being fully used to meet production demands. When more equipment became available, it was still needed full time. Then skilled assembly workers flooded the market. No need to disrupt a constant work plan by interjecting a part-time schedule into the full-time line was seen. The company is receptive to discussions and future plans for flexible work but not for the present. Present reasons for not considering re-structuring are need for full use of limited assembly line positions and labor market conditions.

Company B manufactures solar energy components. At first, special lacquers used in production prohibited any work to be withdrawn from a regular line, since lacquers deteriorated rapidly. Later, in an effort to cooperate with MO-TIFS, as well as to increase production, a small sub-assembly was stockpiled and was found to fit into the regular line. Before this could be completely arranged to the satisfaction of the company management, full-time workers became available and the plan was shelved. The company is now on full production and considering two full shifts to meet orders and contracts. It does not consider re-structuring hours feasible primarily for technical reasons and labor market.

Company E (1,300 employees) manufactures many computer related products, and has a service department with varying requirements. The company was cooperative with MO-TIFS, but did not agree to re-arrange positions to accommodate our clients. It has a high turnover, called MO-TIFS frequently, and was eager to hire MO-TIFS applicants, but on an eight-hour basis. At one time the Industrial Relations Officer hoped to gain approval for our part time work preference but this did not materialize. The reason for this reluctance was never fully disclosed to the job developer, although early unfortunate experience in placement of MO-TIFS women as machinist trainees may have been influential. (See Appendix C for case history.) Primary reason may be "resistance to change."

Company F is the largest employer of white collar workers in the Valley. It is the service center for a large banking chain and has reached the halfway mark of its planned staff. It needed to supplement current staff, who had moved in from other areas, with local residents. It agreed to set up part-time positions for our project, but we soon learned that MO-TIFS women who were interviewed, were pressured to accept full-time employment.

We concluded that the Personnel Officer with whom we were working, although anxious to show a good flow of applicants was reluctant to promote part-time work. He said that "if pushed, and the labor market was poor" he might be able to do so but interpreted this as a failure on his part. It was not possible to by-pass him at this time to more higher management to broach the subject. This experience indicates how important it is when proposing internal changes, to select carefully a secure influential top manager to discuss the matter with. Primary reason for reluctance was "resistance to change company 'policy'."

Company G (with 275 employees) is a busy mail order business. It does a high volume sales in the several months preceding Christmas but normally slows down radically thereafter. This year was different, but they could not be convinced to alter their plan of employment before the holidays, since they considered the season to be of short duration. They placed several of MO-TIFS women on a full-time, short term basis.

When orders continued during the first months of 1975 the company was unprepared and hoped to use 'overtime' to fill the gap although this policy had flaws. The manager of the order department was fairly convinced that MO-TIFS could be the solution to their needs, but was entirely unprepared to undertake planning. Should our project have continued, MO-TIFS could have assisted them in implementing a satisfactory arrangement but the manager's complete unfamiliarity with work redistribution and re-planning required more time and effort on MO-TIFS part than could be offered at the end of our demonstration period.

Primary reason for reluctance was satisfaction with traditional policy of using overtime to handle overload. Only gradual changes in labor supply and business demand began to shift this viewpoint.

The remaining two companies of the ten studied were neither distinctively opposed nor receptive to the conversion from eight-hour to part-time schedules. Vignettes are included to complete the descriptions.

Company I is a well known manufacturer of audio systems, whose products are used extensively in schools. It has a conservative management, sympathetic to employee needs, but quite rigid in its practices. Several overtures were made to management during the course of the project, but no agreements were made. When the President of the company was interviewed for this final sub-study, he showed interest in learning of our project and stated that they would be very willing to hire MO-TIFS women, providing they were reliable and hard working, and the company would provide entry level training. This indicated that earlier overtures, perhaps, had not properly reached top management level. Five women were referred for interviews late in the project; none was actually hired.

Company D has 450 employees and manufactures connectors and electrical components. It is the company which agreed to use our women for home assembly work(see page 3-19). It was a cooperative firm, but emphasis on discussions was for the special home working arrangements, not part-time or negotiated schedules within their facilities.

Primary reasons for reluctance was limited plant space and labor market conditions.

Summary

Generalizations of employer attitudes, now or in the future, concerning use of flexible hour arrangements in their plants must consider the total economic and social "surround" in which the MO-TIFS demonstration took place. This was the context of employer's experience which shaped their responses. One must consider the potential employee pool(AFDC clients) as one element in the supply-demand equation and also remember this demonstration took place in the deepest recession of several decades.

It is too simplistic and dangerous(although fashionable) to state that the project could not work because MO-TIFS drew potential employees

from a deprived welfare population some of whom had grave barriers to employment to say nothing of their lowered self-esteem. The AFDC client population is an amalgam of many separate groups; some were quite capable of employment whether part- or full-time. The MO-TIFS client sample were all volunteers eager to work their way off welfare, but some were unrealistic in their hope (note our C Category: see page 2-17). They wanted employment against insuperable odds.

Nevertheless, having stated this caveat, it is justified to attempt some conclusions of experience with almost 500 companies whom we contacted.

1. Employer wants also are sometimes unrealistic. They sought temporary, part-time permanent or full-time workers who had
 - .. completed high school
 - .. reliable work histories
 - .. basic skills
 - .. their own transportation
 - .. good health; no limiting physical handicap
 - .. minority background
 - .. would work for low level wage
 - .. willingness to make adequate progress and would not be disruptive to current work patterns.

As the recession deepened, employers were in a buyer's market and could effectively demand applicants with many of the above characteristics. But few welfare mothers can match these demands.

2. Some companies find an extremely high response to positions they advertised; and an increasing demand from walk-in applicants for positions not advertised during a tight labor market. Many companies found screening applicants was much more difficult with a flood of available applicants; some set beginning requirements even higher than before.

Thus the really low-skill entry level applicant (like MO-TIFS clients) found employment increasingly difficult. They could not successfully compete for available jobs. This condition made this second phase of the project not only more difficult, but negated many of the affirmative aspects of the original premise of the project. The fact that placements were higher and more successful than in the first year was certainly attributable to the learned experience and capabilities of the MO-TIFS staff and the inclusion of the support function provided by counselors and group workshops.

3. An effect of a worsening economy is to stop or shelve employee-oriented programs. Employers earlier had been willing to discuss training programs, rotation, child care plans or assistance with transportation. Even car pooling (in the face of gasoline shortage) was now left up to employees' initiative. Benefit plans were stable; union plans seemed to be static. All these status quo attitudes and practices had a dampening effect on potential employment under the MO-TIFS demonstration. More formal training during or after an initial work period were found less often. Employers were more concerned with meeting budget limitations and production schedules in the immediate future, not with longer range employee programs.
4. Effect of economy on employee work habits. Employees became more reliable, showed decreased turnover, absenteeism and tardiness according to several employers. Although such evidence should be subjected to research and validation, nevertheless, if true, it would create a lowered demand for new, temporary workers (like MO-TIFS clients) to fill up the ranks.
5. An overall conclusion from responses of employers (including those seen during the project as well as the ten contacted for in-depth review) is that
employers are willing to make adjustments and re-structuring arrangements when scarcity of labor and high order volume create a demanding climate for them to do so, and
 - a. the rearrangements are not too difficult;
 - b. the rearrangements are somehow offset in costs (higher production, taxes, reimbursements, or even favorable public relations which result in higher orders); and
 - c. the women themselves can be counted on to be reliable, appreciative and good workers.

The employment needs of the companies is obviously a major factor. If the needs can be met by an adequate supply of qualified applicants in the regular market, the firm will quite naturally find the adjustments to accommodate welfare women unnecessary, and postponement of the arrangements can be expected. Given lowered unemployment, prospects for the tapping of this extra labor resource will again be very favorable.

CHAPTER 5

Group Support Workshop

In this chapter we discuss the three group support workshops developed for AFDC clients who were registered at MO-TIFS. The characteristics of clients in our client pool and the classification of their need to improve potential for employment, job search skills, and employment preparation is provided.

Categories of MO-TIFS Clients

The women who attended group support workshops varied greatly in their readiness to follow up on referrals, to obtain and hold jobs. For the first workshop, the counselors selected women considered as most capable of sustaining employment or finding employment on their own. For the most part, women in this workshop had marketable skills and were eager to learn job search techniques. Their characteristics were primarily like Category A clients(see page 2-17).

The women selected for workshop two were not chosen because of their great job-readiness. Counselors contacted clients whom they thought could benefit from personal contact to explore work options and career alternatives.

The last workshop dealt with barriers to employment and was geared to women who were judged not ready for employment. Few had been able to follow through on any job referrals we had offered them. These women were handicapped by many personal obstacles. Primarily, they were Category C clients(see page 2-17).

Although the workshops were attended by women from three seemingly different categories, it would be inaccurate to differentiate each woman according to the workshop she attended. For instance, one "job-ready" woman in workshop one returned to become a regular participant of the third "Barriers" workshop and she benefited from it. Also, several women from workshop three who were viewed as less ready to begin work quickly mobilized strengths and are currently employed or are enrolled in training programs. These examples point out the difficulty of "screening" candidates for appropriate workshops. They also indicate the changes and improvements clients make in the workshops and the importance of flexible, responsive leadership in workshops.

Nevertheless, to classify MO-TIFS clients according to their observed characteristics and personal needs, they were initially considered as a single sample. The co-counselors reviewed their impressions of all participants who were awaiting placement and classed them to reflect similar characteristic needs for improvement. Five classes emerged, each representing a dominant need for improvement in skills critical to successful employment, as follows:

- Need for:
1. Job sustaining skills
 2. Job search skills
 3. Job or career exploration skills
 4. Pre-employment preparation (overcoming barriers)
 5. Coping with emotional obstacles to employment.

The categories, however, must be viewed as a continuum, on which the women were arrayed from those most likely, to those least likely to get and hold employment. Also, the class boundaries are not rigid, and it would be possible for a client to be classified in more than one

category and to move between categories. Thus, the continuum was likened to a "Chutes and Ladders" game in which the women experienced both successes and setbacks. We focused primarily on tasks 2 and 3 during workshop one; workshop two was on Barriers; workshop three on emotional obstacles.

It was not feasible to provide a group workshop for job sustaining tasks(Need #1). Women with these needs

- .. Had secured employment through MO-TIFS or by their own means.
- .. Had presumably adequate arrangements for child care and transportation and were in good health.

Nevertheless, work problems did emerge and MO-TIFS staff were called on to intervene to help the women sustain employment. Two examples will indicate the type of intervention provided.

Example 1

An employee on a job with five other MO-TIFS clients called the counselor to say that she and another MO-TIFS woman were being ostracized by the remaining four(they felt they were being ignored during breaks and lunch). The MO-TIFS paraprofessional asked permission of the supervisor to visit the six women during their lunchbreak. In an informal meeting the women were able to air their feelings and uncover misunderstandings. A follow-up by the paraprofessional indicated that her intervention had improved the relationship between co-workers and no further difficulties surfaced.

Example 2

A woman needed assistance with lunch money before she received her first paycheck. Also she had no reliable transportation to get home. The MO-TIFS office provided some financial support and the paraprofessional worker was able to find another employee who could take the MO-TIFS client home every day.

MO-TIFS did not systematically work with all employed clients, and it is difficult to outline their common concerns. Possibly they would find value from a group focusing on such common concerns as employer-worker relations, or job advancement. However, such a group

was impractical as working mothers had little time to meet outside working hours. Although a "job sustaining group" might be a component of a larger program, it was not feasible with the MO-TIFS population,

Characteristics and Needs of Workshop Participants

A description of the characteristics and needs of the four remaining classes of participant follows:

Job Search Class

Participant characteristics: these women are primarily Category A clients.

1. Are energetic and motivated to find a job.
2. Have an adequate level of self-confidence.
3. Are generally satisfied with their skills level; are not seeking further training.
4. Have identified skills that are marketable.
5. Know how child care and transportation will be handled after employment is secured.

Needs:

1. To know how to use their own resources to locate jobs. Such training consists in reviewing their own contacts, discussing how to use want ads, agencies or employment offices. These women can be taught to use the same techniques that the job counselors use in locating jobs.
2. To be informed of actual job openings or job leads as counselors learn of them.
3. To learn or to practice the steps involved in getting a job once an opening has been identified. This includes:
 - . contacting the employer,
 - . writing a resume,
 - . filling out applications,
 - . conducting an interview, and
 - . follow up after the interview.
4. To be encouraged and supported in their efforts to find employment. The involvement of the counselors and group can help the women remain persistent in what was often a discouraging process.

Career Direction and Exploration Class

Participant characteristics: these women are primarily Category B clients.

1. Have adequate self-confidence, although they may be insecure about their ability to succeed in a training program or in a career.
2. Are energetic and communicative, with good verbal skills.
3. Have not set life goals and tend to deal with each day as it comes rather than following a plan of direction. They lack self-knowledge; they have not considered what personal attributes can be used in work.
4. Do not have marketable skills or cannot identify which skills they want to develop for a job.
5. Lack of information about jobs (i.e., level of education required for entry, specific job duties, salaries, attributes of job).
6. Have moderate obstacles that hinder employability: health problems of their own or their children, lack of child care plan, or no high school diploma. (The Job Search group may also have this difficulty, but it does not interfere with the plan to find employment.)
7. May have difficulty making decisions.

Needs:

1. To explore their interests, values, personalities, and potential skills as these relate to work.
2. To learn more about job requirements; begin to state their own work preferences.
3. To learn about training programs to develop or upgrade skills.
4. To discover the value of work in their lives; begin to determine their priorities.
5. To establish personal goals and to outline realistic steps to achieve goals.
6. To share experiences and insecurities with others to develop self-confidence with regard to work.
7. To gain support and the motivation to deal effectively with personal obstacles.

There is some overlap in the kinds of women who make up the Job Search and the Career Direction and Exploration group. It was possible

to combine the needs and learning tasks of both these groups into a single workshop.

Pre-employment Preparation Class

Participant characteristics:

1. Lack of basic skills or basic education.
2. Uncommunicative and unable to express their thoughts clearly.
3. Lack of interpersonal skills. Inability to listen and respond to other group members. Eye contact is limited.
4. Lack of independence or self-sufficiency.
5. Generally unassertive. Would rather put up with an uncomfortable situation than risk making a change.
6. Discouraged or defeated attitude.
7. Usually lack means of transportation and child care.
8. Fear of gaining employment; often mistaken for poor motivation.

Needs:

1. To examine personal attributes as they relate to life outlook and employment.
2. To develop interpersonal and listening skills.
3. To gain self-confidence and the ability to express ideas.
4. To complete basic education in order to achieve adequate level of communication skills.
5. To take responsibility for her own life.
6. To get referrals to services that can help her overcome problems she faces.
7. To receive feedback and encouragement from the group as they practice interpersonal and planning skills.

Emotionally Disabled

Participant characteristics:

1. Personal problems immobilize these women.

2. Physical problems or nervous mannerisms.
3. Absorbed in self and lack objectivity.
4. Extremely depressed. May be evidenced through morose attitude or overeating.
5. Inability to assert themselves when appropriate. May be taken advantage of or viewed as "doormats."
6. Poor personal relationships.

Needs:

Referral to appropriate psychological services. It was not possible for a self-support unit such as MO-TIFS staff to deal with these needs.

Effect of the Workshop Groups

Because the participants differed in job-readiness in each class, the co-counselors looked for different signs of improvement (other than job attainment) from each level of participant. The following is an assessment of the progress made by women of each category as a result of their participation.

Job Search

The greatest benefit these women derived was ability to follow job leads. One woman was able to become employed because of financial support from MO-TIFS (purchase of her nursing uniform and shoes). These women were able to realize their own strengths as a result of being in contact with women who were less resourceful. Their ability to help other workshop participants increased their own sense of motivation.

Four women from the workshops were classified in this category. Three were placed in jobs by MO-TIFS and one is still looking for permanent work although she has accepted part-time employment through MO-TIFS.

Career Direction and Choice

This class of participant was more likely to act on job suggestions after the workshop was completed, than before. They responded to the support of a caring group by improved attitudes towards the MO-TIFS staff. They were more motivated to seek work and more enthusiastic about job leads. Because the focus of the workshops was not career exploration, it is not possible to determine what effect such an approach would have had on this group.

Nine participants were classed as needing to establish direction for themselves. Of the nine, two were placed on assembly jobs by MO-TIFS, and one found her own job. These women viewed the jobs as a means of support rather than seeing a future in this work. One entered a dental assistant training program after exploring her interests. The other five women are still seeking jobs.

Pre-employment Preparation

Of the six women classified in this need group, two are still looking for work. Three are inactive(not currently searching), one of whom is pregnant and another dependent upon other people for transportation. The sixth woman found a temporary job on her own.

Marked improvements were noticed in the interpersonal skills of two women. Both, very shy at first, became more willing to participate in discussions as the group progressed. Eye contact improved and some nervous mannerisms disappeared. These two women also made improvements in their physical appearance(one had her teeth fixed). One woman became aware of her basic education needs. (This group had the highest rate of absence, which makes it difficult to work with personal problems.

On the other hand, one woman from this group attended two entire workshops, indicating the value she found in them.)

Emotionally Disturbed

Three women were classed in this group; they are outside of the scope of career counseling. They were able to "unload" their troubles in the group, but they have numerous problems to be handled.

General Benefits of the Group Experience for Welfare Mothers

1. Counselors and participants shared actual job leads through the group.
2. Welfare mothers could provide mutual support. ("It's happened to me, too" or "I know what you mean.")
3. Welfare mothers could give and receive feedback on areas for improvement(i.e., poor appearance, negative attitude). Often participants were able to counteract each other's negative attitudes by relating positive experiences of their own. The counselors encouraged and rewarded positive attitudes.
4. Participants could see appropriate attitudes and actions modeled by counselors and other participants. For instance, during role played interviews, they were able to observe good interviewing techniques and could discuss poor ones.

Problems Involved in Running Workshops

1. Absences are inevitable and are the greatest threat to workshop success. It is difficult to establish a sense of cohesion or continuity when absences are frequent. Because welfare mothers have many restraints on their mobility(children, ill health, lack of

reliable transportation, lack of money), it is common for them to show up sporadically. It is important to invite more women for a workshop than would be comfortable to handle. For example, 10 invitees might become a group of 6 participants.

The women must see concrete benefit from participation. It was probable that attendance at the first workshop was more consistent than at the second two workshops because: (a) the women were highly motivated and focused, and (b) counselors emphasized the importance of coming to the workshop to learn about actual job openings.

We believed that the women may be less willing to come to the workshop to learn about job search techniques or to resolve personal problems, although these are obstacles to employment. They may see less tangible reward in these activities.

2. Some welfare mothers lack the interpersonal skills required in the workshop process. Some tended to be absorbed in their own thoughts regardless of what topic was being discussed and did not listen to each other.

Recommendations for Future Groups of Welfare Mothers

1. Spontaneity is essential. Although it is valuable to have a structured plan, each group will express different needs.

Therefore, activities should be prepared in advance to meet a great variety of needs. Group members can then select from several alternative activities.

2. Include a variety of women at different levels of maturity and job

readiness. This assortment prevents the focus on one problem of one level of participant. However, the participants were more likely then to help each other. In such a heterogeneous group, the counselors can draw solutions from women who have found answer to some problems. In the MO-TIFS workshops we found that more able participants like to offer suggestions and the less able participants benefitted from exposure to these problem-solvers.

3. The group leaders must be perceived as supportive , knowledgable and authentic by the participants. The MO-TIFS paraprofessional counselor is black, had been on welfare herself, and this added credibility to the suggestions she made.

CHAPTER 6

Impact of the Project on the Clients

An evaluation should help the decision-maker to answer, among other things, the question, "What difference did the program make?" Was the difference, if any, the expected one, and were there unanticipated consequences? The decision-maker wants to know the "bottom line." This bottom line is the economic and social effect of the program on client lives and careers, in addition to its macro effect on the welfare system. From a pilot project like MO-TIFS, answers can help decision-makers to know better how to modify the program if it should be tried on a larger scale. This chapter addresses such questions as these.

From what has been written in earlier chapters, it must now be very clear that a time of recession is not a time when private industry will be innovative and will consider structuring its work force to the particular needs of a population like AFDC mothers unless there are obvious benefits to be realized. It will also be clear that this population has numerous barriers to accepting and sustaining employment. The employer will prefer the mobile, better qualified applicant; in the recession there were many such applicants competing with less qualified welfare mothers.

It must also be clear that most of the population with whom MO-TIFS worked were prepared only for low-skill, entry-level jobs. Few were like Ms. Karen Kost; more clients were like Ms. Conrad and Mrs. Gough (see pages 2-18 to 2-20). Yet few could afford, without additional hardship, to take jobs paying minimum wages or less than \$2.25 per hour; many set \$2.50 as the hourly rate at which they benefitted from work.

Even at the \$2.50 rate, part-time or intermittent employment will not provide enough steady income to permit these women to leave the welfare rolls, except, perhaps, for short periods. Reducing the number of dependent families on the welfare rolls is not a realistic objective even with permanent employment on the part-time or 5-hour basis. Such an objective might be feasible if built-in on-the-job training could help such trainees to earn at a better(semi-skilled or skilled) hourly rate.

Part-time or 5-hour per day employment provided on a permanent basis could have desirable outcomes. First, the mother again would be in the labor force and we found many who wanted this. Second, there would be a reduction in the amount welfare contributed towards the family's support. Third, the family would realize a net gain in total income.

Intermittent jobs, however, introduced uncertainty and turbulence into the clients' welfare grant rebudgeting process and created, for many, intolerable social hardships and a negligible economic advantage. The case against intermittent jobs is a strong case.

Moreover, many women who succeeded in obtaining a job through MO-TIFS required carefully structured and consistent help(see Chapter 2 - The Placement Experience, page 2-21 and chapter 5).

Within this context of experience let us now see what follow-up interviews with 25 MO-TIFS clients can add to our understanding of this project's worth.

Follow-up Interviews

We were able to interview 25 of the 35 women MO-TIFS (a) had refer-

red to jobs found or developed by the project or (b) had referred to training opportunities. There were 17 interviewees in group (a) and 8 in group (b). The interviews were conducted by telephone: at Time 1 -- 30-40 days after referral and at Time 2 -- 60-70 days after referral if the first interview showed that the client was still employed. All clients had telephones but one who was seen in person. Interviews usually were in the evening or on weekends and were not necessarily conducted at ideal times. Six other clients were not found in the follow-up phase but their earning and income data are shown in Table 6-1.

After we identified the purpose of our phone call, we asked the respondent whether timing was convenient or whether she preferred us to call back. In almost all instances the client was willing to complete the interview without call back. The interviews took 15 to 30 minutes.

Findings from these interviews are distinguished from the numerous telephone calls made by MO-TIFS counseling staff to monitor the immediate result of a referral. Such telephone calls were often made the same day or evening of the referral to a job. Such close observing was needed to determine whether additional women should be referred or whether the job order had been closed or the requirements altered. Also, staff often called the women within a few days of hiring to learn whether further help was needed to sustain the placement. These calls were made selectively whenever the staff judged they were needed. Results of these contacts are not reported here.

In the follow-up interviews, clients were asked a range of questions about satisfaction with their jobs, the nature of their work, working conditions, pre-employment preparations, pay and other benefits. See Interview Schedule in Appendix D.

Clients Referred to Jobs developed or Found by the Project

Group (a) includes results from 17 women of the 25 who were referred to and employed in MO-TIFS jobs.

- .. five were still employed in the same job at Time 2
- .. three were laid off
- .. five had quit
- .. four reported they had not been hired by the employer to whom they were referred, but had not made any further effort to work.

Five Employed Women

Case 1

Mrs. Kosti was a Category A client. Aspects of her story are discussed on page 2-18. In addition to that information, Mrs. K told us at follow-up that she liked her job, its conditions, and wants to keep it permanently. She is well treated on the job. She had experienced no trouble with child care or transportation. In particular, she is pleased with her monthly salary: \$519. She pays \$162.00 child care.

Her non-exempt income* averaged \$11.11 in the past four months and subsequently she was off welfare completely. She said that part-time work did not interest her as it would not enable her to get off welfare aid. She was, however, most excited with the employment referral MO-TIFS made and the staff's consistent follow-up service.

Case 2

Mrs. Marshall has continued to work. She is Black, 32, separated, with four children, aged 11, 9, 8 and 4 years. She has a high school diploma and has "always worked." She managed her child care and transportation arrangements with no trouble. She was particularly interested in the part-time and intermittent approach to work when she learned about it because it would permit her to work when the children were in school. The job has not really allowed this. Unlike Case 1, she is not satisfied with her job--assembly line gift packaging. Working conditions are not good, she feels; the job is not steady and lay offs will occur in the summer. She earns \$2.10 hourly and \$3.15 overtime which is much in demand now. From her earnings she pays \$50.00 monthly to her baby sitter (\$25.00 each two weeks). Her non-exempt income* averaged \$114.48 during the past three months. She was grateful to project service which she believed did everything in its power to help her get on her feet.

* Non exempt income is that portion not subject to incentives; it is deducted from the client's welfare grant, representing a net saving

Case 3

Mrs. Thorman is Black, 43, separated, with two children ages 9 and 8 at home and a third not on budget out of the home. She has a grade 10 education and has worked less consistently than many others in our pool. She has difficulty getting to and from work by bus, which requires one hour each way. She works in the university cafeteria and earns \$561 a month. She likes the idea of part-time work inasmuch as it allows her to be home in the afternoon shortly after the children arrive from school and she needs the additional income which is "worth the effort." Her non-exempt income averaged for the last four months was \$188.

Case 4

Mrs. Bevan is Anglo, 29, separated, with a 10-year old child. She has a high school diploma, but a scanty work history. She experienced no problems with transportation. She now works full time with the public welfare department only 6 minutes from her home, earning \$600 a month. She had her "own child care arrangement." In this permanent job, she is now completely self-supporting receiving no welfare supplement. She was highly satisfied with MO-TIFS help in finding employment and counseling her on several occasions.

Case 5

Mrs. Fleet, Anglo, 29, separated, has a 6-year old child. She has a grade 12 education. Her son has just started school and a friend sits with him for \$85.00 per month (\$20.00 a week) when she is gone. Transportation was a problem for Mrs. F who had no car and she required a job near home. She was pleased with the MO-TIFS referral to a nearby newspaper job as a telephone solicitor at \$2.10 per hour. She could withstand the discouragement of this job and does not consider it permanent work which she wants. Rather, it is a "fill-in." Her goal is to become a drug abuse counselor. She felt she did not need MO-TIFS counseling. Her non-exempt income averaged \$86.00 for the past three months and, subsequently, her aid terminated although data from DPSS was not provided to confirm this.

Three Layoffs

These three clients were Anglo, ages 27, 33 and 45, all had school-age children. They had relatively less difficulty with child care than clients with pre-school children; they had no problem with transportation.

All were referred to temporary, intermittent, semi-skilled jobs: a switchboard operator; a grocery clerk; an inventory worker. All three,

although, again unemployed, liked the MO-TIFS approach to part-time work and would apply for a second referral as it fitted in with their desires to be home soon after their children arrived.

Five Voluntary Quits

All these women quit before their first follow-up interview. Four quit because of reality problems: hours, travel distance versus low pay; conflict with supervisor and cost of child care. One quit because she was overwhelmed by emotional problems.

Case 1

Mrs. Cannon took a low-skill stockroom job initially, to be a full-time, 5 days a week position. She preferred part-time work and MO-TIFS sounded attractive for that reason. At the end of her first week, the employer required that she work 10 hours daily plus Saturday. With responsibility of care of her two children after school and her own education in the balance, these new demands conflicted with her plans. After three weeks she quit. She considered it would benefit her to find part-time work again while she was improving herself in school and was entitled to her welfare check.

Case 2

Mrs. Weston was referred to the newspaper telephone solicitation job (see Mrs. Fleet above). She hoped, thereby, to earn extra for herself and children. For her, it was a long distance to travel and the pay (\$2.10 per hour) was not high. Later when she found out how much was deducted from her welfare check, she considered the incentive too low and quit. DPSS data indicated no budget change.

Case 3

Mrs. Olive took an intermittent job with an inventory company as she was in urgent need of extra money. The hours were extremely difficult and after 3 weeks she quit because she could not get along with the supervisor. She was pleased with the help MO-TIFS provided and wanted further help from the project to find a better job. DPSS data indicated no budget change.

Case 4

Mrs. Muncy quit a part-time clerk job in a drugstore owing to the difficulty of finding child care in the summer. Initially, her planning for a sitter when school was out seemed durable, but

later she found its cost was too great and the benefit of working was lost. DPSS data indicated no budget change.

Case 5

Mrs. Dennis, 36, divorced, with one child age 6, was employed full-time in a clerical capacity in a local hospital. She explained that she quit because her personal, emotional problems overwhelmed her and she could no longer cope with the job demands. DPSS data showed no budget change.

Four Hired, who did not report to work.

Case 1 and 2

Two women did not take the jobs they were referred to. Mrs. T. became critically ill and underwent surgery shortly after her successful job interview. She was still interested in working. Mrs. S. felt that it would cost as much for child care and transportation as she would earn remaining on AFDC. Mrs. S. did say that the MO-TIFS project offered encouragement and interested her in work and she hoped that she would be able to work sometime in the future.

Case 3

Mrs. V. did not accept the position for which she was successfully interviewed as her chronically-ill husband died. Subsequently, she started business collene.

Case 4

Mrs. A. also decided to return to school and enrolled for college level courses. She felt that the MO-TIFS project was an integral part of that decision to continue her education.

Clients Referred to Training Opportunities

This group includes all who were referred to training opportunities. There were ten, and eight were found for follow-up interviews. Multiple problems, inadequate education, unreliable transportation or child care plans often had created barriers for them in taking employment MO-TIFS referred them to. If the training job fitted their career directions and expectations, Mo-TIFS expended resources to assist the woman to apply for one of

these opportunities. Often the women had trouble persisting against difficulties in follow-through. Also clients as well as staff members commented on the fragmentation of training programs. The prime contractor usually provides very little service support for women who cannot assert themselves and do not know how to compete in an educational or training setting. The demands may be overwhelming. One client stated that the training program for which she enrolled condensed what had been a 12-week curriculum into 6 weeks for public service version. Expectations for content mastery were very high. This client could not study intensively, keep up with the required work, maintain her home and parenting responsibilities. She dropped out.

In summary, although the training route often improves the earning capacity of the trainee and permits her a better level of employment, demands of the actual job may still create impossible circumstances. For some of these women MO-TIFS provided necessary services at each step towards self-support.

Case 1

Mrs. Braden, 51, married, husband unemployed, one child age 10. She had attended trade school in England and was a seamstress, but her skills were now obsolete. She was willing to take any part-time work, preferably between 9 a.m. and 3 p.m. and was referred to several openings but was not hired.

One problem was fear when confronted with employee applications and test demands. For one referral as food-service worker at a school district we encouraged her to inquire at the Testing Department about the test she would have to take in two weeks. She did so, reported that she got a rude reception, and was told that she couldn't expect them to tell her what was on the test because then she would know the answers. She was very upset. Our staff member agreed to call and got the same response initially. After asking to talk with someone else in the office, we learned that copies of the test were indeed available at the School District local office, five miles from Mrs. B.'s home. Mrs. B went to the office on the bus to review the test. Later she said the test questions seemed unrelated to a food service job; it contained vocabulary words, spelling, and mathematical problems. Mrs. B later took the test at the Los Angeles central office. She failed.

We subsequently referred her to a non-traditional CETA funded position. MO-TIFS obtained the application form and Mrs. B completed it at our office and subsequently filed it. Other applicants were notified of the outcome, but Mrs. B was not. Some intensive inquiry disclosed that her application was screened but they considered her age a barrier, discarded the application, but did not notify her as this was too costly.

At close of the project she was not employed. She confided to our counselor that as time went on and she went for more interviews she became less and less confident. She said that sometimes she would walk around the block several times trying to get up enough courage to go in, but that sometimes she would get on the bus again and go home without an interview.

Case 2

Mrs. Kline, 35, a Black woman, divorced, with three children ages 12, 10 and 8. She completed on-the-job training for a nurse's aide job. She liked the training and the job very much and felt that MO-TIFS had started her on a new direction. After training, however, she could not accept an evening shift (3 p.m. to 11 p.m.) as she was unable to obtain child care. She was terminated when faced with this impossible demand.

Case 3

Mrs. Dorn, Anglo, a 26 year old divorcee, with one three years old child. She has a high school diploma. She had found it difficult to get employment through MO-TIFS because she did not have a car and could not get public transportation to our referrals. However, when we referred her to the dental assistant training program she was able to work out child care and transportation for the scheduled training hours. She was still in the training course at the close of MO-TIFS project. She seemed encouraged and hopeful of employment.

Case 4

Mrs. Whalen is Anglo, 40 years old, a college graduate, divorced, with one pre-school age child. She was referred to accounting and programming training. The course will be 10 months. She considers MO-TIFS helped her find this career and is delighted with it.

The unpredictable demands for transportation and child care on job referrals MO-TIFS made had always spelled failure. Now her child care arrangements are working out well. She is able to plan for the scheduled training hours when she is absent from home.

TABLE 6-1

Selected MO-TIFS Case Experience: Average Earnings, Exempt and Non-Exempt Income
Data provided by D.P.S.S.

Case Name	Average Monthly Earnings	Months Worked	Exempt Income			Non-Exempt Income (Welfare grant reduction)
			Payroll Deduction	Child Care	Transportation	
Ms. Kostj	\$403.75	6	\$ 52.59	\$148.00	\$ 39.32	-0- Off welfare
Ms. Marshall	359.06	3	24.78	85.00	11.48	\$114.00
Ms. Thorman	561.00	5	105.50	40.00	8.68	188.00
Ms. Bevan	No information	as client	is	off welfare		
Ms. Fleet	No information	as client	is	off welfare		
A.M. b	285.25	1	29.74	60.00	38.40	40.00
E.S. b	51.50	1	13.54		4.80	13.54
J.M. b	307.53	4	23.03	87.50	61.20	182.75
L.P. b	317.94	4	22.56	123.33	27.72	200.82
R.R. b	378.60	3	41.96		15.90	180.00
V.M. b	398.80	3	53.53	100.00	35.28	65.33
(Clients Who Quit Jobs)						
Ms. Dennis	119.10	1	21.76	25.00	3.00	137.81
Also Ms. Cannon, Ms. Weston, Ms. Olive, Ms. Muncy: Quit No information; no budget change						

(Table 6-1 Continued)

Case Name	Earnings	Months Worked	Exempt Income ^a			Non-Exempt Income
			Payroll Deduction	Child Care	Transportation	
(Clients Who Found Own Jobs)						
A.M.	\$300.00	2	\$ 63.88	\$132.00	\$ 7.92	\$206.60
B.H.	455.51	4	55.63	25.00	65.40	148.90
(Clients Referred to Training Programs)						
M.F.	398.00	1	34.47	16.00		191.87

Other training referees: No information from DPSS, as they are just entering jobs

^aThe \$30 and one-third formula exempts additional earned income.

^bClients were not found for follow-up interviews, but DPSS had reports on earnings, exempt and non-exempt income, for prior months.

Table 6-1 displays earnings data for clients who had reportable income during the project life. Clients were told that when employed it was their responsibility to report earnings and deductions to their eligibility workers.

Mr. Will Stewart, Department of Public Social Services, designed a Consent Form which MO-TIFS clients signed to permit the Department to furnish us with these data, including exempt and non-exempt income. MO-TIFS staff informed clients about the purpose of the form, and they were not pressured to sign. One or two clients preferred not to sign.

Although the data are scattered and show wide variation for the twelve women who are working, they reflect an average monthly income of \$351.41. This average excludes five women who quit and two employed women for whom DPSS had no data. The grant reduction (non-exempt income) averages \$139.25.

These will be increasingly important signs of success for women who can maintain their jobs and over the months will result in significant accumulated welfare savings. However, the reader should note that many of these women were employed full-time even though on temporary assignments. As skills and earnings increase some of these women may eventually be self-supporting. However, for others part-time and intermittent work has less likelihood of leading to a self-support goal. It may not even lead to a self-sufficiency goal if the woman becomes discouraged with the vagaries of the labor market and the unpredictability of her total income from earnings and welfare. A part-time permanent position would avoid the latter negative result for many women like those we saw in the MO-TIFS project.

APPENDIX A

PRELIMINARY ASSESSMENT OF REGISTRANTS

MO-TIFS

NAME: _____
 First Middle Last

ADDRESS: _____
 Street City Zip Phone

DATE OF BIRTH:
 Day Mo. Yr.

HOURS AVAILABLE: _____

CHILD CARE ARRANGEMENTS:
 Day Care Center _____
 Babysitter _____
 Family _____
 Other _____

CHILDREN IN SCHOOL:
 How many? _____
 Hours? _____

Others in Household: _____

U.S. CITIZEN: Yes ___ No ___ HEALTH: Good ___ Fair ___ Poor ___

CAR: Yes No NEAR BUS: Yes ___ No ___ OTHER TRANSPORTATION: _____

AGES OF CHILDREN

OBSTACLES TO EMPLOYMENT: REMARKS:

Transportation _____

Child Care _____

Health _____

Lack of Skills _____

WORK EXPERIENCE:

	From-To	Salary	Company, Supervisor, Phone	Type of Work/ Specific Duty
Present or last position:				
Next to last position:				
Third to last position:				

WORK PREFERENCES:

Financial (Banks) _____	Manufacturing (Assembly) _____
General Office (typing) _____	Outdoor (Physical) _____
Information/Reception _____	Sales _____
Key Punch _____	Secretarial _____
Lab or Medical _____	Statistical or Acctng. _____
Other (Specify) _____	

INTERESTED IN CAREER? _____

EDUCATION: High School 1 2 3 4 Degree _____ College - 1 2 3 4 Degree _____
Other _____

MACHINES/SKILLS:

Typewriter _____	Addressograph _____	Cash Register _____
Adding Machine _____	Bookkeeping (A/P, A/R) _____	Sewing Machine _____
Mimeo _____	Key Punch _____	Other _____
Ditto _____	Xerox _____	

SPECIAL SKILLS: _____

SPEAKING ABILITY: _____

GENERAL APPEARANCE: _____

INTERVIEWER'S IMPRESSION OF PSYCHOLOGICAL READINESS: (includes such factors as motivation, intelligence, attitude toward welfare, maturity, stability) _____

REACTION TO MO-TIFS JOB OFFER: _____

ACTION (Use reverse if necessary): _____

CONTACT IN CASE OF EMERGENCY: _____
Name _____ Telephone _____
Address _____

WELFARE EXPERIENCE:
Current Monthly _____ How long on Welfare this time _____ (months)
First time on Welfare _____ (year)

Signed Consent Form: Yes ___ No ___

INTERVIEWER _____



MO-TIFS

APPENDIX B

FLEXIBLE EMPLOYMENT FOR WOMEN

Giving women a chance to be gainfully employed - - - that's the objective of this project of the Regional Research Institute in Social Welfare and the Manpower Administration!

It is a demonstration to learn - - -

- how well women on welfare respond to the opportunity to re-enter the labor market under a variety of arrangements for their working schedule, and
- how employers can best utilize flexible or intermittent employment to meet their production requirements and the demands of today's economic conditions.

THE HALLMARK IS FLEXIBLE WORK ARRANGEMENTS!

Business and industry have experimented fairly extensively with flexible employment schedules in the past several years, and these experiments give promise of high success - - - but there is need to provide a greater variety of work opportunities and to demonstrate responsiveness to current economic trends. Several types of placements have been outlined for the project, but as the demonstration develops, numerous others might also be added.

The Manpower Administration of the Department of Labor is keenly concerned with developing the highly potential labor resource of welfare mothers, for it points to advantages for both the employer and the mother:

- The employer gains assistance in staffing for fluctuating work (or for other than full-time work), with a lower than normal cost, tax benefits, opportunities for assistance in training and expanded production without comparable increase in facilities . . . and perhaps most significantly, the consistently higher rate of work output which the shorter day invariably produces.
- The woman gains through added confidence, experience and additional income, as well as the opportunity for improved employment possibilities. She can enter the competitive employment market without committing her entire day (or entire week) to being away from her children.

Geographically the project is not limited. It is planned to be centered in the San Fernando Valley, but will extend to other areas of metropolitan Los Angeles as developments dictate.

THE REGIONAL RESEARCH INSTITUTE IN SOCIAL WELFARE OPERATES
AS A PART OF THE UNIVERSITY OF SOUTHERN CALIFORNIA

MO-TIFS

is designed to assist BOTH

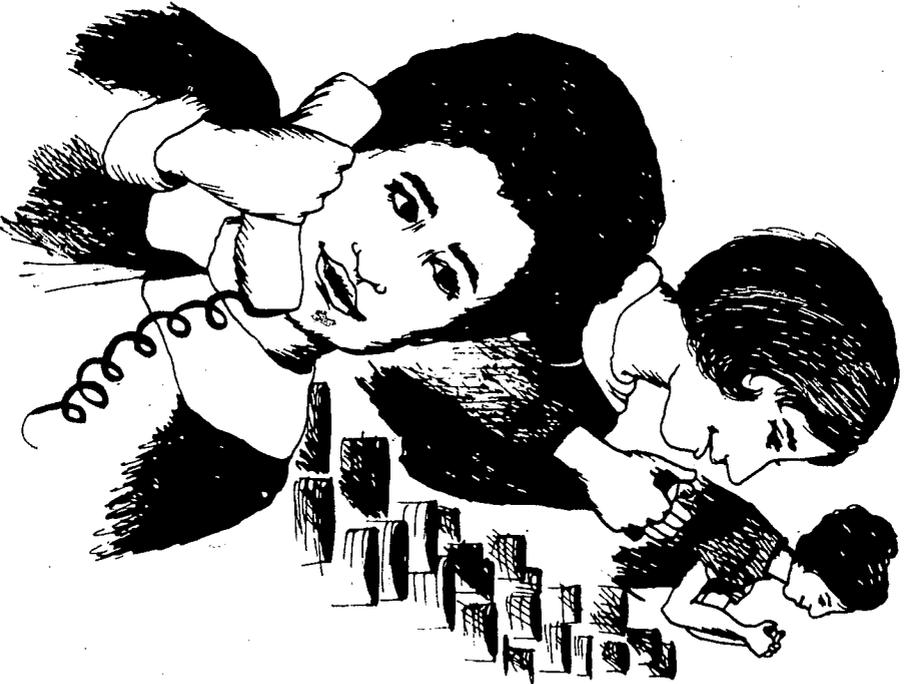
... today's employer

... the welfare mother

The Regional Research Institute in Social Welfare is located in central Los Angeles and a phone call to the project center will arrange an appointment with a project representative with whom the employer's individual needs and the potential advantages can be discussed.

A welfare mother wishing to become gainfully employed, but unable to take regular full-time work, can reach the project by a collect call, or she may go to her own DPSS office for information. She will not lose her welfare entitlement by participation in the program.

The Regional Research Institute in Social Welfare
University of Southern California



MO-TIFS

Flexible Employment for Women

Regional Research Institute in Social Welfare

University of Southern California

Los Angeles, California 90007

APPENDIX C

Machinist Project for Data-Computer Service Company E

A job order during the summer prior to our move to Van Nuys indicated difficulties encountered by interested clients in even reaching an employment site in addition to the self-doubts some clients experience in the job interview. Experience such as this indicated that MO-TIFS could prevent some "no shows" and transportation problems from occurring if we were located close to the target area.

In mid-August, a job order was received from Data-Computer Company E (see pages 3-28) in Van Nuys for four women machinists as full-time trainees. The salary for this training job, good: \$2.80 an hour and would be raised to \$3.25 upon completion of the training course, providing that satisfactory work was being accomplished.

That same day and the next, staff screened 12 clients, eight of whom were interested in a machinist job and would consider training. Plant appointments were made to orient them to job requirements and to assess their capability and interest. Of the eight, four arrived and were hired. The manager stated he would call us if others were needed. The manager encouraged our para-professional counselor to be present at the plant during the interviews. She reported:

When I walked in, I could tell that one of our ladies was a little nervous; I went over to talk with her. She seemed to relax a little but soon began to get nervous all over again. I asked her why, and she said, "I know I will not get the job because the other women are much younger." I tried to reassure her.

After the group interview, each applicant was called in individually. This was again a bad time for her. My reassurance did not seem to help. When she came out of the manager's office she was very happy, thanked me for staying with her, and said this was her first job in 20 years. However, she didn't report for work the next day. When I tried to call her to determine why, her phone had been disconnected.

Of the four "no shows" whom we followed up:

- ..one called to state that her car broke down while she was on her way.
- ..one who lived in POCOIMA walked all the way to Van Nuys because she didn't have money to pay for gasoline for someone to bring her. She could not find the plant and had to walk back home.

..two others were to have rides with one of the women who reached the plant but somehow there was a mix-up and they got left behind.

The outcome for the four "hires" was not encouraging for this company. One, as seen above, failed to show on the first day; the other three were unreliable in appearing for work and unpredictable on the job. The manager was unhappy with the placements and may have influenced other officials that special arrangements were not practical with this type of employee. This was never confirmed, but full-time positions were still available to MO-TIFS even after this experience. Internal working arrangements were sympathetic toward employees; but, in the final analysis, overburdened operating supervisors were judged to be "too over-pressured to make changes" to restructuring the work situation.

This example represents an employer reluctant to re-structure work arrangements. See also page 4-7.

Laboratory Job Order, Company C

Early in Phase 2 of the MO-TIFS Demonstration, we received a job order from a pharmaceutical company located in the East Valley requesting six women for assembly line packaging of a blood plasma substance. This case example illustrates a company which was able to make re-arrangements of its work force and also favored similar arrangements in the future. It also illustrates difficulty that part-time and intermittent work creates for welfare mothers. This results from the complexity of the welfare money payments system and the possibility that misinformation is passed along or misunderstanding occurs with the net effect that the mother is penalized.

The job was temporary(4 weeks) and full time(8 to 4:30). Pay was considered good for unskilled workers to train on the job(\$2.74 per hour). MO-TIFS experienced difficulty in finding suitable applicants and our screening included over 100 candidates, initially those living in the East Valley but later fanning out to screen those further away from the plant. At this time, a bus strike was in progress which made travel more difficult.

Clients gave the following reasons for their disinterest:

- .. Too far to travel(those with cars)
- .. No transportation(those normally using the bus)
- .. Health hazards(possibility of contracting hepatitis)

.. Didn't like type of work

Finally a group of six women were interviewed at the plant and were hired. Of the six, one was a "no show" the next morning and was replaced by another MO-TIFS woman. The replacement was unsatisfactory and was subsequently fired after three weeks. This screening-in process and narrowing down to suitable candidates is extremely time consuming but must be done carefully if the placement is to be sustained. A support system must be available in case emergencies occur which jeopardize the placement.

Result

The company was pleased with the employees' productivity and willing to consider the possibility of further intermittent jobs filled by MO-TIFS women. Also, this company was contacted at the termination of the demonstration and went on record as favoring use of flexible-hour work arrangements in its operations.

The employees were interviewed when the job was finished to determine their responses to the experience and the impact of temporary work on their welfare checks. They were pleased, in general, with the work situation although the possible hazard to health was a concern. They all had encountered difficulties with the Public Welfare System, however.

Difficulty with AFDC Grant: Confusion over Procedures

All five employees experienced difficulty in receiving their checks. One stated that she had been taken off welfare completely as a result of taking the intermittent job. When she had asked 'why,' her worker told her that she hadn't submitted the proper forms, including receipts for babysitting, and that she must reapply for aid (this requires some weeks to process). This caused a serious disruption in her family income because the net additional income she realized from working was far less than that which she would normally receive from her AFDC grant.

All the women said they were unclear about procedures to follow upon taking a job or had not been told about forms to complete prior to employment as typified by these quotations:

One woman said, "I tell you, those people say you are suppose to report income. Now here I am, as soon as I get the papers, I report it like they ask. I even sent the check stub. Then she tells me that I didn't send the W-R-7 form and receipts from my babysitter. Well, I don't have no receipts. I'm sure that they know if I got somebody taking care of my child while I'm working eight hours a day, that I must be paying them. Anyway, that worker didn't even send me the forms for my babysitting."

Another woman said, "My eligibility worker told me that I would have to go to the Employment Development office and file for unemployment before I could get my check again. They would have to find out if I was getting any other income. So I rushed down there, fill out all the papers and received my I.D. book and then I called the social worker to tell her that everything was taken care of and asked her if I could get my check now. She told me that it was too late and I would have to wait 'til next month."

Experiences with DPSS such as this were severely discouraging. One said, "I wouldn't have taken the job if I'd known the problems I'd have. I don't think it was worth it."

This example illustrates an employer who favored re-structuring work arrangements. See also page 4-5.

APPENDIX D

Code No _____

FOLLOW-UP INTERVIEW WITH WOMEN PLACED BY MOTIFS

Client Name _____ Phone _____

Address _____

Interview One _____ Date _____
(check) Two _____ Date _____ Time Start _____ Finish _____

INTRODUCTION: "Hello, I'm _____ from MOTIFS." Explain purpose of follow-up interview: to learn how the employee likes it; how it is working out; to be able to change it wherever it needs improving.

1. Did someone from MOTIFS talk with you about part time or temporary jobs?
____ NO _____ IN PERSON?
____ YES _____ ON PHONE?
____ OTHER? Describe _____

2. How did you feel at first about their offer?
____ ENCOURAGED
____ DISCOURAGED

3. Were you referred to a job by MOTIFS? ____ YES ____ NO (Skip to Question 34)

	Approx. Date	Firm Name
1st Referral	_____	_____
2nd Referral	_____	_____

4. What happened?

5. Were you employed? (Even if only for one day) ____ YES Date Started _____
____ NO (Skip to Question 35)

6. (If yes on 5) Are you still there? ____ YES
____ NO (Skip to Question 36, after completing 6)

(If no) What happened?
(Probe to understand event sequence. Layoff, voluntary quit, unsatisfactory work, personnel problem--What? Took another job, Don't know, etc.)

6a. Did you tell MOTIFS? ____ Yes ____ NO

7. What do you do at your job? Job Title _____
Duties _____

8. Do you like this job? (OPEN END) _____

Would you say you like _____ VERY MUCH
____ IT'S O.K.
____ NOT TOO MUCH
____ NOT AT ALL

Can you tell me more about why you feel that way?



9. What hours are you working? FROM _____ TO _____

10. Is the job working out the way you expected it to? (Probe: Sequence of events, time on that job, other job, working relationships, etc.)

11. If you had your choice, would you have preferred another job? NO _____ YES _____

What type of job?

What would you want different? _____

12. Do you think you'll continue working at this job? YES _____ NO _____

Why/Why not? _____

PART B: Now I'd like to ask a few questions about working conditions. How you are treated and things like that.

13. Have you had to miss any work since you started?

____ NO
____ YES Why?

14. How would you describe the other employees in relation to you?

____ VERY FRIENDLY
____ SOMEWHAT FRIENDLY
____ UNFRIENDLY

15. Can you tell me more about this?

16. Do the other employees know that you are a welfare recipient?

____ NO
____ YES

17. Do you feel that you are treated differently from other employees?

____ NO
____ YES In what way? _____

18. Are there other women working the same shift or the same hours as you at this company?

____ NO
____ YES

PART C: Now I'd like to ask you about any arrangements you had to make to get ready for this job.

19. Were there any special arrangements you had to make that you can think of?

20. How do you get to work? OWN TRANSPORTATION (OWN CAR)
 FRIEND, RELATIVE, CAR POOL
 PUBLIC TRANSPORTATION
 OTHER (describe) _____

21. Is it easy or difficult to get to work?
 EASY
 QUITE DIFFICULT
 VERY DIFFICULT In what way? _____

22. How long does it take you to travel to work? _____ Approx. minutes

23. What do you do with the children while you are working?

24. How are your child care arrangements working out? (OPEN END)

Would you say VERY GOOD
 HALF AND HALF
 NOT GOOD AT ALL

25. Is your job conflicting in any way with your daily housekeeping or other responsibilities? Please explain.

26. Has the job caused any difficulties for you in your home and/or social life?

27. What is your salary/wage? \$ _____/HOUR
\$ _____/WEEK
\$ _____/MONTH

28. Have you received a paycheck yet?
 NO
 YES

29. How much money will/do you net each week? (estimate) \$ _____

How much money do you pay to your babysitter?

30. How much less will your welfare check be?
\$ _____ instead of \$ _____

31. Does this company provide any fringe benefits for you?

YES
 NO

Does it give fringe benefits to its regular 8-hour employee?

YES
 NO

32. (If yes) What benefits are provided?

<input type="checkbox"/> INSURANCE	<input type="checkbox"/> RETIREMENT	<input type="checkbox"/> BONUSES
<input type="checkbox"/> HEALTH	<input type="checkbox"/> PAID VACATIONS	<input type="checkbox"/> STOCK OPTIONS
<input type="checkbox"/> MEDICAL	<input type="checkbox"/> PAID HOLIDAYS	<input type="checkbox"/> PROFIT SHARING
<input type="checkbox"/> LIFE	<input type="checkbox"/> SICK LEAVE	<input type="checkbox"/> OTHER (please specify)

33. Is it all worthwhile to have this job?
 NO
 YES Why or why not? (OPEN END)



PART D

34.

IF NO on Question 3, ask:

Did they ever phone you to say why they had not referred?

YES

NO

35. IF NO on Question 5, ask:

Why weren't you employed? _____

35a. Did you tell MOTIFS what happened?

YES _____

NO _____

What did MOTIFS do? _____

36. IF NO on Question 6, ask:

Why aren't you still at the job?

PART E: I'd like to come back to the time when you first heard about MOTIFS.

37. How interested were you in part time or temporary work when you first heard about this plan? Were you

_____ VERY INTERESTED?

_____ SOMEWHAT INTERESTED?

_____ NOT REALLY INTERESTED?

38. What did you find attractive about the plan? (May check more than one)

_____ HOURS

_____ WAGES

_____ TYPES OF JOBS

_____ OTHER (specify) _____

39. How did the people at MOTIFS help you to get started on this program? (Probe what did they do or say, what financial help, transportation, etc.)

40. What more could they have done?

Thank respondent for her time. If this is the first interview, make tentative plans to call back in one month.

APPENDIX E

EDUCATION OF CLIENT BY TYPE OF JOB REFERRAL - TABLE 1

Education (Grade Completed)	Total	Type of Referral			
		TIFS Job	Training Opportunity	Self Referral	None
8-10	12	3	-	1	8
11	20	2	2	4	12
12 (grad)	44	17	6	5	16
Some College	14	2	1	7	4 ^a
College Grad	2	-	1	-	1 ^b
Don't Know	1	-	-	1	-
TOTAL	93	24	10	18	41

^aincludes one trade school.

^bHas master's Degree

AGE OF CLIENTS BY TYPE OF JOB REFERRAL - TABLE 2

Age (Years)	Total	Type of Referral			
		TIFS Job	Training Opportunity	Self Referral	None
Less than 25	28	5	2	6	15
26-30	26	9	4	5	8
30-35	15	4	1	5	5
36-40	9	2	1	1	5
Over 40	13	3	2	1	7
Don't Know	2	1			1
TOTAL	93	24	10	18	41

ETHNICITY OF CLIENTS BY TYPE OF JOB REFERRAL - TABLE 3

Ethnic Group	Total	Type of Referral			
		TIFS Job	Training Opportunity	Self Referral	None
Afro-Black	18	7	1	2	8
Mexican-Amer.	8	0	0	2	6
Caucasian	41	9	7	6	19
Don't Know	26	8	2	8	8
TOTAL	93	24	10	18	41

CLIENT HAS OWN CAR BY TYPE OF JOB REFFERAL - TABLE 4

Own Car	Total	Type of Referral			
		TIFS Job	Training Opportunity	Self Referral	None
Yes	60	19	4	15	22
No	33	5	6	3	19
TOTAL	93	24	10	18	41

CLIENTS OWN HEALTH* ASSESSMENT BY TYPE OF JOB REFERRAL - TABLE 5

Health	Total	Type of Referral			
		TIFS Job	Training Opportunity	Self Referral	None
Good	65	20	8	12	25
Fair	13	3	1	1	8
Poor	2	0	0	0	2
No Information	13	1	1	5	6
TOTAL	93	24	10	18	41

*Clients were asked to assess their own health.

MARITAL STATUS BY TYPE OF JOB REFERRAL - TABLE 6

Marital Status	Total	Type of Referral			
		TIFS Job	Training Opportunity	Self Referral	None
Married	7	3	1	0	3
Separated	22	5	2	6	9
Divorced	34	7	6	9	12
Single	16	6	0	0	10
Widowed	1	1	-	-	-
No Information	13	2	1	3	7
TOTAL	93	24	10	18	41

CHILD CARE ARRANGEMENTS BY TYPE OF JOB REFERRAL - TABLE 7

Type of Arrangement	Total	Type of Referral			
		TIFS Job	Training Opportunity	Self Referral	None
Day Care Center	19	7	3	3	6
Babysitter	23	3	3	9	8
Friend/Relative	18	6	1	2	9
Other (School)	32	8	3	3	18
No Information	1	-	-	1	-
TOTAL	93	24	10	18	41

WORKING HOURS AVAILABLE BY TYPE OF REFERRAL - TABLE 8

Hours Available	Total	Type of Referral			
		TIFS Job	Training Opportunity	Self Referral	None
Full	67	12	9	18	28
Part time	26	12	1	-	13
TOTAL	93	24	10	18	41

PREVIOUS WORK EXPERIENCE BY TYPE OF REFERRAL - TABLE 9
(Time Elapsed Since Last Job)

Time Elapsed	Total	Type of Referral			
		TIFS Job	Training Opportunity	Self Referral	None
--6 Months	12	2	4	1	5
6-12 Months	12	1	2	7	2
1-2 Years	36	11	2	8	15
3-4 Years	4	2	-	-	2
4+ Years	15	3	-	1	11
No Information	14	5	2	1	6
TOTAL	93	24	10	18	41

^aincludes two with no experience

LENGTH OF TIME IN LAST JOB BY TYPE OF JOB REFERRAL - TABLE 10

Length of Time	Total	Type of Referral			
		TIFS Job	Training Opportunity	Self Referral	None
0-3 Months	20	5	2	5	8
4-12 Months	40	11	3	8	18
13-24 Months	10	3	2	2	3
24+ Months	11	1	1	3	6
No Information	8	4	2	-	2
No Work Experience	4	-	-	-	4
TOTAL	93	24	10	18	41

SALARY RECEIVED IN PREVIOUS JOB BY TYPE OF JOB REFERRAL - TABLE 11
 *Based on \$2.00 Minimum Wages

Salary	Total	Type of Referral			
		TIFS Job	Training Opportunity	Self Referral	None
Minimum *	24	9	3	4	8
Over Minimum	58	12	6	13	27
No Information	7	3	1	1	2
No Experience	4	-	-	-	4
TOTAL	93	24	10	18	41

OBSTACLES TO EMPLOYMENT BY TYPE OF JOB REFERRAL - TABLE 12

Obstacles	Total	Type of Referral			
		TIFS Job	Training Opportunity	Self Referral	None
Transportation	6	1	-	2	3
Child Care	11	2	-	4	5
Health	6	2	2	-	5
Skills	13	4	2	2	5
No Obstacles ^a	57	15	6	10	26
TOTAL	93	24	10	18	41

^aInterviewer did not complete.

KIND OF WORK CLIENT TOOK BY TYPE OF REFERRAL - TABLE 13

Kind of Work Client Took	Total	Type of Referral		
		TIFS Job	Training Opportunity	Self Referral
Technical	10	2	8	-
Clerical, Skilled	18	5	2	11
Clerical, Semi-skilled	2	2	-	-
Assembly, general, unskilled	9	9	-	-
Institutional work:				
Nurse Aide	2	1	-	1
Other(checker, PBX, telephone soliciting, guard)	7	5	-	2
Housework/Janitorial	1	-	-	1
Don't Know	3	-	-	3
TOTAL	52	24	10	18

CLIENT WORK EXPERIENCE BY TYPE OF REFERRAL - TABLE 14

Client Work Experience	Total	Type of Referral			
		MO-TIFS Job	Training Opportunity	Self Referral	None
Technical ^a	3	1	-	-	2
Clerical, Skilled ^b	21	3	1	9	8
Clerical, Semi-skilled ^c	20	7	7	1	5
Assembly-general ^d	19	3	1	3	12 ^d
Institutional work: Nurse Aide/Food Service	12	5	-	3	4
Cashier	6	2	1	-	3
Other: Non-skilled	6	2	-	1	3
None	6	1	-	1	4
TOTAL	93	24	10	18	41

^aHas credential, certificate.

^bTyping--45 wpm/ 10 key adding machine.

^cUnder 45 wpm.

^dIncludes two with electronic assembly experience; others, unskilled.