

# THE FAMILY INDEPENDENCE PROJECT:



## An Alternative Welfare Reform Approach

Lyndon B. Johnson School of Public Affairs  
The University of Texas at Austin

Volume IV



**LYNDON B. JOHNSON SCHOOL OF PUBLIC AFFAIRS  
POLICY RESEARCH PROJECT REPORT**

*Number 28*

**THE FAMILY INDEPENDENCE PROJECT:  
An Alternative Welfare Reform Approach**

*Volume IV of a Report by  
The Welfare Reform Policy Research Project  
Lyndon B. Johnson School of Public Affairs  
The University of Texas at Austin  
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## FOREWORD

The Lyndon B. Johnson School of Public Affairs has established interdisciplinary research on policy problems as the core of its educational program. A major part of this program is the nine-month policy research project, in the course of which two or three faculty members from different disciplines direct the research of ten to twenty graduate students of diverse backgrounds on a policy issue of concern to an agency of government. This "client orientation" brings the students face to face with administrators, legislators, and other officials active in the policy process, and demonstrates that research in a policy environment demands special talents. It also illuminates the occasional difficulties of relating research findings to the world of political realities.

Occasionally a project of broad scope will generate enough information for more than one volume. Four volumes on topics related to welfare reform and the income maintenance system have resulted from the research conducted in 1977-78 for the Texas Department of Human Resources. These topics range from an analysis of the impact of the Carter welfare reform proposals on the existing system, to an examination of historical and legislative precedents, to analyses of contemporary relevant issues. In combination, the volumes provide a comprehensive view of a complex and vital policy area.

Publication of Volume IV was funded in part by a grant from the Lyndon Baines Johnson Foundation.

It is the intention of the LBJ School both to develop men and women with the capacity to perform effectively in public service and to produce research which will enlighten and inform those already engaged in the policy process. The project which resulted in this report has helped to accomplish the former; it is our hope and expectation that the report itself will contribute to the latter.

Elsbeth Rostow  
Dean



## PREFACE

The four-volume *Welfare Reform Project Report* results from policy research conducted by the LBJ School of Public Affairs during the 1977-78 academic year. It was supported in part by the Texas Department of Human Resources (DHR) and had the twin goals of assisting the Department in meeting its future staff needs for policy analysts and providing LBJ School students the opportunity to work hand-in-hand with public and private sector officials in developing, assessing, and implementing policies and programs in the human services area. The specific task was to aid DHR in developing and testing an independence-fostering approach to the delivery of public assistance and employment services. The *Family Independence Plan* (FIP), as conceived by DHR officials, was the approach developed and refined during the course of the research activities reported on herein. FIP is a comprehensive service delivery mechanism for overcoming barriers that reduce services under existing entitlement programs. A key objective of the welfare reform project was to develop a fundable proposal for field testing, administering, and evaluating a demonstration FIP program.

The scope of income maintenance policies and programs required project participants to familiarize themselves with a number of topics in order to place "welfare reform" in perspective and to develop alternative approaches such as the FIP. The four-volume report reflects the broad scope of our work. Volumes I and II provide background information and analyses that are essential if one is to offer substantive welfare reform alternatives. Volume III contains analyses of three issues that have particular relevance for Texas. Volume IV describes in detail the FIP concept. It also contains the FIP proposal as well as the evaluation design for the demonstration project. Publication of this volume was funded by the Lyndon Baines Johnson Foundation. Additionally, a number of support documents and materials were prepared by project members in refining program concepts and guidelines for the FIP, including demographic and labor profiles of the proposed test sites. The four volumes are:

- I. "Linking the Carter Welfare Reform Package to the Income Maintenance System"
- II. "Income Maintenance Policy: An Analysis of Historical and Legislative Precedents"

- III. “Analyses of Contemporary Welfare Reform Issues: Sexual Inequities; Regionalism and Fiscal Relief; and Undocumented Aliens’ Impact on the Welfare System”
- IV. “The Family Independence Project: An Alternative Welfare Reform Approach”

Many individuals and agencies assisted in this effort. The Research team expresses its appreciation for their time, especially the DHR staff.

**Lodis Rhodes, Ph.D.**  
**Project Director**

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## OVERVIEW

The Policy Research Project on "Policy Research and Training: Implementation of the Family Independence Plan" allowed students at the Lyndon B. Johnson School of Public Affairs an opportunity to assess the implications of welfare reform at the national, state, and local levels of government. The Project's objectives were twofold:

1. To assist the Special Projects Division (now known as the Research and Development Branch) of the Texas Department of Human Resources (TDHR) in defining and refining the concepts and program components of the Family Independence Project proposal.
2. To provide student members of the Project practical experience in working with state officials to develop and implement a comprehensive public assistance delivery system.

The Family Independence Project (FIP) will test assumptions and hypotheses of national welfare proposals such as President Carter's *Program for Better Jobs and Income* (PBJI) at the proposed project site of Greater Fort Worth. The FIP's goal is "to demonstrate that families dependent on public assistance can gain self-sufficiency through an unduplicated yet coordinated approach to the delivery of financial, social, and manpower." The proposal for the Family Independence Project, developed by TDHR in conjunction with the Fort Worth Training and Manpower Consortium, the Texas Employment Commission, and the Texas Rehabilitation Commission, emphasizes increasing long-term private sector employment and achieving a more cost-effective method of delivering welfare services while maintaining and encouraging family stability. A copy of the FIP proposal is included at the end of this volume.

The following assignments comprised the Policy Research Project's assistance to TDHR:

1. tracing the development of federal programs related to public assistance;
2. analyzing key agencies involved in the delivery of public assistance in the Greater Fort Worth area;
3. critiquing drafts of the FIP proposal;

## **The Family Independence Project**

4. preparing a report on designing an effective evaluation system for the Family Assistance Project; and
5. creating a demographic and labor profile of the proposed project site.

In addition, Project members prepared research and position papers for use in developing statements made by Dr. Lodis Rhodes, Project Director, and Mr. Jerome Chapman, Commissioner of the Texas Department of Human Resources, before the United States House of Representatives Subcommittee on Welfare Reform in November 1977. Project members also completed a series of analytic studies on selected topics and issues related to welfare reform. The Project GANTT Chart summarizes the Project's tasks and phases.

In the initial months of the Project (September and October), Project task forces identified sources of data on welfare services in Texas and factors likely to affect the FIP's implementation. They also traced the evolution of public assistance in the United States, prepared the synopses included in Volume I of the Project Report, and investigated the value of research and demonstration projects in designing and implementing a reformed welfare system. Task forces then drafted position papers on: (1) the need and value of pilot projects in testing welfare initiatives; (2) the probable impact of the PBJI in Texas; (3) unanswered questions prompted by that proposal; and (4) current public assistance programs in the Fort Worth area.

Project objectives and tasks required frequent interaction between Project members and public officials. Members worked closely with the Special Projects Division in preparing position papers in support of Commissioner Chapman's testimony. Project members also contacted and interviewed personnel in a number of local, state, and federal agencies. Information obtained from these interviews and discussions was used in drafting the first set of position papers. It also aided in selecting and researching topics for the analytic studies contained in Volumes II and II of the Welfare Reform Policy Research Project Report.

In November and December, Project members refined information on socioeconomic indicators for Fort Worth, and analyzed the Humphrey-Hawkins bill. They also analyzed the functions of the important state organizations responsible for financial, social, and manpower services; the State Manpower Services Council, the Texas Education Agency, the Texas Department of Human Resources, the Texas Department of Community Affairs, and the Texas Rehabilitation Commission. The functional analyses contain brief descriptions and explanations of enabling legislation, the official functions of these entities, and their organizational and personnel structures. The analyses, included in this volume, highlight the problems involved in coordinating federal and state welfare-related services.

In January, the Project completed and delivered to TDHR a comprehensive critique of the initial draft of the FIP proposal. Drawing from knowledge and materials obtained in the first months of the Project, student members suggested both stylistic and substantive changes. TDHR utilized many of these comments in revising the concepts and format of the proposal.

Also in January, a Project task force began refining a labor and demographic profile of the Fort Worth area, the proposed FIP test site. Task force members reorganized previously compiled information and sharpened the profile's objectives. After identifying data gaps, the task force scheduled and conducted interviews with local and state officials in Tarrant County and then revised the profile's content. TDHR incorporated the "Labor and Demographic Profile of Tarrant County" in the FIP proposal which concludes this volume.

Another Project task force studied the techniques and questions involved in creating a practical and comprehensive evaluation system for the Family Assistance Project. These task force members first analyzed the key elements of social service program evaluation and later applied findings in the context of the FIP. Part III of this volume comprises the evaluation task force's report. "Designing an Effective Evaluation System for the Family Assistance Project" contains two sections, one of which outlines conceptual evaluation problems and the other proposes a specific evaluation process and perspective for the FIP. The Appendix material and Part III were both completed in April.

Between January and April, Project members prepared analytic studies of issues related to welfare reform. Members selected topics for the studies on the basis of individual interests and the importance and/or timeliness of welfare reform research. Developing the analytic studies also required additional student contact with state and federal public officials.



## PART I

# WELFARE REFORM POLICY RESEARCH PROJECT: ACTIVITIES AND CONTACTS

### PROJECT ACTIVITY CALENDAR

*The Project Activity Calendar highlights major events and activities of the Welfare Reform Policy Research Project from September 1977 to August 1978. It catalogs meetings, interviews, and assignments in chronological order. The Calendar, accompanied by Tables 1 and 2, traces the development of Project tasks and assistance to the Texas Department of Human Resources. Also included are lists of Project activity participants and summaries of activity results.*

6	DATE OF ACTIVITY	PARTICIPANTS	TASK	RESULTS
	9/77	Lodis Rhodes Charles Tesar	Negotiations with TDHR regarding contract for Policy Research Project: "Policy Study and Training: Implementation of the Family Independence Plan"	Preliminary approval of Policy Research Project by TDHR
		Lodis Rhodes Charles Tesar C. Bunkley C. Burgin B. Cornish J. Dimas D. Friedholm M. Goldstein P. Hilgers P. Johnson B. Little T. Sponberg	First meetings of the PRP	Discussion of PRP responsibilities to TDHR and assignment of first tasks
		(same as above)	Meeting with the TDHR Intra-agency Task Force regarding the Family Independence Project	Orientation session for PRP members and representatives of state agencies concerned with the FIP
		(same as above)	Synopsis of Selected Income Maintenance Programs	Initial preparation of synopses on federal income maintenance and welfare programs
		Burgin Friedholm Johnson	Meeting with Malcolm McDonald (TDHR-Financial Services)	Discussion of data available at TDHR Financial Services on public assistance programs in Fort Worth, and the problems involved in the collection of data and its discrepancies
	10/77	Cornish Goldstein Sponberg	Meeting with Barbara Moore and Pat Foy (TDHR-Special Projects) to discuss "laundry list" of questions concerning the Family Independence Plan and anticipated problems with its implementation	Moore and Foy suggested contact with: Thomas Cragen (TDHR-Regional Administrator, Fort Worth Office) Mary Barrett (TDHR-Regional Director of Social Services, Fort Worth Office) Richard Sapp (City of Fort Worth-CETA)

**DATE OF  
ACTIVITY**

**PARTICIPANTS**

**TASK**

**RESULTS**

10/77

Hilgers

Interview with Reginald Todd  
(Administrative Assistant to  
Rep. J.J. Pickle)

Vernell Sturns (City of Fort Worth-Assistant City  
Manager)  
Moore and Foy also suggested contact with:  
Helen Kilgo (DOL-Region VI WIN director)  
Eloy Rodriguez (Kilgo's assistant)

Contacted Todd for information on:  
Contacts in Rep. James Wright's offices in Wash-  
ington, D.C. and Fort Worth  
Information on the House of Representatives'  
handling of welfare reform legislation  
Impact of such legislation on low benefit states

Burgin  
Friedholm

Johnson

Contacted Watson Combs (TDHR-Data  
Processing) in order to receive a break-  
down of State welfare services in  
Fort Worth

Combs was temporarily unavailable; however, assis-  
tant informed members that such information was  
available and suggested recontacting Combs

(same as above)

Phone call to Dave Garner (Tarrant  
County Junior College Financial Aids  
Office)

Obtained numbers of persons participating in and  
level of funding for:  
BEOG  
SEOG  
TPEG  
Work/Study

Charles Tesar

Meeting with Rep. James Wright and  
Hugh Parmer (Mayor of Fort Worth)  
to discuss FIP proposal

Secured interest of Wright in the FIP pilot project

Activities and Contacts

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DATE OF ACTIVITY	PARTICIPANTS	TASK	RESULTS
10/77	Charles Tesar    Lodis Rhodes	TDHR Intra-agency Task Force meeting	<p>Tesar's presentation included the following points:</p> <ul style="list-style-type: none"> <li>Current objectives in drawing up the FIP proposal</li> <li>Data related to the financial and manpower costs of FIP in comparison with present operations</li> <li>The need for a comprehensive proposal</li> <li>The possibility of obtaining development funds from DHEW Regional Title XX</li> </ul>
	Bunkley	Meeting with Eddie Bernice Johnson (DHEW-Region VII Administrator)	<p>J. B. Keith identified as most likely candidate for Carter Welfare program liaison for Texas</p> <p>DHEW Regional Office's responsibilities center on family stability problems and work incentives; however, most of the Office's responsibilities (through proposed legislation) have not yet been identified</p>
	Charles Tesar    Lodis Rhodes	TDHR Intra-agency Task Force meeting	<p>Update on data concern outlined in the previous meeting and further delineation of Task Force tasks</p>
	Little	Interview with Malcolm McDonald (TDHR-Financial Services)	<p>(TDHR bases its assumptions on participation on the number of persons eligible for Food Stamps in Texas, and uses 1977 as Base Year; a breakdown of types of families was provided.</p> <p>Assumptions used, breakdowns of families, and cost estimates used by DHEW unknown; DHEW Base Year is FY 1974</p>
	Burgin            Johnson Friedholm	Meeting with Barbara Moore (TDHR-Special Projects)	<p>Received breakdowns of welfare services by zip codes for Greater Fort Worth Manpower Consortium</p>

**DATE OF  
ACTIVITY**

**PARTICIPANTS**

**TASK**

**RESULTS**

10/77

Also received Food Stamp data for Fort Worth Region

B. Moore asked for a compilation of types of demographic data (by zip code) felt to be most pertinent, and for submission of this information to her

Burgin  
Friedholm

Johnson

Meeting with Dennis Zeller  
(TDHR-Planning Bureau)

Discussion of potential problems in predicting the effects of the Carter and FIP proposals

Charles Tesar

Site visit and meeting with Jim Dredge  
(Minnesota Department of Economic Security-Work Equity Demonstration Project, St. Paul, MN)

Through a \$6.8 million grant from DOL and WIN, WEP provides WIN services to AFDC, Food Stamp, and general assistance population in St. Paul. WEP is co-housed in CETA centers, and clients are registered, appraised, and given extensive job assistance. When guidelines have been adhered to, training of clients has been eliminated. Persons receiving unemployment insurance have been categorically removed from the program due to pressure from organized labor. In St. Paul, the only group to be assisted will be new WIN registrants and no overlap with Title XX deliverers will occur. WEP is basically an expanded version of WIN, which provides PSE to CETA prime sponsors. Because of Minnesota governor's support of WEP, reorganization of state government has occurred in the delivery of WEP-related services. Arnold Packer (DOL-Assistant Secretary for Policy Evaluation and Research) and William Hewitt (DOL-Employ-

DATE OF ACTIVITY	PARTICIPANTS	TASK	RESULTS
10/77			ment and Training Administration), along with Ron Putz (WIN), were the main facilitators for the Work Equity Demonstration Project. Richard Abt of Abt., Inc. secured a \$1 million contract to evaluate the program.
	Burgin	Meeting with Richard Hargrove (SSA-Austin District Manager) to obtain recent figures for SSI and OASDI for Fort Worth	Discovered that ABD data supplied by B. Moore more current than SSA data; OASDI data received was incomplete. Hargrove suggested contact with the national SSA office in Baltimore for demographic data
	Dimas	Meeting with Clarence Cossey (TDHR-Employment Services)	Discussion of CETA program in Austin and the impact of Carter's welfare proposal on Texas
	Burgin Cornish Dimas Friedholm Goldstein	Completion of PRP task forces' position papers	Task Force I: "The Value of Research and Demonstration Projects" Task Force II: "Impact of President Carter's Welfare Proposal on Texas" Task Force III: "Questions Concerning Welfare Reform" Task Force IV: "Statistical Information for Welfare Programs in the Fort Worth Area"
	Dimas	Goldstein Meeting with William Townsend (TEC-Associate Administrator)	Discussion of TEC's viewpoint on Carter's Welfare proposal; identified TEC data sources on Tarrant County

<b>DATE OF ACTIVITY</b>	<b>PARTICIPANTS</b>	<b>TASK</b>	<b>RESULTS</b>	
10/77	Burgin Cornish Dimas Friedholm Goldstein	Hilgers Johnson Little Sponberg	Critiques and additions to position papers	Submission of written critiques of position papers
	Burgin Friedholm	Johnson	Secure information B. Moore requested at last meeting	Information submitted
	(same as above)		Meeting with B. Moore to discuss and draft preliminary testimony for the Subcommittee on Welfare Reform's field hearings	Obtained current cost figures for child care and vocational rehabilitation for Region 5B
	Dimas	Hilgers	Meeting with Howard Richie (Governor's Office—Texas Manpower Coordinator)	Discussion of the roles of state agencies in implementation of CETA in Texas
11/77	Lodis Rhodes	Charles Tesar	Meeting with Jodie Allen (DOL—Special Assistant to the Secretary) to discuss the FIP	Allen and members of her staff indicated interest in such a project and encouraged Rhodes and Tesar to develop and submit a proposal for a demonstration project to DOL (Arnold Packer and Howard Rosen)
	Charles Tesar		Discussion of FIP with Bob McConnon (DOL—Employment and Training Administration); and William Hewitt and Thomas Bruening (DOL—Employment and Training Administration)	Discussions concerned the implementation of FIP and the submission of a proposal

DATE OF ACTIVITY	PARTICIPANTS	TASK	RESULTS	
11/77	Lodis Rhodes	Meeting with Gary Reed (DOL—Assistant Secretary for Policy, Evaluation, and Research) to discuss the FIP	Discovered the possibility of competition with Rep. Russell Long's district for pilot project	
	Lodis Rhodes	Meeting with David Nesenholtz (Texas Office of State-Federal Relations—Associate Director)	Identification of Peggy Boice as future contact in the state-federal office as she would soon take charge of Human Resources for this agency	
	Lodis Rhodes	Appearance before the U.S. House of Representatives Subcommittee on Welfare Reform	Testimony submitted to the Subcommittee	
	Burgin Friedholm	Johnson	Preparation of background research for use in developing testimony for Jerome Chapman (TDHR—Commissioner)	Completion of background information and submission to B. Moore
	Lodis Rhodes Burgin Cornish Dimas Friedholm	Goldstein Hilgers Johnson Little Sponberg	Division into task forces to prepare: Analysis of Humphrey-Hawkins Bill; functional analyses of key agencies; demographic and labor profile of Fort Worth	Discussion of task forces' objectives and work schedules
	Lodis Rhodes	Charles Tesar	Discussion of special issues related to welfare reform with Ann Sobol (DHEW—Office of the Secretary) and TDHR personnel	Discussion of establishing the basis for cost projections for the Welfare Reform Package

DATE OF ACTIVITY	PARTICIPANTS	TASK	RESULTS
12/77	Burgin	Analysis of Humphrey-Hawkins Bill	Submission of report entitled "The Jobs Component of the Humphrey-Hawkins Bill and Subsequent Modifications"
	Burgin Dimas Friedholm	Functional Analyses of Key Agencies	Completion and submission of analyses of organizations delivering services under the Comprehensive Employment and Training Act (CETA)
	Cornish Goldstein	Labor and Demographic Profile of Fort Worth	Completion and submission of draft
1/78	Bunkley Burgin Cornish Dimas Friedholm	Student critiques of January draft of the FIP proposal	Group assignments: Cornish, Burgin, Goldstein—Introductory chapters, pp. 1-27; Bunkley, Friedholm, Johnson, Sponberg—Project Approach, pp. 28-73; Dimas, Hilgers, Little—State Agencies, pp. 99-117
	(same as above)	Student critiques of January draft of the FIP proposal	Submission of group critiques
	Lodis Rhodes	Charles Tesar PRP critique of the FIP proposal	Submission of PRP's critique to TDHR
	Burgin Cornish Friedholm	Goldstein Johnson Sponberg Evaluation Design and Labor and Demographic Profile	Assignment of students to these tasks
	Burgin Friedholm	Goldstein Evaluation Design	Submission of preliminary outline
	Cornish Johnson	Sponberg Labor and Demographic Profile	Submission of list of objectives for Profile and preliminary format

<b>DATE OF ACTIVITY</b>	<b>PARTICIPANTS</b>	<b>TASK</b>	<b>RESULTS</b>
2/78	Lodis Rhodes	Discussion with Gerald Britten (DHEW—Deputy Assistant Secretary for Planning Systems) concerning contacts in DHEW useful to PRP tasks	Established contact with DHEW for future sources of information
	Burgin Friedholm	Goldstein Evaluation Design	Identification of problems of present welfare system and goals of the FIP
	Cornish Johnson	Sponberg Labor and Demographic Profile	Identification of contacts and preparation of questions for interviews in Fort Worth
	(same as above)	Labor and Demographic Profile	Trip to Fort Worth to gather necessary information
	Burgin Friedholm	Goldstein Evaluation Design	Submission of draft report on evaluation design
	PRP members	Synopses of Selected Income Maintenance Programs	Submission of Synopses to TDHR
	B. Crosby (Welfare Reform PRP Research Associate)	Phone call to Barbara Moore (TDHR-Special Projects) regarding status of FIP	TDHR Special Projects became Research and Development under Deputy Commissioner Merle Springer to "sign-off" proposal on 2/20/78, followed by official state review
	PRP members	Analytic studies	Assignment of students to topics
	Hilgers	Analytic study: "Humphrey-Hawkins, CETA, and Urban Policy as They Relate to Welfare Reform"	Hilgers: class presentation

<b>DATE OF ACTIVITY</b>	<b>PARTICIPANTS</b>	<b>TASK</b>	<b>RESULTS</b>
3/78	Bunkley Goldstein	Analytic study: "Regionalism: Its Impact on the Development of an Equitable Welfare Program"	Bunkley/Goldstein: class presentation
	Lodis Rhodes	Discussions with Gerald Britten, Michael Barth, and Connie Downing (DHEW-Office of the Secretary)	Britten, Barth, and Downing expressed interest in developing some of the topics of the analytic studies for DHEW and requested copies of the studies
	Little Sponberg	Analytic study: "Undocumented Aliens, Amnesty, and Public Assistance"	Little/Sponberg: class presentation
	Burgin Dimas	Analytic study: "The Legislative Process and Welfare Reform"	Burgin/Dimas: Class presentation
	Cornish	Labor and Demographic Profile	Trip to Fort Worth to obtain information
	Cornish Friedholm	Analytic study: "Sexual Inequities: Welfare Reform as It Affects Women"	Cornish/Friedholm: class presentation
	Johnson	Analytic study: "Social Policy: Precedents and Prognoses"	Johnson: class presentation
4/78	Burgin Goldstein Friedholm	Evaluation Design	Submission of additions to report on evaluation design
	Cornish Sponberg Johnson	Labor and Demographic Profile	Submission of draft profile

<b>DATE OF ACTIVITY</b>	<b>PARTICIPANTS</b>	<b>TASK</b>	<b>RESULTS</b>
4/78	PRP members	Analytic studies	Submission of Analytic Studies
	PRP members	Synopses of Selected Income Maintenance Programs	Completion and publication of Synopses
	Cornish Johnson	Sponberg Labor and Demographic Profile	Submission of maps on primary service centers, housing and neighborhood projects, parks and public works, and community facilities for Fort Worth
4/78-5/78	PRP members	Analytic studies	Revisions of Analytic Studies
5/78-8/78	Augusta Villanueva Nancy Carmichael (Welfare Reform PRP Research Associates)	Analytic studies, Functional Analyses, Evaluation Design, Labor and Demo- graphic Profile	Final editing and preparation of reports for publication

**TABLE 1  
LABOR AND DEMOGRAPHIC PROFILE OF TARRANT COUNTY**

<b>DATE OF ACTIVITY</b>	<b>PARTICIPANTS</b>	<b>TASK</b>	<b>RESULTS</b>	
10/77	Burgin Friedholm	Johnson	Labor and Demographic Profile	Completion of Position Paper: "Statistical Information for the Welfare Programs in the Fort Worth Area" Paper included a profile of present and past recipients of Food Stamps, AFDC, Education Programs, Medicaid, and SSI
	Burgin Friedholm	Johnson	Labor and Demographic Profile	Obtained current cost figures for child care and vocational rehabilitation for Region 5B
12/77	Cornish Goldstein	Johnson Sponberg	Labor and Demographic Profile	Completion and submission of draft of Labor and Demographic Profile
1/78	Cornish Johnson	Sponberg	Labor and Demographic Profile	Submission of a list of objectives for Profile and preliminary format
	(same as above)		(same as above)	Phone call to John Suggs (TDHR Fort Worth-Financial Services)
	(same as above)		(same as above)	Phone call to Chris Anderson (TDHR Fort Worth-Financial Services)
2/78	(same as above)		(same as above)	Identification of contacts and setting up of appointments for field trip to Fort Worth

Activities and Contacts

TABLE 1 (continued)

DATE OF ACTIVITY	PARTICIPANTS	TASK	RESULTS	
2/78	(same as above)	<p>Trip to Fort Worth; meetings with Ralph Lewis (Tarrant County-Welfare Department), Roger Jones and John Weever (City of Fort Worth-Planning Department), P.D. Creer, Jr. (City of Fort Worth Senior Planner of Economic Development)</p> <p>Richard Sapp and Ed Domaracki (City of Fort Worth-CETA)</p> <p>Roy Lipson and Frank Bemis (Texas Employment Commission)</p> <p>William Thompson (Texas Rehabilitation Commission)</p> <p>Henry Chitsey (Tarrant County Junior College-Director of Vocational Education)</p>	<p>Received information on housing from Weever; suggested contact with Ann Petrocelli (United Way of Fort Worth)</p> <p>Suggested contact with Fort Worth Chamber of Commerce</p>	
3/78	Cornish Johnson	Sponberg	Labor and Demographic Profile	<p>Reorganized and utilized data from population study of Fort Worth available at the Population Research Center, University of Texas at Austin</p>
	(same as above)		(same as above)	<p>Phone call to James West (TDHR-Financial Services) to discuss AFDC, Food Stamp, and Medicaid in Fort Worth area</p>

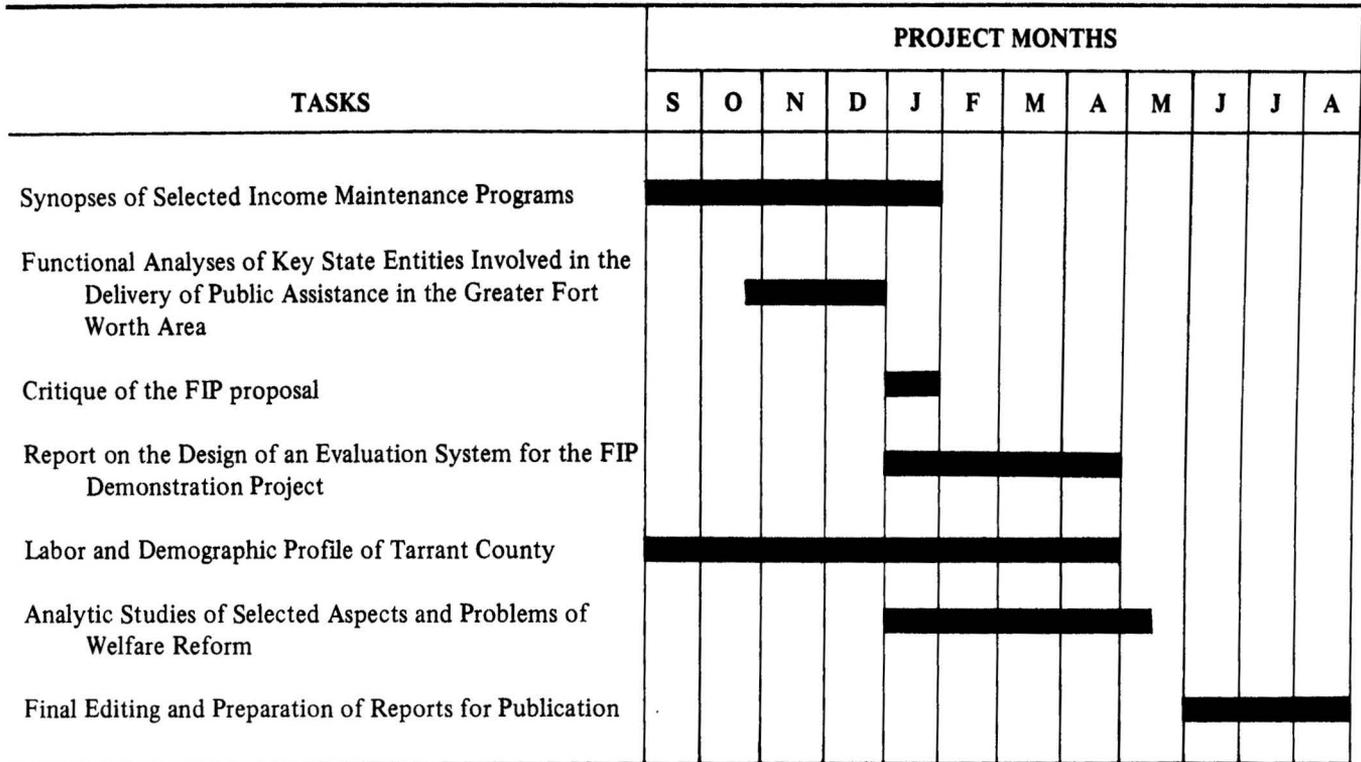
**TABLE 1 (continued)**

<b>DATE OF ACTIVITY</b>	<b>PARTICIPANTS</b>	<b>TASK</b>	<b>RESULTS</b>	
3/78	Cornish	<p>Second trip to Fort Worth; meetings with Roger Jones and John Weever (City of Fort Worth Planning Department)</p> <p>Judy Cole (City of Fort Worth-Economic Development)</p> <p>E. Murdock (Fort Worth Chamber of Commerce)</p> <p>R.M. Hazlewood (FHA-Fort Worth)</p> <p>Tom Holloway (North-Central Texas Council of Governments)</p> <p>Ann Petrocelli (United Way of Fort Worth)</p> <p>Also contacted: Joyce Bills and Pat Stutts (TDHR Fort Worth-Purchased Services)</p>	<p>Received information on housing conditions in Fort Worth and socioeconomic indicators</p> <p>Learned that wages in Fort Worth are about 8 percent lower than in Dallas</p> <p>Obtained housing information broken down into counties</p> <p>Obtained housing information by county, city, and metroplex</p> <p>Obtained maps and further information on public assistance in Fort Worth area</p> <p>Bills later mailed information on day care in Fort Worth area</p>	
4/78	Cornish Johnson	Sponberg	Labor and Demographic Profile	Submission of "Labor and Demographic Profile of Tarrant County"

**TABLE 2**  
**DESIGNING AN EFFECTIVE EVALUATION SYSTEM FOR THE FAMILY INDEPENDENCE PROJECT**

<b>DATE OF ACTIVITY</b>	<b>PARTICIPANTS</b>	<b>RESULTS</b>
10/77	Lodis Rhodes    Charles Tesar	PRP assigned task of completing the evaluation section of the FIP
1/78	Burgin Friedholm        Goldstein	Preliminary outline of the report on evaluation design
2/78	Burgin Friedholm        Goldstein	Identification of the problems and conditions of the current welfare system and the goals and objectives of the FIP proposal
	Burgin Friedholm        Goldstein	Scenario of the potential actors and events involved in the implementation of the FIP in Fort Worth
	Burgin Friedholm        Goldstein	Completion of the first draft of "The Evaluation Design for the FIP Demonstration Project in Fort Worth, Texas"
4/78	Burgin Friedholm        Goldstein	Submission of additions and further considerations for the evaluation design

**FIGURE 1  
PROJECT GANTT CHART**



Activities and Contacts

## The Family Independence Project

### RESOURCE PERSONS: FEDERAL, STATE, AND LOCAL PUBLIC AND PRIVATE AGENCIES

*The persons listed in this section aided the research activities of the Welfare Reform Policy Research Project by providing members with valuable information and insight on welfare services and/or reform issues. The decision to include the list in the Project Report was carefully considered. Occupants of institutional positions change over time, and some of the information might be out of date by the time of publication. And with the inclusion of many names, some mistakes are inevitable.*

#### ORGANIZATION

#### NAME

(federal government)

#### *Congress*

House of Representatives

**James Wright**  
Representative, D.-Tex.

**Reginald Todd**  
Administrative Assistant to  
Representative J.J. Pickle, D.-Tex.

#### *Department of Health, Education, and Welfare*

Office of the Secretary,  
Office of the Assistant Secretary  
for Planning and Evaluation

**Gerald Britten**  
Deputy Assistant Secretary for  
Program Systems

**Jim Parham**  
Deputy Assistant Secretary for  
Human Development Services

**Anne Sobol**  
Welfare Reform Task Force

**Michael Barth**  
Office of Income Security

**Connie Downing**  
**Phyllis Belford**  
**Ed Yates**  
Office of Special Concerns

**ORGANIZATION**

**NAME**

Administration for Public Services

**Ernie Osborne**  
Commissioner

**Miko Suzuki**  
Assistant to the Commissioner

Region VI Office

**Eddie Bernice Johnson**  
Region VI Administrator

Social Security Administration

**Richard Hargrove**  
Austin District Manager

***Department of Labor***

Office of the Secretary

**Charles Knapp**  
Assistant to the Secretary

**Jodie Allen**  
Special Assistant to the Secretary

**JoAnne Hunter**  
Assistant to the Special Assistant

**Alexis Herman**  
Director, Women's Bureau

Assistant Secretary for  
Policy, Evaluation, and Research

**Arnold Packer**  
Assistant Secretary

**Gary Reed**  
Acting Director,  
Office of Income Maintenance

**Ray Uhalde**

Assistant Secretary for the Employ-  
ment and Training Administration

**Ernest Green**  
Assistant Secretary

**Lucian Gatewood**  
Assistant to the Assistant Secretary

**Robert J. McConnon**  
Deputy Assistant Secretary

**The Family Independence Project**

**ORGANIZATION**

**NAME**

**William B. Hewitt**  
Administrator, Office of  
Policy, Evaluation, and Research

**Thomas Bruening**  
Division of Experimental Research

**Bob Jones**  
Office of Community Employment  
Programs

**Robert Anderson**  
Office of Comprehensive  
Employment

Region VI Office

**William Harris**  
Regional Manpower Director

**Helen Kilgo**  
Regional WIN Director

*Department of Housing  
and Urban Development*

Federal Home Administration

(state government)

**\*R.M. Hazelwood**

*Minnesota Department  
of Economic Security*

**Jim Dredge**  
Work Equity Demonstration  
Project, St. Paul, Minnesota

*Governor's Office  
State of Texas*

**Howard Richie**  
Texas Manpower Coordinator

*Texas Office  
of State-Federal Relations*

**David Nesenholz**  
Associate Director

*Texas Department of Human Resources*

Financial Services

**M.J. Raymond**  
Chief

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\*Fort Worth Office

**ORGANIZATION**

**NAME**

	<p><b>**Diane Barton</b>  <b>Malcolm McDonald</b>  <b>*John Suggs</b>  <b>*Chris Anderson</b>  <b>*James West</b></p>
Special Projects	<p><b>**Barbara Moore</b>  <b>Pat Foy</b></p>
Data Processing	<p><b>Watson Combs</b></p>
Planning Bureau	<p><b>Dennis Zeller</b></p>
Purchased Services	<p><b>*Joyce Bills</b>  <b>*Pat Stutts</b></p>
Deputy Commissioner for Financial and Social Programs	<p><b>**Margaret Gregg</b>  Assistant to the  Deputy Commissioner</p>
Employment Services, CETA Liaison	<p><b>**John Lindell</b>  <b>Clarence Cossey</b>  <b>*Bill Farnsworth</b></p>
Fort Worth Regional Office	<p><b>*J.B. Keith</b>  Administrator</p>
<i>Texas Employment Commission</i>	<p><b>William H. Townsend</b>  Associate Administrator</p> <p><b>Wiley McDougold</b>  Chief of Special Programs</p> <p><b>*Frank Bemis</b>  <b>*David Laurel</b>  <b>*Sandra Smith</b>  <b>*Charles Crockett</b>  <b>*Roy Lipson</b></p>

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\*Fort Worth Office

\*\*TDHR Welfare Reform Task Force (Charles Tesar, Chairman)

**The Family Independence Project**

**ORGANIZATION**

**NAME**

*Texas Rehabilitation Commission*

**Max Arrell**  
**\*William Thompson**  
**\*John Phenaglio**

(local government)

*City of Fort Worth*

Office of the Mayor

**Hugh Parmer**  
Mayor

Office of the City Manager

**Vernell Sturns**  
Assistant City Manager

Planning Department

**Roger Jones**  
**John Weever**

Economic Development

**P.D. Creer, Jr.**  
Senior Planner  
**Judy Cole**

CETA

**Richard Sapp**  
**Ed Domaracki**

*Tarrant County Junior College*

Financial Aids

**Dave Garner**

Vocational Education

**Henry Chitsey**  
Director

*Tarrant County Welfare Department*

**Ralph Lewis**

*North-Central Texas  
Council of Governments*

**Tom Holloway**

(other local organizations)

*United Way of Fort Worth*

**Ann Petrocelli**

*Fort Worth Chamber of Commerce*

**E. Murdock**

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\*Fort Worth Office

## PART II

### FUNCTIONAL ANALYSES OF SELECTED STATE ENTITIES

*Describes and analyzes the official functions of State entities that deliver or coordinate manpower services in Texas: The State Manpower Services Council, the Texas Education Agency, the Texas Department of Human Resources, the Texas Department of Community Affairs, and the Texas Rehabilitation Commission. These entities have a pivotal role in implementing the Family Independence Project. The section begins with a summary of the Comprehensive Employment and Training Act.*

#### THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT

##### I. ENABLING LEGISLATION

Federal Statute: The Comprehensive Employment and Training Act of 1973 (CETA), P.L. 93-203

Texas Statute: Executive Order of the Governor, May 1974

- A. The purpose of this Act is to provide training, employment, and other services to the unemployed, the underemployed, and the economically disadvantaged. The Act makes specific provisions for a decentralized system of administering services designed to develop unsubsidized employment. Eight titles authorize a variety of activities and functions:

*Title I*—establishes a nationwide program for comprehensive employment and training services administered through units of general local government, termed prime sponsors. Prime sponsors receive direct funding from the Department of Labor. The area must contain a city or county of 100,000 or more in population. All areas not in a prime sponsorship become part of the Governor's Balance of State prime sponsorship. Another requirement for direct funding is the development and implementation of a plan for use of CETA funds upon entering the prime sponsorship.

## The Family Independence Project

- Title II*—provides for programs of transitional public service employment in areas with 6.5 percent unemployment for a period of over three months.
- Title III*—provides for nationally sponsored and supervised training and job placement programs for specific target populations, along with the authorization of research, demonstration, and evaluation programs to be administered by the Secretary of Labor.
- Title IV*—consolidated within CETA and expanded the Job Corps.
- Title V*—establishes a National Commission for Manpower Policy responsible for examining the manpower needs and making recommendations to the President, Congress, and all agencies involved in manpower programs.
- Title VI*—authorizes temporary emergency public service employment to relieve the pressures of high unemployment.
- Title VII*—contains the general provisions applicable to all the titles including definitions, labor standards, legal authority, and standards of conduct.
- Title VIII*—authorizes demonstration projects for youth employment programs and establishes the Young Adult Conservation Corps.

### B. *Federal Responsibilities*

The Department of Labor (DOL) retains direct responsibility for program administration under Titles III, IV, and V. Under these titles, the Secretary of Labor has special responsibilities for certain population groups, i.e. American Indians, migrant and seasonal farm workers, youth, criminal offenders, older persons, and persons of limited English-speaking ability. In addition, the Secretary is responsible for the Job Corps program, and for research, training, evaluation, and other services which are best carried on at the national level.

DOL's role under Title I (comprehensive manpower services), II, and VI (public service employment) is limited to technical assistance, since state and local prime sponsors implement these programs. The Secretary makes funds available to state and local elected officials to provide labor market assistance services to the unemployed, underemployed, and economically disadvantaged people in their area of jurisdiction. In addition to funding these prime sponsor's programs, DOL is required to provide technical assistance and training to help elected officials achieve efficient manpower operations.

## Functional Analyses of Selected State Entities

### C. *Funding*

Of the funds made available by DOL under CETA, at least 80 percent must be used for Title I programs, the remainder being divided among the other titles. The Title I money is divided into two parts—80 percent must go directly to grants to prime sponsors for comprehensive manpower service programs, 5 percent for consortium incentives (additional funds made available to units of local government which join in consortium agreements to form a prime sponsorship), 5 percent for grants to governors for vocational education, another 4 percent to the governors for state program services, and the remaining 6 percent reserved to the Secretary of Labor for discretionary purposes. Eighty percent of Title II funds and 90 percent of Title VI funds go directly to prime sponsors for local decisionmaking and implementation. Prime sponsors have the discretion of shifting funds within limits among title activities to meet their goal of placing persons in permanent, unsubsidized employment.

## II. SERVICES TO BE PROVIDED BY PROGRAMS

Generally speaking, services provided under CETA can be broken into three categories (1) prime-sponsored-administered manpower services (including the manpower services mandated by Titles I and III, and the public service employment components of Titles II and VI; (2) state manpower services (Title I, Section 106); and (3) supplemental vocational education services provided by the state to prime sponsors (Title I, Section 112).

### A. *Prime-Sponsor-Administered Manpower Services*

Prime sponsors have a great deal of freedom in determining the mix of manpower services offered under Title I, II, and VI programs and in choosing which organizations will conduct them. A prime sponsor is required by CETA regulations to make the placement of individuals in unsubsidized employment a program goal. However, the kinds of manpower programs offered—on-the-job training, classroom training, work experience, public service employment—and the variety of support services provided—outreach, orientation, child care, counseling, placement, legal aid, transportation—are selected by the prime sponsor after an analysis of the area's skill shortages, labor force characteristics, and manpower needs.

There are no preassumed deliveries of manpower services under CETA. The State Employment Service was responsible under the Manpower Development and Training Act of 1962 for determining train-

## **The Family Independence Project**

ing needs, selecting trainees, paying allowances, and placing program graduates in jobs. Under CETA, it must compete with other agencies for prime sponsor funds to perform these services. Similarly, vocational education agencies are no longer the presumptive training agencies they were under the Manpower Development and Training Act, and community action agencies are not necessarily outgrowths of manpower programs as they were under the Economic Opportunity Act of 1964. CETA merely admonishes prime sponsors to utilize existing agencies when "appropriate."

Existing programs of demonstrated effectiveness in the community are given some measure of protection. However, CETA requires that each prime sponsor develop and submit to the Assistant Regional Director for Employment and Training, a comprehensive manpower plan for Title I programs, and similar plans for Title II and VI programs. The prime sponsor must be able to explain, in the submitted plan, the reason for selecting particular service delivery agents, and must justify why any existing facilities have not been used.

### **B. *State Manpower Services***

Under Section 106 of Title I, the state's governor is charged with the responsibility of providing manpower programs which impact on all areas of the state. The governor typically uses the 4 percent of Title I funds earmarked for this purpose to fund a variety of state-wide manpower services provided by the state agencies. The state manpower services funded by the governor's grant include a number of coordinating functions. For example, the governor is required by Section 106 to see that state agencies' manpower programs are in tune with those of local prime sponsors and that the facilities and resources are shared where possible to prevent duplication. State manpower services money is also used to enforce the requirement that all CETA contractors and subcontractors list suitable employment openings with local offices of the public employment service.

### **C. *Supplemental Vocational Education Services***

Under Section 112 of Title I, the Governor is required to provide, through the State Board for Vocational Education, additional vocational educational services in areas served by prime sponsors. The governor decides how much of CETA vocational education funds (5 percent of Title I funds) to spend in each prime sponsor's area throughout the state. Training and services are then provided in each area by the Vocational Education Board under a nonfinancial agreement between the Board and the local prime sponsors.

### III. ELIGIBILITY REQUIREMENTS

CETA prime sponsors retain a great deal of freedom not only in determining what services to provide and who will provide them, but in deciding who will receive the services as well. The prime sponsors, with the advice of the manpower planning council (a body, required by CETA, whose members are appointed by the prime sponsor and should represent business, labor, the client community and other community-based organizations, and the agencies responsible for manpower services), set the local eligibility requirements in a comprehensive manpower plan. CETA regulations stipulate that participants in Title I programs must be economically disadvantaged, unemployed, or underemployed, and they must reside in the area covered by the manpower plan. They need not be U.S. citizens. According to CETA regulations persons most in need of manpower services have priority. However, the prime sponsor has discretion to set priorities as to need, after analyzing local needs.

CETA regulations encourage special attention to eligible Vietnam veterans or disabled veterans and persons with limited English-speaking ability. After cognizance of these special cases is taken, the prime sponsor is free to set relative priorities among the various racial, ethnic, or age groups in the community, and to decide whether first priority will go to the disadvantaged, the unemployed, or the underemployed. If, however, regional CETA officials determine that the prime sponsor has maintained a pattern of discrimination or otherwise fails to serve equitably the disadvantaged, unemployed, or underemployed, DOL (after hearings and review) may withhold part or all of the prime sponsor's funds.

### IV. CURRENT SERVICES PROVIDED IN TEXAS

CETA and related programs provide a wide range of services in Texas, the vast majority of these services being provided by twenty-one local prime sponsors, and the Balance of State prime sponsor. Since the prime sponsor has nearly unlimited discretion in deciding what services to provide, who the service delivery agent will be, and client eligibility criteria, the actual services provided in Texas vary greatly from prime sponsor to prime sponsor. As these services do not lend themselves readily to a simple cataloging, no attempt has been made to list them here. Rather, a list of state agencies' roles and responsibilities under CETA is provided.

## **The Family Independence Project**

### **A. *Texas Education Agency***

Under Section 112 of Title I, the governor is given a grant to provide financial assistance through the State Board for Vocational Education and needed vocational education services in areas served by prime sponsors. The Texas Education Agency serves as the State Board for Vocational Education. The prime sponsors and the Texas Education Agency enter into nonfinancial agreements which detail vocational education services to be provided by TEA in each prime sponsor's area. Assistance is given to prime sponsors in selecting and setting up nonfinancial agreements with public or private training institutions. TEA is responsible for the approval and licensing of private schools; curriculum approval and teacher certification; program/project approval; teacher training and staff development; contracting, monitoring, and evaluation; reporting; and providing technical assistance through Section 112 funds.

### **B. *Texas Department of Community Affairs***

The governor delegated the implementation of CETA Section 106, (state services) to the Texas Department of Community Affairs (TDCA). Section 106 establishes a State Manpower Services program to assist prime sponsors in implementing CETA, and to operate state programs to meet special statewide needs.

Under Section 106, TDCA's role is to ensure the participation and cooperation of other state agencies in the implementation of local and state manpower plans. Section 103(e) funds are used by TDCA to: provide state agency services throughout the state, (2) promote special rural area programs, (3) develop information systems, (4) provide technical assistance to prime sponsors, and (5) fund special model training and employment programs.

TDCA was also designated by the governor to bear responsibility for the Balance of State prime sponsorship under CETA. For Texas, Balance of State consists of 161 counties not included in areas served by local prime sponsors.

As prime sponsor for the Balance of State, TDCA prepares a comprehensive plan for the entire area based on a composite of all regional plans developed by local planning authorities within areas of the Balance of State. TDCA reviews plans of local authority to ensure that regional plans meet local needs. TDCA contracts with region councils of government, community-based organizations, independent school districts, state agencies, and commissioners' courts for program delivery.

## Functional Analyses of Selected State Entities

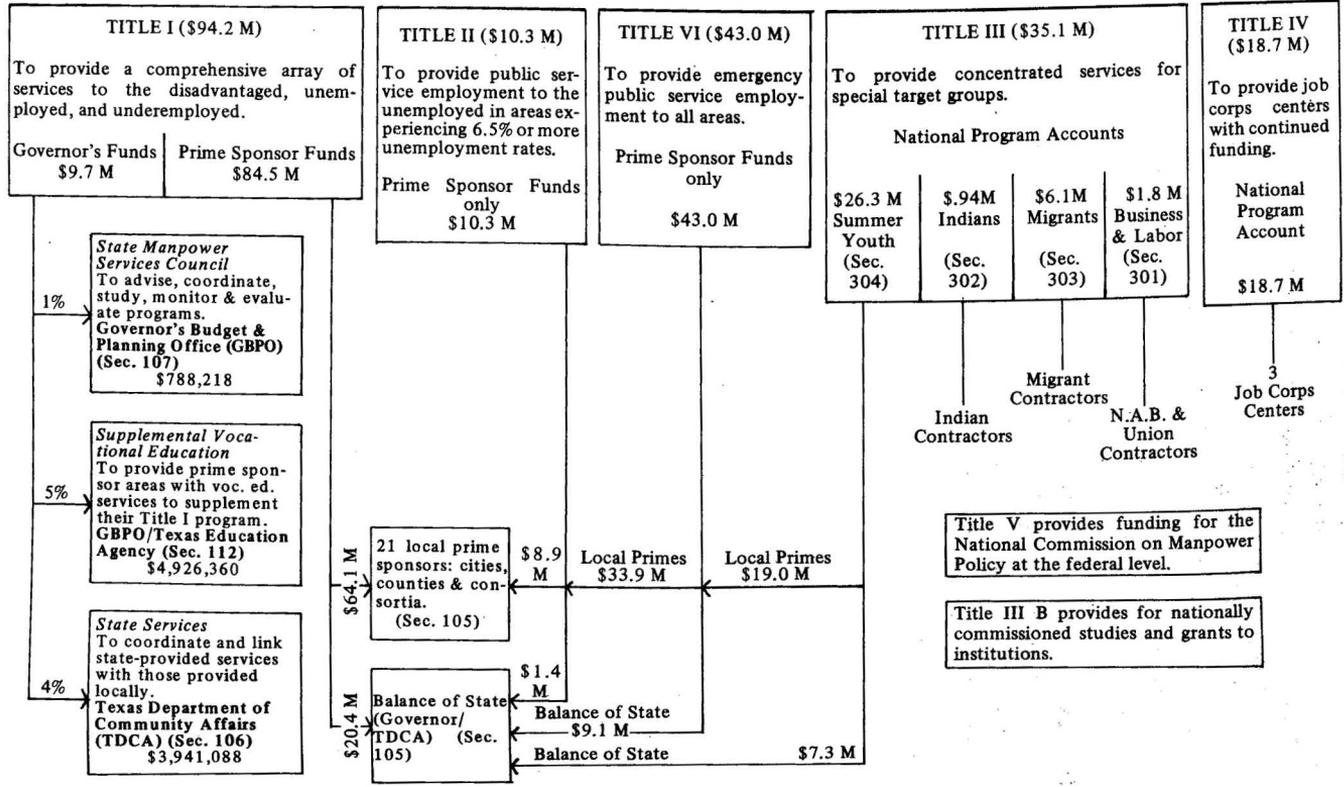
### C. *Texas Department of Human Resources*

The Texas Department of Human Resources (TDHR) serves all CETA areas. Its responsibilities include: (1) determining welfare status of CETA clients, (2) cross-referral of clients with CETA, and (3) facilitating CETA linkage with clients of WIN (Work Incentive) and AFDC (Aid to Families with Dependent Children) programs. Joint CETA/TDHR service to clients is common. TDHR provides the supportive services to CETA clients receiving training and placement.

### D. *Texas Rehabilitation Commission*

The Texas Rehabilitation Commission contracts with local prime sponsors to provide statewide training, vocational counseling, and placement services for the mentally retarded and physically disabled.

**FIGURE 2**  
**CETA FUNDING FLOW AND STRUCTURE IN TEXAS, FY 1976: \$201.3 MILLION**



The Family Independence Project

## Functional Analyses of Selected State Entities

**TABLE 3**  
**FY 1976 STATE TOTAL FUNDS AND PERSONS SERVED**

	Total Allocation	Accrued Expenditures*	Total Persons Served
<i>Title I</i>			
Prime Sponsors' Total	\$ 84,540,568†	\$ 95,751,000	116,630
State Manpower Services Council	788,218†	491,237	‡
State Services (Section 106)	3,941,088†	4,149,572	22,205
Supplemental Vocational Education (Section 112)	<u>4,926,360†</u>	<u>4,074,314</u>	§
<b>Total, Title I Comprehensive Manpower Services</b>	<u>\$ 94,196,234</u>	<u>\$104,466,123</u>	<u>138,835</u>
<i>Title II</i>			
<b>Total, Public Service Employment Programs</b>	<u>\$ 10,343,686</u>	<u>\$ 18,006,391</u>	<u>11,899</u>
<i>Title III</i>			
<b>Total, Title III Special Manpower Programs</b>	<u>\$ 35,132,628</u>	<u>\$ 48,375,902</u>	<u>80,013</u>
<i>Title IV</i>			
<b>Total, Job Corps</b>	<u>\$ 18,700,700</u>	<u>\$ 24,253,060</u>	<u>4,476</u>
<i>Title VI</i>			
<b>Total, Emergency Public Employment Programs</b>	<u>\$42,991,915</u>	<u>\$54,193,144</u>	<u>20,275</u>
<b>STATE TOTALS, ALL TITLES</b>	<u>\$201,365,163</u>	<u>\$249,294,620</u>	<u>255,498</u>

\*Figure includes FY 1975 carry-over funds.

†Amount includes 5th quarter funding level.

‡The 100 served are included in Prime Sponsors' Total.

§The 12,863 served are included in Prime Sponsors' Total.

Sources: Department of Labor, Prime Sponsor reports.

## The Family Independence Project

### TEXAS STATE MANPOWER SERVICES COUNCIL

#### I. ENABLING LEGISLATION

Texas Statute: Executive Order of the Governor May 1974

Federal Statute: Comprehensive Employment and Training Act of 1973,  
P.L. 93-203, Title I

#### II. FUNCTIONS

The State Manpower Services Council has three major functions. One is to review the plans of prime sponsors and state agencies for the provision of manpower services. Another function is to monitor manpower operations in Texas. The third function is to conduct studies and issue reports and documents on the findings of those studies. The Council recommends to the governor, state agencies, prime sponsors, and the general public, ways of improving the overall manpower program. In addition, it is charged by the governor to be the primary mechanism for coordination and support of manpower activities for the state. The Council provides a forum for exchanging information, for developing new methods and linkages for service delivery, and for expressing a common position on programs and legislation.

#### III. ORGANIZATIONAL STRUCTURE

A. Governing Board—the State Manpower Services Council is self-governed, and its structure is mandated by CETA.

##### 1. Composition:

- a) representatives of the twenty-two prime sponsors in Texas
- b) two representatives of the general public
- c) one representative of business and industry
- d) representatives of six Texas State Agencies:
  - Commissioner of the Texas Education Agency
  - Commissioner of the Texas Industrial Commission
  - Commissioner of the Texas Employment Commission
  - Executive Director of the Texas Department of Community Affairs
  - Commissioner of the Texas Department of Human Resources
  - Member of the Texas Advisory Council on Technical-Vocational Education
- e) one representative of organized labor
- f) six representatives of the Community Based Organizations and Clients

## Functional Analyses of Selected State Entities

2. **Method of Selection:**  
Members are appointed by the governor according to the directives of the federal legislation.
3. **Term of Office:**  
Members serve at the pleasure of the Council.
4. **Chief Administrator:**  
Chairman of the Council.

### B. Divisions

1. Plans and Coordination Committee
2. Review Committee
3. Special Projects Committee

### C. Divisions Responsible for Delivery of Welfare Services:

1. *Plans and Coordination Committee*—focuses on state level planning activities. It reviews the State Services plan and other state agency plans. It also directs the Supplemental Vocational Education Plan, the SMSC work plan, and the *Annual Manpower Report to the Governor*. It assists the Council in its efforts to coordinate state programs and to impact federal manpower-related legislation.
2. *Review Committee*—analyzes manpower service delivery throughout Texas. The committee examines state delivery linkages among state funded and locally funded manpower programs funded by contiguous areas. The Council staff performs fact-finding monitoring on programs funded through local prime sponsors, State Services, Supplemental Vocational Education, and state agencies. This committee recommends action for improving service delivery based upon its monitoring activities.
3. *Special Projects Committee*—implements its charge of effectively utilizing the special projects funds of the Council, and of increasing the coordination between CETA Title III Special Target Group nationally funded programs, and Title I prime sponsor programs. The Committee selects and administers studies and projects that are directed toward CETA purposes and that benefit the state as a whole.

## V. MANPOWER AND BUDGET

The State Manpower Services Council is staffed by the Governor's Budget and Planning Office, Manpower Division.

**TEXAS EDUCATION AGENCY**

**I. ENABLING LEGISLATION**

Texas Statute: 11.01 of the Texas Education Code, 1969  
(Originally Article 2654-1, 1949)

Federal Statute: N/A

**II. FUNCTIONS**

The agency administers state education policy and is responsible for public school education (kindergarten through the twelfth grade), occupational training (post-secondary institutions), and certain programs for out-of-school youths and adults. Part of TEA's responsibility is financing public education with state funds allocated to local school districts in the form of: (1) per capita aid, and (2) payments from the Minimum Foundation School Program. TEA is also charged with the handling and disbursement of federal education funds. In addition, the Agency adapts standards for accreditation of elementary and secondary schools. Lastly, TEA advises and counsels school officers of counties, cities, towns, and school districts concerning the administration of public schools and improvement of educational (instructional) methods.

**III. ORGANIZATIONAL STRUCTURE**

**A. Governing Board—State Board of Education**

1. Composition:

Twenty-six board members

2. Method of Selection:

Board members are elected from each congressional district, with no more than one board member per district.

3. Term of Office:

Members serve six-year, overlapping terms.

4. Chief Administrator:

Commissioner of Education

**B. Divisions**

1. State Board of Education

2. Commissioner of Education

3. State Department of Education

**C. Division Responsible for Delivery of Welfare Services**

The State Board of Education administers adult education, CETA, supplemental vocational education, and some veterans education programs.

**IV. MANPOWER AND BUDGET**

The Texas Education Agency has a staff of over 1300 persons in thirty-two offices, with an estimated budget of over \$2 million in 1977-78.

**TEXAS DEPARTMENT OF HUMAN RESOURCES**

**I. ENABLING LEGISLATION**

Texas Statute: Article 695c, Section 2, 1939

Federal Statute: N/A

**II. FUNCTIONS**

The Texas Department of Human Resources administers financial and medical assistance programs, social service support programs, state level distribution of Food Stamps and commodities, and social security coverage of state and local government employees.

The categories of financial assistance programs provided by TDHR consist of: (1) Aid to Families with Dependent Children, (2) Old Age Assistance, (3) Aid to the Permanently and Totally Disabled, and (4) Aid to the Blind. TDHR sets eligibility standards and criteria within the limitations of constitutional and statutory guidelines. Funding for these programs is derived from state and federal sources, with approximately 75 percent of the total categorical assistance funds supplied from federal matching fund formulas.

The Department is responsible for administering the Medical Assistance program (Medicaid). This program primarily serves persons eligible for the four categories of financial assistance. The state determines eligibility, services to be provided, and the manner in which the program will operate. Medicaid is largely financed with matching federal funds on a schedule which provides for decreasing the federal matching ratio.

Social services provided through TDHR include programs for child protection, foster and day care, adoption, licensing day care facilities, family planning, and counseling, and a wide range of assistance services for the disabled and aged. In addition, the Department works with the Texas Employment Commission in aiding AFDC recipients in training and job search, and employment through the Work Incentive Program (WIN).

Food assistance for low-income families under TDHR include the U.S. Department of Agriculture Commodity Distribution program and the Food Stamp program. The administration of the Food Stamp program is financed with county and federal matching funds.

TDHR also administers the Federal Old Age and Survivors Insurance program for social security coverage for public employees. Departmental responsibilities include the collection and transmittal of voluntary employee and employer contributions. Administrative costs are covered by collected fees and small state appropriations.

## **The Family Independence Project**

### **III. ORGANIZATIONAL STRUCTURE**

#### **A. Governing Board—Board of Human Resources**

##### **1. Composition:**

Three Board members who have demonstrated an interest in and knowledge of public welfare and who have executive or administrative experience.

##### **2. Method of Selection:**

Board members are appointed by the governor with consent by the Texas Senate.

##### **3. Term of Office:**

Members serve six-year, overlapping terms.

##### **4. Chief Administrator:**

The Commissioner of Human Resources is appointed by the Board with the consent of the Texas Senate.

#### **B. Divisions**

##### **1. Board of Human Resources**

##### **2. Commissioner of Human Resources**

##### **3. Deputy Commissioner for Information Systems**

##### **4. Deputy Commissioner for Management Services**

##### **5. Deputy Commissioner for Operations**

##### **6. Deputy Commissioner for Financial and Social Programs**

##### **7. Deputy Commissioner for Medical Programs**

##### **8. Regional Offices**

The Commissioner is responsible for direction, coordination, and control of departmental programs and operations. General administration and management functions (including planning, research, personnel management, and statistical control) are handled in the centralized state office. TDHR has 488 branch offices in 375 cities and towns.

#### **C. Divisions Responsible for Delivery of Welfare Services**

1. **Financial Services Branch:** administers and distributes cash payments for ARDC, WIN, and Food Stamp programs.

2. **Social Services Branch:** contracts with public and private organizations for day care services for AFDC recipients.

### **IV. MANPOWER AND BUDGET**

The Texas Department of Human Resources has over 14,000 employees, and an estimated budget of \$1.6 billion in 1977-78.

**TEXAS DEPARTMENT OF COMMUNITY AFFAIRS**

**I. ENABLING LEGISLATION**

Texas Statute: Article 4413, 1971

Federal Statute: N/A

**II. FUNCTIONS**

The Department assists the governor and the legislature in coordinating federal and state programs affecting local governments and in informing state officials and the public about the needs of local governments. Specifically, TDCA assists local governments by alleviating their financial, social, and environmental burdens through budgetary planning, grant procurement, and other technical assistance.

**III. ORGANIZATIONAL STRUCTURE**

**A. Governing Board—TDCA Advisory Council**

1. Composition:

Twelve advisers

2. Method of Selection:

Advisers are appointed by the governor with the advice and consent of the Texas Senate.

3. Term of Office:

Advisory Council members serve two-year terms.

4. Chief Administrator:

Executive Director appointed by the governor, to serve at his pleasure.

**B. Divisions**

1. Human Resources Branch

2. Community Development Branch

**C. Divisions Responsible for Delivery of Welfare Services**

The Human Resource Branch assists local governments in the handling of early childhood development, manpower, poverty (through TOEO), youth training, education, and job placement programs.

**IV. MANPOWER AND BUDGET**

The Texas Department of Community Affairs has a staff of 255 persons, with an estimated budget of over \$60 million in 1977-78.

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### **TEXAS REHABILITATION COMMISSION**

#### **I. ENABLING LEGISLATION**

Texas Statute: Article 2675L, 1969

Federal Statute: N/A

#### **II. FUNCTIONS**

The Commission's objective is to rehabilitate handicapped and disabled individuals so they may engage in meaningful occupations and develop a maximum of personal independence. It assists in the construction of rehabilitation facilities and workshops, and the establishment of small businesses operated by severely handicapped individuals. It also determines the eligibility of physically and mentally handicapped persons for training programs, and provides support services before and after rehabilitation programs. The Commission provides counseling and guidance to the handicapped involved in training programs or hospitalized.

#### **III. ORGANIZATIONAL STRUCTURE**

##### **A. Governing Board—Board of Commissioners**

###### **1. Composition:**

Six commissioners

###### **2. Method of Selection:**

Commissioners are appointed by the governor and must be citizens of Texas.

###### **3. Term of Office:**

Commissioners serve six-year, overlapping terms.

###### **4. Chief Administrator:**

A commissioner appointed by Board members to serve at their pleasure.

##### **B. Divisions**

###### **1. Severely Disabled**

###### **2. Disability Determination**

###### **3. Employment Resources**

##### **C. Divisions Responsible for Delivery of Welfare Services**

###### **1. Severely Disabled: handles rehabilitation programs**

###### **2. Disability Determination: processes applications and pays Social Security Disability Insurance and Supplemental Security Income payments**

###### **3. Employment Resources: assists field personnel in finding employment for clients**

#### **IV. MANPOWER AND BUDGET**

The Texas Rehabilitation Commission has over 1800 employees, and has an estimated budget of over \$73 million in 1977-78.

## PART III

# DESIGNING AN EFFECTIVE EVALUATION SYSTEM FOR THE FAMILY INDEPENDENCE PROJECT

*The following report outlines issues which are critical in developing a comprehensive and practical evaluation design for testing the Family Independence Project in the Greater Fort Worth area. The section on "Conceptual Considerations" discusses the broader research and policy decisions affecting the implementation and actual evaluation of the proposed project. The other section, "Evaluating the FIP," describes in detail an evaluation system for the Family Independence Project that includes specific project goal and objective statements and a preferred evaluation design with alternative approaches.*

### CONCEPTUAL CONSIDERATIONS

The purpose of evaluating the Family Independence Project is to determine the success of a coordinated service delivery system in fostering "family independence." In general, an evaluation should measure the effects of the program in three ways: (1) compare the effectiveness of the coordinated system to that of the present system; (2) assess the extent of the new system in achieving specific objectives (i.e., improved skills) with specific groups of clients; and (3) identify the most successful components of the program (i.e., intake and diagnosis, private sector employment). Ideally, the evaluation design for the FIP should determine not only if clients are better served, but also how and why they are or are not.

#### *Goals and Objectives*

Sound program evaluation rests on carefully formulated goals and objectives which then serve as the foundation for all subsequent evaluation design decisions. The goals of the FIP are both service, measured by impact on clientele, and operational or service delivery, as measured by organizational and administrative efficiency. Service and operational goals should state the ideal outcomes and accomplishments rather than proposed activities. In addition, considering the possible consequences of the program requires stating goals so that the subsequent program objectives can be causally related to specific program activities and expected outcomes. The FIP's goals should be formulated to include performance of the system, its effect on clients, and behavioral and attitudinal outcomes. They should be practical and useable in light of constraints on the project, ranked by their relative importance, analyzed for possible incompatibilities, and include both short- and long-term desired outcomes. Furthermore, establishing goals and objectives must

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allow for unanticipated or " sleeper" effects. Examples of unanticipated effects include increased unrest or disillusionment due to the creation of unrealistically high expectations, and possible job displacement of poorly trained nonclients by the newly trained clients.

Establishing program goals and objectives should be performed jointly by agency officials responsible for the project and those responsible for evaluating the program. This procedure limits potential disagreement between sponsoring agencies as to the true intent of the program and guarantees that the goals of the FIP meet evaluation requirements. Also, early formulation of goals and objectives aids project planning by serving as a framework for decisionmaking and establishing the relative importance of program activities. The process should result in a set of working goals and objectives that are the basis for program implementation and evaluation.

Once goals are selected, a set of measurable objectives relating to each goal should be specified. The objectives must state a specific target for achievement within a specified time span, representing an interim step towards the goal. There should be at least one objective for each program component. The objectives should measure quantitative or "soft" consequences (i.e., self-esteem) and behavioral consequences. Unless the objectives are stated in measurable terms they will be useless to evaluators. Each objective should include the specific variables the program is designed to effect. Thus, program variables should measure the actual services delivered and their effect on clients as defined by data inputs such as staffing, size, administrative methods, and management, and by client characteristics such as age, race, sex, and socioeconomic status. Establishing program variables is essential in assessing possible relationships between objectives and outcomes. Besides program variables, intervening variables (based on assumptions of causality) should be included. One type of intervening variable is program operation, which measures the extent of coordination, costs, frequency of client exposure to personnel, and other factors. Another might be the length of time between skill attainment and obtaining a job, reflecting an assumed relationship between skill level and job placement. The usual problems involved in selecting objectives are that they are too vague, unmeasurable, and ignore the important variables affecting program outcomes. Early attention to the preceding factors can lessen some of these problems.

### ***Measures, Variables, and Standards***

Defining and measuring whether social action programs like the FIP achieve their goals is easier said than done, and requires overcoming some significant problems. Commission of the "ecological fallacy," i.e., the making of assertions about one program component based upon the evaluation of another (or independent variable), can lead to invalid conclusions. This can be

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avoided by accounting for all possible variables which could affect the specific objective and matching the measures to these variables in the objective. Ambiguous objectives, such as improved "self-esteem" or "quality of life," must be assessed by using devices such as social indicators and other data obtained from personal interviews or questionnaires. Using multiple measures also increases the reliability and validity of evaluation results. These measures must be determined in the planning stages and built into the system design in order to assure that necessary information will be generated throughout the project.

The goals and objectives of the Family Independence Project should: (1) measure programmatic (administrative) aspects of the project, and (2) fully detail objectives in order to measure components of the program as well as their effects. Objectives should address such factors as intake and diagnosis, cash assistance, caseworker/client relationships, training and education, job placement, recidivism, and availability of social services (e.g., day care and transportation), in addition to objectives concerning clients' incomes, attitudes, and self-sufficiency.

The following illustrates an ideal set of goals and objectives:

### Assistance to Families in Obtaining Employment or Job Training

#### *Problem Description:*

Lack of training or employment opportunities, or personal and family problems preventing family members from taking advantage of available training, or employment impedes the family's economic self-sufficiency.

#### *Goal Statement:*

Elimination of barriers that impede family's attempts to provide for material needs through employment.

#### *Objective Statements:*

- To reduce the rate of clients who fail to complete a job training program.
- To increase the rate of client family members who gain income through employment.
- To reduce the rate of days of training or employment lost due to family problems.

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- To increase the rate of employable clients who enroll in a job training program.\*

Goals and objectives such as these must be developed for the three main goals of the FIP: (1) family independence, (2) coordinated service delivery, and (3) cost containment. A special point in considering cost evaluations is that such data must be discounted over the span of the project. Furthermore, accountants for the project must be aware of potential biases stemming from decisions relating to fixed and variable costs, inclusion or exclusion of expenditures, transfer payments, and start-up versus implementation costs. Consultations with evaluators would help avoid intrusion of potential biases in results due to these factors.

Finally, in establishing goals and objectives and developing measures during the project's planning stages, agency officials and evaluators should agree on the effectiveness/efficiency standards against which the measures will be evaluated. Realistic ratios, percentages, and social indicators would serve as a set of initial minimal standards for achievement and would clarify what administrators will use to determine "success" versus no change or failure.

If careful attention is given to these factors in the planning stages by a coordinated administrative and evaluative team, the reliability of evaluation results can be assured.

### *Eligibility Requirements – Waivers*

Another area of concern relating to evaluation and project implementation is securing the necessary waivers of agency jurisdiction and eligibility requirements. The waiver is an essential factor if the goal of coordinated, comprehensive services for the needy is to be fulfilled. Therefore, the specific procedures for securing proper waivers must be developed at the earliest possible point in the preplanning phase of the project.

Several questions and potential problems are anticipated. First, determination must be made as to the specific waivers which will be necessary. Second, what are the precedents, both in state and federal bureaucracies, for waivers of program eligibility requirements and jurisdictional changes between agencies? Also, what are the legal constraints to securing such waivers? The latter question includes legislative specifications and federal and state agency regulations. Third, the waiver procedure could be quite complex because of various funding sources and eligibility requirements (per program) used by agencies involved in the project. Fourth, what levels of agencies (federal, state, or local) are needed for clearance? What person(s) and/or departments

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\*Peat, Marwick, Mitchell & Co. (1971) *Evaluating Social Services* (Austin, Texas: Texas Department of Public Welfare), pp. iv-27.

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within agencies will be responsible for waiver approvals? Fifth, what participating agency will be responsible for this aspect of the project? Presumably, TDHR or the "managing" unit will have this responsibility. Finally, are participating agencies aware of this component of the project and the possible implications for their individual "turfs"?

### *Potential Programmatic Changes After Implementation*

The potential formative changes in the project or the project environment pose significant difficulties for meaningful and rigorous evaluation. A well-known example of this problem is the New Jersey Negative Income Tax Experiment in which programmatic and environmental changes occurred during the project which necessitated adaptation of the evaluation results. The obvious problem resulting from changes in the program and/or environment is that the data and subsequent conclusions may be invalid or misrepresentational. Therefore, the project designers and evaluators should anticipate and be prepared to deal with evaluation problems stemming from changes in the clientele, community conditions (economic and social), authorization or appropriations, top project management personnel, and generally, the "political winds." This is especially important for the Family Independence Project due to the numerous agencies, private businesses, and key persons involved.

There are several alternative approaches to this problem. One is to have the evaluators control all aspects of the project. However, this solution ignores environmental changes and political feasibility. Nonetheless, the evaluators should participate in the project from the beginning, initially assisting in the definition of concepts, goals, and objectives, and continuously monitoring the program so that the evaluation allows for any changes which might occur.

A second alternative is to change from a goal-oriented evaluation to an analysis of the implementation process. Should drastic changes occur, this approach would be useful for analyzing exactly what changes took place and why these changes occurred. However, this alternative ignores impact on the clientele evaluation.

Maintaining a dynamic evaluation procedure which reflects changes by continuous measurement and adjustment would be the best alternative for optimal adaptation of the evaluation to unanticipated changes. This would include frequent periodic measures (approximately every three or four months) of the program. The program administrators should, whenever possible, make any programmatic changes on specific start-up and ending dates. This would allow evaluators to analyze the effects on clients by their participation in each stage and provide more concise record keeping of each phase. In addition, special evaluations of one or more of these phases could be used for

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comparison with the final project results. Finally, a regular chronology of the environmental and/or external events which could affect the project results should be maintained. This chronology could then be used for comparison of the periodic results, especially if the evaluation design is non- or quasi-experimental, since neither of these designs controls for external events.

### *The Evaluation Design*

Of considerable importance to any evaluation is the selection of the evaluation design. The basic differences in evaluation designs revolve around how and to what extent they allow reliable and valid comparisons demonstrating the effects of a program or project. The design should allow the evaluator to attribute effects of a project to the project itself, rather than to other factors. Designs typically vary considerably in the ability to isolate the effects of a project. In general, there is an inverse relationship between the rigor of a design and the feasibility of using it, especially in the evaluation of social action programs, such as the Family Independence Project. The following are four types of designs, listing the advantages and disadvantages of each as well as their relative feasibility.

*Descriptive evaluation design:* Evaluations falling into this class are generally "soft," in that they lack scientific rigor. They typically involve descriptions and accounts of the operation of a project and often serve as a basis for modifications of its conduct. To that extent, they are of some value to those persons administering the project. Additionally, the costs of such evaluations are minimal. The descriptive evaluation design does not, however, assess the impact or effectiveness of a project on persons served, and thus is the least preferred design type.

*Non-experimental design:* This type of design is perhaps the dominant type used in social program and project evaluation. Usually, the nonexperimental design employs a longitudinal or before-after comparison of one group only, the group to which the project is administered. Testing is undertaken prior to the initiation of the project and then again at some point or points after the project is underway. Comparisons are then made, and changes found are considered to be attributable to the project. The advantages of this design are its relative ease in administering and the fact that it allows the project to be administered to all eligible participants. In this type of design, the project is not withheld from any eligible persons as it might be under either an experimental or quasi-experimental design. Because social action projects such as the FIP are difficult to withhold from any eligible for both ethical and political reasons, this type of design is frequently employed in these types of projects. However, nonexperimental evaluations lack any type of control, and thus, there is no assurance that the observed effects found after the administration of the project are in fact results of the project. The most

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common and plausible explanation of any observed changes is that of history or events external to the project over which the evaluator has no control. Resulting changes in employability, income, or attitudes, which might possibly be observed after the implementation of the FIP, could be attributed not only to the project, but to external sources or events as well. For these reasons, the use of this type of evaluation design is not advocated for the FIP.

*Quasi-experimental design:* The essential difference between this type of design and "true" experimental designs is the manner in which participants are assigned to control and treatment groups. Quasi-experimental designs do not assign project participants to control and treatment groups in a random fashion. The most common reason for not randomly assigning participants is ethical: can the delivery of services be withheld from certain individuals while administered to others? To alleviate randomization and control groups problems, most quasi-experimental evaluation designs employ a nonequivalent comparison group design, in which a group as similar to those to whom the project is administered is used as a control group. Individuals within similar groups are matched on the basis of predetermined characteristics. This type of design entails locating a comparison group and matching it as closely as possible with a FIP-participant group. A sample of each group would be tested before the FIP is implemented, and then at some point or points later after project implementation. Differences between the groups, as measured by tests conducted after FIP implementation, could the presumably be attributed to the project.

The basic advantage of this design is that it allows the use of a control group while not denying the treatment or project to any eligible participants. If, however, the comparison group is not entirely like the program group, problems may arise as to the proper interpretation of evaluation results. A requirement for this type of evaluation design is that the utmost care be taken in the selection of a comparison group. While the use of the quasi-experimental design may be appropriate when an experimental design is not possible, it should be regarded only as an alternative evaluation system for the FIP.

Another type of quasi-experimental design which could be useful in evaluating the FIP is the separate sample pre-test/post-test design. This design is most appropriate when groups cannot be randomized for the purpose of differential treatment. It randomly assigns participants into two subgroups, one of which is tested prior to project implementation and the other after it has been implemented. In the case of the Family Independence Project, participants would be randomly assigned to two subgroups. A sample of the first subgroups would be tested before the project began, and a sample of the second subgroup would be subject to testing after project implementation. The first group would still participate in the project; it would not, however,

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be tested after participation in the project, as it would in an ordinary before-after design. A comparison of results is then made between the first and second groups' tests.

The main advantage of this design is that it allows the researcher some measure of control over comparison groups while permitting maximum participation in the project. Its main weakness is its failure to control for history, or events, or conditions external to the project occurring between the pre-test and the post-test. It may, nonetheless, prove to be an acceptable design, but should be used only if control group comparisons cannot be made or the use of an experimental design is precluded.

*Experimental design:* Because this is the most rigorous type of design, it generally is the least widely applied, especially in evaluating broad-aimed social programs such as the FIP. Experimental designs measure the effects of a project by comparing control and treatment groups. "True" experiments require that the participants be assigned in a strictly random fashion to control (non-project) and treatment (project) groups.

Common variations of the experimental design are the pre-test-post-test control group design and the post-test only control group design. The first of these is the classic laboratory experiment in which participants are randomly assigned into two groups and given a pre-test; the treatment group is then subjected to the project while the control group is not. Both groups (or samples thereof) are then given a post-test at a point, or points sometime after the project is implemented. The observed effects of the project should be the differences in the control and treatment groups as measured by the post-tests. The most common weakness of other designs, that of history, is removed. Randomization into subgroups controls for history insofar as general events that might have produced changes in the treatment group would also produce changes in the control group.

Another type of experimental design is the post-test only control group design. Like the classic laboratory experiment discussed above, the participants are randomly assigned to project and nonproject groups. The only difference between these two types of experimental designs is that the post-test only design involves no pre-test. Samples of randomly assigned persons are taken and tested after the implementation of the project. Differences found between the control and treatment groups can then be attributed to the project. The pre-test is not essential in achieving control in the experimental design; the randomization process is the best assurance that the control and treatment groups are as "equal" as possible.

The problems of using an experimental design in the evaluation of a broad social program such as the Family Independence Project are substantial. They center around the randomization of participants and the use of a control group and involve questions of ethics, politics, and administration. The use of the

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true experimental design involves important ethical considerations. The most basic issue is whether or not the project can be administered to some eligible participants and not to others. Even if the control group has no prior knowledge of the "experiment," they might find out about it later and wish to participate. An additional consideration that can have practical ramifications in the operation of the design is the use of the family as the program's focal point. Randomization would have to be by family unit in order to adhere to the concepts of the project; the existence of extended families in the poverty sector increases the possibility of interaction between control and treatment groups, which might taint evaluation findings.

Similarly, another important factor is the reaction of public officials and the media to an experiment of this nature. For example, what happens if a constituent feels that he/she is not being treated fairly because he/she is a member of the control group and complains to a legislator? The official's likely response would be to try to rectify the perceived mistreatment, not taking into consideration the fact that the project has implications beyond those of the individual in question. Also, the media may seize upon the idea of a social experiment; if not fully understanding the project, it might damage the results.

Beyond these political and ethical considerations, there would be practical, day-to-day problems in the administration of what amounts to two separate programs. The FIP's administrative approach dictates coordination and cooperation among the various agencies involved; the current system, which the control group would presumably remain under, is fragmented and dispersed. Can the two systems be administered simultaneously, and what will be the costs in terms of time, money, and personnel?

Even the use of sampling techniques in the process of randomization, which would alleviate control/experimental-group conflict, is no panacea. Randomization still requires that some eligible participants be treated differently. The problem would not disappear; sampling only reduces and de-intensifies differential treatment issues.

Despite the problems and ramifications involved in using an experimental design in the Family Independence Project's evaluation process, the post-test only control group design is the best design choice. The following reasons justify this recommendation:

1. Because most social program/project evaluations in the past have not shown many highly valued benefits resulting from the programs/projects, the value of the information gained from using a control group approach would be higher than the potential loss of benefits.
2. If the value of the project is found to be high, it would be more readily acceptable to decisionmakers and policy-shapers if evidence used as the basis of claim of value is objective in nature.

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3. The long-term benefits of similar and effective treatments and projects would outweigh potential losses inherent in withholding treatment to a few people in the short-run.
4. True experiments would require policymakers to approach a design of this nature in a more rational and comprehensive manner, permitting thorough testing before major decisions are made.
5. The post-test only design would not require extensive pre-testing and thus allow the evaluation team more time and resources to develop a solid and rigorous post-test.

### ***Additional Concerns***

Additional considerations in formulating an evaluation process deal with timing, funding, users of the evaluation results, selection of evaluators, and data-gathering techniques to be used. The following sections address each of these considerations.

#### ***Timing***

Ideally, evaluation should be undertaken at a time far enough removed from project implementation to allow the treatment to take effect, yet close enough to the implementation period to mitigate any disturbance external to the project. In a project as comprehensive as the FIP, the question of timing is most important. Because the project's impact will tend to be cumulative, great care should be taken in order to ensure that changes can be observed at appropriate times. An evaluation process of three to five years in length, conducted at regular three to four month intervals, and that begins three months after the project is implemented, is therefore recommended.

#### ***Funding***

The question of funding is problematic. Funding can restrict the scope of the evaluation; without an ample budget, a comprehensive evaluation would be impossible. The level of funding determines, to a great extent, the type of design that can be used, what information can be obtained, and who performs the evaluation. Ideally, in a pilot project, financing should be sufficient to permit a rigorous if not comprehensive evaluation. Insufficient funding for project evaluation may hamper the large-scale application of new efforts, and defeat the purposes of the pilot program.

The source of funds used in the evaluation effort is also important. Funds obtained from various sources may have different stipulations as to their use, and funding from other sources (e.g. state-level) may be difficult to obtain.

#### ***Users***

Identifying the potential users of evaluation information is difficult. It is necessary to take into account the fact that the project is a pilot program,

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and the findings which emerge from the evaluation process will have value, both in real and theoretical terms, to many groups. These include participating state agencies, project administrators, legislative entities, local public officials, clients, businesses, and the Departments of Labor and Health, Education and Welfare. Ideally, the evaluation should serve all its potential users, but the realities of conflicting values and views indicate that it cannot serve all its various audiences in the same manner. Responsibility for evaluation comprises another issue. It is important that the evaluation team not be required to produce findings which coincide with those advocated by the managing unit. The evaluation should be as objective as possible, and findings should be disseminated to all interested parties for their particular interpretations and uses.

### *Evaluators*

Decisions on the question of who should perform the evaluation basically revolve around whether or not the evaluation should be in-house or independent. The advantages of an in-house evaluation are: (1) problems stemming from the need to learn about the project and acceptance by project staff are reduced; (2) the evaluation can be carried out without upsetting project operations; and (3) the goals and objectives of the project and the evaluation would be presumably the same. The disadvantages of using an in-house evaluation team include: (1) an in-house evaluation might bias findings; and (2) other organizational roles of the evaluator might inhibit the evaluation and/or prevent or delay its completion.

The advantages of using an outside evaluator include: (1) he/she is more likely to be objective during the process due to lack of involvement in the project's organization; (2) he/she is more likely to be viewed as an evaluation expert by both the audience and project staff; and (3) findings and recommendations might be viewed as more useful than those from an in-house evaluation. The disadvantages of using an outside evaluator are: (1) the evaluator is less likely to be familiar with the project and thus would have to familiarize himself with the project, using up valuable time and other resources; and (2) project staff might feel threatened and not fully cooperate with the evaluator.

Despite drawbacks involved, the FIP should employ an outside evaluation team and allow it access to the planning stages of the project. Full cooperation of the project's personnel is a necessity, and the project's administrator should stress cooperation. An in-house evaluation should be used only to monitor the project's daily operations, and any changes noted by in-house evaluators should be passed on to the outside evaluator.

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### *Tools*

Evaluation tools should reflect evaluation design. A rigorous design requires the use of multiple techniques. These include: (1) sophisticated and properly designed questionnaires; (2) extensive interviews to supplement information provided by questionnaires; and (3) statistical analytic tools such as cost-benefit analysis, cost-effectiveness, regression, factor analysis, and time-series analysis.

### *Data for the Evaluation*

Regardless of methodology ultimately used, it is essential that it generate and collect all the data needed for the program evaluation *during* the course of the project. This perspective keeps the overall goals and objectives of the project in focus during all stages of planning and implementation. The greatest advantage of advance consideration of information needs is its ability to hold down the financial, manpower, and time costs of the evaluation. It avoids potentially futile attempts to transform disparate or nonexistent information into useful data for evaluation. The entire evaluation process is easier if data needs are incorporated in the project's management information system from the very beginning.

In making arrangements for developing the evaluation data base, it is desirable that information coordination be achieved. This is in accordance with the project goal of administrative coordination. Under the current system of uncoordinated service delivery, each agency maintains its own data on clients. Even within a single agency, separate sets of financial and social records are maintained for each client. Since each agency has different functions, some information is currently regarded as relevant for only one purpose. However, each agency needs the same set of basic background material on clients. Where agency functions and information needs overlap, it is a wasteful duplication for every agency. In addition, while distinct agency functions exist, it is the intent of the Family Independence Project to coordinate the *entire* range of client needs at all stages of service delivery. A shared, comprehensive client information system will serve all these program needs.

A possible method of achieving information coordination is through the use of a single master set of forms by each participating agency, the centralization of records, perhaps through use of computers. The compilation of comprehensive data in the master set of forms would begin at the intake process stage, and as the client passed through each stage of need determination and service delivery, new information would be added to the master file. Records could then be stored in a centralized computer data bank. Access to a client's file would be available, but would be limited to agency personnel who have programmatic relationships with the client and with the project evaluators.

## Designing an Effective Evaluation System for the FIP

The coordination of client information will also greatly benefit the project evaluation procedures. The evaluators, as well as service deliverers, need to start with the same set of background information on the clients. Much additional data, such as the results of interviews and survey questionnaires conducted by the evaluators, will not be directly relevant or useful to specific program functioning. This additional information could easily be combined with program client profiles where necessary or desired, and access to this evaluation data could be controlled separately.

The design of the actual master document should be developed in a cooperative effort between project planners, evaluators, and service deliverers. With this multiple input, there is a much greater chance that wasteful duplication of information and the costly process of transforming different sets of data into a useful format can be avoided. Project administrators can also be more assured that all necessary program and evaluation information will be collected at some point in the program, if thought is given to these needs before the program is implemented.

Centralizing all records will greatly facilitate the handling and retrieval of program data for both service delivery and evaluation. It will also permit a much easier tracking of the client through the course of the project to measure for possible program impact. However, it does raise some problems that would need to be resolved. The first is the ubiquitous one of cost: if the hardware and software for central computer data storage, processing, and retrieval at multiple terminals are not currently in place or are not adaptable to the needs of the project, then they would have to be purchased.

Second, the concept of further centralization of personal data in computer banks is viewed by some as a threat to individual privacy. Safeguards of controlled access, protection against fraud and altering of records, and assurances of confidentiality would have to be built into the system, in compliance with state and federal regulations. If the evaluation is contracted out to an external, independent firm, then it is important that the contract place the evaluation data under the same protection as the program agency data.

Jurisdiction over collecting, processing, maintaining, and assuming safety of the central file records would have to be assigned. It would be logical to give this responsibility to the "lead" agency if one is designated, or to the project manager, and to draw lines of delegated responsibility for the data from each participating agency and evaluation units to the program management. However, cost constraints may require assigning record maintenance to the agency with the best existing computer capacity, after delegating proper authority to the program management.

If a master information record system is not feasible, then it is important that complete background information about each client participating in any area of the project be collected at one point or place in the process. For prop-

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er client tracking without centralized records, each participant agency must give its "sign-off" to permit access to its individual set of records by those persons charged with the evaluation. The lines of delegated authority to grant this access should be clarified at the outset of the project. Also, for the benefit of the project, any existing system of client information sharing and referrals between agencies could be expanded and exploited to its fullest potential, with proper safeguards for its use. If centralization is not feasible, it would be helpful for the evaluation team to tell each participating agency, prior to the start of the project, the particular types of information needed for evaluation. Each agency could then make its own arrangements to generate this data in its individual files. The costs associated with establishing centralized records must be weighed against the benefits of avoiding data duplication and special arrangements ensuring the separate generation and collection of information relevant to the evaluation. Unless the financial costs are absolutely prohibitive, a system of record centralization with the use of a master set of forms is recommended to facilitate the process of project evaluation.

### *Assurances of Information Confidentiality*

In order to protect the rights of the clients in the project, assurances of confidentiality of all personal information given to evaluators must be offered to the clients. Without such assurances, a client is likely to be unwilling to participate in the project. Also, a pilot project in welfare reform will probably draw the attention of the media; it is essential that this external attention not be allowed to infringe on the rights of the project participants.

To guarantee confidentiality, all agencies and personnel involved in evaluation must be made aware of the importance of the client's right to privacy. Formal regulations of procedures for safeguarding the access and use of the collected data must be established prior to the project's implementation and later enforced.

However, internal protection is often not enough. For example, the director of the New Jersey Work Incentive Program had to contend with subpoenas for records, civil suits, grand jury hearings, Congressional investigations, potential contempt of court orders, explicit news documentaries, and other problems, all of which threatened to destroy the validity of the program's results. Therefore, detailed arrangements should be made in advance with all other local, state, and federal agencies not directly involved in the project, on the procedures to follow if requests for project information are made for purposes other than those of the project, for investigations, and even for legal matters. Special preparations and agreements might also be made with the news media to allow adequate coverage of the project without involving the release of names or the interviewing of clients. Also, "understandings" should be worked out with local, state, and national political

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figures on the necessity of client privacy and on the limitations of the usefulness of preliminary results, should they be requested for publication.

### ***Minimizing Data Excesses and Misinterpretations***

Other matters relating to data collection and processing also must be considered during project and evaluation planning stages. First, there is often a tendency in social experiments to collect more information than is necessary to measure program effectiveness and impact. Excess data can overwhelm and distract the evaluator. However, time and cost constraints should necessitate the collection of data relevant to project implementation and evaluation.

Decisions relating to the handling of missing data and program drop-outs need to be resolved prior to project implementation. If sampling is used in the evaluation, perhaps sample groups should be somewhat larger than absolutely necessary in order to check project attrition. Also, in order to account for inflation and to allow for better longitudinal comparisons of results, data on incomes and costs should be discounted to a constant base year. Problems concerning the possible inaccuracies of client self-reported data should be minimized, especially regarding the reporting of income by control groups who have less contact with the project. Findings of periodic program "quality control" audits can be compared with information obtained from interviews in order to determine possible under-reporting of incomes and its effect on overall project impact. For example, checks should be made for errors in the reporting of wage rates to see if rates changed during the evaluation process. Also, participants' knowledge of the project's temporary status might influence project results and therefore should be considered in project evaluation. Set procedures for handling these problems should be established in the planning phase of the project.

## **EVALUATING THE FIP**

### ***Introduction***

The issues discussed in the section on "Conceptual Considerations" demonstrated the need for further clarification and definition of several aspects of the Family Independence Project prior to the adoption of a project evaluation system. If evaluators are to assess the FIP's impact on reducing welfare dependence while maintaining family stability, the project's goals and objectives, the choice of evaluation techniques, and the definition of family dependence and independence must be carefully considered. As seen in earlier sections of this report, an effective evaluation process measures ideological perspectives as well as the programmatic phases of a social service demonstration project, and should be comprehensive as well as practical.

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The following sections describe and analyze ways in which several possible Family Independence Project evaluation problems can be avoided. They refine statements of the FIP's goals and objectives, and advocate the use of the experimental design and a detailed dependence-independence continuum in assessing the results and impact of the FIP. Further development of issues discussed in "Conceptual Considerations" is included in this half of the evaluation design report, along with recommendations for FIP evaluation designers.

### *Specific Goals and Objectives*

A critical factor in developing an evaluation design for the Family Independence Project is specifying goals and objectives. These should be used to set standards for development, implementation, and assessment of the project. Specifically, the evaluation should measure the FIP's impact on participants and on administrative efficiency. Impact on participants or "service" goals should reflect individual and family progress in comparison with that of nonparticipants and in terms of certain demographic characteristics such as age, race, and family size, and previous enrollment in AFDC, WIN, and Food Stamp programs. Administrative efficiency or "operational" goals must assess FIP costs and effectiveness in comparison to the present welfare system and the cost-effectiveness of particular program components such as outreach, training, and placement. Finally, "service" and "operational" goals must be combined for both the FIP and the present welfare system in order to judge which plan is more successful in realistically achieving all goals of a welfare system.

The following are some suggested goals and objectives for the Family Independence Project. The goals of family independence and cost containment are recognized to be attainable only in the long run, while the coordinated delivery of services is a short-term goal. However, all goals and objectives should be considered in periodic evaluations during the project and after its completion. The following are based on an evaluation design which compares an FIP (experiment) group to a current system (control) group in each programmatic phase.

### **GOAL: FAMILY INDEPENDENCE**

*Objective:* Reduction of the family's total reliance on cash assistance and supportive social services (food, medical, child care, transportation).

*Measure:* Position change on continuum as designated by percentage of total income from earned wages and welfare services, by category.

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Total earnings of each participant and each family by subperiod while in the FIP to total earnings during the prior twelve months.

**Objective:** Assurance of the family's access to all necessary support services.

**Measure:** Comparison of the number of families in need of supportive services to the number of families receiving services, by category of service.

**Objective:** Attainment of marketable skills for increased employability through improved access and participation in training and education programs.

**Measure:** Number of training/education slots to the number of participants requiring positions.

Participation rate in training/education programs in the FIP.

Family's position on continuum as designated by participants' level of skill attainment and employment status.

**Objective:** Expanded opportunities for individuals in the family unit through training, education, and job placement.

**Measure:** Number of family members receiving training and/or education and/or job placement.

Number of multi-wage earner families.

**Objective:** Increased family stability.

**Measure:** Changes in family composition.

Changes in marital status.

Participants' attitudes towards ideal family size, family planning, fertility.

Frequency of leisure activities as a family unit.

Division of family responsibilities (financial and household chores) among family members.

Attitudes of participants towards themselves and in relation to the family.

**Objective:** Adequate access to career information and counseling, job referrals, and job search training.

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*Measure:* Participation of family members in Intake and Diagnosis stages.  
Participation in career counseling sessions, job referrals and job search training sessions per individual and per family.

*Objective:* Improved attitudes and behavior of participants.

*Measure:* Subjective social status and perceived social mobility.

Self-esteem scale.

Worry and happiness indicator scales.

Attitudes towards training and jobs as improving the participants' lives.

Job satisfaction scales, including job security, wage level, interest in work.

*Objective:* Attainment of the family's goals as set during the Diagnostic stage.

*Measure:* Number of participants and families reaching goal.

Distance from goal of participants and families not successfully reaching goal.

*Objective:* Elimination of recidivism in the welfare system.

*Measure:* Number of families achieving total independence from welfare for twelve consecutive months.

Total family income after job placement of participant(s) to the control group and to the median income in Fort Worth.

### **GOAL: COORDINATED DELIVERY OF SERVICES**

*Objective:* Reduction of service duplication between agencies.

*Measure:* Number of agencies providing duplicative training, child care, transportation, diagnosis, and job placement (TEC, TDHR, CETA, TRC).

Coordination of information referrals between agencies (number of referrals).

Total number of personnel by service delivered per participant.

*Objective:* Administration of service to the family as a unit.

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**Measure:** Ratio of participating family members to the total number of family members.

Diagnosis and goal setting for family as a unit.

**Objective:** Increase of cost-effectiveness per participant in the delivery of services.

**Measure:** Ratio of total cost of service administration and delivery per participant to the length of time to move a certain number of stages on the continuum per participant.

**Objective:** Reduction of "administrative hassle" for participants.

**Measure:** Number of trips by participant to receive same amount of services as in the current system.

Number of different delivery personnel in contact with each participant.

Attitudes of satisfaction with the system of service delivery for participants.

**Objective:** Increased participation of the private sector in training, education, and job availability and placement.

**Measure:** Number of private sector organizations providing services by type of service.

Number of participants in private sector training, education, and jobs.

**Objective:** Expansion of population served through reallocation of deployed resources to the welfare system.

**Measure:** Amount of money available for reallocation as a result of FIP.

Total number of participants served with the reallocated money.

### GOAL: LONG-RUN COST CONTAINMENT

**Objective:** Maximization of total cost-effectiveness of the FIP.

**Measure:** Economies of scale of the FIP to current system.

Total cost of the FIP (actual services, personnel, administration, operating expenses, minus start-up costs) to current system.

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Percentage of total money allocated by function (services, personnel, administration, etc.) to same functions percentages in current system.

Number of participants achieving each stage of the continuum to total cost of the FIP (ratio).

Cost of each program (AFDC, Food Stamps, Child Care, CETA) to the total cost of the FIP (ratio).

*Objective:* Minimization of long-run total cost per client.

*Measure:* Ratio of the total number of participants to the total costs of the FIP.

In summary, the preceding goals and objectives should be a starting point in the formulation of a thorough and rigorous evaluation plant. The participant impact objectives under Goal I, and to some extent, Goal II, will indicate the *quality* of the FIP approach to welfare services. Without at least equal or higher quality impact on participants' abilities to achieve adequate employment and greater independence from government support, the FIP is not justifiable regardless of comparative administrative costs. Findings from the objectives under Goals II and III should *quantify* the FIP's cost in comparison to the current system. However, it is important that these measures not be utilized in a "numbers game" which results in evaluation of costs at the expense of service quality.

Final assessment of the true value of the FIP approach can be made by comparing the results of findings under all three goals in a cost-benefit analysis. With complete data for both the Family Independence Project and the current system, a rigorous and extremely significant evaluation of the two approaches can be made.

### *The Experimental Design*

Because the Family Independence Project is essentially a demonstration of a "new" concept in welfare and has presumed value beyond the project site of Fort Worth, any evaluation undertaken should be as rigorous and explanatory as possible when findings are imparted to all interested parties. For the type of information and data needed in evaluation, the experimental design, outlined in "Conceptual Considerations," is the best available method of ensuring a rigorous evaluation. This section, which reiterates and expands on the information contained in the last section, deals with evaluating the specific impact and effects of the FIP on participants in Fort Worth. It also discusses how an experimental design might be implemented; some problems the evaluators and administrators might encounter; and some solutions or alternatives to those possible problem areas.

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Using the experimental approach, the presumed effects of the project would be determined by comparing control (non-FIP) and treatment (FIP) samples which have been randomly selected from the project-eligible population in Fort Worth. The most common variant of the experimental design is the classic laboratory type where participants are assigned in a strictly random manner to control and treatment groups, and samples of each are administered a pre-test or a similar measurement device. The treatment group would then participate in the FIP while the control group *sample* would continue to participate in the current system in Fort Worth. As envisioned, measurement/testing of both samples would take place at periodic, predesignated times during and after the project. Differences found between the two samples (and thus presumably between the two groups) would then be attributable to the project and its effects. The experimental design removes the most common and detrimental weakness of other types of evaluation designs: effects of history. Randomization controls for history insofar as general events which might have produced changes in the treatment group would be expected to produce similar changes in the control group and vice versa.

A second type of experimental design that might be appropriate in the evaluation of FIP is identical to that discussed immediately above except that the pre-test phase is omitted. This second experimental design, the post-test only control group design, does not utilize the pre-test because it is assumed that the best assurance of control and treatment sub-group similarity at the start of the project is randomization of assignments. The pre-test's value is that it allows the evaluators to compare groups on their initial similarity and provide the necessary data base to make statistical adjustments. A pre-test phase should be included in the experimental design on the condition that it can be administered without interfering in the implementation of the project itself.

The experimental design poses certain problems to evaluators as well as project administrators. The most commonly cited problem is one of ethics. Essentially, social experiments and designs are questioned (and normally rejected) because they seemingly discriminate against those in the control group in a detrimental manner. Researchers and decisionmakers do not usually accept randomization as a means for determining program/project participation. But, this ethical problem is not as serious an obstacle as most would think. The experimental approach is valid and appropriate in this instance as well as in many, if not most, others, for the following reasons:

1. The benefit loss suffered by those in the control group that many would point to as a result of the experiment, is at best a doubtful obstacle. Those in the control group sample would remain at the current benefit levels, and the treatment group would receive, in essence, only the coordinated approach on the part of the project administrators.

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2. Social program/project evaluations in past have typically yielded little in the way of highly-valued benefits as a result of the program/project and the value of the information received by using the experimental design would be greater, especially in view of the reason above.
3. If the treatment or project is found to be effective by this evaluation, it would undoubtedly be applicable to far more people in the long-run, in exchange for only foregoing the project to the control group sample in the short run.

Ethical questions concerning social policy sooner or later enter the decisionmaking area and thus become political questions. The response at any level of government upon learning of a social experiment must be anticipated and dealt with in a forthright manner by the project administrators before the FIP becomes fully operational. They must show the value of the experimental approach in evaluating reform welfare and assure office-holders that no "harm" will come to any constituent. While the political considerations are not unimportant, an unlightened decisionmaker can readily discern the full importance of the project and its ramifications for both Texas and the nation.

What seem to be the most fundamental and pervasive problems posed by an experimental evaluation design are surprisingly not ethical and political in nature. Rather, there are a multitude of considerations which pertain to service administration when an experimental design is used. The most basic problem facing evaluators and project administrators dedicated to rigor is how to run two essentially different "systems" so as to prevent taint of results through administrative and/or participant contact with the other "system." Can the two approaches be administered simultaneously, and, if so, what costs will be entailed? Additionally, what happens to new entrants to the project? Ideally, some should be assigned to the samples of each group to maintain rigor and purity of the experimental design, but that may not be possible. Implicit in the concept of administering the FIP is facility integration, and multiple-function centers located in different place throughout Fort Worth may be unable to coordinate random assignments once the project becomes operational. In that case, the evaluators will be forced to deal with the preoperational samples, especially if the pre-test is used. Finally, unless there is some assurance that those eligible participants in the treatment group will choose the FIP over present welfare services, massive attrition problems may develop. If voluntary participations remains a concept in the FIP, then administrators and evaluators may have to rely on a given participation rate that ensures a sufficient sample size.

Other problems which remain are those design and research questions usually encountered in an evaluation effort: sampling techniques, sufficient sample size, attrition rates, and testing/measurement instruments. While these considerations are not inconsequential, they basically involve rather

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mechanical issues that any competent evaluator can resolve. Research and evaluation practices and concepts exist that allow these types of questions to be dealt with in a relatively easy manner. The crucial questions are administrative in nature and require not only a great deal of thought and planning, but an enormous amount of cooperation between project administrators and evaluators *at all stages of the project*. The experimental design, if it is to work properly and realize its fullest potential value, requires a commitment from all concerned project personnel from the pre-planning stages of the project to its final evaluation.

If that commitment is absent or conditions of the project make the experimental design for evaluation impossible, alternative evaluation designs can be used. These range from the very soft, descriptive evaluation designs to quasi-experimental approaches. In moving from the experimental design to a less comprehensive and empirically oriented design, rigor decreases and the results of the evaluation become increasingly questionable. With the loss of rigor, there is an increase in the ease with which the evaluation can be conducted. The trade-off between rigor and ease usually results in emphasis on the latter. However, the following design, although lacking the validity and credibility of the experimental approach, might be suitable for the FIP.

The essential difference between this design and the experimental approach is that it uses control groups which have not been randomly selected. Operationally, FIP evaluators would use a nonequivalent comparison group design in which a sample, similar to one of FIP participants, is used as the control group. This might be done through the matching of individuals and/or families by predesignated characteristics. In the case of the FIP, this approach would entail finding a non-FIP but current welfare participant group in a similar locale and matching a sample of these individuals and/or families with a sample of FIP participants in Fort Worth. The advantages of this approach are that it removes the *perceived* problems associated with randomization and the administrative considerations discussed earlier. After the comparison group has been established, the design becomes like the experimental approach where testing/measurement serve to find observable differences between the samples that are then *presumably* the effects of the project. Because this design does not use randomization, the effects of history cannot be wholly removed, and there is thus a smaller (much smaller, actually) degree of certainty about the results than there is with the experimental approach. However, making the samples similar is difficult. If this approach is selected, the evaluators must take great care to ensure and achieve maximum similarity between the control and treatment group samples.

As an evaluation design, the quasi-experimental approach is often used where randomization is impossible or highly problematic. However, the evaluation of the Family Independence Project is important enough to

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warrant a rigorous design and the experimental approach best serves that purpose.

### *Additional Considerations*

In addition to the consideration of the type of design to be employed, evaluation also entails questions of timing, funding, users, evaluators, and tools. Recommendations on each of these considerations are presented below.

#### *Timing*

One of the most common criticisms of the evaluations of social programs/projects is that they are begun too soon in the history of the program/project and the findings are thus inconclusive. The first formal measurement/testing should take place at a point far enough removed from the project's implementation to allow the project to have an effect. On the other hand, it should not begin at a point too far removed from FIP's implementation; this would increase the possibilities that the findings could be attributed to something besides or in addition to the project. Testing/measurement should be formally three to four months after the FIP becomes operational and then be continued at regular three to four month intervals for a period of not less than three years and preferably five years in duration. This longitudinal analysis would allow the evaluating team as well as decisionmakers to fully assess the impact of the FIP, especially in view of its comprehensive and presumably cumulative nature.

#### *Funding*

In the evaluation effort recommended in this paper, the question of funding, as indicated earlier, is crucial. The level of funding affects decisions on the type of design to be employed, the evaluation's duration, who performs the evaluation, and the types of tools and techniques that can be used. Because the need for rigor has been stressed in evaluating the FIP, the level of funding will have to be fairly substantial. Because evaluation decisions are typically made after a project's inception and therefore render any *proper* evaluation virtually impossible, the level of funding should be decided upon as soon as possible. Insufficient funding, if known about at an early enough point in time, may enable the evaluators to revise their scheme and format so as to preserve rigor as much as possible.

#### *Users*

As mentioned earlier, the FIP and its evaluation have implications and value to persons and institutions beyond the agencies participating in the project. For that reason, not only should the evaluation be rigorous and objective in nature, but its results and findings should be disseminated in a timely

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fashion to a fairly wide audience. Timeliness is an important consideration in that an evaluation in which the results are not made known until two to five years after the project has run its course is not as useful to decisionmakers as one in which the results are known in six months to a year. The envisioned audience for which the evaluation of the FIP will have varying amounts of relevance includes: participating agencies and the Texas legislature; relevant federal departments and agencies; social welfare agencies in other states; officials not only in Fort Worth but in other urban areas, both in Texas and elsewhere; and, social policy planners in government and in other research circles.

### *The Evaluators*

The Texas Department of Human Resources or other managing body should employ an outside, independent evaluation team that has access to the project in its earliest planning stages. It is important that this decision be made as soon as possible. An outside evaluation team is preferred to an in-house evaluation because possible evaluation bias is minimized and the findings are more likely to be accepted.

Nonetheless, a certain amount of "evaluation" will be done by the project administrators. This "quick analysis" is necessary to keep most projects/programs operational on a daily basis. Decisions concerning the proper functioning of the project will have to be made periodically and will no doubt reflect some sort of "evaluation" on the administrators' part. Changes of this nature should be brought to the attention of the evaluation team to enable them to *accurately* assess the project. Finally, any "tinkering with the project" should be minimal and undertaken only if the operation of the project is somehow endangered and with the knowledge that the change may indeed affect any evaluation.

### *Tools*

Because the recommended evaluation design is complex, the evaluation team should take advantage of all available measurement, testing, computational, and statistical techniques that are applicable. Briefly, these might include: (1) properly designed surveys and extensive interviews of the client samples; (2) the application of analytical and statistical techniques such as regression, cost-benefit, cost-effectiveness, factor analysis; and (3) time-series analysis.

## FAMILY DEPENDENCE-INDEPENDENCE CONTINUUM

The criteria used for measuring the effectiveness of the Family Independence Project is important. Project results must be measured in terms meaningful and relevant to policymakers. The final results of the demonstration project will be looked at first, and first impressions are often critical decision points, despite other qualifications or shortcomings.

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The ultimate purpose of the FIP is the achievement of family independence from the welfare system. The major assumption behind the FIP's coordinated administrative arrangement is that this particular approach, along with an emphasis on the quality of delivered services, is the means to ending long-term dependence on public resources.

It is important to measure the efficiency and effectiveness of the administrative arrangements themselves. However, it is probably even more important to orient the evaluation process to the *impact* of FIP treatments on client *families*. Specifically, the evaluation should focus on determining family dependency at the beginning of the project until its termination.

A continuum of family dependency, ranging from total dependence on the welfare system on one end to total family independence on the other, describes and represents the various degrees of dependence and independence. One hypothesis of the FIP is that any movement of FIP participants along the continuum toward independence would be the result of the experimental project.

The evaluation of the project should then determine first, if any movement actually does occur and in what direction, and second, what was required in terms of time, money, manpower and effort to move a family from point X to point Y along the continuum toward increasing independence from the welfare system. Ideally, this information will then be compared with client progress and administrative effort of the existing (control) system of service delivery to facilitate proving the worthiness or unworthiness of the FIP approach. To be of any real value to policymakers for decisions regarding possible replication of efforts, the FIP project must show that for the same amount of resources, its approach yields "better" long-term results of movement toward increasing family independence than the current system produces.

### *Structure of the Continuum*

Admittedly, the placement and ranking of points along the continuum involves personal value judgments and biases. Also, there may be variations that do not fit nearly into a hierarchical ranking and are not discussed here. Yet, this model can be a starting point for further discussion and refinement.

The structure of the continuum is based primarily on a working definition of dependence and independence being a function of: (a) the proportion of family maintenance costs capable of being borne by the family's own income instead of by the welfare system, and (b) the type and to some extent the quantity of services delivered to the client family as a means to removing barriers to achieving independence. These services include such elements of the welfare system as cash assistance, Food Stamps, medical, child day care, transportation, and job placement services; education and training for employment; and government subsidized jobs.

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Major categories determining a family's placement along the continuum are the percentage of total family income dependent on welfare sources, the degree of need for social and/or financial services, the type of job held—either private or public, and the level of marketable skills held by family members determined to be desirable wage earners. Total independence is generally viewed as an absence of any need for support from the welfare system's services. At the other end of the spectrum, total dependence is generally a deep reliance on continual welfare services for minimum survival needs. The method used to determine the ranking of the intermediate points is basically one of subtracting service elements of independence from (or adding elements of dependence to) the status of total family independence.

The model follows the ranked approach of the FIP proposal of long-term assistance, occupational training to achieve employment, subsidized employment, social services support, unsubsidized employment with continued social services support, and unsubsidized employment. Having a job, especially in the private sector, is assumed to give a family a greater potential for placement further along the continuum toward independence. Such movement implies a greater ability of the family to absorb larger proportions of its own maintenance costs. The concept of continued assistance even with unsubsidized employment is vigorously accepted as necessary for some families in order realistically to achieve any long-term decrease in dependence from the welfare system. Independence is assumed to be the desirable eventual goal of most families, but it is recognized that this long-term effect cannot occur overnight. Each stage along the continuum can be subsequently separated into four substages depending on family attitudes toward independence and the family's stability.

### *Stages of the Continuum*

#### *A. Long-term Assistance*

"Total Dependence" exists when the family members have no skills and no jobs, and are unlikely to be or are not expected to be able to obtain either in the future. The family is totally dependent on the welfare system for complete maintenance needs of cash support, food, and medical services. The likely candidates for Stage A are the aged, blind, and disabled (ABD) and possibly others who have little hope of freeing themselves of total dependency.

#### *B. Occupational Training*

Those families whose potential wage earners have *no* marketable skills and thus, no private jobs, will begin the FIP program at Stage B. It is believed that this stage will contain the largest portion of FIP participants at program

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initiation. The major new service to be provided is vocational training and/or education, whichever component or combination is determined during the diagnosis and independence planning phases of the program to be the most applicable to the individual family's goals. Occupational skills may be acquired through on-the-job training or institutional education. Such training may even occur during a period when a client has a full or part-time PSE job.

Within Stage B, there can be many different points along the continuum ranked according to an individual's level of skill achievement as a result of training and/or education. During this learning period, the family will require almost the entire range of financial and social services, such as cash assistance, food stamps, medical services and probably even child day care and transportation services. Once marketable skills are acquired, job placement services will also be needed.

### *C. Subsidized Employment*

Stage C involves the use of government subsidized jobs, or Public Service Employment (PSE). This stage is appropriate for a family wage earner who has the educational and/or the training skills to be marketable for a private sector job, yet is unable to find one. The jobs commensurate with his/her level of skill ability may not exist at a particular point in time due to the state of the local economy, or he/she may just require an improved intermediate job placement service to match him/her with available jobs. Except for the marginally productive clients, PSE jobs are viewed as a temporary, transitional placement for families possessing the skills to move potentially toward greater independence. PSE jobs can provide interim employment until the market forces create demands for these more skilled workers. They can also allow a person a chance to gain "job experience" or a job history to develop, or culturally socialize, attitudes conducive to the work experience and responsible independence. The major welfare service, other than the subsidized job, to be delivered at Stage C is job placement. Depending on the wage level that is offered PSE job holders, there may also be a need for some food stamps and perhaps even additional cash assistance. Without the higher-paying private jobs, families will most likely still require child-care, medical, and transportation services.

The conditions of Stage C appear at this ranking on the continuum primarily because of the higher level of skill attainment of its families. Education and training are not required here as they are in Stage B. If a family wage earner has the educational skills, then formal training may not even be necessary at all if it is true that education levels are good indicators of future independence. The possession of marketable skills is probably the best assurance of a potential for a private job that can lead to decreased dependence on the welfare system. Yet, because a PSE job cannot guarantee a future private

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job or possibly even an adequate wage on its own, a family at Stage C is more dependent on the system than one at Stage D who has a private job. However, this stage's ranking assumes that the holding of a job, even if it is a government subsidized one, makes a family less dependent on the total realm of welfare service, and thus, less costly to that system than a family that does not have any type of job. There is also probably less "welfare" stigma associated with those who are paid something for work done in PSE jobs than with those who are more dependent on the services of the welfare system for all financial support.

### *D. Unsubsidized Employment with Continued Support*

At the next stage down on the continuum, a family possesses marketable skills in a private sector job, but the wage received is too low to allow for the family's essential food needs. At this point, food stamps may need to be provided to the family in addition to child-care, medical, and transportation services.

E. Stage E is sort of a "limbo" state, especially for the control group of families. A family wage earner may possess marketable skills and a private sector job, yet his/her income may begin to become inadequate. Depending on the degree of "inadequacy" of the wage, a family still may not be deemed eligible for other programs of food and cash support on an income test under the current system. Because of their cost and importance, child-care, medical, and transportation services are probably still necessary at this stage.

The FIP's treatment of a family at this stage needs to be clarified further. It is yet unclear whether a person in the FIP project who has acquired skills, either through education or training, will be forced to take a job that pays a wage that is inadequate in terms of both the level of skill attainment and the needs of the person's family just because that "inadequate" job becomes available. Will the desire for quality of delivered services realistically be able to be extended so that available jobs can be passed over by welfare recipients in the hope that higher-paying jobs will open soon that will better match their higher levels of skills and potentially lead to longer-term independence?

F. The need for transportation services in addition to child-care and medical services places a family at Stage F on the continuum. Regardless of educational and training skills, the wage earner must be able to get to the job every day if he/she expects to preserve this vital link to further family independence. The need for transportation services is ranked lower than child-care and health services because they are less difficult to obtain on one's own and may be less expensive on a day-to-day basis, yet may still be more costly than providing for food, clothing and shelter. Alternative means do often exist, such

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as using buses or riding with coworkers or friends. When alternatives are either too expensive or unavailable, government support may be needed to provide the families in Stage F with transportation.

G. The next stage along the continuum towards total independence occurs when all of the conditions of Stage H plus the need for medical services apply to a family's situation. Under the current system, a family wage earner may possess marketable skills, yet the family may decide that because of large medical expenses, it is to the benefit of the family's total well-being to remain on the financial welfare rolls. Even though greater independence is desired and capable of being attained, the decision is made to remain at much lower points on the continuum, with its inherent status of greater dependency, just to retain eligibility for medical services. The FIP intends to avoid this problem by allowing for continued medical and social services even with unsubsidized employment until the family has amassed enough resources to take further steps toward total independence on its own. A family at Stage G needs to depend only on child-care and medical services. Both services will probably need to be provided here because it is assumed that if the family cannot afford the cost of medical services, then it almost definitely will be unable to afford the cost of the more expensive child day care. However, if the individual family circumstances are such that medical costs are continually greater than day-care costs, or if only day-care services are unnecessary, then the conditions of Stages H and G will be reversed for that family.

H. At Stage H, the wage earner(s) possesses a skilled private sector job that is adequate for the family's essential needs, yet the presence of children in the family creates the need for child day care services. The rationale for placing this point closest to total independence and less dependent than other points on the continuum is that child day care is, on the average, the most expensive component of social services to support independently, and it may be one of the most necessary services the welfare system offers. A wage earner may be unable to maintain attendance at a job unless provisions are made for the care of the children during the day while he/she is working. Overcoming this barrier may require the establishment of child day care institutions. The need for this service will be most pressing for one-parent families. Within Stage H, there can be a range of independence/dependence based on the proportion of child care costs that can be absorbed by the family itself.

### I. *Unsubsidized Employment*

"Total Independence" exists when the family does not require any cash assistance, food stamps, child day care, transportation, medical, or other wel-

## Designing an Effective Evaluation System for the FIP

fare services. Most importantly, the wage earner(s) of the family possesses a job in the private sector that pays an adequate income for his/her family size. An "adequate" income is here defined as one which allows a family to provide for its food, clothing, shelter, health, and child-care needs on its own. It is assumed that if the wage earner has a private sector job, then he/she has a marketable skill which led to that employment. The larger the income, the greater the degree of total independence in Stage I since one is then able to create a larger "buffer-zone" between independence and dependence.

### *Family Attitudes and Stability*

Stages A through I, and especially B through H, can be divided into sub-stages and ranked further depending on family attitudes toward independence and the stability of the family unit. Attitudes toward independence may include aspects of self-esteem, social desirability, attitudes toward work and/or school, feelings of accepted responsibilities, and satisfaction with life's conditions. These attitudes will be measured in both the adults and the children of the family. Family stability implies the likelihood of continued stable relationships among family members, especially between spouses, and also between parents and their children. Attitudes measured to be conducive to future or continued independence are considered to be positive attitudes. Family relationships that are felt to be stable are also considered positive. Both attitudes and relationships are positive in Substage 1. In Substage 2, a family has positive attitudes but negative family relations. Substage 3 has negative attitudes, but positive family stability. Finally, both attitudes and relationships are rated as negative in Substage 4. A family with characteristics of Substage 2 is ranked as more independent than a family in Substage 3 because proper attitudes toward independence can normally adapt and overcome an unstable family situation, but not vice-versa. Attitudes are viewed as more important than relationships in the long run to a family's ability to become less dependent on the welfare system.

A family in State I with both positive attitudes and family stability is the most independent family type on the continuum. However, a family in Stage G with negative attitudes and an unstable family relationship is still considered to be less dependent than a family in Stage F with positive attitudes and family relations. It may be possible, but it is unlikely that either attitudes or family stability can overcome the need for the delivery of a welfare service vital to the family's capacity to reach its goal of eventual long-term family independence.

### *Skipping Stages*

It is possible to skip stages on the continuum. For example, it is not necessary for a family to pass through the subsidized employment Stage C if the

## **The Family Independence Project**

training and education that is gained in Stage B allows the family wage earner(s) to obtain a private sector job right away. In some cases, a family may be able to jump from Stage B directly to Stage I of total independence if the private job pays a substantially more than adequate income. However, this may not happen very often; the development of attitudes and adjustments to nondependent lifestyles may be a slow process if genuine long-term independence from the welfare system is to be the ultimate goal of the participating families. Also, a family can return to a lower stage on the continuum. A change in family status of independence, such as if the wage earner is laid-off from his/her job, many require the redelivery of welfare services.

### ***Conclusions***

The following are specific recommendations for consideration in designing the Family Independence Project evaluation:

- The project designers should work with the evaluators from the earliest planning stages of the project through the termination of the evaluation.
- Both service and administrative operational effects should be evaluated.
- Specific goals, objectives, measures, and standards should be determined in the early planning state.
- Standards for determining the success of the program should be established and agreed upon in the planning stage.
- Waivers for eligibility requirements and agency jurisdictions should be secured at the earliest possible point in planning.
- The evaluator should work closely with administrators *during* the project to decrease the chance of invalid conclusions resulting from a static evaluation of a dynamic social program.
- An *experimental* design, such as the post-test only control group method, should be used to evaluate the FIP.
- Evaluation should be undertaken for a period of time lasting three to five years and conducted at regular three to four month intervals, beginning three months after the project's implementation.

**TABLE 4**  
**FAMILY DEPENDENCE-INDEPENDENCE CONTINUUM**

Stage	Unsubsidized Employment with Continued Support							Unsubsidized Employment	
	Long-Term Assistance	Occupational Training	Subsidized Employment	D	E	F	G		H
	A	B	C						
<p align="center">←----- Characteristic -----&gt;</p>									
“Total Dependence”	No skills No job No income	No skills No job No income	Marketable skills Gov't-subsidized job Inadequate income	Inadequate income	Marketable skills Private sector job Near adequate income	Almost adequate income	Almost adequate income	Almost adequate income	“Total Independence” Marketable skills Private sector job Adequate income
Welfare Services Needed	Medical Food Stamps Cash Assistance	Child day-care Medical Transportation Vocational training/education Job placement Food Stamps Cash Assistance	Child day-care Medical Transportation Job placement Food Stamps Cash Assistance	Medical Transportation Food Stamps		Child day-care Medical Transportation			None
		Substages Within Each Stage							
		Substage		Attitude toward Independence			Family Stability		
		1		+			+		
		2		+			-		
		3		-			+		
		4		-			-		

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- Evaluation should be performed by an outside evaluation team, independent of the project staff.
- To make the evaluation useful to multiple audiences, the results should be presented in an objective manner.
- Sufficient funding should be allocated to adequately enable a rigorous evaluation of the project.
- Multiple tools, such as interviews, surveys, and time-series analysis, should be utilized in the evaluation effort.
- Procedures to satisfy informational needs of the evaluation should be incorporated into the project design, such as the use of single, comprehensive master sets of forms and centralized recordkeeping.
- Safe guards to protect confidentiality of client records both internally and externally, should be formalized in advance.
- Procedures to ensure against excessive data generation and misinterpretations resulting from the nature of the data collected should be established prior to project implementation.
- A Family Dependence-Independence continuum should be utilized in describing client's needs and defining the project's programmatic treatments.

The Family Independence Project is a program based on the belief that a governmental welfare program *administered* in a "better" way (i.e. one that is *coordinated* and emphasizes quality) will enable more families to decrease dependency on the welfare system. If the evaluation of the project demonstrates no significant differences as a result of experimental treatment, then at least two different alternative actions are available if the original problem still exists: (1) retention of the belief in the essence of the administered program, and other variations in the administrative structure can be tested; or (2) relaxation of the commitment to traditional beliefs, values, and procedures for experimental purposes, so that policymakers can test new and radically innovative programs.

**PART IV**

**THE FAMILY INDEPENDENCE PROJECT PROPOSAL**

**PROPOSAL**

**FAMILY INDEPENDENCE PROJECT**

**June 23, 1978**

**Submitted to**

**Department of Labor  
Department of Health, Education and Welfare**

**by**

**Fort Worth Training and Employment Consortium  
Texas Employment Commission  
Texas Rehabilitation Commission  
Texas Department of Human Resources**

# The Family Independence Project

## Family Independence Project

### EXECUTIVE SUMMARY

Inconsistencies and inadequacies abound in our current system of delivering human services. Characterized by a mosaic of programs that are too limited on the one hand and too costly on the other, welfare policy has come under widespread criticism. President Carter in an address on May 2, 1977, asserted that "the most important unanimous conclusion is that the present welfare program should be scrapped and a totally new system implemented."

That new federal welfare legislation is needed is apparent, but recent legislation has provided ample statutory basis for piloting new directions in welfare services. The pilot effort proposed, the Family Independence Project, can be conducted within the parameters of existing legislation, while pretesting various components of welfare reform initiatives.

The Family Independence Project (FIP) seeks to test the notion that families dependent on public assistance can gain self-sufficiency through an unduplicated, yet coordinated, approach to the delivery of financial, social, and employment-related services. It focuses on development of a service-delivery model, which sets it apart from the current system. FIP has four major goals:

- to increase the long-term employability, occupational mobility, and income of disabled and/or disadvantaged persons;
- to enhance the stability of the family unit;
- to achieve a more cost-effective method of delivering welfare and employment-related services; and
- to maximize the effective contribution of each currently available public or private resource to free clients from falling back into the welfare cycle.

If fully developed and tested, the design could serve as a model for accelerated implementation of national welfare reform.

The Texas Department of Human Resources (DHR), the Fort Worth Consortium for Employment and Training Programs, the Texas Employment Commission (TEC), and the Texas Rehabilitation Commission (TRC) will collaborate on the project. Joint assistance for the one-year planning and development phases of the effort is solicited from the U.S. Department of Labor (DOL) under provisions of Title III of the Comprehensive Employment Training Act (CETA) and from the U.S. Department of Health, Education and Welfare (HEW) under provisions of the 1977 amendments to the Social Security Act.

During the year of planning and development, project activities will be directed toward designing a system to be tested in the second year. Project staff members from each participating agency will be involved in the planning and testing process.

Major activities of the planning phase would be to analyze the current range of services, determine shortcomings, and explore alternative delivery systems.

These are three model systems that will be studied in the planning process:

## The Family Independence Project Proposal

1. an integrated system of service delivery in which outreach, intake, and diagnostic functions would be centralized and eligibility determinations, employment, training, physical restoration, work adjustment, cash assistance, and other support services could be decentralized but closely coordinated;
2. a clearinghouse system to inform and refer disabled and/or disadvantaged persons to appropriate agencies for services; and
3. the current Texas system of cooperation and coordination among DHR, TRC, CETA, Work Incentive Program (WIN), TEC, and private industry.

The impetus for modification of specific aspects of the current system would be provided by data concerning needs and existing problems obtained during the planning period.

This proposal suggests unraveling and reweaving a rational and improved pattern of service delivery.

Products and deliverables of the project's first year include:

- a thorough analysis of the human services needs and resources in the pilot area;
- alternative system designs for delivery of coordinated multiagency services to disabled and/or disadvantaged persons;
- interagency agreements and regulatory waivers needed to initiate a system in the second year; and
- a complete evaluation report on the planning phase of the project.

If successfully developed, the project will demonstrate in the second year that services provided through CETA, the Social Security Act, Vocational Rehabilitation (VR) Act, and the Food Stamp Act can be integrated effectively. By reducing the duplication of services, assistance can be delivered to an even broader segment of the population with little, if any, cost increase. Above all, the project will demonstrate that an innovative, positive approach to delivering assistance will result in less dependence on public services.

The greater Fort Worth area is proposed as the project site. Approximately \$298,902 is being requested from the U.S. Department of Labor for the first twelve months, the planning phase of the effort.

### I. INTRODUCTION

Efforts to bring rationality to the structure of the welfare system have resulted in many proposed reforms and much legislation. Because legislative action usually has been in response to a particular need for a specified population, the result has been a series of separate programs scattered among such diversified agencies as the U.S. Department of Agriculture; the U.S. Department of Health, Education and Welfare (HEW); and the U.S. Department of Labor (DOL). These departments, in turn, fund a variety of state and local agencies to deliver specific services. In many instances, the actual service is delivered through yet another subcontracting agency. From this perspective, it is easy to understand how public assistance has become a conglomerate of programs with masses of conflicting eligibility criteria and procedures. The end results are costly duplication of service and an inability to deliver services to those who need them.

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Although services offered under the principal federal/state/local manpower and training programs—the Comprehensive Employment Training Act (CETA) and the Work Incentive Program (WIN)—focus on attacking poverty through training and employment, the fact remains that many people cannot qualify for the programs because of the restrictive eligibility requirements. Even those who do qualify for services and participate in these programs often return to the welfare rolls when they are confronted with low-paying jobs that offer fewer benefits than remaining on welfare. Others remain dependent on public assistance because underlying problems, which at times result in the lack of a marketable skill, are not addressed.

Our present approach to public assistance has sustained intensive criticism. President Carter has described it as a “hopeless mess.”\*

In a recent issue of *Daedalus*,† welfare programs especially Aid to Families with Dependent Children (AFDC), are conjectured to be, in many respects, deleterious to recipients as well as phenomenally wasteful.

Federal and state lawmakers have reacted to this situation in diverse ways. The Carter administration has proposed a Better Jobs and Income Program that would cut through many constricting regulations resulting from present laws. H.B. 10950 would eliminate AFDC, WIN, and the Food Stamp Program and provide more equitable services to the needy.

The recently amended Social Security Act also cites a need to redesign our present system of service delivery. State authority to conduct experimental projects has been expanded. Under provisions of the act, states have substantial discretion in conducting demonstration projects.

Concerns over the state of human services are embodied in H.B. 7200, the Humphrey-Hawkins Bill, and the proposed version of the Comprehensive Employment Training Act, which contains substantial revisions.

In Texas, the 65th Legislature passed the AFDC Education and Employment Act. This act mandates the Texas Department of Human Resources (DHR) to develop a more effective model for assisting AFDC caretakers to gain self-sufficiency. The rationale behind this legislation is the same as for this proposed Family Independence Project (FIP). There is a need to develop a more coherent approach to delivering services that ultimately will assist persons to become independent of public assistance. Moreover, resources and assistance should be deployed to persons who may, for one reason or another, be ineligible but need services.

The Family Independence Project seeks to go beyond the symptoms of poverty and public dependence. During the planning phase, a major emphasis will be the assessment of underlying causes of public dependence. Services then will be developed and coordinated to address identified problems.

### HYPOTHESES TO BE EXAMINED IN THE PLANNING PHASE

The following is a description of the hypothetical problems and limitations of the present system. Since the first priority in any problem solution is to identify its cause, these

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\*Press Release from White House, August 6, 1977.

†Blaydon Colin and Carol Stack, “Income Support Policies and the Family,” *DAEDALUS* (Spring 1977): 147-169.

## The Family Independence Project Proposal

problems would serve as operational hypotheses for the project. Each would be subjected to scrutiny and accepted or rejected as a result of objective findings. In this fashion, any proposed redesign of the existing system would be based on a valid and reliable analysis of need.

1. As a result of separate funding and regulatory agencies, services are fragmented.
2. Services from any agencies are poorly coordinated.
3. There is a duplication of services.
4. Categorical eligibility criteria causes gaps in services.
5. Many current employment-preparation programs have had limited success because of inadequate emphasis on underlying causes of public dependence (e.g., self-concept problems and insufficient work-related interpersonal skills).
6. Individuals dependent on public assistance do not have equal accessibility to training and placement in higher paying jobs through public service agencies and/or private industry or organizations.
7. Many manpower agencies are reluctant or unable to address the training and placement needs of the disabled or severely disadvantaged.

If the hypotheses are confirmed, public assistance in the State of Texas, as in much of the nation, is a conglomerate of fragmented and duplicative programs resulting from multiple federal agency funding and regulations. With varying categorically restrictive eligibility criteria and lack of coordinated resources, often the programs are unable to meet the needs of the disabled and/or disadvantaged in Texas.

If any of the hypotheses above are found to be valid, a range of alternatives will be examined to correct the situation. A principal feature of any new system would be that it provide services in an integrated, coordinated fashion.

## II. GOALS, OBJECTIVES AND BENEFITS

### GOALS

The Family Independence Project (FIP) would seek to develop a coordinated system for the delivery of social, financial, medical, and manpower services to free individuals and families from dependence on public assistance. The goal of this project the first year is to assess present services, needs, and resources. By testing the operational hypotheses, a number of coordinated independence-fostering approaches will be explored. An optimal system will be selected and pretested during the second year of the project to demonstrate its effectiveness.

The service-delivery system model, which will result from this intensive planning and development project, should have five major goals: (1) to increase the employability and income of the poor in Texas; (2) to enhance the stability of the family unit; (3) to expand the opportunities of individual members of the family for positive, productive life-styles; (4) to provide a coordinated system of rehabilitation and redemptive services to the disabled and/or disadvantaged; and (5) to achieve a more cost effective method of delivering services.

In order to accomplish these goals, a substantial planning and development effort must be undertaken. During the first year of the project, it will be necessary to analyze fully

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the hypotheses outlined in the introduction, study the needs of the disabled and/or disadvantaged in the project area, scrutinize system designs, obtain legal clearances, and establish administrative procedures.

### **OBJECTIVES**

The following five objectives for the planning phase have been developed to encompass the planning and development criteria.

1. Establish the administrative structure necessary to carry out the planning phase.
2. Collect and analyze data on the existing human services and potential client population in the project area to test the hypotheses of the project and to identify client needs.
3. Develop alternate system designs for the delivery of services to the disabled and/or disadvantaged.
4. Examine the legal, organizational, and financial characteristics of each alternative system design.
5. Outline procedures to test and implement the selected system design.

### **DELIVERABLES**

The planning phase of the Family Independence Project will deliver the following products by the end of the funding period:

1. An analysis and evaluation of current service programs for the disabled and/or disadvantaged in the Fort Worth area;
2. A description of alternative designs that would reduce duplications or meet shortcomings of the present system;
3. Interagency agreements and regulatory waivers needed to facilitate the system;
4. Identification of regional personnel needs; and
5. A plan for test and implementation of a Family Independence delivery system.

### **BENEFITS**

Working in close cooperation with the Fort Worth Consortium for Employment and Training Programs, the Texas Employment Commission (TEC), the Texas Rehabilitation Commission (TRC), and the Texas Department of Human Resources (which will be the administering agency) proposes to establish the Family Independence Project in the greater Fort Worth, Texas area. Support and involvement are solicited from the U.S. Department of Labor (DOL) under Title III of the Comprehensive Employment Training Act (CETA) and the U.S. Department of Health, Education and Welfare under provisions of the 1977 Social Security Act.

Successful implementation of the selected service-delivery model would yield the following benefits.

1. A comprehensive, integrated system of service delivery would reduce the duplication of services and, therefore, result in more cost-effective delivery.

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2. Family members would achieve long-term independence through the approaches developed by the project.
3. More persons, including the poor, the disabled and/or disadvantaged, the unemployed, and the underemployed, will be served.
4. Services will be available for all members of the family, not just the head of the household.
5. The private sector will play a much larger role through assistance, subsidies, and nonfinancial agreements.
6. By paralleling proposed legislation, the project will serve as a model for accelerated implementation of new legislation.

### III. PLAN OF OPERATION

The first year of the Family Independence Project (FIP) is a planning effort. At the end of the first year, the project will have selected a complete mechanism to carry out the Family Independence Project. During the second year, the designed system will be tested, and services will begin. The following narrative describes the work flow for the first year's planning activities. A time/task analysis indicating time relationships among the various objectives appears at the end of this section.

#### OBJECTIVE ONE

The first objective calls for the establishment of the administrative structure necessary to carry out the project. Because the Family Independence Project is a complex interagency undertaking, the establishment of the necessary administrative structures will be more cumbersome than usual. However, the project has already taken major steps toward cooperation during the proposal development phase. Letters of support appear in Appendix B.

#### *Steering Committee*

To assure that each participating group has adequate input into the project, a steering committee will be established to observe the project's activities. The committee will include the Mayor of Fort Worth (or an alternate elected official); the regional directors of the Texas Department of Human Resources (DHR), Texas Rehabilitation Commission (TRC), and Texas Employment Commission (TEC); a Texas legislator, a public assistance recipient; a Federal Region 6 representative of the U.S. Department of Labor (DOL) and the U.S. Department of Health, Education and Welfare (HEW); and the USDA Regional representatives. The Mayor of the City of Fort Worth will chair the group, which will meet quarterly. The steering committee will monitor project activities, advise the project on its progress, and recommend changes.

#### *Staff*

Since each agency has already committed itself to cooperate in the project, it is essential that each be represented on the staff. Staff members will continue to remain employees of their respective agencies; however, they will report to the project director. DHR, as the administrative agency, will designate the project director.

The staff assigned from each agency will represent the project's administrative structure. The Texas Department of Human Resources, the Texas Rehabilitation Commission, and

## The Family Independence Project

the Texas Employment Commission are state agencies whose services are delivered by regional administrators. Policy is developed at the state level, while regional subunits conduct agency operation. The Greater Fort Worth Training and Employment Consortium, as a CETA prime sponsor, is a direct contractor with the U.S. Department of Labor. (The agency has no state-level administration.) Therefore, administrators from both state and regional offices of DHR, TRC, TEC, and the City of Fort Worth will be assigned to the effort.

The project will receive two additional forms of nonfunded assistance. Consultation is being requested from the Texas Industrial Commission (TIC), which is responsible for fostering the state's economic development, and the Texas Education Agency (TEA). Their representation of the staff will not be financially sponsored. Dotted lines indicate these agencies' relationship to the project in Figure 3. In addition, the project will receive continued assistance from the Lyndon B. Johnson School of Public Affairs of the University of Texas at Austin. This institution has lent much assistance to the development of the Family Independence Project. Students and faculty in the policy research project for welfare reform will continue to gather and analyze data that will facilitate planning of the Family Independence Project.

Regional and Fort Worth staff will be housed together in Fort Worth. State office staff will be housed together in Austin. Systematic communications will be established and maintained between the two groups.

Since project staff will be drawn from participating agencies, their knowledge of programs, regulations, and services will be substantial. State-level personnel will be familiar with policies and regulations. Regional staff will have knowledge concerning the operations of subcontractors and service deliverers.

The composite knowledge held by the staff will assure a comprehensive and realistic picture of the service situation in the Fort Worth area and of state administration. The staff also will possess individual skills in data and analysis, policy planning, community affairs, program development, and project administration.

### *Schedule*

When the staff has been assembled, a detailed Program Evaluation and Review Technique (PERT) chart will be developed. PERT charts, which are useful in outlining relationships between tasks and events, will reveal the impact of delays on the total project schedule. These charts will be used to establish priorities and identify critical tasks. The PERT management strategy will be applied throughout the project.

### *Administration*

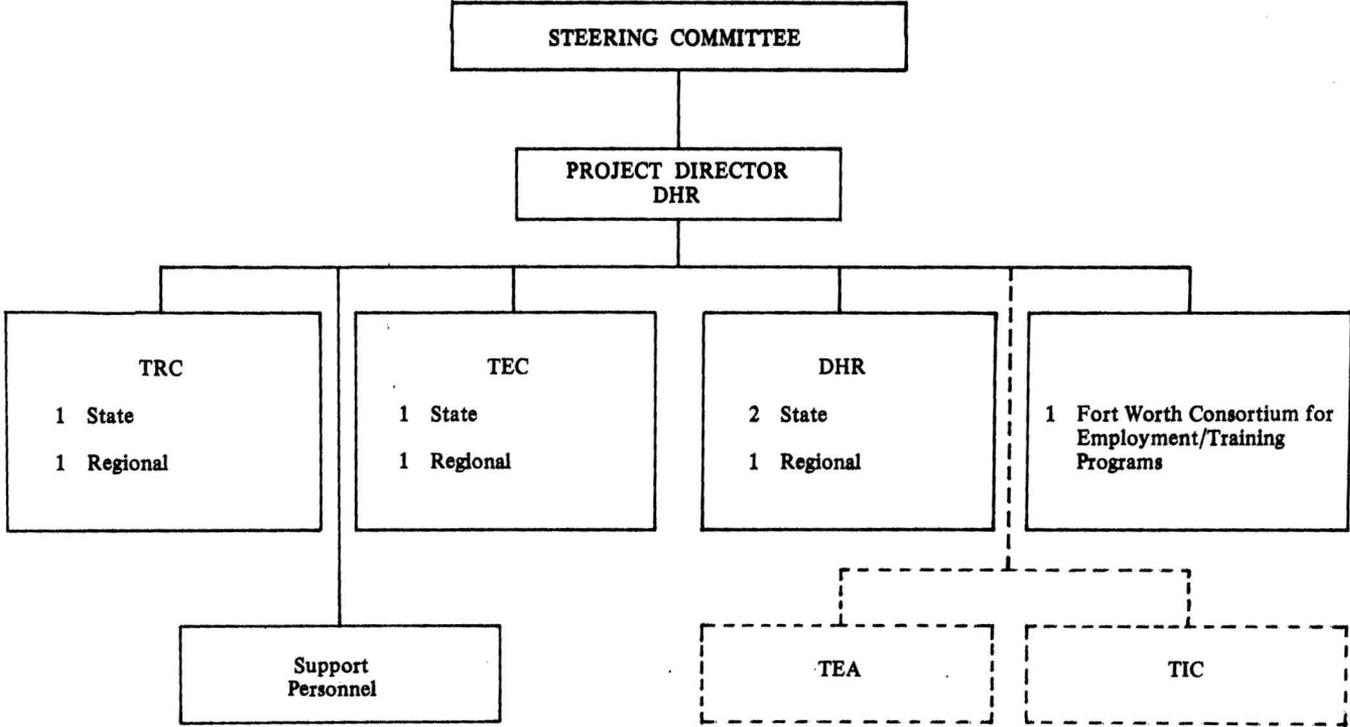
In order to permit many agencies to participate in the project, a series of interagency contracts will be necessary. Contractual arrangements will be determined after the exact nature of the funding received for the planning phase of the project is known.

During the first month of the project, office space in Austin and Fort Worth and supplies and equipment needed for the new staff will be obtained.

## OBJECTIVE TWO

Objective two calls for the development of baseline data on the existing human services and potential client population in the project area. Some work on this objective has already begun. Analysis of the demographic data has been completed partially for a social area study conducted for DHR under contract with the Population Research Center at

**FIGURE 3  
ORGANIZATION OF THE FAMILY INDEPENDENCE PROJECT**



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the University of Texas. Also, an inventory of services in the Fort Worth area has been started. This objective will be expanded and completed early in the planning phase.

### *Service Inventory*

Although cursory listings of services for the Fort Worth area are available, no comprehensive study of the human services in the Fort Worth area, which are specifically related to the needs of the disabled and/or disadvantaged trying to attain financial independence, has been made. Therefore, the project will inventory the nature, scope, and finances of human, employment, and training services available in the project area.

The project also will inventory services provided by the four participating agencies, including the employment services offered by TEC; financial, social, and medical support granted through the CETA prime sponsor; and vocational rehabilitation services to the disabled provided by the TRC. In addition, the staff will analyze the range of services, including nonprofit services, offered by the private sector. Services provided by sheltered workshops, commercial employment agencies, privately sponsored social services, and others will be studied. The project staff will analyze the availability of education and training services in the Fort Worth area. Secondary schools, community colleges, and proprietary trade schools will be studied to determine the extent of their training services. Corporations, public agencies, and labor unions will be canvassed to determine the amount of entry-level education and vocational training they provide.

These inventories will include an assessment of the number of persons served, money allocated to each program, services rendered, and the total manpower engaged in the delivery of each category of service. An effort will be made to calculate the total cost of manpower, training, and social and financial services that are currently being delivered in the Fort Worth area. The inventory will identify the legal mandate and program limitations placed on each service, too.

The project will assess the quality of services provided by each program and describe the interrelationships among those programs, including both administrative and client relations. Examination of service quality will include a review of the operational expertise and relative success of each program. Such an evaluation will help identify duplication of services, unnecessary administrative overlap, and service gaps. For instance, WIN, TRC, and the Fort Worth CETA Consortium all offer on-the-job training. Given the availability of clients, this may appear on the surface to be nonduplicative. However, this can be gauged only by a thorough, objective evaluation of services.

### *Flexibility of Services*

Once the services are inventoried and the potential client group identified, it will be necessary to determine what kinds of changes can be made in the service pattern in the Fort Worth area. The legal status of each category of service will be reviewed to determine limitation on the changing of agency roles in the delivery of those services. This review will include the mechanisms that can be used to obtain permission to change those roles. For example, it probably will be necessary to use waivers under Section 1115 of the Social Security Act to effect changes in DHR programs and grants. It also may be necessary to use the as yet undefined waiver mechanism in the current Food Stamp program and CETA. Where agency restrictions and narrow mandates do not permit the expenditure of routine agency funds for the new type of services to a broader clientele, it may be necessary to examine the feasibility of using one or more inter-agency contracts so that funds can be channeled to agencies designated to serve a specific function for all participants even though they may not meet eligibility criteria for service and eligibility.

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Examination of flexibility will result in a description of the overlaps and gaps in the currently available service patterns and will identify the services that can be expanded and under what circumstances that expansion can take place. Some services may be operating at their full capacity; others will be able to handle additional services with no increase in staff.

### *Experience of Other Projects*

Several projects have been established in the past to develop and implement coordinated services to the disabled and/or disadvantaged. These projects will be studied to determine the factors that contributed to their success or failure. The Child Development Center in Fort Worth and the Dallas Crossroads Center will be among those studied, as well as the recent Minnesota effort to amalgamate services.

### *Needs of Potential Clients*

The existing Aid to Families with Dependent Children (AFDC) and Supplemental Security Income (SSI) recipients in the Fort Worth area will be studied for the purpose of testing the hypotheses, with particular emphasis on providing training and personal growth (hypothesis five) and on providing training and placement in higher paying jobs (hypothesis six). The recipients will be surveyed to determine their prior participation in training and work incentive programs, their social history, their families' social history, their work history and reasons for leaving employment, etc. A select population will be tested using personality tests and other measures to determine their attitudes toward work, training, and themselves. Participation in this testing will be voluntary.

### *Survey for Potential Clients*

The project will develop an aggregate, detailed statistical profile on the population to be served. The principal source of data must be the 1970 census, even though it is out of date, and updates. The U.S. Bureau of Census *Current Population Survey* will provide more current information. Additional data may be obtained from the City of Fort Worth Planning Division, North Texas Council of Governments, projections of population made by various agencies, school district data, and other sources. The resulting demographic profile will identify potential client groups and their distribution in the city by economic and ethnic groups.

Based on the demographic profile, an estimate of the number of persons in the Fort Worth area who are currently eligible for CETA services will be prepared. This figure will be compared to the number of persons participating in the CETA program and will indicate the proportion of eligibles who choose not to participate. This will provide a basis for estimates of participation and nonparticipation in the Family Independence Project services. A somewhat lower level of nonparticipation is expected in the Family Independence Project since the range of services offered is more comprehensive and may meet the needs of a larger portion of the eligible population.

The project will examine the potential client population that can be expected to participate, given various eligibility criteria. Estimated participation in the project at any given level of income eligibility will be derived from the estimated percentage of nonparticipation and the demographic profile. This data will be subjected to multivariate analysis to project the nature and expense of services to be delivered through the Family Independence Project for various eligibility criteria. The exact income guidelines to be selected for use in the project will be determined in part by the results of this analysis. In other words, if the service capacity in the Fort Worth area does not permit the delivery of services to the anticipated number of persons at a high eligibility criteria, a more rigorous criterion may be used.

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### OBJECTIVE THREE

The third objective of the project calls for the examination of alternative system designs. Conceptually, these designs will form a continuum ranging from maintaining the present system to a complete overhaul of human services delivery. In section 4, three alternative system designs are described as well as the options representing the range of possible approaches that will be considered. When the project staff has articulated the system options, along with the benefits and disadvantages of each, they will be presented to the steering committee and each participating agency for review and comment. Any needed revisions will be made, and the options will be presented formally to the steering committee, which will select the system to be initiated and tested during the second year of the project. The selected strategy will be presented to the boards of each participating agency for final approval.

The following criteria will be used to select the appropriate system design.

- The design must conform to legal and regulatory parameters; that is, it must be implementable under current legislation.
- The design must be implemented and pretested with a marginal increment of funds, relying principally on conventional funding.
- The design must have the approval of the boards of the participating agencies.
- The design must not impact deleteriously on current clients or services.

The proposed designs will describe the scope of clients and services and identify costs and requirements needed for implementation. The selected general system design will detail the services to be offered and a detailed description of the client flow process for participants in the project. It will define the criteria and procedures to be used in case coordination, in developing each family's independence plan, and in carrying out that plan.

The selected design will clearly state the eligibility criteria to be used in the project, including income and other categorical guidelines. If unforeseen developments impede the selected system design, alternative contingency systems will be selected.

For each service, a specific lead agency will be identified. If service duplication is found to exist, responsibility will be shifted to a single agency for each category of service. In addition, resource agencies that are not major participants in the project or are secondary contractors will be identified, and their potential roles in the project will be clearly delineated.

Finally, the selected system design will describe the organizational, administrative, legal, and financial requirements for the project's implementation. It will describe the waivers, special clearances, or other legal mechanisms that must be completed, types of contracts to be executed, the organizational changes that will be needed, and the costs both for the administration and for services.

Once approved by all the participating and funding agencies, the selected system design will serve as a basis for the remainder of the planning phase. Formal signed approval will be obtained from each participating agency, but no financial agreements will be executed until all legal funding mechanisms are arranged.

## **The Family Independence Project Proposal**

### **OBJECTIVE FOUR**

Because the Family Independence Project is designed to operate within the parameters of existing programs, it will be necessary to devote considerable effort to redefining the permissible role and scope of programs to obtain maximum flexibility. Three legislative developments greatly affect the outcome of the Family Independence Project. These developments have given or will give expanded demonstration authority and flexibility to human-services programs. The project will make the fullest possible use of this authority. It will be necessary for the project to monitor closely legislative and regulatory developments in order to identify changes and ensure that the project is aware of the flexibility provisions and limitations the changes entail.

Provisions of the recently passed 1977 amendments to the Social Security Act provide for the initiation of up to three demonstration projects in each state. These projects would be operated under waivers made possible through an expansion of the provisions of Section 1115. Two topics, the earned-income disregard and possible changes in the Work Incentive Program (WIN), will be explored. Although regulations pertaining to the demonstration projects have not been established yet, the Family Independence Project is being submitted to the U.S. Department of Health, Education and Welfare as a demonstration project pursuant to Section 1115. After consultation with HEW officials and the development of the full system design, the project will identify the exact waivers that will be required to carry out the project.

A second legislative development that merits consideration is the Food and Agriculture Act of 1977. This new authorization of the Food Stamp Program provides for research and demonstration authority that previously had not been available to the program. Under the provisions of Section 17, the Secretary of Agriculture is authorized to conduct pilot or experimental projects. These efforts are designed to improve the delivery of Food Stamp benefits. Efforts will be initiated to qualify the Family Independence Project for eligibility as a Food Stamp Demonstration Project.

Finally, welfare reform initiatives are expected to include some type of demonstration projects. It is anticipated that efforts at securing agency cooperation and interaction in the Fort Worth area will go far toward making that area eligible as a project participating in the pretesting of the administration's welfare reform jobs component. Since the Fort Worth CETA prime sponsor is a major participant in the project, the U.S. Department of Labor will be asked to include Fort Worth as a pilot site.

Continuation of the Family Independence Project depends on federal financial involvement. Planning for continued financial needs will begin early in the project. A continuation proposal will be prepared in cooperation with the Department of Labor; Health, Education and Welfare; and Agriculture so that project cost would be shared by more than one agency. Ideally, the project will receive initial support from all. Project staff will be responsible for development of all proposals, other documentation, and legal clearance. Also, they will develop any contracts that are necessary to facilitate cooperation among the agencies.

### **OBJECTIVE FIVE**

Objective five calls for the outlining of steps and procedures necessary to test the selected services system. A detailed task and implementation plan will be developed.

The number and kind of staff necessary to carry out general system design will be identified. The staff requirements will be compared to the staff available in participating agencies. Job descriptions will be prepared for each task and necessary realignment of staff among the agencies described.







**FIGURE 4 (continued)**

OBJECTIVES AND TASKS	PROJECT MONTHS												
	1	2	3	4	5	6	7	8	9	10	11	12	
3.8 Present alternative approaches to participating agencies for review.													
3.9 Select a final plan to be tested, and obtain agency approval.													
<i>Objective 4</i>													
Examine the legal, organizational, and financial structure to carry out each alternative system design.													
<i>Tasks</i>													
4.1 Monitor changes in relevant legislation.													
4.2 Identify agencies' data needs for purpose of developing common data flow.													
4.3 Develop waiver proposals.													
4.4 Develop special demonstration proposals.													
4.5 Develop interagency contracts.													
4.6 Develop funding plans.													

FIGURE 4 (continued)

OBJECTIVES AND TASKS	PROJECT MONTHS											
	1	2	3	4	5	6	7	8	9	10	11	12
<b>Objective 5</b>												
Outline procedures to test and implement the selected system design.												
<b>Tasks</b>												
5.1 Identify staff requirements.												
5.2 Develop a plan to realign staff to meet these requirements.												
5.3 Analyze staff training and development needs.												
5.4 Determine staff location arrangements, space, equipment, and supplies.												
5.5 Prepare a time/task analysis for the pretest and implementation phase of the project.												
5.6 Prepare objectives for second-year activities.												

## The Family Independence Project Proposal

The project staff will need considerable training to carry out their new responsibilities to their own agencies. DRH's Continuing Education Bureau will identify training needs of all participating staff and will develop and carry out training programs as necessary.

Outreach materials and plans will be prepared and put into operation. The use of medical and direct outreach staff will be explored, and a full outreach-strategy design will be developed. Space, equipment, supplies, and other operating essentials will be identified and made available for the project's use. Each of these activities are essential to facilitate the testing of the system that would provide optimum services.

### Summary

During the first year planning phase of the Family Independence Project, the staff would be selected from participating agencies and a project administration system established. A thorough analysis of human-services needs, programs, and clients would be conducted. Based on these findings a number of alternative systems for delivering services would be postulated, reviewed, and scrutinized. From these strategies, an option would be selected for demonstration during the second year of the effort. The legal, administrative, and funding changes necessary to implement the chosen program option will be developed. The design selected would conform closely to federal welfare reform initiatives currently underway. Finally, steps would be clearly outlined for the demonstration stage of the effort.

## IV. POSSIBLE SYSTEM DESIGNS

During the planning phase of the Family Independence Project (FIP), a number of service-delivery strategies will be considered. It is not the intent of the effort to discard service strategies simply for the sake of installing a new one. Even as a pilot project, many clients and participants will be affected by any change. Extreme caution will be taken to assure that any action taken is appropriate and an improvement. This can only be accomplished through careful analysis of the present system and identification of the causes of any shortcomings that might exist. Once the problems are exposed and isolated, then more rational approaches can be considered. By retaining an objective posture, the project can yield the most desirable results.

Upon completing the analysis of service needs, a range of alternative strategies will be developed. Strategies would be distributed along a wide continuum, ranging from a proposal to retain the present system intact to a plan to completely revamp the method of delivering services. Each strategy will be described in detail. Benefits and disadvantages will be weighed thoroughly. Positive and negative factors associated with installing alternative strategies will be assessed.

Model systems to be closely examined are as follows:

1. An integrated system of service delivery in which outreach, intake, and diagnostic functions would be centralized and eligibility determinations, employment, training, physical restoration, work adjustment, cash assistance, and other support services could be decentralized, but closely coordinated;
2. A clearinghouse system to inform and refer disabled and/or disadvantaged persons to appropriate agencies for services; and
3. The current Texas system of cooperation and coordination among Texas Department of Human Resources (DHR), Texas Rehabilitation Commission (TRC), Comprehensive Employment Training Act (CETA), Work Incentive Program (WIN), Texas Employment Commission (TEC), and private industry.

## The Family Independence Project

The impetus for modification of specific aspects of the current system would be provided by data concerning needs and existing problems obtained during the planning period. As need dictates, other options and models will also be explored.

### INTEGRATED SYSTEMS DESIGN

If the preliminary hypotheses about the state of human service is confirmed, a system would be considered having six major functional elements. The system would include (1) outreach, (2) intake, (3) diagnostic process, (4) vocational counseling, (5) independence-fostering activities, and (6) employment. The relationships of these elements, as well as their individual components, are shown in Figure 5. A discussion of each of the major functional elements follows.

#### *Outreach*

A multifaceted outreach effort will be designed and implemented by a lead agency. A public information campaign will be launched to reach the target population in the Fort Worth area, which includes the cities of Fort Worth, Arlington, Hearst, Euless, Bedford, Haltom City, and White Settlement. Community resources (such as the local housing authority, church and civic groups, and existing agency intake offices) already in contact with possible eligible clients will be utilized.

Mailers, press releases, posters, and other public information methods will be utilized to inform the appropriate populations. Outreach information will contain a brief description of the eligibility criteria, the location of the project intake centers, phone numbers for additional information, and a synopsis of the purpose and services of the project. If feasible, outreach personnel will be deployed in high-poverty areas.

#### *Intake*

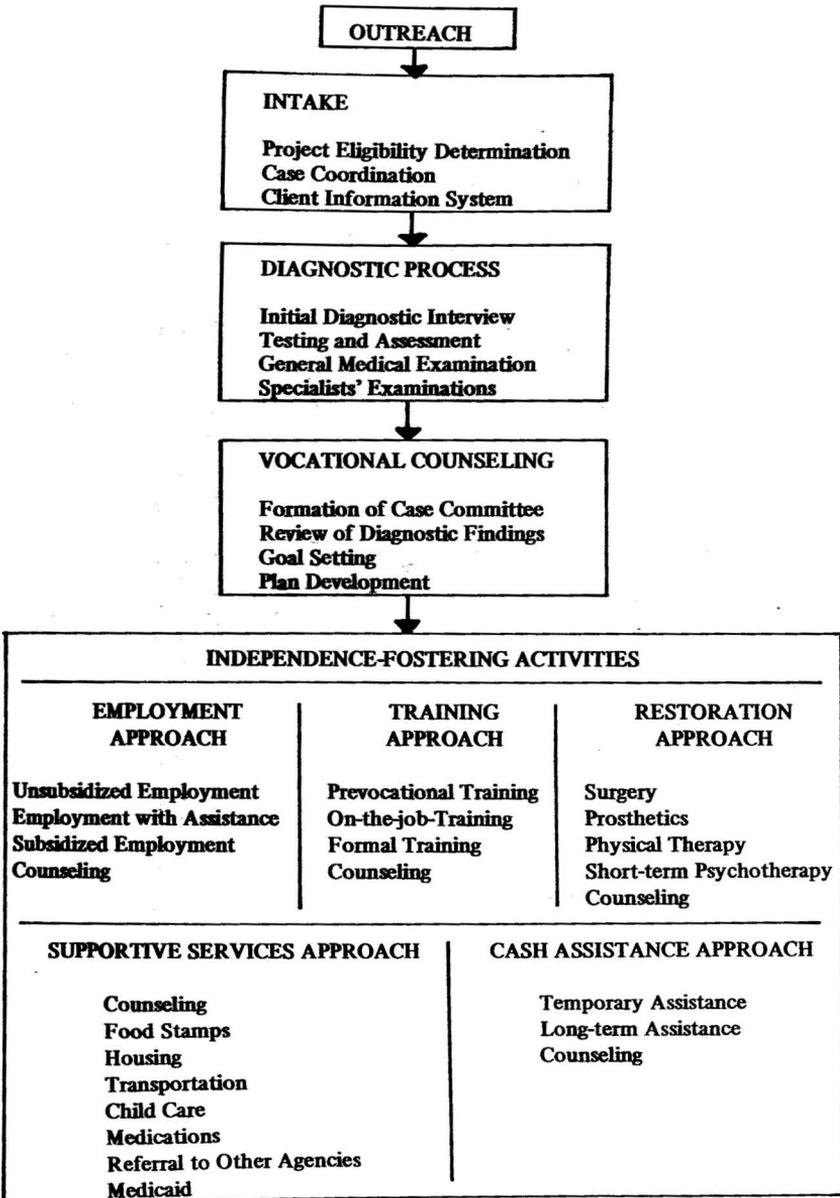
Assuring maximum access to services by the target population is a major responsibility of the agency providing centralized intake. The intake process begins with an intake eligibility worker. This worker determines project eligibility, initiates the client information system, and makes referrals to community resources for persons not eligible for project services.

When it is determined that a client or family is eligible for the Family Independence Project, a case coordinator will immediately be assigned. The coordinator will retain responsibility for counseling and monitoring cases throughout the client's participation in the project. Continuous monitoring of cases reduces time and costs and prevents the shortcomings of referral and "suspension" to other programs.

During the intake process, the eligibility worker will determine preliminary eligibility for the multiple services available through the project. If the client appears to qualify under project guidelines, his/her special needs will be noted; and he/she will be referred to the appropriate agency or service. Through a coordinated intake approach, a disabled/disadvantaged person will not be turned away at the intake facility without a referral to an appropriate agency and a clear understanding of where to go for help.

*Project Eligibility Determination.* Participation in the Family Independence Project is voluntary. Eligibility will be based largely on income and employment status. Since the target population for the project is the same that qualifies for Comprehensive Employment Training Act (CETA) Titles I through VIII programs, Food Stamps, and Social Security Administration (SSA) Title XX (see Table 5), a substantial case load is anticipated. At intake, preliminary screening will determine other programs for which a client may qualify.

**FIGURE 5  
INTEGRATED SYSTEMS DESIGN**



**TABLE 5**  
**COMPARISON OF ELIGIBILITY FOR SERVICES BY NET FAMILY INCOME (10-01-77)**

Household Size	DHR Title XX	AFDC	SSI	Food Stamp	TRC Monthly	CETA		CETA	
	Social Services					Monthly Grant	Monthly Grant	Monthly Grant	Economic Need
	Monthly		Monthly Grant	Monthly	Criteria	Annual	Monthly	Annual	Monthly
1	\$ 410.35	\$ -	\$177.80	\$ 245	\$ 400	\$ 2,970	\$ 247.50	\$ 2,970	\$ 247.50
2	537.26	86.25	-	322	600	3,930	327.50	3,930	327.50
3	663.68	116.25	-	447	700	4,890	407.50	5,370	447.50
4	790.10	140.25	-	567	800	5,850	487.50	6,630	552.50
5	916.51	163.50	-	673	850	6,810	557.50	7,820	651.66
6	1,042.93	184.50	-	807	900	7,770	647.50	9,150	762.50
7	1,066.63	204.75	-	893	950	8,730	727.50	10,420	868.88
8	1,090.33	225.00	-	1,020	1,000	9,690	807.50	11,690	974.16
9	1,114.04	244.50	-	1,147	1,050	10,650	887.50	12,960	1,080.00
10	1,137.74	264.75	-	1,274	1,100	11,610	967.50	14,230	1,185.83
11	1,161.44	285.00	-	1,401	1,150	12,570	1,047.50	15,500	1,291.66
12	1,185.15	309.00	-	1,528	1,200	13,530	1,127.50	16,770	1,397.50

NOTE: (1) Title XX Services are based on 60 percent of the State median income adjusted by number in family. The State median income for family of 4 is \$15,802. (2) Monthly income rechecked periodically by DHR. (3) Larger household income computed proportionately. (4) CETA uses lower annual rate for rural and farm families. (5) CETA training allowance and work experience wage is \$2.65 an hour.

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Since the intake function will be a centralized one, eligibility workers would be knowledgeable of all financial, social, and medical programs. They would help clients make application and carry out preliminary eligibility determination. Since eligibility determination for different programs varies significantly and is rather complicated, final determination will rest with the agency sponsoring the programs. Thus, the Texas Department of Human Resources (DHR) would certify eligibility for Aid to Families with Dependent Children (AFDC), just as the Texas Rehabilitation Commission (TRC) would determine eligibility for vocational rehabilitation services. If a client fails to qualify for programs such as AFDC, Unemployment Insurance (UI), or Vocational Rehabilitation (VR), then the broader criteria of CETA Title XX and Food Stamp eligibility may be applied. For those disqualified by virtue of income, special needs will be noted. In addition, an appeals mechanism will be installed. Ineligible applicants will be referred to agencies with services appropriate to their needs.

*Case Coordination.* To insure coordination among programs and services available and appropriate to a client in the Family Independence Project, a case coordinator will be assigned to the client after the project eligibility has been verified at the intake facility. The case coordinator must be competent in case management-by-objectives, generic family counseling, vocational counseling, case documentation, occupational information, and the Family Independence Project operations; he/she must also be familiar with community resources.

The case coordinator will assist the client in applying for the multiple programs and services for which the family members are eligible, provide vocational counseling, maintain case data files, provide orientation to the Family Independence Project, and direct the client to the appropriate diagnostic program.

After completing the diagnostic process, the case coordinator will review the results with the program specialists and, then, explore the program options with the client. This very critical function requires maximum participation by the client and skillful guidance by the case coordinator. Most clients will be unfamiliar with employment and will depend on the coordinator for guidance. Vocational counseling skills, then, are the primary qualities expected of the case coordinator.

After the client's program options are selected by a client-coordinator agreement, a case committee composed of specialists from each program will be formed with the case coordinator as monitor. The number of committee members will depend on how many options the client and family members selected or the program for which they are eligible. Although the composition of the committee may change according to changes in the program options, the coordinator will remain with the case.

During the course of participation in the program, the coordinator will work with appropriate program specialists to assure that cases are monitored and progress reports noted and documented. Finally, when the client and family have completed their program options and have become free from public dependence, the case coordinator periodically will follow up on family progress.

*Client Information System.* In addition to determining preliminary eligibility, assigning a case coordinator, and referring the client to the appropriate agencies not participating in the demonstration project, the intake agency also will initiate and maintain an information system to monitor clients. Data banks will be maintained by the intake agency throughout the entire period the client is participating in the Family Independence Project.

Consolidated, multipurpose forms will be developed to meet the reporting needs of the various agencies involved. In this manner, services from the agencies will be integrated

## The Family Independence Project

without the completion of multiple forms. The progress of the client through the independence-fostering process will be tracked by all agencies through data gathered by these forms.

Each person entering the intake facility will complete a basic application form that will provide the central information for the client information system, an application number (such as the applicant's Social Security number) will be assigned. If the intake worker determines that the applicant is not eligible for the Family Independence Project, the worker will note to whom the client was referred and why. A copy of the application form will be sent to the referral agency with a request for follow-up data, such as: Did the applicant request services? Was the applicant determined eligible? and What services were provided? The referral agency will return the application form to the project center for data collection. Application numbers will be filed so that multiple applications can be noted.

Once an applicant is verified as being eligible for the project, it is the responsibility of the case coordinator to maintain case documentation on the client by providing the following information: programs for which the client is eligible (AFDC, CETA Titles, Food Stamps, Vocational Rehabilitation, etc.), testing and diagnostic measures used, selection of program options (training, physical restoration, supportive services, and/or cash assistance), and services delivered.

The Family Independence Project will follow the standard confidentiality procedures used by the cooperating agencies for both computer and manual records. Program specialists will maintain records of client progress in their specialized areas. These records will be in a format consistent with the intake data records. The program specialists will be employees of the agencies deemed most competent in the various program options and will bring to FIP the expertise in these areas. Where there is more than one agency selected for an option, the roles of these specialists will be subdivided where possible.

### *Diagnostic Process*

The diagnostic process for the Family Independence Project would be unique in that it would include involvement of the total family and not just heads of households or individual clients. The process emphasizes the gathering and use of diagnostic information leading to program options that are appropriate to the needs of each family member. Diagnostic results serve as a basis for the development of goals and objectives that will lead to long-term financial and social independence.

The diagnostic process consists of three components—social needs assessment, medical assessment, and vocational assessment (including work history, educational assessment, and skills assessment).

*Initial Diagnostic Interview.* At the time of intake interview, the case coordinator will set up an appointment for the initial diagnostic interview between the total family and a trained diagnostician. The case coordinator will explain that multiple members of the family may participate in the diagnostic process and will discuss the importance of setting family and individual goals. The diagnostic service will be centralized and under the purview of one agency.

During the diagnostic interview, the social-needs assessment will be initiated, a medical history will be recorded, and a work and educational history will be taken. Extraordinary environmental and social needs will be noted. Program options of physical restoration, supportive services, cash assistance, and training will be explained to the family. After considering this information, a preliminary discussion of the appropriate types of additional assessment of individuals can be held. The diagnostician will administer or arrange for the assessments indicated.

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Information derived from the diagnostic process will be available only to the case committee of which the diagnostician is a member. Confidentiality of client records and information will be assured.

*Testing and Assessment.* Appropriate family members will undergo a thorough assessment to determine their vocational potential and their needs relative to pursuit of a suitable vocational objective. Psychological testing, including tests of intellectual functioning and achievements, and an assessment of interests will be administered. Tests will be selected on the basis of observations and the initial interview.

*Medical Examinations.* Clients possessing physical and/or mental disabilities, or who are suspected to be disabled, may consent to undergo medical examinations. Records of past diagnostic workups and treatment will be secured. General medical examinations will be purchased. If necessary and appropriate, examinations by specialists will be arranged. The intent of such examinations is to determine the functional limitations imposed by disabilities, whether remediation of the impairments is possible and feasible, and the types of job duties to be avoided.

### *Vocational Counseling*

Vocational counseling services will be provided upon completion of the diagnostic processing. Several elements are included in this function—the establishment of a case committee, composed of the case coordinator and the program specialists; the review of the diagnostic findings; the goal setting; and the plan development.

*Formation of Case Committee.* The case coordinator will convene and chair the case committee composed of program specialists representing the various program options and the diagnostician(s) who performed the diagnostic process. This committee will act as a consultant throughout the program and will be consulted regularly by the case coordinator. Initially, the case coordinator will explore with the committee the results of the diagnostic process and secure the committee's recommendations of appropriate vocational objectives, support services, physical restoration, training, and/or cash assistance. Subsequently, the case coordinator periodically will review with the committee the client's progress and seek committee recommendations for further action.

*Review of Diagnostic Findings.* The case coordinator will meet with the client and family to review the diagnostic findings and explore the recommendations of the case committee. Both the vocational strengths and weaknesses of the client will be reviewed for the purpose of helping the client understand his/her problems and potentials. This process is to assist the client to proceed through programs of adjustment and self-improvement.

Although the case coordinator frequently will have to address personal and emotional issues as part of vocational counseling, he/she must not view his/her role as that of a psychotherapist. If therapy is appropriate, this will be performed by a psychotherapist as part of the physical restoration program.

*Goal Setting.* The diagnostic process will lead to the development of personal goals for the client and planned program to achieve those goals. The goal setting will be a joint effort by the client and the case coordinator, will result in goals mutually agreeable to the two, and will be consistent with the recommendations by the case committee. If agreement cannot be reached, the case coordinator will reconvene the case committee to discuss other program options and goals.

*Plan Development.* The plan for services will include the goals to be achieved, the services needed, the time required, and the estimated cost. What is expected of the client, his/her family, and the participating agencies will be specified.

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More than one program option may be required simultaneously and/or sequentially. For example, a client may need supportive services throughout the process, or he/she may need a sequence of physical restoration and/or training simultaneously. Even those who need only cash assistance will be reevaluated periodically to determine feasibility for other program options.

### *Independence-Fostering Activities*

Recognizing that developing independence from public assistance is a long-term rather than a short-term process, the project's goal will be long-term, effective independence from all forms of public assistance for the client instead of immediate placement and quick turnover. There is little value in moving persons from one service category to another in order to call them successful cases. The integrated systems design has identified five approaches, or program options, for the client during the independence-fostering phase of his program.

*Employment Approach.* Productive, long-term employment is the desired outcome for the employment approach to self-sufficiency. The agency(s) providing employment services will work actively to ensure that the private sector plays a major role in the formation and delivery of services. The overall emphasis will be qualitatively and quantitatively to improve placement efforts. This will include more intensive counseling in job searching, interview and job maintenance skills, more fruitful relations with area employers, and more strenuous efforts at job development and follow-up.

The employment approach has three program alternatives—(1) placement in unsubsidized employment (2) placement in unsubsidized employment with continued assistance to offset the cost of work and medical expenses, and (3) placement in government-subsidized employment. On-going vocational counseling will assist the client in adjusting to the job setting and help him/her maintain employment.

*Placement in Unsubsidized Employment.* With emphasis on job searching and occupational availability, the alternative of placing family members in unsubsidized employment is directed toward placing those individuals who have viable, marketable skills. The agency charged with carrying out this alternative will provide a comprehensive placement service and a continuous analysis of the area job market, which will reflect qualitative as well as quantitative trends in occupational patterns.

After determining that placement in unsubsidized employment is the most desirable alternative, the program specialist representing this approach (who would also be a member of the client's case committee) would offer substantive guidance to the client. His/her closely monitored assistance might include helping the client prepare resumes, simulating interview situations, or providing the client with the names of persons he needs to contact. By providing a more appropriate fit of client to job, it is hoped that employers will develop more trust in public employment services. Moreover, with expanded and improved services, it is believed that clients would be more likely to participate in the project instead of pursuing costly, private employment assistance.

*Placement in Unsubsidized Employment with Continued Assistance to Offset the Cost of Work and Medical Expenses.* One of the greatest impediments to giving up public assistance is that a minimum wage job often offers less net income to clients than does welfare. The alternative of placement in unsubsidized employment with continued assistance would place persons with limited but competitive employment skills in jobs. However, these persons would continue to receive support to defer costs related to transportation, child care, and medical services. Research showing that AFDC mothers are more concerned about the medical services that are associated with AFDC than they

## The Family Independence Project Proposal

are with remaining on public financial assistance\* supports this alternative's theory. If a public assistance client or any single head of household can be assured that employment will not be deleterious to his/her well being, then possibly he/she will view this alternative much more favorably.

This strategy is similar to the one used by the Work Incentive Program (WIN). Currently, support services for WIN clients are discontinued after a period of full employment, irrespective of wage and income levels. Under this approach, persons would continue to receive support until such time as their income levels surpassed acceptable limits. Each client case would be reviewed quarterly to assure that income levels are consistent with services being provided.

This alternative will encourage persons to work and obtain job experience at minimum wage levels without casting them away from the protective umbrella of public assistance. Such support will be provided until the client's income increases beyond maximum standards or when work-related expenses (such as child care) are reduced. Also, there is the possibility that payroll earning and company insurance plans might replace two elements of public assistance—monetary grants and, in some cases, insurance/medical assistance. If not, then medical assistance through Title XVIII and XIX of the Social Security Act (Medicare and Medicaid) would be continued.

By shifting a large part of the family maintenance costs to employers, family maintenance grants would be no longer necessary. Although ancillary costs to society would exist, the likelihood of their being reduced over the long run is much better than if the client simply remains at home. No doubt individual dignity will increase as will incentives to enter lower paying jobs that have the potential of increased wages with tenure.

*Placement in Government-Subsidized Employment.* Public Service Employment will be used to develop employment positions with municipal agencies and private nonprofit organizations. Emphasis will be placed on career advancement and development of skilled and paraprofessional positions for the disabled and/or disadvantaged.

In addition, attempts will be made to develop extended, sheltered work positions in existing rehabilitation facilities for those severely disabled individuals whose earning capacity is less than 50 percent of the minimum wage. Adult work-experience programs will be utilized to develop subsidized employment for the transitional worker who has job skills for but for whom no appropriate job is available. Long-term support is not anticipated for the transitional worker; he could move into unsubsidized employment as soon as a job becomes available.

*Training Approach.* The majority of clients will not be ready for employment. Training is one of the program alternatives available to prepare clients for employment. The types of training to be offered to the client will depend on the client's needs and potential, but may include prevocational training, on-the-job training, and/or formal training.

*Prevocational Training.* The causal factors resulting in unemployment are many and vary widely from client to client. For some, the lack of marketable skills and well-paying jobs are important factors; and for these individuals, training and high-level job placement will help. But for many more, the problems run far deeper than that. The disadvantaged have a significantly greater lack of confidence in their ability to succeed in employment because of repeated failures. In addition, their problem-solving and communication skills are frequently functional in their social milieu but not in the middle-class working en-

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\*Charles J. Tesar, *An Assessment of the Educability of AFDC Caretakers* (Austin, Texas: Department of Human Resources, 1975).

## The Family Independence Project

vironment. Personal social-adjustment training must be available to address these problems. Such training should concentrate on strengthening the individual's self-concept and helping him to acquire new types of communication, goal-setting, problem-solving, job-seeking, and job-maintenance skills.

Clients identified as needing prevocational training would receive instruction offered through a number of programs. The Texas Rehabilitation Commission (TRC) has developed a comprehensive prevocational training package of approximately six weeks' duration.

In addition, an adult competency training program, entitled Adult Performance Level Program, has been designed and pretested by the University of Texas at Austin. Currently, the system is being piloted in a number of areas throughout the state as an alternative to traditional adult basic education programs. It holds much merit as a strategy to address attitudinal and competency deficiencies in adults and could be easily adapted as an alternate prevocational training measure for persons outside the purview of vocational rehabilitation services.

*On-the-Job Training.* The on-the-job training program will have the following characteristics.

- Clients would participate in a preemployment training period to learn the skills and attitudes fundamental to the on-the-job training situation.
- The on-the-job training process will be competency-based. Clients will complete their on-the-job training when they can demonstrate the skills and attitudes required for employability. The time for this training will vary from individual to individual.
- Trainees will be directed toward companies and occupations where demand is high and where jobs will be available in the future.
- Clients pursuing the alternative of one-the-job training will be placed only with those employers who meet certain standards. Employers must have a well-designed intake and training process. Working with the case coordinator, the employers will design, initiate, and monitor instructional and experiential strategies for each client. While the employer will not necessarily have to hire the client when he has completed his training, the employer must certify that the client has obtained the skills at a level established at the beginning of the training program.

On-the-job training is appropriate for persons who have little or no work experience and for whom formal training is not appropriate.

Clients interested in the occupations of the many trades for which no formal, preparatory training exists will be directed to this option. Also, on-the-job training is appropriate for working individuals who require some training to obtain credentials for long-range independence. These clients would pursue on-the-job training and then undertake formal training. After the client has obtained the skills and credentials required for unsubsidized employment, he/she would return to his job.

The client who chooses the alternative of on-the-job training will require some counseling concerning his beginning the job and the typical organizational procedures. Although the participating corporation's training officers will monitor the client on the job, the case coordinator will still be available to assist the client with any problems that might arise from the support services the client still requires. Because the client will be receiving a salary and may have access to additional educational grants, the level of support services is expected to be low.

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**Formal Training.** Formal training offered by community colleges, technical institutes, and selected, secondary training programs will enable the client to earn an associate degree and certificate in vocational-technical occupational training. This level of training should prepare the client for employment that will lead him to self-sufficiency.

The formal training alternative is appropriate for unskilled persons who are capable of competing in an academic environment if they have adequate social and financial support. During their training efforts, clients will receive support from a number of sources, such as DHR, CETA prime sponsors, Basic Educational Opportunity Grants (BEOG), Supplementary Educational Opportunity Grants (SEOG), Texas Public Education Grants (TPEG), and/or Vocational Rehabilitation Program.

The occupational training alternative will allow the client to enter the training program when he/she is ready and at his/her individual level of readiness. By utilizing individualized instruction, the client will be able to complete an extensive course of studies in a particular field at his/her own pace. An open-entry/open-exit format of instruction may be possible.

This format would allow the client to enter a vocational-training program at any time of the academic year, regardless of semester constraints, and graduate from the program when he/she has met appropriate performance standards. Much faculty and instructional development must be sponsored if such an open-entry/open-exit vocational-training program is to evolve.

**Physical Restoration Approach.** For those individuals whose disabilities impair their ability to engage in employment, maintain employment, or prepare for employment, restoration services may be available if such restoration will lead to gainful employment. Physical restoration services are those necessary to correct or substantially modify, within a reasonable time, a physical disability that is stable or slowly progressive. Mental restoration services are support services provided to enable the client to complete a training program or enter gainful employment.

Services envisioned under this program alternative will be coordinated and arranged for by a program specialist who has expertise in this area and may include surgery, prosthetic appliances, physical therapy, short-term psychotherapy, etc. The costs for such services may be paid by Medicaid, Medicare, private insurance companies, Texas Rehabilitation Commission, the client, or other sources, depending upon individual circumstances. Concomitant with such services the case coordinator will provide vocational counseling services.

**Support Services Approach.** It is anticipated that a wide array of support services will be necessary to assure successful maintenance for persons participating in the Family Independence Project. Of course, each client who qualifies for categorical assistance will be provided the range of services to which he may be entitled.

Besides receiving cash assistance, Food Stamps, and social and medical services, clients would also receive assistance in determining eligibility for other programs. First, efforts would be undertaken to determine eligibility for current programs, such as AFDC, VR, Food Stamps, WIN, CETA Titles II through VI. If participants fail to qualify for services under these provisions, resources from CETA Title I and Social Security Title XX will be tapped. To cover training costs, an intensive effort will be undertaken to qualify applicants for conventional support programs, particularly Basic Educational Opportunity Grants (BEOG), Supplementary Educational Opportunity Grants (SEOG), Texas Public Education Grants (TPEG), and special training programs for the disadvantaged, which are supported by the Texas Education Agency (TEA).

## The Family Independence Project

A keystone to the Family Independence Project is the involvement of the private sector. In training and employment efforts, employers will play a major support role for workers or trainees. Steps will be taken to work closely with local Fort Worth area Chambers of Commerce and with major employers to determine ways corporations can interface with the project. Services may be delivered in a number of ways—child care assistance, transportation assistance, sharing in training costs for prospective employees, provisions of partial stipending costs for the job trainees, and corporate contributions for vocational counseling.

Organized labor would be solicited for support of persons participating in the project. Through shared apprenticeship and training cost, unions could defer some of the costs associated with job-entrant training. Moreover, participation in the project might become more attractive to other eligible clients since many job opportunities are all but restricted to union members.

Thus, the current range of support services available through the Social Security Act, the Comprehensive Employment Training Act (CETA), and the Food Stamp Act would crosscut and be augmented by other federal programs, private-sector resources, and organized labor to maximize resources available.

*Cash Assistance Approach.* Those clients for whom the other program alternatives are not appropriate or who have insufficient income while pursuing one of the other program alternatives may be considered for cash assistance. Those who are temporarily incapacitated, or permanently disabled, may be entitled to assistance, as may those with dependent children.

As a result of the first year's planning effort, a system will be devised for expediting as much as possible the application for such assistance and the processing of applications. The eligibility criteria will be examined for the purpose of relating the criteria to the needs of the client population.

Short-term assistance may be available to those involved in one or more of the other program alternatives. Long-term assistance may be available to those who are unable to participate in the other program alternatives. While receiving assistance, the client will be followed at least periodically by the case coordinator to determine and redetermine the feasibility for the other program alternatives.

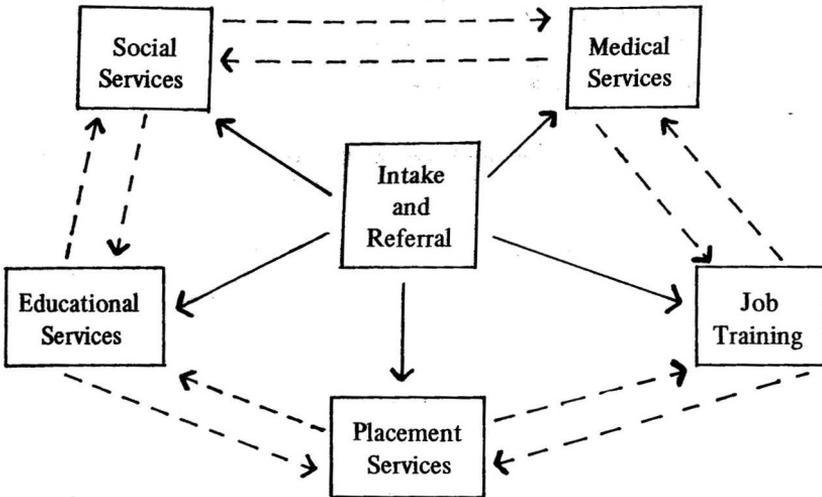
### THE CLEARINGHOUSE MODEL

One alternative to the current system of delivery of services through a multitude of agencies whose efforts may be fragmented or duplicated is the clearinghouse approach to providing intake and referral. This approach to service coordination may be represented by Figure 6.

The objective of this model is to expedite the timely and appropriate utilization of existing agency services. The model may be implemented through a centrally located multiagency facility (such as the Crossroads Center in Dallas, Texas, or the Child Development Center in Fort Worth, Texas). In operation, the intake service identifies the clients' presenting problems. The client is then referred to the appropriate agency or agencies. The intake service has no function other than identification and referral. No efforts are made to eliminate conflicts in eligibility criteria, duplication of effort, and so forth, except by the individual efforts of the agency staff. As the figure indicates, referral between agencies is optional.

A clearinghouse strategy would be adapted on the basis of need for more effective outreach and referral services. There are several benefits. First, clients would need not

**FIGURE 6  
CLEARINGHOUSE APPROACH TO SERVICE COORDINATION**



to shop around to determine where appropriate services are available; therefore, services become more readily accessible. Second, the central intake may act as a catalyst for communication and cooperation between agencies, therefore, limiting service duplications and further expediting timely delivery of services. Third, the central intake limits the problems of outreach, acts as a catalyst of service coordination, and, therefore, contributes to a more cost-effective delivery system.

This option would be considered if the study's operational hypotheses were not confirmed completely. If there are indeed adequate services but with limited accessibility and poor coordination, the clearinghouse approach for outreach and referral may be an optimum one. With combined personnel in intake centers throughout the pilot site area, there would be less fragmentation while the functional autonomy of each agency would be retained. Depending upon confirmation of the project's research hypotheses and the criteria to be used in selecting the final program option, this approach will be considered.

#### CURRENT TEXAS SYSTEMS

At present, a number of service-delivery systems exist that are designed to provide services to publicly dependent, disabled and/or disadvantaged individuals to maximize their opportunity for self-sufficiency and self-support. These include services from DHR, TRC, CETA, and WIN. Currently, outreach, intake, assessment, eligibility determination, and services' provision are decentralized. Services from various agencies and programs are coordinated closely at times and other times are provided independently of one another.

All the services discussed in the Integrated System Design are available from various agencies to portions of the disabled and/or disadvantaged client population. Personnel from each agency are acquainted to varying degrees with the eligibility criteria and services provided by other agencies. Therefore, the initial screening of the client is done by the first agency the client happens to contact; the client should ideally be referred to other agencies for other specific types of help.

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Currently, as needs for common client populations are identified, the program interfaces are developed to meet those needs. For example, WIN, TRC, and DHR work together closely to provide employment-preparation services for disabled AFDC recipients. Within this endeavor, TRC and DHR staffs are cohoused and provide services such as medical, psychological, educational, vocational, and social assessments; personal, social and work adjustment training; physical restoration; various types of vocational training and job placement. For this endeavor, services are coordinated with CETA, and job development is done with private industries.

Work done in the planning phase will reveal which of the hypotheses described in section one of this proposal are, in fact, valid. If they are not, this option will be the most appropriate choice.

Moreover, by surveying the intended client population, additional services' needs will be identified. This data should provide a framework through which integration and coordination can be improved. It may well be that the most effective way of meeting this end would be to make minor changes in the current system. Ways can be identified to close service loopholes, streamline and integrate services' delivery, address more directly causes of public dependence, reduce duplication, and increase access to service through the establishment of more effective ongoing interagency communication systems.

### Summary

The principal function of the Family Independence Project planning phase is to explore a range of service-delivery strategies. Described in this section are three such options, which fall on both ends and the center of a continuum. Service units, client load, manpower, and resource needs will be identified for each option explored as will the advantages and the disadvantages of each. These in turn will be reviewed by the steering committee and each agency represented in the project.

The three program options include (1) maintenance or minor revision of the current system; (2) creation of a centralized information/referral clearinghouse function in which the other activities retain their present scope; and (3) reformulation of the present program into a comprehensive systems design for human-services delivery, which would form an optimal approach rather than one constrained by statutes, regulations, and program categories.

## V. EVALUATION

Although the planning and development phase of the Family Independence Project includes no direct services to clients or implementation of programs, a comprehensive evaluation of the project will be made. This evaluation effort will reflect the Department's strong commitment to formal evaluation as a means of documenting project activities and their impact.

To ensure the objectivity of the evaluation findings, the evaluation staff will be administratively separate from the project. Funds to support the evaluation effort that are included in this request will be transferred to the Texas Department of Human Resources Research and Evaluation Division. This division will be responsible for developing and executing the evaluation plan and reports.

Evaluation deliverables will consist of a thorough process evaluation of planning and development activities and a detailed evaluation design for the planned subsequent implementation phase of the project. Documentation will focus, in part, on intra- and interagency coordination activities and on the method, frequency, and nature of co-

## The Family Independence Project Proposal

ordination contacts. Memos of agreement, interagency contracts, formal plans for subsequent joint efforts, and so forth will be compiled. The full process of planning and developing the project's implementation phase will be documented as well.

### PROCESS EVALUATION OF PLANNING PHASE

Process evaluation refers to a systematic set of procedures for documenting project actions and monitoring progress toward project goals and objectives. This progress will be evaluated with a tracking system. The evaluation staff will work closely with the project staff to generate a comprehensive catalog of goals, objectives, tasks, and action steps. This catalog will be the basis of the tracking system.

Data from the process evaluation will be available from several sources, including weekly project status reports, memos and documents exchanged within and among agencies, and formal periodic reports. Another important source of data will be evaluation interviews conducted quarterly with the project staff. These will be carefully structured to obtain information on the same topics from each staff member at each interview. Comparison of responses across time and across agencies will provide a unique perspective on the evaluation of the final project plans.

### EVALUATION DESIGN FOR IMPLEMENTATION PHASE

The other major evaluation product of the planning phase will be a comprehensive design for evaluating the project's implementation phase. This design will include both process evaluation and impact evaluation. The process evaluation will be similar to that discussed for the planning phase; the impact evaluation will be directed toward both assessment of the effect of the project's service activities and the cost analyses.

To assess the impact of service activities, the evaluation design will develop a set of evaluation goals and objectives that parallel the project's goals and objectives. Each evaluation objective will specify methods of obtaining data to measure the client impact of the corresponding project objective. For example, if a project objective were to increase the personal income of the client, a corresponding evaluation objective would specify a research procedure to measure the client's income before and after exposure to project activities. The evaluation objectives will emphasize quantitatively and methodologically valid measures.

The evaluation design will also include plans for cost analyses. These will attempt to provide information about the monetary costs and benefits that would follow from a large-scale implementation of activities and programs developed by the project. If sufficient data are available, the cost-benefit statistics for a statewide implementation of the Family Independence Project concepts will be compared to those for the Aid to Families with Dependent Children (AFDC) programs.

## VI. BUDGET

### PERSONNEL (\$118,544)

The type and level of planning and development work required by this project requires the professional staff to perform highly responsible administrative, planning, and coordinative and evaluative work. Considerable knowledge of agency policy and procedures, public programs and governmental systems is necessary.

Project staff will be employed at both the State and regional office levels. Regional staff will insure local-level input and planning to facilitate realistic and immediate program

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**TABLE 6**  
**BUDGET FOR THE FAMILY INDEPENDENCE PROJECT**

## PERSONNEL\*

### Salaries

Project Director—Group 21	\$ 23,952
Regional Project Coordinator—Group 17	17,832
Planner I—Group 17	17,832
Information Specialist I—Group 14 (25% of time)	3,657
Administrative Secretary—Group 9	10,512
Administrative Technician I—Group 8	9,840
Clerk III—Group 6 (25% of time)	2,157
Clerk III—Group 6 (50% of time)	4,314
Clerk Typist II—Group 4	<u>7,560</u>
	97,656

### Fringe

OASI Matching	11,816
Retirement Matching	7,812
Employee Insurance Premiums	<u>1,260</u>
Subtotal, Fringe	20,888

### Subtotal, Personnel Costs

118,544

### TRAVEL

20,000

### OTHER COSTS

#### Contracts:

TRC — State Planner—Group 19, including fringe	\$ 27,791	
Regional Planner—Group 17, including fringe	<u>20,722</u>	48,513

TEC — State Planner—Group 21, including fringe	27,791	
Regional Planner—Group 17, including fringe	<u>20,722</u>	48,513

CETA—Senior Planner, including fringe and overhead	22,538
Consultants	25,000
Staff Development	4,000
Telephone Credit Card	2,400
Equipment	3,584
Supplies	3,600
Regional Recurring Overhead	<u>2,210</u>

### Subtotal, Other Costs

160,358

### TOTAL

\$298,902

\*Personnel costs are computed on current known rates.

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implementation at the project site. State staff will see that policy and regulatory requirements are strictly adhered to, that appropriate modifications to existing regulations are made, and that statewide implementation could be made.

### **TRAVEL (\$20,000)**

Regional staff will travel extensively within Tarrant County in order to meet with the large number of program personnel who will be affected by this major rearrangement in service delivery. Competent regional planning will depend on frequent access to service deliverers in the project site area in order to obtain their input on the project's proposed system and procedures. State and regional project staff will also have to travel between Fort Worth and Austin for joint planning meetings and to conduct project business. The Director and Assistant Director will travel to Dallas and Washington D.C., in order to keep Federal agencies and congressional offices informed of the project developments. All travel and expenses will be reimbursed according to state-allowed mileage and per diem.

### **CONTRACTS (\$119,564)**

Contracts will be the financial mechanism used to obtain staff services from the Texas Rehabilitation Commission (TRC), Texas Employment Commission (TEC), and Comprehensive Employment Act (CETA).

### **CONSULTANTS (\$25,000)**

It is required that a number of personal services contracts will be required.

### **STAFF DEVELOPMENT (\$4,000)**

To insure that project staff have access to needed staff development programs and consultants, staff development funds are requested. These funds will cover required staff training and deployment of regional workers to implement the system at the end of the funding cycle.

### **PHONE, SUPPLIES, EQUIPMENT, AND MISCELLANEOUS (\$11,794)**

In order to establish and operate the two project offices, funds to cover phone, supplies, equipment, and similar miscellaneous expenses must be budgeted.

## **VII. PERSONNEL**

The project staff will be assigned administratively to the Research and Demonstration Branch of the Texas Department of Human Resources (DHR).

In designing the composition of the project staff, several factors were taken into consideration. One is the major ongoing planning and coordination work with multiple State and Federal agencies. The project staff will consult and negotiate frequently with top-level agency administrators, such as Commissioners, Executive Directors, Deputy Commissioners, and Regional Administrators.

The professional skills and experience required of project staff functioning at the desired competencies are usually found at the highest level of the Texas Merit System Council classifications. DHR personnel must be hired according to the standards and procedures of personnel administration of the Texas Merit System Council. Positions may not be advertised until project funding is granted; preselection is not permitted. The following

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job descriptions are not intended to be exhaustive but rather indicative of the general nature of the job and examples of work to be performed.

### **PROJECT DIRECTOR**

The project director is responsible for all activities of the project. Job duties include liaison, advisement, and negotiation with Federal, State, and local agencies; planning, organizing, and supervising this comprehensive project of top public interest; and meeting with Federal, State, and local officials. His/her duties are performed under broad administrative supervision with latitude for independent action.

An example of work performed includes the planning of coordinative research projects and field surveys, plus supervision of all personnel involved. The project director will prepare and present speeches and briefings; participate in planning conferences; and provide advisory services to federal, state, and local agencies. The project director also acts as liaison with federal, state, and local agencies in the coordination of plans and services and supervises the private and public consulting agencies employed.

The project director supervises the various technical phases of the comprehensive planning project and advises personnel on planning problems. He/she prepares the project's budget, interviews job applicants, performs other administrative duties, and supervises all personnel.

The maximum educational requirements for this position include a master's degree from an accredited college or university with a major in planning, business administration, public administration, educational research, or social sciences and with six semester hours in planning and/or research. The minimum work experience requirements include four years in planning and/or research or in administrative management, including experience in planning and/or research.

The project director must have a thorough knowledge of planning and programming as related to public administration with a thorough knowledge of personnel management principles and budget administration principles. An extensive knowledge of the principles, objectives, and procedures of governmental planning and programming are necessary also.

An outstanding ability to plan, organize, and supervise the work of a professional planning staff in order to produce timely, meaningful results is necessary, too. The ability to train other state and local personnel in planning and programming methodologies is essential. The project director must be able to initiate and maintain effective production working relationships with associates, public officials, planning consultants, civic groups, and the public. He/she also must be able to express ideas clearly, concisely, and effectively.

### **DHR REGIONAL PROJECT COORDINATOR**

The DHR Regional Project Coordinator plans and coordinates joint activities between the region and federal, state, community, and religious organizations. His/her work involves identifying community problems and proposing solutions, which use local, state, and federal resources. These duties are performed under general direction with considerable latitude for independent judgment and action.

The coordinator participates in community meetings related to human resources and community development and develops working relationships with and serves as a liaison to community leaders and organizations. The coordinator gathers and provides informa-

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tion concerning available resources and contributes to the compilation of manuals and other informational documents. The coordinator also negotiates human service interagency contracts and the implementation of joint agreements requested by the communities, state office staff, or regional staff. He establishes interagency planning and coordinating procedures.

The minimum educational requirements for this position include graduation from an accredited four-year college or university with twelve semester hours in community development, community organization, public affairs, public administration, social work, or community and regional planning. The work experience requires a minimum of two years' fulltime paid employment in human service delivery systems.

The project coordinator must be able to work with a broad range of agencies and programs, demonstrate a high degree of diplomatic competence, and assist the Department in carrying out its goals in a manner compatible with other agencies and public entities. He/she must have a knowledge of all Texas Department of Human Resources programs. The ability to design and implement interagency work agreements and analyze the impact such agreements have on the organizations or programs involved is a necessary skill. The coordinator must have a good knowledge of federal, state, and local resources used in developing public welfare programs and a knowledge of community organizations, community development, and public welfare administration.

### PROFESSIONAL STAFF HIRED THROUGH INTERAGENCY CONTRACTS

Five project staff members will be hired through agency contracts with the Texas Employment Commission, the Texas Rehabilitation Commission, and the Fort Worth Consortium for Employment and Training Programs. These staff members should have the same competencies as the DHR state and regional staff. In addition to professional skills, they are expected to have an in-depth understanding of the policies and programs of the agency under contract.

These personnel will design, develop, and assist in the implementation of the coordinated systems and procedures that affect the most efficient utilization of facilities, personnel, and other resources for the Family Independence Project. They will confer with and advise key staff members from their contracted agencies on major policies and procedures.

The professional staff members will review and establish priorities among specific program needs of the state. They will coordinate planning for new programs that arise from priority needs and available resources. The professional staff will coordinate and integrate the pilot projects for planning a designated program. The professional staff will translate pertinent findings from research into action programs for immediate use and assist regional staff in developing alternative strategies for meeting local program needs. They will also develop plans for demonstrating promising innovations.

## APPENDIX

### LABOR AND DEMOGRAPHIC PROFILE OF TARRANT COUNTY

Prepared by the LBJ School of Public Affairs  
The University of Texas at Austin

#### BACKGROUND

This profile of Tarrant County presents a comprehensive picture of characteristics of the populace, economic base, and labor market along with an overview of some of the institutions, attitudes, and practices, which reflect upon the community. The result is a delineation of the areas of Tarrant County that face the greatest need in terms of social services, income support, and job training and placement.

Data for this report were collected from interviews, census materials, government-sponsored statistical abstracts, and population analyses. The most significant problem in collecting and analyzing data employed in this report is timeliness. Only limited information exists that utilizes more current figures than those in the 1970 Census. The fact that frequently only 1970 data were available necessitates the use of informed opinions of persons knowledgeable of Tarrant County and projections prepared by city, county, and regional offices.

#### GENERAL CHARACTERISTICS

Tarrant County is located in north central Texas approximately 50 miles south of the Oklahoma state line and 250 miles north of the Gulf of Mexico. The county covers 860 square miles.

The 1970 population of Tarrant County was 716,317. The U.S. Bureau of the Census estimated the 1975 population at 739,100. Unofficial estimates by the North Central Texas Council of Governments place the 1977 population at 817,550.

Tarrant County is primarily urban. Fort Worth is the largest city of the county with a current estimated population of 385,850 (1970 Census: 393,476). Fort Worth is located near the center of the county and has an area of 228 square miles. Arlington, with an area of 106 square miles, is the second largest city of the county. The mid-cities area of Haltom City, Hurst, Euless, Bedford, Richland Hills, and North Richland Hills is the next area of greatest population concentration.

#### POPULATION CHARACTERISTICS

##### *Population Changes and Projections*

Despite its urban nature and significant population increases, Tarrant County has shown a decreased growth in population over the last 20 years. The county grew by 33 percent between 1960 and 1970 but only by 14 percent between 1970 and 1977. The annual growth rate (percentage per year) was 2.9 during the 1960s declining to 1.9 for the 1970s. This slowdown of growth occurred in contrast to the continuing fastpaced growth of the Dallas-Fort Worth Standard Metropolitan Statistical Area (SMSA).

Net in-migration is primarily responsible for Tarrant County's population increases. The birth rate, somewhat higher than the national average during the 1960s, has declined significantly and is currently below national and state averages.

The North Central Texas Council of Governments projects that population increases in Tarrant County will continue to decline (see Table 7). As noted earlier, a population decline was recorded for the City of Fort Worth from 1970 to 1977.

TABLE 7  
POPULATION PROJECTIONS: TARRANT COUNTY 1970-1990

Year	Population	Percent Change
1970	716,317	
1975	785,000	9.6
1980	840,000	7.0
1985	890,000	6.0
1990	937,000	5.3

Source: North Central Texas Council of Governments

#### *Ethnic Distribution*

The overwhelming majority of Tarrant County's racial minorities reside in the City of Fort Worth. Although they comprise less than one-fifth of the county's population, ethnic minorities make up more than 28 percent of Fort Worth's total. Blacks and Browns tend to be concentrated in the central core area of Fort Worth with two exceptions: Census Tract (CT) 25 in West Fort Worth and CT 222 in Arlington.

The 1970 overall racial distribution of Tarrant County is as follows: White, 82.1 percent; Negro, 11.3 percent; Spanish, 6 percent; Indian, 0.2 percent; and other races, 0.4 percent.

#### *Educational Attainment*

Table 8 shows that although a majority of adults in Tarrant County have completed a high school education, more than one-fifth have an educational attainment of eight years or less. More than 47 percent never completed high school. Nonetheless, almost one-half of the high school graduates have received some college training.

TABLE 8  
EDUCATIONAL ATTAINMENT OF POPULATION AGE 25 AND OLDER: 1970

Years of School	Population	Percent
8 years or less	81,729	21.8
1-3 years high school	95,769	25.6
4 years high school	102,926	27.5
1-3 years college	49,913	13.3
4 or more years college	44,263	11.8

Source: U.S. Bureau of the Census

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### *Income Characteristics*

More than 75 percent of all families in the Fort Worth SMSA fall into middle- and upper-income levels. A significant concentration of low median family incomes is found in census tracts surrounding the Fort Worth central business district. The median family income for Tarrant County was \$5,697 in 1960, \$10,218 in 1970, and has been estimated by Housing and Urban Development (HUD) at \$14,700 for 1976 for a family of four.

The median annual income for female-headed households is significantly lower than the incomes of male-headed households and two-parent households. In 1970, the median annual income for female-headed families was less than half of the figure for male-headed families.

Cross tabulations of income with other variables yield some interesting results. Although White families tend to do better than Black and Brown families financially, age, sex, and education seems to be more important factors than race in predicting income level. For the total population of the Fort Worth area, income increases with age until age 65 when people begin to fall into the lower-income categories. Both the old and the young tend to have lower incomes, particularly if they are women or Black.

There are, however, noticeable differences between incomes for Whites and Blacks between 20-64 years of age. In these age groupings, Whites have proportionately higher incomes, particularly in the higher-income brackets. Among the young and the aged, income differences are not as well differentiated between the races although Whites' incomes are somewhat higher.

Males tend to be in the middle- to upper-income level regardless of their level of education. Females tend to be at the lower end of the income scale except for those who have attended college.

Education appears to be a major determinant in the level of income attainment. The generalization that as education increases income will increase holds true for the Black population as well as for the White. As compared to Whites, there are substantially more Blacks with no more than eight years of schooling and many less that attend college, although those with high school educations are roughly the same for both groups. Eighty percent of the Black population ended their education at or before high school graduation. Due partially to the lower educational levels, the Black population has greater numbers of people in lower-income groupings and very few in higher-income categories.

### LABOR FORCE AND ECONOMIC CHARACTERISTICS

The Greater Fort Worth Manpower Consortium consists of seven cities—Fort Worth, Arlington, Hurst, Euless, Bedford, Haltom City, and White Settlement—and contains 79 percent of Tarrant County's population. Forecasts by the Texas Employment Commission (TEC) put the population at 598,500 in 1978, with a decline in the City of Fort Worth and growth in the suburban cities.

In its *Annual Planning Report* published in April, 1977, TEC predicted the labor force in the Consortium would grow to 328,500 in 1978, and unemployed persons would total 15,111. The racial composition of the labor force is 81.2 percent Anglo, 13.3 percent Black, and 5.5 percent Mexican-American.

There is wide variation in participation rates in the labor force for different segments of the population. Participation rates for male heads of families center around 98 percent of all eligible for both Whites and non-White males, but participation for females

is substantially lower. Of interest is the fact that Black female heads of families have an overall labor participation level of 68 percent and a rate of 62 percent for those below the poverty level. The rate for White female heads of families is 69 percent, but for those below the poverty level it falls to 47 percent.

The overall unemployment rate does not accurately portray unemployment problems of the different segments in the labor force. These problems have not changed greatly over time and are reflected in TEC's projected 1978 unemployment rates for the various groups. The rates range from a low of 3.4 percent for White males to a high of 8.7 percent for Black females.

All economic indices have been showing a slow but steady advance since 1975. At present, unemployment is well below the national average, construction is increasing, retail sales are up, and bank deposits are high.

Tarrant County experiences no significant seasonal problems in employment due primarily to a favorable climate for year-round economic activity. The economic base is fairly diverse although there is an overreliance on layoff-prone defense industries. The three leading industries in terms of employment are manufacturing (30.7 percent), retail trade (22.9 percent), and service industries (19.1 percent). Despite current high employment in defense and other high-technology industries, over the next several years there should be a gradual decline of skilled workers as a share of total employment.

Even though unemployment continued to be above desirable levels in 1977, there were a number of occupational classifications that were hard to fill in the Fort Worth area. There are a variety of reasons for the shortage of workers, including a shortage of fully qualified applicants, low wages, undesirable working hours, lack of transportation, and poor working conditions. Nonetheless, shortages existed in all types of jobs, including electronic and industrial engineers, business programmers, nurses and aides, maintenance repairers, cooks, kitchen helpers, machinists, and arc welders.

Manufacturing wage rates for the Dallas-Fort Worth SMSA are below the average for both the nation and the state. The Fort Worth Chamber of Commerce estimates that wage rates for Tarrant County manufacturing workers are 6-8 percent below those for similar workers in Dallas.

A significant percentage of the area's labor force is in need of manpower services. This target population is located primarily in one City of Fort Worth and can be identified by their problems with one or more of the following variables: age, sex, lack of skills, education, transportation, or day care.

Table 9 delineates population, labor force, employment, and unemployment for Tarrant County in April, 1976.

### PROGRAM AREAS

Despite the relatively good economic health of the Fort Worth area, there are large numbers of people in need of public assistance. Between 1970 and 1978 those people who are economically disadvantaged and in need of manpower services should increase by 14.7 percent to 44,020. During this same period of time the number of children in poverty is expected to increase from 24,115 to 27,880, and there will be an estimated 71,900 persons below the poverty level in 1978.

There are far more people who are eligible to receive public assistance benefits than actually receive them, but for a variety of reasons they are not served. The Texas Department of Human Resources (DHR) has statistics that show the Food Stamp Program has

**TABLE 9**  
**POPULATION, LABOR FORCE, EMPLOYMENT, AND UNEMPLOYMENT FOR TARRANT COUNTY IN APRIL 1976**

	Population <sup>1</sup>	Labor Force <sup>2</sup>	Employment	Unemployment	Rate
Total	721,600	367,100	346,900	20,000	5.5
Female	368,507	137,650	128,200	9,450	6.9
Total Minority	129,080	58,150	53,200	4,950	8.5
Female	66,301	24,650	21,950	2,700	11.0
Black	81,635	38,900	35,200	3,700	9.5
Female	42,625	18,300	16,200	2,100	11.5
Spanish-American	43,274	18,050	15,850	1,200	6.6
Female	21,540	5,850	5,300	550	9.4
Other Minority	4,171	1,200	1,150	50	4.2
Female	2,136	500	450	50	10.0

<sup>1</sup> Population estimate for July, 1974, prepared by the U.S. Department of Commerce, Bureau of Census. Estimates by race, ethnic group, and sex projected from the 1970 Census.

<sup>2</sup> Labor Force, Employment, and Unemployment estimates prepared by the Texas Employment Commission based on place of residence of workers. Estimates by race, ethnic group, and sex projected from the 1970 Census.

the greatest number of participants statewide of all public assistance programs, yet the participation rate is estimated to be only 62 percent of total eligibles. It has been calculated that of the 71,900 persons below the poverty level less than 15 percent receive some kind of public assistance.

In the following pages, brief recapitulations of various public assistance programs are grouped in general areas of need—employment and training, cash assistance, education, housing, health, and other services. Program functions are explained as they relate to an overall view of the Fort Worth area.

### *Employment and Training*

A key that leads to economic self-sufficiency is the provision of education, employment, and job training services. The need to provide gainful employment to all those who can work is obvious, but often people lack the necessary skills to secure a job. It is the role of educational and vocational institutions to provide the necessary skills training, and it is through various federal and state employment and training programs that these skills are taught. In the Fort Worth area such services are currently provided by the Comprehensive Employment Training Program (CETA), Work Incentive Program (WIN), Texas Employment Commission (TEC), and Texas Rehabilitation Commission (TRC).

### *Cash Assistance*

More than 10 percent of Tarrant County's population is below poverty level, but only 1.5 percent receive some form of public assistance income. Cash assistance is available to the economically disadvantaged in Fort Worth primarily through Aid to Families with Dependent Children (AFDC), Unemployment Insurance, Supplemental Security Income (SSI), and Social Security.

AFDC payments were made to approximately 3,300 recipients as of September, 1977. The typical AFDC caretaker was Black, female, aged 23 to 27, and had 2.3 dependent children under age 13. Nearly all caretakers are women, 85 percent of whom are of child-bearing age. Blacks accounted for over two-thirds of recipients and dependents. Stringent state requirements stipulate that AFDC families must be single-parent households (male household heads must be disabled) with almost no visible means of support (e.g., a single-parent family of three must make less than \$3000 annually to qualify).

The average AFDC family remains on public assistance for almost four years. The cost of direct aid is approximately one-half million dollars per month for DHR Region 5B (the Fort Worth area).

### *Education*

Lack of education oftens hampers an individual's ability to obtain, retain, and progress in employment opportunities with adequate wage scales. More than one-third of Fort Worth adults lack a high school diploma. Low-median education levels are concentrated on a north-south corridor through the center of the city, roughly equivalent to the pattern of low median income.

The Fort Worth Independent School District (FWISD) is the "cooperative prime sponsor" for adult education programs at 16 centers throughout the city. Eighty-five instructors, aides, and counselors, 90 percent of whom are employed only part-time, taught over 4,000 students in fiscal year 1977.

Skills offered are concentrated in language, reading, citizenship, and General Equivalency Diploma (GED) preparation. Most classes are taught at night to accommodate working clients.

## The Family Independence Project

Funding is provided by the state, local and federal governments with additional resources from CETA Section 112, which pays for instructional preparation for basic equivalency examinations.

Postsecondary education is provided by several area colleges and universities, including the University of Texas at Arlington, Texas Christian University, Texas Women's University, and Texas Wesleyan College. The major postsecondary institution serving the disadvantaged in Fort Worth is Tarrant County Junior College (TCJC). Over 15,000 students enrolled under TCJC's open-door policy in the 1976-77 school year. State funding (on a contract-hour basis) provided nearly all the funds necessary to offset low tuition charges (see Table 10).

TABLE 10  
GOVERNMENT-FUNDED EDUCATIONAL ASSISTANCE-FY 1977  
TARRANT COUNTY JUNIOR COLLEGE-ALL CAMPUSES

Program	No. Recipients	Amount	Per Student
BEOG	2,364	\$1,307,000	\$553
SEOG	141	61,000	433
TPEG	345	109,000	316
Work Study	<u>441</u>	<u>282,000</u>	<u>639</u>
TOTAL	3,291	\$1,759,000	\$485

Source: Student Financial Aids Office, Tarrant County Junior College

Tuition at TCJC may be partially or totally waived for eligible disadvantaged students under Basic Education Opportunity Grants, Supplementary Education Opportunity Grants, Texas Public Education Grants, and work-study programs. Grants averaging \$485 per student were awarded to nearly 3,300 (over 20 percent of enrollment) participating in these programs during fiscal year 1977. Budget reductions from current appropriations of \$1.76 million should require reductions in the number served for 1978, however.

### *Housing*

The home environment plays upon all other factors affecting a person's life. In the case of welfare recipients, the home environment may affect work, health, cost of living, education, and attitude. The National Housing Act, as amended by the Housing and Community Development Act of 1974, has as its goal to "provide a decent dwelling unit in a suitable living environment for all persons." Fort Worth subscribed to this goal. The following analysis should provide a picture of those areas of Tarrant County that face the most desperate problems in terms of housing.

The City of Fort Worth estimated in 1975 that 25.96 percent of the housing in the city was substandard. Of the nearly 40,000 substandard units, most (approximately 75 percent) needed only minor repairs or improvements. Based on 1972 data collected by the city, it is apparent that many census tracts face mass deterioration in housing conditions.

Housing problems may be attributed to the characteristics of household members, as well as to the actual structural condition of the unit. According to the Fort Worth Planning Department, the major households with housing problems are those of the elderly (65 or older), the very poor (below \$4,636 annually), larger families (six or more persons), and the minority poor.

*Health*

Although health and medical services are designed for the benefit of all citizens, the large majority of services are provided to residents from low-income areas. Public Health Department records of the City of Fort Worth show that low-income people, minorities, and the elderly experience a disproportionately higher incidence of disease and need for services.

The majority of public health and medical services are provided to Fort Worth area residents by the Public Health Department, the City of Fort Worth, the Tarrant County Hospital District, and the Trinity Valley Mental Health/Mental Retardation (MHMR) Center.

In 1974, the MHMR Center served 2,143 Fort Worth residents. When the number of cases was broken down by zip codes, it showed that five of Fort Worth's 25 zip codes—76104, 76105, 76106, 76110, and 76119—accounted for half the total number of cases.

Other medical services are provided through Medicare and the Texas Medical Assistance Program, of which Medicaid is a part. In 1974, out of a total of 91,448 admissions to Tarrant County hospitals, 19,376 (21.2 percent) were for Medicare patients and 3,729 (4.1 percent) were for Medicaid patients. As a percentage of days of care, Medicare patients only received 3.3 percent of total days of care, less than their percentage of admissions.

In September, 1977, in the Greater Fort Worth Manpower Consortium, 232 persons age 64 and under and 2,149 persons age 65 and over received Medical Assistance Only services. Of the first category, 188 were Anglos, 37 Black, and 7 Mexican-American. Overall, 71 percent were female and 29 percent male. This racial and sexual makeup held true when broken down by zip codes. Medical Assistance recipients were widely dispersed through Tarrant County, and each zip codes' demographic makeup was similar.

*Other Services*

This overview of other services is limited to a review of day care, legal services, Food Stamps, and transportation as they specifically relate to the welfare population.

*Day Care.* Day care serves the dual functions of providing children of low-moderate income families with meaningful learning experiences and providing a means through which low-moderate income parents can work (see Table 11). In 1970, there were 10,553

TABLE 11  
SUBSIDIZED DAY CARE: FORT WORTH

Administrative Agency	Children Served (FY 1977)	Non-Paying Clients	Costs (FY 1977)
Catholic Charities, Dioces of Fort Worth, Incorporated			
Regular	145	135	\$ 239,972.50
Nonrefundable for FY 1978	28	28	17,937.50
YMCA of Fort Worth	112	52	234,737.80
Day Care Association of Fort Worth and Tarrant County			
Day Care Centers	724	652	1,192,432.00
Day Homes	101	91	145,373.00

## The Family Independence Project

female-headed families with children under six years of age in Tarrant County. Many married people with children also have a need for adequate child care programs.

In addition to the many private day care centers, the Fort Worth and Tarrant County Day Care Association, the Catholic Charities Diocese of Fort Worth, and the Fort Worth YMCA maintain day care programs. The Fort Worth and Tarrant County Day Care Association also maintain day care programs for children in the Head Start Program.

*Legal Services.* Low-income people face legal problems that they frequently do not recognize. If they do recognize an injustice, they often are unaware that it may be cured. The Tarrant County Legal Aid Society is designed to help poor people with legal problems free of charge.

The Tarrant County Legal Aid Office served approximately 3,750 clients last year, turning down about the same number of applicants largely because their cases were fee-generating or of a criminal nature. The typical legal aid client, according to the Director of Tarrant County Legal Aid, is a person with a large family, low income, and little education. About 45 percent of the clients are Anglo, about 35 percent Black, and approximately 20 percent Mexican-American.

The society provides specialized legal services in the areas of housing, administrative law, consumer protection, domestic relations, and legal aid for the elderly.

*Transportation.* Inadequate transportation creates a barrier to the immobile person's access to the labor market and health and social services. Studies indicate that the poor and the elderly are the most affected by the problems of transportation.

According to city officials, public transportation is primarily provided for moderate- and low-income persons. Many of these individuals travel outside their community to work. In Fort Worth, a trip to downtown is usually required to travel from one section of town to another, making the trip from home to work a very long one.

Public transportation services for the general public within the city are provided by Citran, the city bus system. Several major public and private agencies also provide transportation services for the poor and elderly. These agencies include the Council of Churches, Fort Worth area; Transportation Service; Welfare Department, Tarrant County; and United Community Center, Inc.

In April, 1975, the majority of bus riders were adult Black females. Senior citizens, handicapped persons, and children are entitled to reduced fares.

*Food Stamps.* The total number of Food Stamp recipients in the Greater Fort Worth Manpower Consortium is 8,215. The Food Stamp population is 73 percent female and bimodally distributed between 27 and 45 years old (34 percent) or at least 65 years and older (29 percent). The ethnicity of the population is 47 percent Black, 42 percent Anglo, and 7 percent Mexican-American. Note should be made that 175 recipients of Mexican-American descent are Spanish speaking only, which requires special provisions for job training and caseworker assignments. Although the average household size is approximately three persons, a substantial number of the recipients (35 percent) live alone. Fifty-three percent of the Food Stamp recipients have not graduated from high school, with 31 percent having less than a ninth-grade education. However, approximately 21 percent of the population has experienced some form of vocational-technical or college education. The predominant occupational status of the target population is service jobs (36 percent), with 18 percent of the recipients having no job skills and 16 percent having unskilled industrial experience.

## UNMET NEEDS

Ignoring budgetary constraints, limited investigation reveals major gaps in services and problem areas in administration and regulations governing social services programs.

Administrative problems are perhaps foremost in the realm of rectifiable issues in social services. The vast number of programs and their respective administrative agencies require caseworkers and referral personnel to attain an improbable level of knowledge concerning eligibility requirements, services offered, location of services, contacts needed, and information-sharing procedures. Even the Food Stamp and AFDC programs, though administered by the same intake agency, require different income and assets tests and different acceptance procedures.

Coordination between human services programs is sorely needed, if not to eliminate duplication then to direct services to those in greatest need. Clients needing multiple services (e.g., vocational training, income supports, day care) must not only apply to several different agencies but must learn of these services.

Most social services clients, such as AFDC applicants, learn of social programs through word of mouth indicating that outreach is another administrative problem poorly addressed. Most agencies conduct some outreach, but rarely is it extensive; even when spot announcements in media are conducted or public relations are extensive, such as at TRC, referrals are the primary method clients learn of many programs.

Long waiting periods also discourage those in need. For AFDC and Food Stamps, it normally takes up to seven days between application and the first interview; it may require up to 30 days before notification of acceptance. Waiting periods of weeks and months are common for psychological counseling and day care. Those interested in public housing may wait months even before notification of acceptance or rejection.

Certainly, present income constraints provide a further disincentive for some public assistance recipients to seek employment. Inadequate AFDC allotments, for example, are reduced for every dollar made; in no case may an AFDC mother net more than \$3,000 annually and still claim rights to monthly supplements and the supportive services of day care, Medicaid, and WIN. Similarly, savings, assets, and earned income are negatively sanctioned in nearly every other human resources service.

Day care services, which enable women with small children to work, are at best inadequate. After-school day care ranges from nonexistent to difficult to obtain. Only about 10 percent of the eligibles presently receive subsidized day care. Private child care facilities are prohibitive in cost for those below the poverty level and many in low-income brackets. Even when subsidized day care is available, inadequate transportation to and from these centers acts to discourage normal working hours for those with jobs.

While day care for welfare mothers is often cited by administrators as presently adequate, it is clear that too little attention is given to training and educating AFDC mothers to allow themselves to break out of the poverty cycle. To comment that the CETA and WIN programs for AFDC caretakers have been of limited success is a classic understatement. TCJC, which administers vocational and college-level education programs (many with a flexible time period), will no longer accept contracts from either CETA or WIN.

Counseling services are addressed only superficially. Little effort is made in family planning. Eight-week waiting lists are common for Family Services psychological counseling. TRC no longer employs a resident counselor; psychological treatment is now performed only on a referral basis to specified contracted professionals.

## The Family Independence Project

Transportation, essential for seeking and retaining employment and educational opportunities, is also given low priority. With low-rent and substandard housing concentrated in the core area and with new industrial development occurring mostly on the outskirts or in suburbs, transportation needs for the poor become acute. The city-owned buses serve few suburban communities; only one TCJC campus is provided with bus service. Limited income and assets tests discourage the ownership of private automobiles, much less their maintenance and upkeep.

The complexity and array of public assistance programs, as well as budget constraints and the structural problems highlighted here, suggest the need for coordination of intake procedures, information-sharing, and referrals among state, local, and federal social services agencies. Any such design should enable more efficient use of personnel and a comprehensive approach to delivering human services.



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