

Approved: Al Ramirez 2-2-93
Date

MINUTES OF THE SENATE COMMITTEE ON GOVERNMENTAL ORGANIZATION

The meeting was called to order by Chairperson Alfred Ramirez at 1:30 p.m. on January 27, 1993 in Room 531-N of the Capitol.

All members were present except:

Committee staff: Julian Efird, Legislative Research Department
Carolyn Rampey, Legislative Research Department
Fred Carman, Revisor of Statutes
Jackie Breymeyer, Committee Secretary

Others attending: See attached list

Conferees appearing before the committee: Allan Foster, Senior Auditor, Legislative Post Audit
Janet Schalansky, Director, Workforce Development,
SRS

Chairman Ramirez called the meeting to order. He called for action on the minutes of the January 21 and January 25 meetings.

Senator Reynolds moved to approve the January 21 minutes. Senator Papay gave a second to the motion. The motion carried.

Senator Harris moved to approve the January 25 minutes. Senator Papay gave a second to the motion. The motion carried.

The Chairman called on Allan Foster, Senior Auditor, Legislative Post Audit, to begin his presentation. Mr. Foster distributed two handouts. One was the Performance Audit Report entitled "Examining the Effectiveness of the KanWork Program." (Attachment 1) and "Types of Work Held by KanWork Clients" (Attachment 2).

Mr. Foster asked the committee to follow through the audit with him. He gave background on the KanWork Program stating that it was enacted in 1988 to provide the services recipients need to find job and become self-supporting. Program expenditures for fiscal year 1992 were \$16.3 million, with approximately 60% coming from federal sources. The four pilot KanWork counties were Barton, Finney, Shawnee and Sedgwick. The KanWork Program recently expanded into Butler, Douglas, Ford, Johnson, Leavenworth, Seward and Wyandotte counties. During fiscal year 1993, 13 more counties will participate in the KanWork Program in response to federal mandates.

Mr. Foster directed the committee's attention to page 6 of the audit which contained a flow chart of the KanWork Program. The right side of the chart depicted the Job-Ready procedures and the left side the Not Job-Ready procedures.

The audit addressed the question, 'Does the Department of Social & Rehabilitation Services Operation of the KanWork Program Conform to Certain Applicable Job Requirements?' The finding was that it did generally comply with all applicable federal regulations and state laws. There were some problems found with SRS procedures in the way the county offices followed SRS procedures. There was not adequate documentation of some of the clients' progress through the system or adequate monitoring of these cases. It was also noted that Shawnee County had one in five of their clients in a "holding" status for some reasons that did not appear to be appropriate, and sometimes without the required follow-up.

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON GOVERNMENTAL ORGANIZATION, Room 531-N Statehouse, at 1:30 p.m. on January 27, 1993.

To determine the effectiveness of the KanWork Program, auditors selected samples of welfare recipients in two KanWork counties and compared them to welfare recipients from two areas where KanWork where KanWork had not been implemented. The KanWork counties selected were Shawnee and Barton. The non-KanWork counties were Seward county and the counties covered by the Department of Social and Rehabilitation Services' Olathe Area Office. A chart of page 13 of the audit showed the percent of sample KanWork clients receiving education, training and job services.

Pages 16 and 17 of the audit showed the percent of clients working and what kinds of wages these people were getting. As far as getting jobs, the KanWork counties seem to be doing a good job, however, although KanWork counties generally had higher annual earnings than those in the non-KanWork counties, the KanWork clients were not making enough to become self-sufficient.

The auditors took an arbitrary figure of \$9,000 because that is the approximate amount a family of three would need to get off welfare. In Barton county, 8 of the 50 clients in our sample made more than \$9,000 a year; in Shawnee county 11 of 100 clients made over \$9,000.

There may be numerous reasons why clients are earning so little money. They may not be getting the vocational training needed to get better jobs. Factors outside the Program's control may be the economy, social factors such as drugs and gangs, and physical or emotional problems.

The auditors found no significant difference in the number of people leaving the welfare rolls in KanWork and non-KanWork counties. A graph on page 20 showed that the number of people managed to get off public assistance regardless of the presence of the KanWork program.

Mr. Foster stated that as bleak as the picture looks, two years may not be long enough to evaluate the program. The program is long-term in nature.

The last question the auditors dealt with was cooperation between the two agencies. Cooperation on the level of the people that work with the clients is pretty good. However, some of the people in Wichita complained about JTPA workers.. Some of these people don't seem to pay as much attention to KanWork clients as they do JTPA clients.

It was found that the agency level cooperation was very poor. Good things do happen when there is good cooperation between state agencies and the private-sector. There are two outstanding programs in Wichita where SRS has gotten together with private companies like Cessna to train and hire KanWork clients from the Wichita area. A machine tool service company also provides academic and on-the-job training for KanWork.

Pages 31 and 32 of the audit contained a list of recommendations with the focus on increasing on increasing cooperation between SRS and the Department of Human Resources.

Mr. Foster ended his presentation and was asked several questions about cooperation between SRS and DHR, the best interests of KanWork clients, and the best use of the taxpayer's money.

Senator Lee wished to have it noted in the record her disappointment of the absence of Secretary Whiteman at the meeting; she had quite a number of questions to address to the Secretary. The Senator has been involved in some of these turf battles for over a year. She was glad to see Janet Schalansky present and stated that she knows Janet has worked hard to make the program work.

Chairman Ramirez stated that Secretary Whiteman was testifying in Appropriations committee.

The Senator from Sedgwick commented on the KanWork program in the Wichita area. He stated initiative is needed from local government and industry to help make the program successful. All the problems cannot be wiped out immediately.

One of the committee members made the comment that there does not seem to be a lot of training time for some of the clients. College enrollment is rare and some caseworkers encourage clients to take training at a vocational school instead.

Another stated concern was that it seems that SRS is trying to duplicate services already provided by DHR.

The question of how many clients were actually handled in 1992 and how many people were actually in charge of administering the particular program. Mr. Foster replied that Janet Schalansky would probably have the statistics on these questions.

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON GOVERNMENTAL ORGANIZATION, Room 531-N
Statehouse, at 1:30 p.m. on January 27, 1993.

The concern with money being wasted and having to be spent before the next fiscal year was expressed. Mr. Foster said the administrative structure was not looked at because of the time element.

The comment was made that if the public would read the audit, they would probably come to the conclusion that KanWork was not working. Mr. Foster agreed with this comment.

The Chairman welcomed Janet Schalansky, Director, Workforce Development, who was the next conferee. Ms. Schalansky had two attachments that were distributed to the committee. She was present to give the SRS response to the Performance Audit Report. (Attachments 3 and 4)

Ms. Schalansky stated that since receiving the audit report in October, they have attempted to address the concerns raised in the Post Audit report. She directed attention to the Action Plan attached to her testimony. Another draft document as part of Attachment 3 showed the progress to date of the mission, vision and goals statements for the Kanwork Program. Attachment B, Roman Numeral I dealt with the KanWork mandates and the issues that needed to be addressed; II addressed the need to identify the stakeholders and their interests and expectations; III addressed the Mission and the response to what they thought the mandates to be; IV contained the KanWork Vision and what they could see as a successful working program; V addressed the question of what the issues are that prevent them from accomplishing the vision statements; VI are the goals to be accomplished. This led on to guidance for formulating KanWork strategies and the bullets depicted on page 5 states the who, what, when, where and how of the details for achieving each KanWork goal. Ms. Schalansky stated that when this process is clarified, they should be able to clarify very specifically what SRS needs to do, what the Department of Human Resources needs to do, and what needs to be done together. This will help the department proceed much further than it has in the past. There will be a specific format of where there is agreement and disagreement, which will help policy makers and funders sort those issues out.

SRS is developing a new data system called KSCARES. This system, however, will not provide all the data needed for evaluation.

Ms. Schalansky noted Attachment D, the Hugo Wall Center for Urban Studies KanWork evaluation; Attachment E, comments on Dr. Robert Gustavson's study of KanWork; and Attachment E1 Recidivism for Employed.

Ms. Schalansky introduced Phyllis Lawin, Director of Employment Preparation Services.

A question was asked with regard to Mr. Foster's presentation on the lack of cooperation between the heads of the agencies what was being done in that area.

Ms. Schalansky stated that the joint planning on mission goals and action statements goes a long way toward that end. She finds the cooperation between the two agencies to be very good. There are some basic philosophical differences in the two departments as to the direction the program needs to take. By developing the goals and strategies it can help each agency lead to a common understanding.

The question was asked if the department would be able to meet the federal mandates on the coverage of KanWork, or jobs. The response was in the affirmative.

The Chairman asked Ms. Schalansky to return on Thursday to continue the discussion.

The Chairman stated that there would be introduction of bills at the next meeting. He thanked the conferees and adjourned the meeting.

The next meeting is scheduled for January 28, 1993.

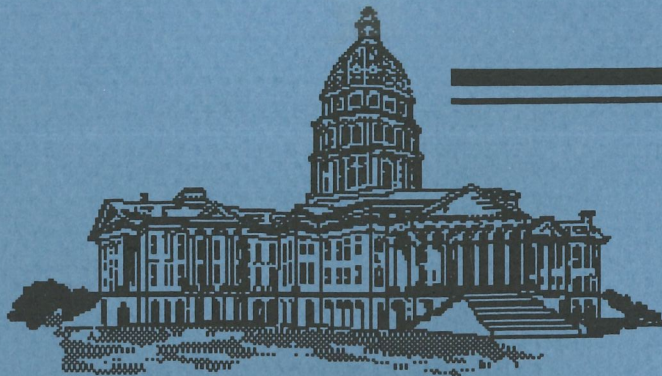
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Senate
COMMITTEE: Governmental Organization

DATE: 1-27-93

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PERFORMANCE AUDIT REPORT

Examining the Effectiveness of the KanWork Program

A Report to the Legislative Post Audit Committee
By the Legislative Division of Post Audit
State of Kansas
October 1992

93-30

*L.O. Comm.
1-27-93
Attachment 1*

Legislative Post Audit Committee

Legislative Division of Post Audit

THE LEGISLATIVE POST Audit Committee and its audit agency, the Legislative Division of Post Audit, are the audit arm of Kansas government. The programs and activities of State government now cost about \$6 billion a year. As legislators and administrators try increasingly to allocate tax dollars effectively and make government work more efficiently, they need information to evaluate the work of governmental agencies. The audit work performed by Legislative Post Audit helps provide that information.

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PERFORMANCE AUDIT REPORT

EXAMINING THE EFFECTIVENESS OF THE KANWORK PROGRAM

OBTAINING AUDIT INFORMATION

This audit was conducted by Allan Foster, Senior Auditor, and Sharon Patnode and Randall Reeves, Auditors, of the Division's staff. If you need any additional information about the audit's findings, please contact Mr. Foster at the Division's offices.

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EXAMINING THE EFFECTIVENESS OF THE KANWORK PROGRAM

Summary of Legislative Post Audit's Findings

Does the Department of Social and Rehabilitation Services' operation of the KanWork Program conform to applicable legal requirements? The design of the KanWork Program generally conforms to all major federal regulations and State laws. However, Department auditors found that Department staff had not followed all procedures established for operating the KanWork Program. We also noted that significant numbers of KanWork clients in the Shawnee County office were being placed in an inactive status -- some perhaps inappropriately. With the expansion of the Program into other counties, the Department will have to provide strong oversight to ensure that these problems do not spread.

Has KanWork been effective in training State welfare recipients for jobs and in reducing their dependence on State financial services? We found that KanWork generally provides clients with only minimal amounts of education and training before placing them in the job market. As a result, clients generally are not getting jobs that will allow them to become self-supporting. KanWork clients worked more and earned more money than non-KanWork clients, but did not earn enough to stay off welfare. In the short run, there was no significant difference in the number of people leaving the welfare rolls in the KanWork and non-KanWork counties we reviewed. However, it is important to note that this Program has a long-term perspective and our audit results should be viewed with this perspective in mind.

Has there been adequate coordination between the Department of Social and Rehabilitation Services and other agencies involved in implementing and operating the KanWork Program? The Department of Social and Rehabilitation Services and the Department of Human Resources are the two main agencies involved in implementing the KanWork Program. We found that staff of both agencies in the county offices generally worked well together. However, communication and coordination between upper-level management at the two Departments was poor. Without full cooperation from both agencies, it is less likely that the Program's goals will be achieved.

This report includes recommendations for improving the effectiveness and efficiency of the KanWork Program. We would be happy to discuss these recommendations or any other items in the report with any legislative committees, individual legislators, or other State officials.



Barbara J. Hinton
Legislative Post Auditor

EXAMINING THE EFFECTIVENESS OF THE KANWORK PROGRAM

Between fiscal years 1982 and 1988, expenditures for General Assistance and Aid to Families with Dependent Children in Kansas increased from \$118.7 million to \$127.5 million, an increase of 7.4 percent. By 1992, those expenditures had increased to \$134.7 million. In recent years, the Legislature recognized that those expenditures would continue to rise, in part because people receiving welfare benefits often had no incentive to leave the welfare rolls. Generally, jobs available to them paid low wages and had few fringe benefits. Welfare recipients often were financially better off receiving welfare payments and having their medical costs covered by the Medicaid program.

To try to turn this situation around, the 1988 Legislature enacted the KanWork Program, which is designed to provide most people who receive General Assistance or Aid to Families With Dependent Children with the education, training, and support services they need to find jobs that will allow them to become self-supporting. For the sake of simplicity in this report, we sometimes refer to these clients simply as welfare recipients, and to these two aid programs as welfare or public or cash assistance. After people find employment and their cash assistance is stopped, the Program provides transitional benefits such as health care coverage and child care for a period of time. These transitional benefits are designed to allow individuals to become established on a solid footing during the first year of employment after most welfare benefits end.

Legislative concerns have been expressed about whether the Program conforms to applicable State and federal requirements, and whether it is effective in training participants for jobs and reducing their dependence on welfare. Legislators also have expressed concerns about the level of cooperation among the agencies responsible for implementing and operating the Program. To address these concerns, the Legislative Post Audit Committee directed the Legislative Division of Post Audit to conduct a performance audit examining the effectiveness of the KanWork Program. The audit addresses the following three questions:

- 1. Does the Department of Social and Rehabilitation Services' operation of the KanWork Program conform to applicable legal requirements?**
- 2. Has KanWork been effective in training State welfare recipients for jobs and in reducing their dependence on State financial services?**
- 3. Has there been adequate coordination between the Department and other agencies involved in implementing and operating the KanWork Program?**

To answer these questions, we reviewed federal and State statutes and regulations, and interviewed program administrators and staff from the Departments of Social and Rehabilitation Services and Human Resources. We also reviewed the 1991 Department of Social and Rehabilitation Services' internal audit of the Program, and a July 1991 evaluation conducted by the Hugo Wall Center at Wichita State University.

In answering question two, we chose a sample of clients who were receiving Aid to Families With Dependent Children from two counties that were participating in the KanWork Program (Barton and Shawnee Counties), and from two similar areas that were not participating in the Program (Seward County and the Olathe Area Office, which encompasses Johnson, Leavenworth, and Miami Counties). For these comparison groups, we reviewed wage data from the Department of Human Resources and information showing how much these clients received in cash assistance and whether they were still on cash assistance at the end of that period. Our comparisons allowed us to identify any relative differences between KanWork and non-KanWork counties.

As part of our audit work, we also reviewed a sample of files for KanWork participants in the two KanWork counties. This review enabled us to obtain specific information about clients in the KanWork Program, including the types of training they received, the types of jobs they found, how long they stayed in those jobs, and the like. Finally, we surveyed Program participants and employees to obtain their perceptions about the effectiveness of the Program, and their ideas for improving it. In conducting this audit, we followed all applicable government auditing standards as set forth by the U. S. General Accounting Office.

In general, we found that the State's KanWork Program conformed to all applicable federal and State laws and regulations. However, we did find that some of the county offices did not comply with Department policies and procedures in such areas as monitoring clients' progress through the KanWork system, and documenting the actions that had been taken.

Based on our reviews and testwork, it appeared that clients in KanWork counties often did not receive specific job training. These clients earned more income than clients in the non-KanWork counties, but except for a handful of success stories, their incomes still were too low to allow them to become self-sufficient. This situation occurred in part because they often found low-paying, menial jobs, and in part because they often did not keep jobs very long, or bounced from one job to another, with periods of unemployment in-between.

Overall, we concluded that the Program has not been effective in the short-run in reducing participants' dependence on cash assistance. Clients from the non-KanWork counties were just as likely to be off the cash assistance at the end of our two-year review period as clients from the KanWork counties. This could suggest that, so far, the Program has been helping those clients who ultimately would have helped themselves. It is important to note that this Program has a long-term perspective, however, and that our results should be viewed with this perspective in mind.

Coordination between employees who actually work with the KanWork participants in the Departments of Social and Rehabilitation Services and Human Resources was good. Coordination between upper-level management in these two agencies has been poor. These and related findings will be discussed in more detail following a brief overview of the KanWork Program.

Overview of the KanWork Program

The KanWork Program in Kansas was developed in anticipation of federal welfare reform. In Fall 1988, Congress enacted the Family Support Act. This Act required states to establish comprehensive Job Opportunities and Basic Skills (JOBS) training programs.

The Federal Family Support Act of 1988 Set Out Certain Mandatory Requirements for States' Welfare Training Programs

Mandatory requirements for welfare training programs included providing educational training below the postsecondary level, job skills training, job readiness preparation, job development, and job placement. States can offer optional services or activities for their program participants as well, including postsecondary education, group and individual job search activities, on-the-job training, and community work experience programs.

Federal requirements also specified certain target populations to be served by these programs, including families that had been on welfare for three of the last five years, families with parents that had not completed high school or had little or no work experience, and families that soon would be ineligible for Aid to Families With Dependent Children because their children would be too old.

Finally, states were required to serve a certain percentage of their populations that received welfare benefits. That percentage was seven percent for fiscal year 1991, and gradually will increase to 20 percent for fiscal year 1995.

In exchange for requiring states to enact these programs, Congress provided for 50-90 percent of the programs' costs to be federally funded. The actual amount depends on the types of services and activities offered. To be eligible for federal funds, states were required to spend at least 55 percent of their program funds on the target groups noted above. This provision was designed to ensure that clients with the greatest need for services would get them. States that do not spend the required percentage on these target groups, unless otherwise justified, or that do not serve the required percentage of welfare clients in their state, will have their federal funding reduced to 50 percent.

The Kansas Legislature Enacted KanWork in 1988, Following a 1987 Legislative Interim Study

That interim study concluded that many individuals who were receiving Aid to Families with Dependent Children had no incentive to leave the welfare system. Many clients were financially better off receiving welfare and Medicaid benefits than they would have been working full-time at minimum-wage jobs and paying for health insur-

ance and child care. The KanWork Program was established to help these welfare clients get the training and job skills they needed to obtain higher-paying jobs with benefits, so that they could become self-supporting and leave the welfare rolls.

Four pilot counties began participating in the KanWork Program in fiscal year 1989. The KanWork Program was started in Barton, Finney, and Shawnee Counties on August 1, 1988, and in Sedgwick County on October 1, 1988. Client participation is mandatory for all welfare recipients with children over three years of age, although clients can be exempted for such reasons as pregnancy, mental or physical disability, being under 16 (or in high school) or over 59, full-time employment, and the like. Failure to participate in the Program can result in the loss of welfare benefits.

The KanWork Program recently was expanded into Butler, Douglas, Ford, Johnson, Leavenworth, Seward, and Wyandotte Counties. During fiscal year 1993, 13 more counties will participate in the KanWork Program in response to federal mandates. The remaining counties in Kansas will be allowed to maintain minimal training programs, including high school or equivalent education, support services such as child care, and information and referral to available employment services.

As the Program has expanded, so has its cost. Total expenditures for the Program, which include administrative and Program costs, were \$5.1 million in fiscal year 1989. This included the implementation of the KanWork Program. Program expenditures were about \$14.1 million in fiscal year 1991, and were \$16.3 million in fiscal year 1992. Approximately 60 percent of Program expenditures come from federal sources.

**The KanWork Program Primarily Is Administered
By the Department of Social and Rehabilitation Services,
With Assistance from the Department of Human Resources**

The Department of Social and Rehabilitation Services is the primary agency for the Program, providing for clients' educational, training, and social service needs. The Department of Human Resources plays a much smaller role, providing employment services, such as job search activities and employment counseling. It receives approximately \$800,000 of total Program funds per year. These two agencies' major responsibilities—and the major components of the KanWork Program—are as follows:

- **Evaluation and determination of eligibility for services.** The Department of Social and Rehabilitation Services evaluates all public assistance recipients to determine who must participate in the KanWork Program. During this evaluation, the Department determines the level of services needed, assesses the client's job-readiness, sets goals for each participant, identifies the support services the client needs, and develops a schedule for completing Program activities. Once participants are determined to be job-ready, they are referred to the Department of Human Resources for occupational assessment, goal setting, and other employment services.

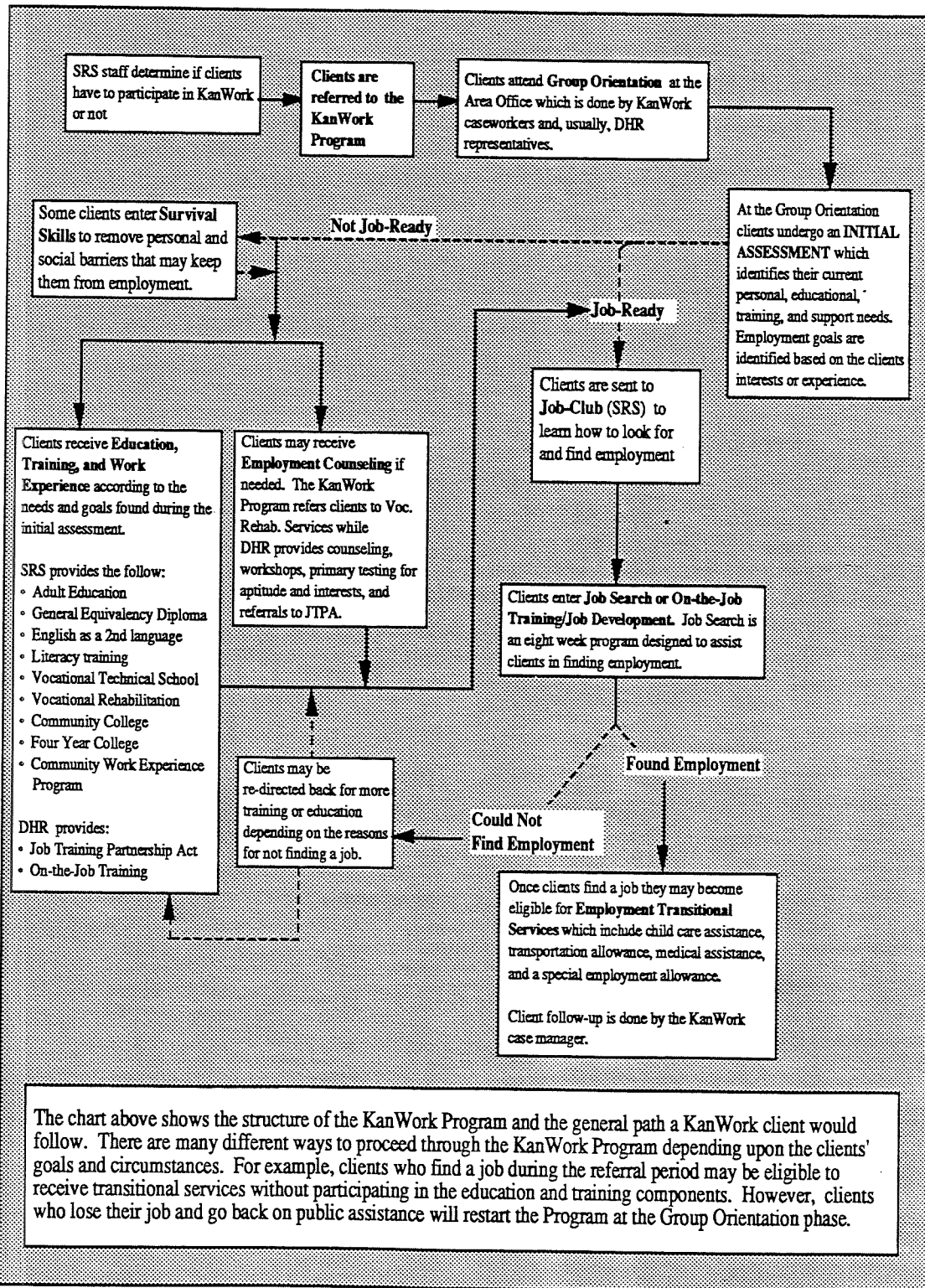
- **Job preparation, training, and education.** Job preparation services provided by the Department of Human Resources include supervised or unsupervised job search, job referral and placement services, and employment counseling. The Department of Social and Rehabilitation Services provides "job club" workshops.

Training and education services may include on-the-job training, community work experience in a public or non-profit agency, remedial education (adult basic education or G.E.D. instruction for the high-school-equivalency examination) vocational training, college or community college, and English language instruction. Generally, the Department of Social and Rehabilitation Services contracts with private or public entities to provide education services. The Program usually picks up the costs for these services, although other funding sources may be tapped for postsecondary education and training. For example, school tuition usually is covered by Pell Grants.

- **Support services.** Program participants receive such support services as child care assistance, a transportation allowance, a special needs allowance, and assistance with home management and budgeting skills (provided by volunteers in the family mentor program) during the job preparation, training, and education portions of the KanWork Program. Special funds also may be available to participants to assist with postsecondary education or training costs. The Department of Social and Rehabilitation Services is responsible for seeing that clients receive the support services they need. These services generally last until the participant finds employment or withdraws from the Program.
- **Transitional Services.** Program participants who find jobs and start earning enough to lose their eligibility for welfare benefits can continue to receive transportation allowance for six months and child care assistance and medical care for 12 months after they start work. These transitional benefits are intended to allow clients to become financially stable before public assistance is cut off altogether. Participants are eligible for transitional services only if they keep their jobs, and only if these services are not available from some other source—such as the client's employer. Again, the Department of Social and Rehabilitation Services is responsible for seeing that clients receive the transitional services they are eligible for.

The graphic on the following page generally shows how a welfare client progresses through the KanWork Program.

Diagram of the KanWork Program



**Does the Department of Social and Rehabilitation Services' Operation
Of the KanWork Program
Conform To Applicable Legal Requirements?**

Our review showed that the KanWork Program's design generally conforms to all applicable federal regulations and State laws. However, Department staff have not been operating all aspects of the KanWork Program in compliance with Departmental policies and procedures. A report on the KanWork Program issued in July 1992 by the Department's internal audit staff showed that the local KanWork offices did not adequately document clients' progress through the KanWork system or monitor their cases. We also noted that Shawnee County staff had one in five of their clients in a "holding" status, sometimes for reasons that did not appear to be appropriate, and sometimes without following up as required. These findings are discussed more fully in the sections that follow.

**The Design of the KanWork Program Generally Conforms
To All Major Federal Regulations and State Laws**

In 1988, Congress passed the Family Support Act, which required all states to establish a Job Opportunities and Basic Skills (JOBS) training program by October 1, 1990. The purpose of these programs is to assure that needy families with children obtain the education, training, and employment that will help them avoid long-term welfare dependence.

Federal regulations specify the general administrative and program requirements states must follow in establishing these programs. The federal regulations address issues such as:

- Which agencies are responsible for administering the Program
- What information must be contained in each state's plan for implementing and administering the Program
- What percentage of welfare clients must be served by the program
- Which elements such as training, education, and other services must be included in the program
- How the program will be funded
- What information states must collect and report to the federal government to receive federal funding

The KanWork Program is governed by these federal regulations. It also is governed by the KanWork Act, which was passed by the 1988 Legislature. The KanWork Act specifies job preparation, training, and education services that must be provided, and gives the Secretary of Social and Rehabilitation Services overall responsibility for administering the program. The Secretary, in turn, has developed the Kansas Employment Preparation Manual, which contains the policies and procedures governing how the KanWork Program will be operated.

To determine whether the KanWork Program in Kansas was designed in conformance with federal regulations, we checked to see that all aspects of federal regulation were adequately addressed in either the KanWork Act or the Department's KanWork Policy Manual. We found that they were.

To determine whether the Department of Social and Rehabilitation Services complied with State laws, regulations, policies, and procedures in carrying out the KanWork Program, we relied substantially on a recent audit of the Program conducted by the Department's internal audit staff. We reviewed the work plan and workpapers produced by the Department's auditors to determine whether they covered all significant aspects of law and Departmental policy. On a sample basis, we tested their work and determined that their audit was thorough and accurate.

We concluded that the KanWork Program, as operated in the original four pilot counties, appears to comply with State law. However, the Department's staff have not always been operating the program in compliance with Department policies and procedures.

**Department Auditors Found That Department Staff
Had Not Followed All Procedures Established for
Operating the KanWork Program**

In their review of case files at the four pilot KanWork county offices during 1991, the Department's auditors found significant problems at each office. Among other things, their auditors found that social workers were not adequately monitoring cases, verifying client needs, and documenting what happened with KanWork clients in accordance with Department policy. Because the report prepared by the Department's auditors did not provide detail on the number of cases that were out of compliance, we reviewed their workpapers and determined the following noncompliance rates for each county they reviewed.

**Rates of Noncompliance With Department
Policies and Procedures for the KanWork Program**

<u>Type of Problem</u>	<u>Barton</u>	<u>Finney</u>	<u>Sedgwick</u>	<u>Shawnee</u>
Lack of case monitoring	12%	22%	12%	0%
Poor case documentation	36%	57%	20%	36%
Personal needs not verified ^(a)	24%	92%	44%	46%

^(a) Before any payment may be issued to clients for any KanWork service, the need for the service must be documented. In addition, it must be documented that the service is not available in the community at no cost.

As the table shows, the Department's auditors found significant percentages of cases that did not comply with Departmental policies. Finney County had the worst overall compliance rates; 22 percent of the cases the Department's auditors looked at were not being properly monitored. About 57 percent of the cases were not being properly documented, and 92 percent of the cases did not have evidence that the client's personal needs were being verified.

Of the three areas shown in the table, we consider case monitoring to be most important. If clients are not properly monitored, it is difficult to determine whether they are complying with Program requirements. For those clients who do not comply, it is equally difficult to verify their lack of compliance and enforce sanctions.

Case documentation also is important for Program effectiveness. Without adequate documentation, there is no record of the clients' progress through the Program. Important information such as what training or education a client has received, or whether the client has been successful in finding employment, may not get recorded. This lack of information can result in clients not receiving services they need, or continuing to receive services they are no longer eligible for. In addition, without adequate documentation, the Department's ability to track clients is very limited. During our own review of case files in Barton and Shawnee Counties, we also noted a number of KanWork files that did not appear to be consistently and thoroughly documented.

Finally, verifying a client's needs is important because, among other things, this process helps to determine that there are no community services already available that will satisfy a client's need before that service is provided by the Program. Failure to perform this function could result in service duplication and increased costs to the Program.

Department administrators plan to provide training to address these problems, but follow-up reviews will be needed to ensure that compliance has improved. The administrator responsible for the KanWork Program told us the

Definitions of KanWork Program Job Training and Seeking Components

Throughout this report, terms for parts of the KanWork Program are used that may not be familiar. The following are definitions for different parts of the Program.

Unsupervised Job Search: Client individually seeks work and makes periodic progress reports.

Supervised Job Search: Clients contact possible employers, receive direct referrals to employers, and take advantage of other organized methods of looking for work.

Job Club Workshops: Clients learn various job finding and retention skills.

Employment Counseling: Clients are assisted in gaining a better understanding of themselves in relation to the world of work and in making a realistic vocational choice.

Job Training: Clients receive training in industry-specific job skills in a classroom or on-site setting. Training may be provided by private industry, universities, or State and local agencies.

Community Work Experience Program: A client works in a public or nonprofit agency to develop basic work skills, practice and improve existing skills, and acquire on-the-job experience. The client is not paid while in such programs.

Department's Central Office would be providing additional training to area office staff regarding the problems their auditors found. The Department also had indicated in its corrective action plan that it would be reviewing the case files in question to ensure that corrections were made. Such reviews are necessary to ensure that training efforts have been successful, that improvements are being made, and that additional actions are taken if compliance problems persist. According to the Program administrator, this review was completed in September of this year.

As this Program is expanded into additional counties, the need for Department-level oversight to ensure that the Program is being operated as intended will increase.

Our Review of KanWork Clients' Case Files Disclosed Problems With the Department Staff's Handling of Clients Placed on "Hold"

The KanWork Program requires eligible welfare recipients to participate in the Program or face the loss of benefits. Because circumstances can arise that would create a hardship for the client if he or she were forced to participate, caseworkers have the option of placing clients in a "holding" status for up to six months. At the end of six months, the social worker is responsible for evaluating the client's situation and either returning the client to active status or extending the holding period.

During our review of KanWork case files, we found that 21 percent of the 100 KanWork clients whose cases we reviewed in Shawnee County had been placed in a holding status at one time or another. (Barton County had no such cases.) In some instances, clients were in a holding status for longer than the six-month period allowed by the Department's policy, without any follow-up from the social worker. For example, one client who had been placed on "hold" because of child-care problems was still in that status 22 months later without any subsequent Department review. In another example, a client who failed to attend orientation sessions on two different occasions because she had recently lost her baby was placed on inactive status in June 1991 because of emotional problems. Department officials reviewed her file in October 1991, but made no changes. This client was still on inactive status 10 months later in August 1992.

In such instances, clients who should be participating in the Program may instead be falling through the cracks. As a result, they are either not being given the opportunity to participate in the Program, or they are not being held accountable (with the ultimate penalty of losing their benefits) for not participating in the Program.

It also appeared to us that a number of these Shawnee County clients had been placed on "hold" for reasons unrelated to their own circumstances. According to case logs, for example, social workers sometimes placed clients on "hold" because of their own heavy caseloads. Shawnee County social workers who responded to our survey indicated they had an average KanWork caseload of 146 clients. This figure is considerably higher than the figures reported by social workers in the three other pilot counties (an average of 98 for Barton and Sedgwick Counties, and 57 for Finney County).

In addition, social workers in all but Barton County reported they carry caseloads in other related programs in addition to KanWork clients.

Conclusion

The KanWork Program has grown from a relatively small program to one that will affect thousands of people's lives. To ensure that programs such as this one meet their goals and comply with applicable laws, regulations, policies, and procedures, they must be adequately managed and overseen. The four pilot counties in the KanWork Program have not complied with Department policies and procedures in a number of important program-management and client-monitoring areas. With the planned expansion of this Program into other Kansas counties over the next few years, the potential for additional compliance problems--and the need for Department oversight--will increase.

It also appears that the "holding" status in Shawnee County is not being used as intended, either because of a lack of follow up or because of excessive caseloads. If clients are not being allowed or required to participate in the KanWork Program because of social workers' caseloads, neither employees nor clients are being well served.

Recommendations

1. The Department of Social and Rehabilitation Services should review its policies, procedures, and practices relating to placing welfare recipients in a "holding" status rather than requiring them to participate in the KanWork Program. As part of that review, the Department should ensure that it has clear policies for when clients should be placed on "hold," when their situations should be reviewed, and the reasons why their hold status can be extended. These policies should be clearly communicated to all KanWork employees who will be making such decisions, and the Department should periodically review cases to ensure that those policies and procedures are adhered to.
2. The Department should specifically review the situation in Shawnee County to ensure that appropriate corrective actions are taken to bring employees' practices in placing welfare clients on hold into compliance with Department policies. As part of that review, the Department should assess the extent to which high KanWork caseloads may be contributing to the problem. If so, it should determine whether existing staff can be used more efficiently and effectively, or whether additional resources may be needed to adequately address clients' needs. The results of this review should be reported to the appropriate legislative committees.

Has KanWork Been Effective In Training State Welfare Recipients for Jobs and In Reducing Their Dependence on State Financial Services?

Success for a program such as KanWork requires that clients get the education and training they need, get jobs, and ultimately make enough money to become self-sufficient and stay off welfare. We found that KanWork generally provides clients with only a minimal amount of education and training. Few KanWork clients earn enough to stay off welfare. And in the short run, there was no significant difference in the number of people leaving the welfare rolls in the KanWork and non-KanWork counties we reviewed. Program officials and others caution that the real effects of the KanWork Program will be long-term. These and related findings will be discussed in more detail in the sections that follow.

KanWork Generally Provides Minimal Amounts of Education and Training to Welfare Clients

To determine the types and amounts of training the Program was providing for welfare recipients, and whether people were able to get jobs in the fields in which they were trained, we reviewed case files for a sample of 50 KanWork participants in Barton County and 100 participants in Shawnee County. Those Program participants were part of a larger sample of welfare recipients we used for comparisons that will be discussed later in this report.

We found that most of the people coming into the KanWork Program lacked a basic educational background. In all, 75 percent of the clients whose cases we reviewed in Shawnee County and 78 percent in Barton County lacked the education and skills necessary to be determined job-ready by the Department of Social and Rehabilitation Services. Many of these people required extensive services. About two of every five clients (40 percent) we reviewed in both counties came to the Program with less than a high school education. In fact, Department officials told us they were surprised after they started the Program at the number of clients who needed remedial education.

Because a high-school-equivalent education is not likely to provide people with the qualifications and skills necessary to find a good job, we expected to find a high percentage of the clients receiving not only basic education but also some sort of vocational training that would increase the likelihood they would succeed in the job market. However, we did not find as much vocational training as we had expected.

The table on the next page summarizes the percentage of clients in our sample who received various types of education, training, or job-related services from the KanWork Program in Shawnee and Barton Counties.

**Percent of Sample KanWork Clients Receiving Education,
Training and Job Services**

	<u>Shawnee County</u>	<u>Barton County</u>
Remedial Education (a)	36%	28%
Adult Education	4%	10%
English as a 2nd Lang.	0	2%
G.E.D. Instruction	33%	22%
Vocational Training (a)	32%	50%
Vocational Technical School	13%	8%
Community College	3%	22%
Four-Year College	5%	2%
On the Job Training	0	8%
JTPA	6%	14%
CWEP	12%	18%
Job Training	2%	4%
Vocational Rehabilitation	2%	2%
Job Hunting (a)	28%	66%
Survival Skills	8%	35%
Employment Counseling	8%	14%
Job Referral	0	6%
Job Club	16%	24%
Job Search	10%	37%

(a) Many clients received more than one of the services shown, so the percentages in the table will not add within any of the sections of the table and will not total 100 percent.

As the table shows, 36 percent of the clients in Shawnee County and 28 percent of the clients in Barton County attended basic education classes. Thus, Shawnee County appeared to provide remedial education to most of its clients who needed it, while Barton County did not.

Less than half the clients in the two counties received any vocational training that might provide them with marketable job skills. Shawnee County provided vocational training to less than one-third of its clients. Barton County provided vocational training to half its clients. A full third of Barton County clients received vocational training at a vocational technical school or community college. Based on the case files we reviewed in Barton County, people who got more advanced vocational and educational training tended to do better in the job market than people who did not receive such training.

Surveys of KanWork Employees and Participants

During the audit, we gathered information from KanWork employees and participants. We sent surveys to 98 Department of Social and Rehabilitation Services employees and to 13 Department of Human Resources employees in Barton, Finney, Shawnee, and Sedgwick Counties. We received 61 surveys back from Department of Social and Rehabilitation Services employees, for a response rate of 62 percent, and 11 surveys back from Department of Human Resources employees for a response rate of 85 percent.

We also sent surveys to 500 welfare clients. Based on the percent of clients in our samples in Barton and Shawnee Counties who were KanWork participants, we estimated that 70 percent of the people we sent surveys to were in the KanWork Program. Of the estimated 350 KanWork participants who got surveys, we received 34 surveys back, for a response rate of only 10 percent. For complete results of the three surveys, see Appendices A, B, and C.

Staff from both the Department of Social and Rehabilitation Services and the Department of Human Resources cited a number of reasons why KanWork clients may not be getting more training.

- In some cases, training might not be available. Several employees commented on the surveys that there are not enough vocational training choices available. This can be a problem in any county, but it is a particular problem in rural areas where vocational training is limited. Many survey respondents suggested the Program could be improved by developing additional community education and training resources.

- Some KanWork employees indicated the Department of Social and Rehabilitation Services may be pushing clients through the Program before they have the necessary training. The Department considers a KanWork client job ready when he or she has a high school diploma or equivalent and a current work skill or current work experience. Department of Human Resources officials told us that many of the clients the Department of Social and Rehabilitation Services refers to them lack the education or job skills needed to find a job. They reported that if these individuals do find jobs, the jobs tend to be low paying with no benefits.

In all, 90 percent of the Human Resources employees and 40 percent of the Social and Rehabilitation Services employees who responded to our surveys said clients were being declared "job ready" too soon. This situation may occur not only because of the Department's job-readiness policy, but also because of specific actions by clients. Some people commented that clients may pressure caseworkers to let them try to find a job after they have completed remedial education, or that clients will try to find a job on their own because they want a job as soon as possible. Others said many clients need the money badly and will do anything to get the Department off their backs.

When clients who received vocational training got jobs, those jobs often were in the field in which the clients were trained. We looked to see how many of the people who received vocational training got jobs related to that training. In Shawnee County, 69 percent of the clients who received vocational training and got a job had at

least one job that was related to their training. In Barton County, 53 percent got at least one job that was related to their training.

The type of training people received varied. Some training was in traditional areas such as secretarial, nursing, nurse's aid, auto body repair, and truck driving. Other training was less traditional such as physical therapy, graphic arts, medical technology, elementary education, and counseling.

The types of jobs people secured also varied. Many clients became clerks, laborers, or waitresses. Others became factory workers, welders, construction workers, and certified nurse assistants. A few became nurses or teachers. We saw no evidence of clients being channeled into particular types of vocations or jobs.

KanWork Employees Stress That a Longer-Term Commitment to Clients May Be Needed

Over and over again, the employees surveyed told us that a Program emphasis on getting clients into a job as soon as possible, rather than concentrating on longer-term training or education, prevents clients from getting jobs providing self-sufficiency. One social worker commented that employment is often the Program's priority, discouraging longer-term training that has more chance of enabling clients to get better jobs. Another Department of Social and Rehabilitation Services social worker told us that Program guidelines cause job-ready determinations to be made too quickly, leading to underemployment for clients. For example, certified nurse's assistants and certified medical assistant's are in demand, but at low pay. Allowing a client to take nurse's training might result in higher pay, but upgrade training such as this is not allowed merely because a job pays too little to provide self-sufficiency. Upgrade training is allowed only when a job in a particular profession cannot be found.

KanWork Clients in our Samples Worked More And Earned More Money Than Non-KanWork Clients, But Not Enough to Stay Off Welfare

To determine whether the KanWork Program was effective at helping people become self-supporting, we selected samples of welfare recipients in two KanWork counties and compared them to welfare recipients from two areas where KanWork had not yet been implemented. The KanWork counties we selected were Shawnee and Barton. The non-KanWork counties were Seward County, and the counties covered by the Department of Social and Rehabilitation Services' Olathe Area Office (Johnson, Miami, Leavenworth). Seward and Barton Counties are rural in nature, while Shawnee County and the counties covered by the Olathe Area Office are urban in nature. Each comparison group also had similar per-capita incomes, and percentages of the population receiving Aid to Families With Dependent Children.

For each person in our sample, we reviewed and analyzed quarterly wage data from the Department of Human Resources for the two-year period from April 1990 through March 1992 to determine which quarters they had worked and how much they had earned. We then compared these clients' experiences during the first year and the second year of the two-year period. We counted people as working if they had reported earnings in a quarter, no matter how little they made. Although this methodology is not as precise as we would have liked, it was the only measure available to us.

Generally, KanWork clients worked in more quarters than non-KanWork clients. The following table shows the percentage of people in our sample who reported earnings in the first and second year, and the average number of quarters they worked during each of the two years.

Percent of Clients Working and Average Number of Quarters Worked (a)				
County	Year 1 (b)		Year 2 (b)	
	Percent Working(c)	Avg. # of Quarters Worked	Percent Working(c)	Avg. # of Quarters Worked
Barton Co. (KanWork)	70%	3.0	64%	3.3
Seward Co. (Non-KanWork)	49%	3.0	53%	2.6
Shawnee Co. (KanWork)	53%	2.7	53%	3.0
Olathe Area Office (Non-KanWork)	40%	2.7	43%	2.6

(a) The averages in this table are based on the number of people who had earnings. People without earnings were excluded from the calculations.

(b) Year one consists of the four quarters beginning with the second quarter of 1990. Year two consists of the four quarters beginning with the second quarter of 1991.

(c) Everyone who had earnings in at least one quarter in the four-quarter period.

As the table shows, significantly more clients in the KanWork counties had a job at some point during each of the two years than did clients in non-KanWork counties. In year one, 70 percent of the clients in Barton County worked compared to 49 percent in

Several Clients Told Us They Were Discouraged from Pursuing More Advanced Education or Training

One young woman indicated that she had enrolled at a four-year college before entering KanWork. As a result, the Program would not pay for her tuition or books. She told us that her caseworker encouraged her to take training at a vocational technical school instead. She chose to stay in the program leading to a bachelor's degree. From her perspective, she said, clients with the desire and talent to obtain a four-year degree should be encouraged.

Another young mother told us she was discouraged from pursuing training as a paralegal. Her social worker told her the job was too demanding for a woman with three children. She suggested that the KanWork Program should encourage clients to fulfill their career goals, saying, "If some really believe they can do it, at least let them try."

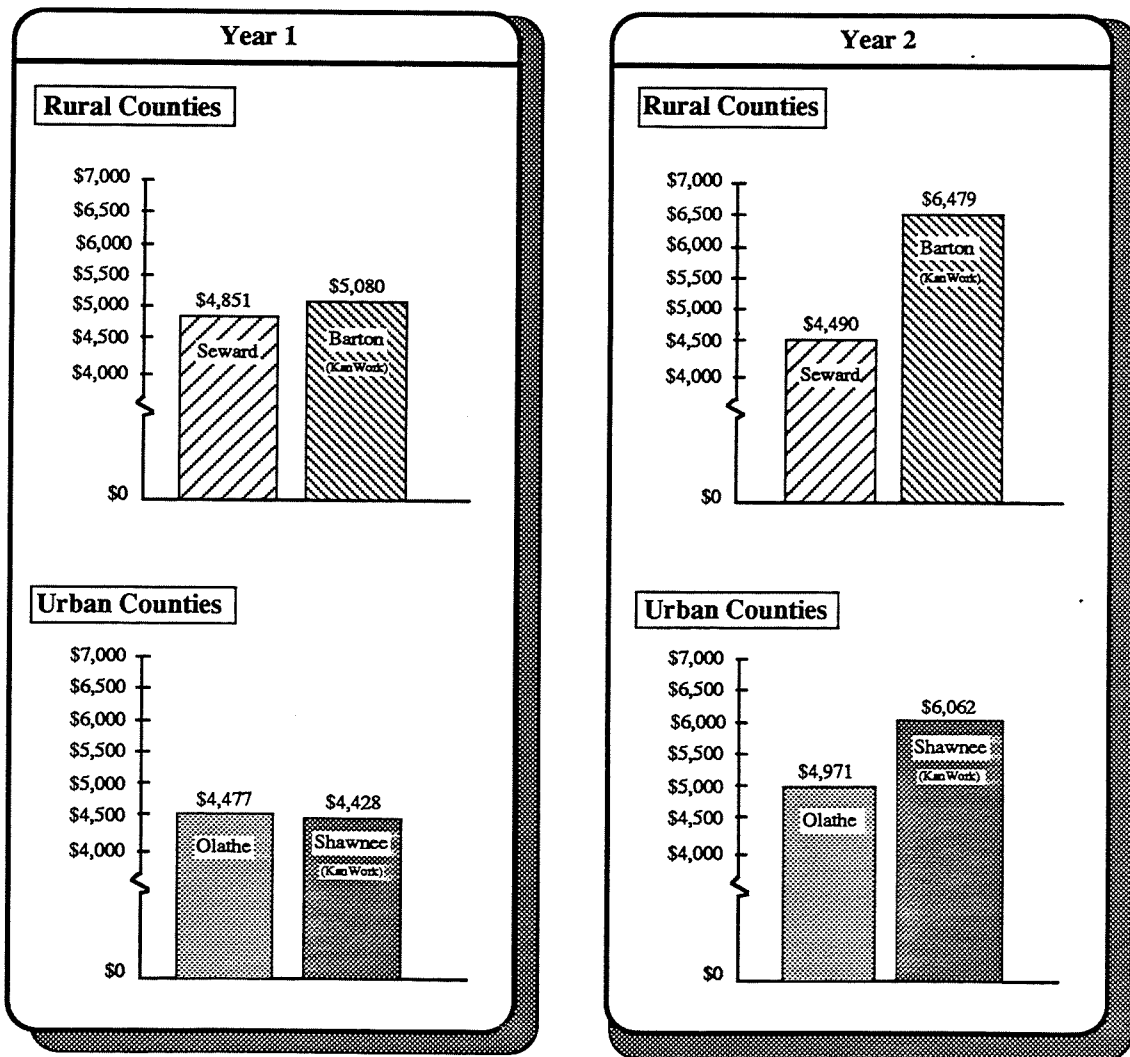
Seward County, a difference of 21 percentage points. The gap between counties narrowed in the second year, but Barton County still led by a large margin. The situation was similar in Shawnee County for both years, except that the percentages were smaller.

While it was not possible to determine from the data available whether these clients were employed for the entire quarter or worked only one day during the quarter, it was clear that the KanWork clients had some sort of employment in more of the quarters we looked at than did non-KanWork welfare recipients.

Clients in KanWork counties also had higher average incomes than clients

in non-KanWork counties. To determine whether the clients in KanWork counties earned more than clients in non-KanWork counties, we used the Department of Human Resources' wage data to calculate average annual earnings for those welfare recipients who had a job at some point during each of the two years. The following figure shows those earnings for clients in each of the four counties.

**Average Reported Annual Earnings
For Our Sample of Welfare Clients
In KanWork and Non-KanWork Counties**



NOTE: The averages in the charts above are for those clients who had jobs during the two year period we looked at.

During the first year of the two-year period, we examined earnings for clients in KanWork and non-KanWork counties and found that they were about equal. However, in the second year clients' earnings in KanWork counties were significantly higher than clients' earnings in non-KanWork counties. There could be several reasons for the difference in earnings during year two including clients working longer, receiving higher wages, or a combination of the two.

**Some KanWork Clients Were Very Successful at Finding Good Jobs,
While Others Were Not**

KanWork clients who received post-secondary education were among those who earned the most in the second year of our review. The following examples illustrate their successes.

A welfare recipient in her mid 30's with some college education entered KanWork hoping to finish her degree and begin teaching elementary school. Her tuition was paid through a federal grant, and she received KanWork support services as well. The woman earned her bachelor's degree and, with KanWork's help, she became employed as a substitute teacher. Eventually she obtained full-time employment, and earned nearly \$18,000 in the second year of our review.

Another welfare client with two years of community college education wanted to finish her education in the field of nursing. The KanWork Program provided child care and transportation services which allowed the client to pursue her goal. Eventually she found a job as a nurse earning nearly \$23,000 in the second year of our review.

The following examples are more typical of the experiences, based on our review. Unfortunately, most clients did not earn enough money to become self-supporting.

A young, unemployed KanWork client with an 11th grade education earned his G.E.D. while in the Program. Department of Human Resources' job-

hunting services helped him find employment, but in a job paying little more than minimum wage. He earned \$3,200 in the first year of our review, and \$5,500 in the second year. This client had no earnings in the final quarter of the second year, which indicates that he is again unemployed.

A woman with only a 9th grade education entered KanWork and immediately started G.E.D. classes. She received her diploma in a short time, and soon thereafter found employment as a restaurant cook at \$4 per hour. She requested that her KanWork case be closed before any transitional services were provided. According to the wage data we obtained, she continues to be employed; however, her annual earnings averaged only about \$1,000.

A woman in her early 40's entered the Program with the goal of obtaining employment that would pay more than the average food service worker salary, the area in which she had worked the majority of her life. Because she had a high school diploma and prior work experience, she was declared job-ready immediately and proceeded to search for a job. She was hired in another minimum-wage food service job. Once her transitional services were exhausted, this client's KanWork case was closed. Our wage review indicated that this client worked consistently; however, her annual earnings were only \$3,000 the first year and \$5,700 the second year.

As the table shows, clients in KanWork counties generally had higher average annual earnings than clients in non-KanWork counties. The difference in earnings in year one was very small; in fact, Shawnee County clients actually earned a few dollars less than their counterparts in the Olathe Area Office. However, in year two earnings in the two KanWork counties increased considerably, while average earnings in the non-KanWork counties either decreased or increased only slightly.

During the second year of the two-year period, clients in the KanWork counties earned on average \$1,000-\$2,000 more than their counterparts in the non-KanWork counties. This large increase in the KanWork counties in the second year may be the result of more clients beginning to benefit from the Program.

KanWork clients in our sample generally were not making enough to become self-sufficient. Most of the success stories of the KanWork Program are from clients who received a skill through the Program, either through formal vocational or college classes, or through something like the Community Work Experience Program that provides skills through on-the-job-training. A few of these clients obtained jobs that

paid as much as \$20,000-23,000 a year. Unfortunately, these were the exception rather than the rule.

As the preceding table showed, average annual income for those welfare recipients who had employment was generally less than \$6,500. A family of three becomes eligible for Aid to Families with Dependent Children when their family income falls below \$9,000 per year. In the second year of our review period, only 8 of the 50 clients in our Barton County sample and 11 of the 100 clients in our Shawnee County sample made more than \$9,000. Thus, even though many clients had jobs, they were still eligible for Aid to Families with Dependent Children.

In both counties, the average initial wage was about \$5 per hour. At this wage level, it is questionable how many clients will be able to remain off welfare after their transitional benefits run out and they have to start paying for child care and medical costs.

There may be numerous reasons why KanWork clients are earning so little money. One reason may be that these clients are not being trained for jobs that pay a livable wage. Another may be that these clients have very little work experience, and must build a base of experience in lower-paying jobs before they can move on to better, higher-paying jobs.

Another reason is that many clients do not stay in jobs very long. The 76 KanWork clients in Barton and Shawnee Counties in our sample who got jobs had a total of 129 jobs during the two years we reviewed. Many clients in our sample had jobs that were part-time or short lived. Many of them also were in and out of jobs, and in and out of the KanWork Program.

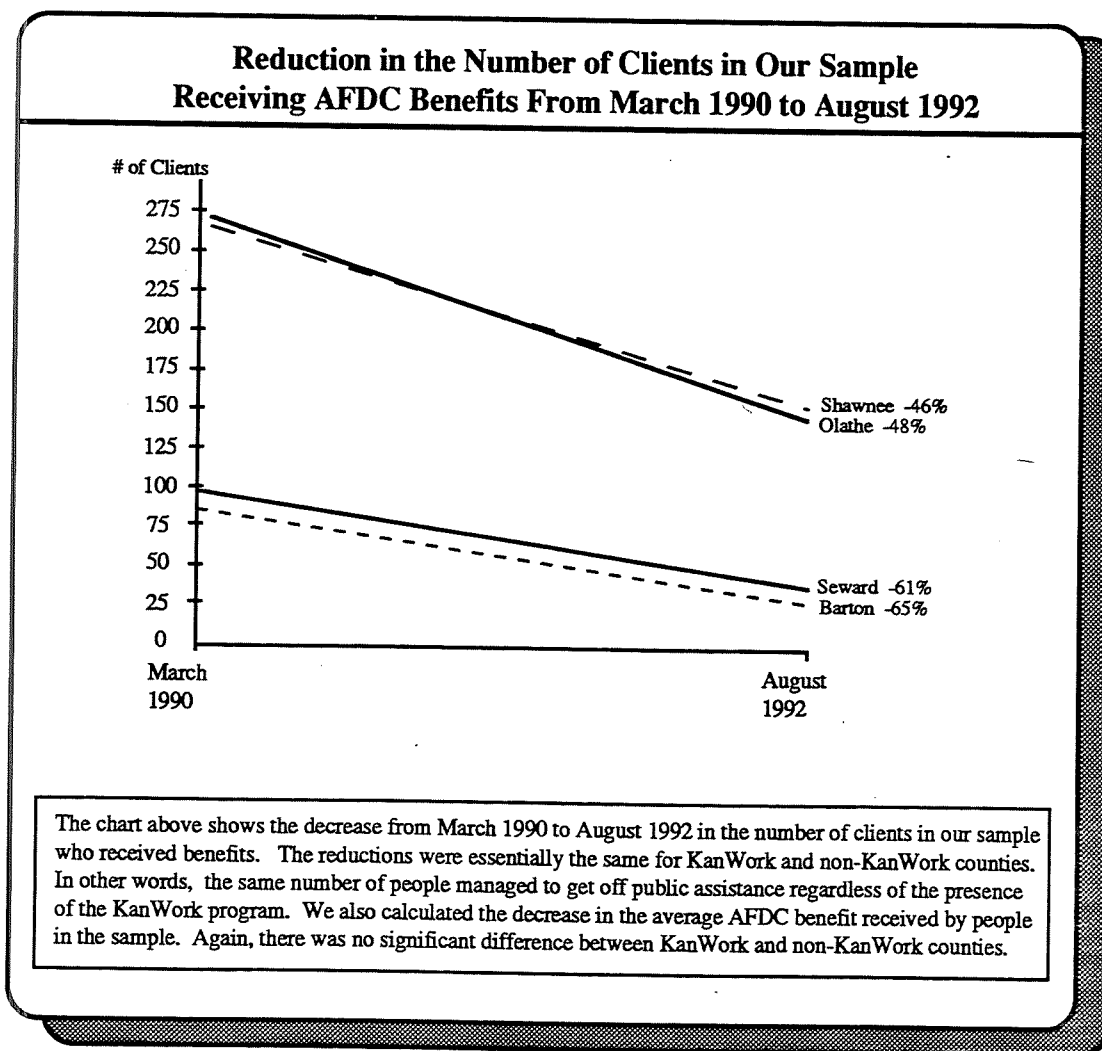
Other causes of low earnings may be factors outside the Program's control. The economy is certainly a factor. Fewer jobs are available, especially ones that pay a decent wage and provide benefits. Such jobs are doubly hard to find for undereducated and inexperienced workers, even if they do have training. In addition, Program employees commented on surveys that social factors such as drugs and gangs may adversely affect some clients' ability to get good jobs or keep them. Finally, some clients have physical or emotional problems that may keep them from ever having more than subsistence-level jobs.

In The Short Run, We Saw No Significant Difference In The Number of People Leaving the Welfare Rolls In KanWork and Non-KanWork Counties

If the KanWork Program were successful in helping clients become self-sufficient, over time you would expect to see more people getting off the welfare rolls in counties where the Program has been in effect than in counties where the Program has not yet been implemented. To determine if this was happening, we checked to see

which of the people from our samples of welfare recipients in KanWork and non-KanWork counties were still receiving Aid to Families With Dependent Children benefits as of August 1992.

In all four counties we reviewed, we found significant reductions in the number of people from our samples who were still receiving this assistance. However, the relative number of people no longer receiving aid in the KanWork and non-KanWork counties was about the same. The figure below illustrates this point.



As the chart shows, there was actually a larger reduction in the sample of clients still receiving welfare benefits in the Olathe Area Office, which did not have a KanWork Program, than in Shawnee County, where the KanWork program has been in effect for several years. Barton County, which has a KanWork Program, had a slightly larger reduction in the percentage of clients still on welfare than Seward County did, but only by about four percent. Thus it appears that, in the short run, KanWork had little effect on the number of people leaving the system.

Again, one reason for the lack of impact may be that the Program does not provide a high enough level of training and education to allow welfare clients to get jobs that are self-sustaining. Another reason may be the longer-term nature of the Program; many clients may need to develop a base of experience that eventually will help them reduce their welfare dependence. Further, some clients may still be in education or training programs, so they are still receiving public assistance. As a result, the time period we were able to examine in this audit may not be long enough to show these types of results.

Finally, there are any number of reasons totally unrelated to the KanWork Program why people may no longer receive welfare benefits. For example, some clients may no longer qualify for benefits because their children become too old. Other clients may die or move out of State. In still other cases, clients may stop applying for benefits for no apparent reason.

Whatever the causes, it is clear that during the time period we looked at, KanWork appeared to have little impact on reducing welfare populations.

The Department Does Not Have the Basic Management Information It Needs to Effectively Manage the KanWork Program and Assess Its Effectiveness

To effectively manage a program such as KanWork it is necessary to have good information about the client population being served, such as what types of training clients are receiving, which clients are getting jobs, what types of jobs they are getting and how long they are staying in them, and how much clients are earning. Without such basic information, managers and administrators have no way of assessing which parts of the KanWork Program are working and which are not, and what corrective actions should be taken. Likewise it is important to know how much money is being spent on basic training or education for clients, and how much is being spent on child care or transportation. This information is necessary to help identify and control Program costs.

During this audit, we became concerned that the Department of Social and Rehabilitation Services was unable to provide us with basic management and cost information that we thought was necessary to successfully manage the Program. Examples of the types of information we asked for were as follows:

- a list of KanWork Clients for the four counties in our sample
- the amount of welfare benefits, child care expenses, transportation expenses, and the like that were paid to KanWork clients in these four counties
- the length of time KanWork clients in these counties we reviewed had been receiving welfare benefits

Wichita State University Also Evaluated the KanWork Program

In 1991, the Hugo Wall Center for Urban Studies at Wichita State University published an evaluation of the KanWork Program. This report studied a group of KanWork participants from 1989 and 1990, comparing that group to a sample of non-KanWork participants.

Some of the findings of the Hugo Wall study were similar to ours. The Hugo Wall study indicated that the Program seemed to help people retain jobs longer than non-KanWork welfare recipients, a finding similar to our own. The average wage for KanWork participants found in the study was \$5.03, and those clients participating in postsecondary training had higher wages than those receiving only basic skill training. Again, our audit reached similar conclusions. In our audit, we found that the average initial wage of clients who got jobs was \$5.09 in Barton County and \$4.97 in Shawnee County, indicating little change from the Hugo Wall study of two years ago.

The findings of the Hugo Wall study differed from ours on the effectiveness of the Program at

getting people off welfare. It found that KanWork clients left public assistance roles in greater numbers than the non-KanWork welfare clients. Our review indicated that the number of our sample clients on welfare decreased at a similar rate in KanWork and non-KanWork counties.

The findings in the Hugo Wall study may have presented a more positive picture of KanWork than ours for several reasons. First, the difference may have been caused by the differing time frames of the studies. Our study looked at clients over a two-year period and the Hugo Wall study used a shorter one-year time period. Second, the earliest KanWork Program efforts emphasized assisting those welfare clients who volunteered for the Program and, thus, were highly motivated. The majority of participants in the present-day Program are clients who are mandated to be in the Program. Third, the Hugo Wall study included KanWork participants from Garden City, a city with a healthy economy, in their KanWork sample. Jobs may have been more plentiful in that city than in other rural parts of Kansas.

In response to each request, Department officials indicated they would not be able to provide this information without going through individual client files or other records.

One reason this information was not available to us was that the Department still records much of it on manual systems. Department officials told us they are developing a computer system for the Program called Kansas System for Child Care and Realizing Economic Self-Sufficiency (KSCARES). The new system is supposed to computerize Program information and provide management information as well as client information. The system reportedly will provide Program administrators and case workers with the ability to electronically maintain and retrieve client information. If this system is implemented and works as described, and if the necessary client information is recorded on an on-going basis, it could solve some of the problems noted above. However, in the response to this report, the Department said that this computer system will not provide all the data needed to solve all these problems.

The Department's Central Office needs to ensure that area offices adhere to established documentation and operating procedures. The Department has established policies and procedures for its area offices to follow when administering various programs. In this audit and in recent audits of the Department's foster care program, we visited local areas offices and reviewed case files. Each time, we noted varying levels of consistency in how the area offices carried out their functions and in the records they kept. Such problems have been pointed out by the Department's internal auditors.

As discussed earlier in this report, the Department's auditors found that the four pilot KanWork counties had relatively severe problems with things like documentation in case files and monitoring the progress of KanWork clients. Although Central Office staff have indicated they would address specific problems their auditors identified, it appears that a broad-based review of how the area offices operate may be in order to ensure that programs are operated in-line with Department policies and procedures Statewide.

Conclusion

If the KanWork Program is to be effective in reducing people's dependence on welfare, it has to be viewed as a long-term commitment of resources to educate and train welfare clients. Simply providing clients with a minimal level of education and job skills is not likely to help them obtain employment that will allow them to become self-supporting. Based on the cases we reviewed, and from comments we received from caseworkers, it appears that the Department may be taking too short-term an approach to the problem and placing clients in the job market without sufficient training. This could be one reason why the Program did not appear to have much of an impact on reducing welfare populations during the two-year period we examined. On the other hand, two years may be too short a time to accurately view the Program. Average earnings for welfare clients in the KanWork counties we reviewed increased significantly in the second year, which could indicate that over time, and with additional job experience, some people may be on the road to self-sufficiency.

Recommendations to address the issues raised in this question will be presented at the end of this report.

Has There Been Adequate Coordination Between the Department of Social and Rehabilitation Services and Other Agencies Involved in Implementing and Operating the KanWork Program?

The two main agencies involved in implementing the KanWork program are the Departments of Social and Rehabilitation Services and Human Resources. In addition, the Department of Social and Rehabilitation Services coordinates with a wide range of community organizations. Our review showed that staff in the two Departments who work directly with KanWork clients generally cooperate and coordinate well. On the other hand, coordination and cooperation between higher-level management at the agencies appears to be lacking. Also, we found that the KanWork Interagency Coordinating Committee has not fulfilled its statutory role of overseeing the KanWork Program, and has done little to deal with some of the significant coordination and communication problems that have arisen between the two Departments. These and related findings will be discussed in the sections that follow.

Staff in the County Offices Generally Were Pleased With How the Agencies Work Together

To assess the level of coordination and cooperation between the agencies operating the KanWork program, we surveyed staff from the Departments of Human Resources and Social and Rehabilitation Services in the four pilot counties where the KanWork Program was operating. We sent surveys to the 98 employees in the Department of Social and Rehabilitation Services and the 13 employees in the Department of Human Resources whose primary responsibility is to handle KanWork cases.

Nearly 88 percent of the Social and Rehabilitation Services employees who responded to our survey indicated they viewed the combination of the Department of Social and Rehabilitation Services and the Department of Human Resources as effective. Many of the employees commented that each agency offered an expertise that complemented the other. One agency was skilled at meeting social service needs and the other was skilled at meeting employment needs.

Employees did point out some coordination problems that may affect the level of services KanWork clients receive. The Wichita KanWork office operates differently from the other three pilot counties. For example, an official at the Wichita KanWork office told us the office has sent most of its job-ready clients to the Wichita Job Training Partnership Program—rather than to the Department of Human Resources—for job search and counseling services. Over one-third of the survey responses we received from Social and Rehabilitation Services employees in Sedgwick County mentioned that the staff employed by the Job Training Partnership Act were spread too thin to be responsive to the needs of KanWork clients.

An official from the Job Training Partnership Act Program told us the Program is under federal mandate to serve both youth and adults. If the Program serves more than a certain percentage of adult clients, it must stop serving adults until it has served

enough youths to bring its ratios into compliance. Because KanWork clients are mostly adults, there are certain times when those clients may not be adequately served.

In another example, social workers in Finney County complained that they had to share Department of Human Resources staff with the KanWork Program in Barton County. They told us that because of the driving distances involved, Finney County KanWork clients often did not have the same availability of job-related services that Barton County clients have.

Past coordination problems within the Department of Social and Rehabilitation Services appear to be much improved. In the past, there have been reports of poor cooperation between income maintenance staff who work with cash assistance programs and KanWork social workers. Income maintenance workers reportedly were not well informed of KanWork program activities, even though they play a vital part in the process by referring clients to the KanWork Program. In turn, KanWork social workers reportedly complained that income maintenance workers were slow at informing them of client status changes. For example, workers complained that when a client's case was closed, the KanWork Program may not be notified for several weeks.

Nearly 80 percent of the Department's employees who responded to our survey told us the quality of communication between KanWork social workers and income maintenance workers was now average to good. Almost 90 percent of the respondents told us that communication was average to good between KanWork social workers and administrators of the Program.

Recent programmatic changes on two levels may have helped improve the situation. At the social worker level, income maintenance workers now receive training on the KanWork Program, and some local Department offices hold regularly scheduled meetings between income maintenance and KanWork social workers to improve coordination.

At the Department level, the process of establishing regulations for both programs has been coordinated to minimize duplication. In addition, a soon-to-be implemented KanWork computerized case system (KSCARES, which was discussed in more detail in question two) is intended to enhance communication between income maintenance workers and KanWork social workers. With this sys-

Employees and Clients Point to Positive Aspects of the KanWork Program

KanWork Program employees and clients commented positively about the Program. Social workers consistently told us the best part of the Program was helping clients, one step at a time, overcome barriers that had prevented them from moving toward the goal of finding a job. Social workers also agreed that the Program was worthwhile because it helped clients to help themselves. Social workers often mentioned that the focus of the Program must be longer-term because clients often have great needs. Helping clients overcome the fear of failure and low self-esteem takes many small successes and a long-term commitment on the part of the client and the Program.

Several clients answering our survey also spoke positively of the Program. One young mother completed her G.E.D. and was enrolled in a four-year college program. Without the help and support of her caseworker, this client told us, she never would have been able to attend college. She was proud of the fact that she and her daughter were both in school and doing well. Another client told us that the Program is particularly important to single parents who need support services while pursuing training.

tem, it will be possible for both sets of workers to automatically track each client and regularly record any activity on that client's case.

Communication and Cooperation Between Upper-Level Management At the Two Departments Is Lacking

Through survey responses, reviews of various documentation, and interviews with management officials from the agencies responsible for the KanWork Program, we found several indications of problems in interagency cooperation. Many of the problems we noted appeared to result from upper-level management not working together on plans and goals for the Program, not talking about problems as they occurred, and not working together to find reasonable solutions. These problems are described more fully below.

Planning for the initial KanWork Program expansion effort has been poorly coordinated. We saw very little indication of cooperation and coordination between the Departments of Social and Rehabilitation Services and Human Resources regarding the most recent Program expansion efforts.

Initial Problems With the Provision of Education Training Apparently Have Been Resolved

KanWork participants often need academic assistance in the form of G.E.D. instruction, adult education and literacy training, or English-as-a-second-language tutoring. Local adult education centers, which include school districts and other public or private entities that contract with local Department of Social and Rehabilitation Services' offices, provide this academic training.

Department of Education officials told us that, early in the Program, problems arose because the Department of Social and Rehabilitation Services did not inform some local education centers that their costs for providing education training to KanWork clients were reimbursable. As the KanWork Program was initiated in the four pilot counties and the number of students being referred for academic assistance increased, local education centers apparently had trouble serving them within existing budgets. Once these centers became aware that their costs could be reimbursed, however, the problem dissipated.

Department of Education officials also told us they were not part of the KanWork Program expansion planning. However, they said the Department has made local education centers aware of the potential increase in clients and of the cost-reimbursement provisions to avoid future problems.

Much of the problem revolves around the Department of Social and Rehabilitation Services' desire to contract out employment-related services to other agencies. The KanWork Act states that the Department shall enter into an agreement to refer job-ready welfare clients to the Department of Human Resources for employment assessment, goal setting, and training services. The Act also allows the Secretary to enter into contracts with community service providers for job development and service provision, and federal law makes the Department responsible for exploring and using available community resources in implementing the Program.

The Department of Social and Rehabilitation Services supported legislation during the 1992 legislative session that would have allowed it to contract with entities other than the Department of Human Resources for employment-related services, but the proposed legislation did not pass. Nonetheless, in July 1992 Department officials issued a request for proposals for the employment-related service portion of the

seven-county KanWork Program expansion. (For the four pilot KanWork counties, they had contracted with the Department of Human Resources to provide that service, as required by State law.)

In a position paper on the subject, the Department said that requesting bids was necessary because of concerns over the Department of Human Resources' past performance, because of the Department of Human Resources' lack of budget authority to add the staff needed to handle the Program expansion, and because of federal prohibitions against contracting for services already provided for free to the general public.

According to Department of Human Resources officials, however, they were unaware of any performance concerns, they had vacant positions and sufficient budget authority to staff the expanded KanWork program, and they provide no services for the KanWork Program that are otherwise available free to the general public.

Officials from the two agencies also offered different views as to the circumstances surrounding this issue. On the one hand, Social and Rehabilitation Services officials indicated they had met with Human Resources officials before issuing the request for proposals, and that Human Resources officials had agreed with the Department's plan of action. On the other hand, Human Resources officials told us they understood the Department of Social and Rehabilitation Services would try to contract for employment-related services only in those counties where the Department of Human Resources did not have sufficient staff to provide them.

In the time available for this audit, we were not able to explore these points-counterpoints in any depth. However, it seems obvious this process has caused hard feelings, and the lack of coordination cannot help but negatively impact the success of the Program's expansion effort—at least over the short-term. In addition, it would appear that the Department of Social and Rehabilitation Services would be in violation of current State law if the seven-county employment-related services contract is awarded to an entity other than the Department of Human Resources.

Other coordination problems we noted primarily stemmed from differing views about the way the Program should be operated and a lack of communication between the two Departments. These problems are summarized below:

- The two Departments have differing views regarding a client's job readiness. According to Social and Rehabilitation Services employees, a client is job-ready when he or she has completed a high school education and has obtained a job skill or some work experience. Human Resources officials indicated that job readiness involves a broader range of social skills, including work skills that prepare a client to meet the challenges of a competitive market place. Given these differences of opinion, it was not surprising that 91 percent of the Human Resources employees who responded to our survey indicated KanWork clients were being declared job-ready before they had received adequate training or services. About 40 percent of the Social and Rehabilitation Services employees echoed that sentiment.

A common understanding of what makes a KanWork client job-ready would appear to be crucial to both the Program's and the client's success. Although some differences between these two groups of employees may be expected, the differences reflected here appear to be fundamental, and could have a significant impact on clients' success in the Program.

- Sedgwick County Human Resources employees indicate they are granted little discretion in the services they can provide. If a client is referred to them to begin searching for a job but needs employment counseling, Department officials told us they must get the Department of Social and Rehabilitation Services' permission before they can provide that counseling. According to Human Resources officials, such restrictions limit their ability to provide timely and effective assistance to clients who are not fully prepared to search for a job.
- Two job counselor positions were eliminated from the KanWork budget without discussing the cut with the Department of Human Resources. Social and Rehabilitation Services officials told us that KanWork job counselors in the Sedgwick County Human Resources Office were duplicating services provided by Job Training Partnership Act staff. According to those officials, this duplication contributed to their decision to cut two job counselor positions from the 1991-92 contract. Apparently these staffing cuts were made without notifying or discussing the situation with the Department of Human Resources. Negotiations between the two agencies eventually resulted in the reinstatement of the positions.
- Upper-level managers at both agencies do not always communicate information about Program changes to each other or to lower-level staff. Human Resources supervisors told us they are not routinely notified of KanWork Program changes by the Department of Social and Rehabilitation Services. In addition, one Human Resources supervisor indicated that a Program policy modification may be agreed upon between the two Departments but not communicated to front-line Social and Rehabilitation Services staff. Because of these communication problems, changes in Program goals, philosophies, and policies may not be expressed to all staff in both agencies.
- Human Resources staff would not share information regarding job openings with Social and Rehabilitation Services staff. A Social and Rehabilitation Services official in one county told us he had asked for periodic updates regarding the availability of jobs to give clients information regarding their career choices. However, this official claimed the local Human Resources office refused to provide the information, saying that providing job services was Human Resources' job.

Some of the problems noted in this section may be the result of misunderstandings or miscommunications rather than a failure to cooperate. Whatever the cause, they reduce the Program's overall effectiveness, cause rifts between agency employees, and cause problems for KanWork clients—the people who are supposed to be benefiting from the Program.

The KanWork Interagency Coordinating Committee Has Done Little to Oversee the Program or Deal With Problems of Cooperation and Coordination

The statutory role of the KanWork Interagency Coordinating Committee includes providing oversight of the KanWork Program and ensuring cooperation between all agencies involved. The Committee meets quarterly and includes representatives from the Departments of Human Resources, Social and Rehabilitation Services, Education, Administration, and Commerce and Housing. Other members are a college social welfare professor and no more than 10 gubernatorial appointees, including locally elected officials, community business and labor representatives, and social service advocates. The Secretary of Social and Rehabilitation Services acts as the Committee's chair.

We found that the Committee has acted primarily as a forum for disseminating information to the various groups rather than discussing and addressing problems of interagency coordination. In addition, we noted that the Committee's statutory charge to periodically review funds spent under the federal Job Training Partnership Act Program appears to duplicate activities of the Kansas Council on Employment and Training. According to Department of Social and Rehabilitation Services officials, the KanWork Committee plans to meet with the Kansas Council on Employment and Training in December 1992 to discuss areas of potential duplication and to try to improve coordination between the agencies involved in KanWork.

Private-Sector or Community Facilities Are Being Used To Provide Some KanWork Services, Often With Very Positive Results

One of the things we were asked to consider in this audit was opportunities for private-sector involvement in providing KanWork services. As noted earlier, the Department of Social and Rehabilitation Services is allowed to use available community resources in implementing the KanWork Program. In fact, most education services are contracted—often to other public entities. For example, Department officials contract with local school districts, local community colleges, or private non-profit organizations to provide adult education.

Department officials in Wichita also pointed to two instances in which they have cooperative arrangements with private-sector businesses to provide specific educational and on-the-job training for KanWork clients, apparently with great success. These are described below.

The Cessna Corporation has set up a program to train and hire KanWork clients from the Wichita area. In December 1990, the Cessna 21st Street Project began with 15 KanWork clients. This project combines on-the-job training, literacy and academic programs, and full-time job opportunities for KanWork clients—all provided by the Cessna Corporation. The KanWork Program helps pay for clients' child care,

transportation needs, and special allowances for work tools, and continues to provide for their social needs.

Under this Project, trainees receive three months of training and three months of production work, then take their place in a regular job at Cessna. Wages for the first six months begin at \$5.50 an hour, and advance to at least \$7.46 per hour when an employee is ready to join Cessna's work force. Cessna also provides health insurance to employees at minimal cost.

Cessna begins a new class of trainees every 90 days; class size is dictated by employment needs. Any individual is eligible to apply for the project; however, a Cessna project official told us that KanWork clients generally make up 60-70 percent of each class. Since the Project began, 57 KanWork clients have participated in the Project.

A machine tool service company in Wichita also provides academic and on-the-job training for KanWork clients. Diversified Educational, Training, and Manufacturing Company, a small minority-owned machine tool service company in Wichita, provides clients referred by the Wichita KanWork Program with 13 weeks of basic academic training. After that training, these clients are hired as regular employees in the company's tool repair unit at \$6 per hour. The first group of 10 KanWork participants have been employed full-time by the company. The second group of 12 KanWork trainees recently have begun the training program.

Similar contractual relationships with private-sector businesses could significantly benefit clients and the Program alike. Programs like the ones described above that provide on-the-job training for KanWork clients and help them build marketable skills can provide opportunities they otherwise may not have. By encouraging businesses to participate in such programs, both the Department of Human Resources and the Department of Social and Rehabilitation Services could work together to maximize the Program's and clients' chances for success.

Conclusion

While social workers and job counselors have found a way to effectively cooperate and coordinate activities on a day-to-day basis, upper-level management in the Department of Social and Rehabilitation Services and the Department of Human Resources have not. Without a common understanding and appreciation of each agency's role in the Program, agency employees are less likely to focus their efforts on meeting the Program's goals and are more likely to become mired in agency bickering and turf battles. As the Program expands to additional counties it will be more and more important that the agencies work cooperatively to achieve the Program's goal of reducing clients' dependence on welfare. The KanWork Interagency Coordinating Committee could assume a major role in this process.

Recommendations

1. To help ensure that KanWork clients have the skills and education they need to successfully enter the job market and ultimately reduce their dependence on welfare, the following actions should be taken:
 - a. The Departments of Social and Rehabilitation Services and Human Resources should develop a common understanding of job readiness for KanWork clients that takes into account the level of education and skills that are needed to enable the person to obtain employment at a self-supporting wage. This process should include staff from both agencies who work directly with clients.
 - b. The Department of Social and Rehabilitation Services should establish a realistic goal of providing both training and educational services to most KanWork clients, and should periodically assess its progress toward meeting that goal.
 - c. The Department should evaluate whether additional involvement of Department of Human Resources or Job Training Partnership Act personnel would increase clients' potential for employment. Further involvement may include more intensive vocational counseling and classes in career opportunities. Program administrators should also strongly consider taking more of a team approach with clients, in which every client would have a social worker and job counselor assigned throughout the Program.
 - d. The Departments of Social and Rehabilitation Services and Human Resources should work together to cultivate additional private-sector involvement in providing training opportunities for KanWork clients, such as those developed in Wichita.
 - e. The Department of Social and Rehabilitation Services should comply with all State laws, including the requirement to contract with the Department of Human Resources for job services. If the Department thinks it needs added flexibility in contracting, it should seek legislation to accomplish that goal.
2. To ensure that the KanWork Program is managed as efficiently and effectively as possible, and has the best chance of meeting the goals the Legislature intended, the following actions should be taken:
 - a. The Departments of Social and Rehabilitation Services and Human Resources should convene regular joint meetings of both agencies' local caseworkers and supervisors to discuss Program changes, policies, and problems. Recommendations for Program improvements developed in these meetings should be reviewed by upper-level management.

- b. As the Program continues to be expanded in the State, the Department of Social and Rehabilitation Services should regularly include the Departments of Human Resources and Education in planning for that Program expansion.
- c. The KanWork Interagency Coordinating Committee should assume its statutory role of providing oversight of the KanWork Program by actively monitoring the Program for compliance with federal and State law, and by discussing and making recommendations on issues of disagreement among the agencies that manage the Program.
- d. The Departments of Social and Rehabilitation Services and Human Resources should explore ways to combine their resources and services to clients. The KanWork Interagency Coordinating Committee should be an integral part of these discussions.
- e. The Department of Social and Rehabilitation Services should ensure that the KSCARES computer system is able to provide accurate, current, and historical information about KanWork clients and the money being spent on them. This also will require that the Department keep complete and accurate information in the case files and ensure that such information is accurately entered into the computer system.
- f. Because many of the potential benefits for KanWork clients may show up only over the long-term, the Department of Social and Rehabilitation Services should continue to periodically assess the effectiveness of the KanWork Program. As part of that assessment, the Department should ensure that it collects and reviews specific information about KanWork clients' experiences in the Program in such areas as the types of training and education they receive, their job-readiness, the types of jobs they obtain, their wage rates, their length of employment, and the like. Until the computer system is able to compile this information, the Department should ensure that it is manually compiled and reviewed, at least on a sample basis.
- g. Based on the results of its assessments and reviews of client-specific experiences, the Departments of Social and Rehabilitation Services and Human Resources should determine what changes, if any, need to be made to the Program to bring about the desired results.
- h. The Department of Social and Rehabilitation Services' Central Office should play a more active role in ensuring that area offices adhere to uniform documentation standards and consistently enforce the Department's policies and procedures.

APPENDIX A

Summary of the Department of Social and Rehabilitation Services' KanWork Employees Survey Results

We conducted a survey of the Department of Social and Rehabilitation Services' KanWork employees in all four KanWork counties (Barton, Finney, Sedgwick and Shawnee). The survey was designed to determine employees' perceptions of the KanWork program. We received 61 usable surveys out of 98 for a response rate of 62 percent. Results of the surveys are on the following pages.

Legislative Division of Post Audit Survey of KanWork Employees

The Legislative Post Audit Committee of the Kansas Legislature has directed the Legislative Division of Post Audit to conduct a performance audit of the State's KanWork program. The following survey is intended to obtain your opinions about how well the program is coordinated, how effectively the program operates, and how the program could be improved. The survey does not require that you give your name.

Thank you for your assistance. If you have any questions about the survey, please call Randall Reeves at (913) 296-3792.

Important, please return by Friday, September 11, 1992.

General Information

Department: _____

Position: _____

County Office: _____

Employee Opinions

1. The purpose of the KanWork program is to provide welfare recipients with the skills necessary for unsubsidized employment. How effective are the following components of the KanWork program in achieving the stated purposes of the KanWork program?

	<u>Very Effective</u>	<u>Somewhat Effective</u>	<u>Not Very Effective</u>
1a. Group Orientation	42.1%	36.8%	21.1%
1b. Initial Assessment	66.7	31.6	1.8
1c. Support Services	78.6	19.6	1.8
1d. Survival Skills	60.0	40.0	0.0
1e. Education, Training, and Work Experience	80.4	19.6	0.0
1f. Employment Counseling	62.3	34.0	3.8
1g. Job-Club	75.0	23.2	1.8
1h. Pre-Job Search	24.4	68.3	7.3
1i. Job Search	52.7	41.8	5.5
1j. On-the-Job Training	54.5	38.2	7.3
1k. Employment Transitional Services	87.5	12.5	0.0

2. How would you rate the cooperation and support you receive from the JTPA staff who are involved with the KanWork program?

Good	39.6%
Average	39.6
Poor	20.8

3. How would you rate the coordination between the Department of Social and Rehabilitation Services and JTPA regarding the administration of the KanWork program?

Good	39.5%
Average	37.2
Poor	23.3

4. Do you have a good working knowledge of the KanWork program and it's processes? For example, when a possible participant or a current participant needs a specific service or information, do you usually know where to send them for that service/information?

Yes	96.7%
No	3.3

5. How would you describe the quality of communication between KanWork case managers and the Income Maintenance workers ?

Good	16.9%
Average	59.3
Poor	23.8

6. How would you describe the quality of communication between the KanWork case managers and the KanWork administration?

Good	60.0%
Average	28.3
Poor	11.7

7. In your opinion, are KanWork clients declared "job-ready" before they have received adequate training or services?

Yes	38.3%
No	61.7

If **yes**, please check which of the following are frequently lacking:
(You may check more than one)

7a.	Basic Education	21.4%
7b.	High School/GED	14.3
7c.	Survival Skills	21.4
7d.	Other: _____	42.9

8. Is the KanWork program effective in providing the job skills training that people need to become employed?

Often	78.3%
Some of the time	21.7
Rarely	0.0

9. Is the KanWork program effective at getting people off welfare in the short term?

Often	13.8%
Some of the time	72.4
Rarely	13.8

10. Is the KanWork program effective at getting people off welfare in the long term?

Often	50.0%
Some of the time	50.0
Rarely	0.0

11. Are the following support services offered by the KanWork program adequate to meet the needs of each enrolled client?

	<u>Yes</u>	<u>No</u>
Child Care	93.4%	6.6%
Transportation Allowance	49.2	50.8
Family Mentor	63.0	37.0
Special Services Allowance	63.9	36.1

12. If your office has a waiting list, what is the typical length of time the clients must wait before entering the program?

# of Days: <u>66.94 days</u>	28.1%
------------------------------	-------

Do not know	59.6
No Waiting List	12.3

13. Is your typical KanWork caseload at a level that allows you to provide adequate assistance, monitoring, and interaction with the client?

Yes	40.5%
No	59.5

14. Is the combination of Department of Human Resources and the Department of Social and Rehabilitation Services effective in operating the KanWork program?

Yes	88.0%
No	12.0

15. How could the KanWork program be improved?

1. More staff	36.1%
2. Administrative inputs	32.8
3. Increase funding for activities	13.1
4. Changes in the Program	34.4

APPENDIX B

Summary of the Department of Human Resources' KanWork Employees Survey Results

We conducted a survey of the Department of Human Resources' KanWork employees in all four KanWork counties (Barton, Finney, Sedgwick and Shawnee). The survey was designed to determine employees' perceptions of the KanWork program. We received 11 usable surveys out of 13 for a response rate of 85 percent. Results of the surveys are on the following pages.

Legislative Division of Post Audit Survey of KanWork Employees

The Legislative Post Audit Committee of the Kansas Legislature has directed the Legislative Division of Post Audit to conduct a performance audit of the State's KanWork program. The following survey is intended to obtain your opinions about how well the program is coordinated, how effectively the program operates, and how the program could be improved. The survey does not require that you give your name.

Thank you for your assistance. If you have any questions about the survey, please call Randall Reeves, Auditor, at (913) 296-3792.

Important, please return by Friday, September 11, 1992.

General Information

Department: _____

Position: _____

County Office: _____

Employee Opinions

1. The purpose of the KanWork program is to provide welfare recipients with the skills necessary for unsubsidized employment. How effective are the following components of the KanWork program in achieving the stated purposes of the KanWork program?

	<u>Very Effective</u>	<u>Somewhat Effective</u>	<u>Not Very Effective</u>	<u>N/A</u>
1a. Group Orientation	22.2%	55.6%	22.2%	0.0%
1b. Initial Assessment	37.5	50.0	12.5	0.0
1c. Support Services	30.0	70.0	0.0	0.0
1d. Survival Skills	44.4	55.6	0.0	0.0
1e. Education, Training, and Work Experience	63.6	36.4	0.0	0.0
1f. Employment Counseling	70.0	30.0	0.0	0.0
1g. Job-Club	60.0	40.0	0.0	0.0
1h. Pre-Job Search	25.0	75.0	0.0	0.0
1i. Job Search	50.0	50.0	0.0	0.0
1j. On-the-Job Training	63.6	36.4	0.0	0.0
1k. Employment Transitional Services	45.5	54.5	0.0	0.0

2. How would you rate the cooperation and support you receive from the employees and staff at the Department of Social and Rehabilitation Services-Employment Preparation Services?

Good	54.5%
Average	36.4
Poor	9.1
No Opinion, Don't Know	0.0

3. Do you have a good working knowledge of the KanWork program and it's processes? For example, when a possible participant or a current participant needs a specific service or information, do you usually know where to send them for that service/information?

Yes	100.0%
No	0.0

4. In your opinion, are KanWork clients declared "job-ready" before they have received adequate training or services?

Yes	90.9%
No	9.1

If yes, please check which of the following are frequently lacking:
(You may check more than one)

4a.	Basic education	25.0%
4b.	High School/GED	21.4
4c.	Survival Skills	21.4
4d.	Other: _____	32.2

5. Is the KanWork program effective in providing the job skills training that people need to become employed?

Often	54.5%
Some of the time	45.5
Rarely	0.0

6. Is the KanWork program effective at getting people off welfare in the short term?

Often	36.4%
Some of the time	63.6
Rarely	0.0

7. Is the KanWork program effective at getting people off welfare in the long term?
- | | |
|------------------|-------|
| Often | 27.3% |
| Some of the time | 54.5 |
| Rarely | 18.2 |
8. Is your typical KanWork caseload at a level that allows you to provide adequate assistance, monitoring, and interaction with the client?
- | | |
|-----|--------|
| Yes | 100.0% |
| No | 0.0 |
9. Do you think the way the duties of the KanWork program are divided between SRS and DHR results in the most effective program?
- | | |
|-----|-------|
| Yes | 33.3% |
| No | 66.7 |
10. How could the KanWork program be improved?
- | | |
|---|-------|
| Better coordination between SRS and DHR | 91.0% |
| Various staff needs | 9.1 |

APPENDIX C

Summary of KanWork Participant Survey Results

We conducted a survey of KanWork participants in all four KanWork counties (Barton, Finney, Sedgwick and Shawnee).. The survey was designed to determine participants perceptions of the KanWork program. We received 34 usable surveys out of 350 for a response rate of 10 percent. Results of the surveys are on the following pages.

Legislative Division of Post Audit Survey of KanWork Participants

The Legislative Division of Post Audit is currently conducting an evaluation of the KanWork program operated by the Department of Social and Rehabilitation Services. As a part of that evaluation, we would like to get opinions about the program from people who have been in it. We may be sending this survey to people who have never participated in the program. If you have never been in the Kanwork program, just throw this survey away.

If you have been in the Kanwork program, we would appreciate it if you could take a few minutes to answer the following questions. Please return the survey to us in the enclosed postage-paid envelope by Friday, September 18th. The survey is designed so that you need not include your name. The results will be tabulated and reported in such a way that you cannot be personally identified, but the returned surveys will be included in the audit working papers which will become a public document upon completion of the audit.

-
1. Male 17.6%
Female 82.4%
 2. Are you currently employed?
Yes 29.4%
No 70.6%

Information and Opinions About the KanWork Program

3. Were you encouraged by your KanWork case manager to express your ideas and preferences regarding the type of job you really wanted?
Yes 78.8%
No 21.2%
4. Were you encouraged by your Department of Human Resources or JTPA job counselor to express your ideas and preferences regarding the type of job you really wanted?
Yes 77.3%
No 22.7%
5. Did your KanWork case manager or Department of Human Resources/JTPA job counselor seem to consider your preferences in deciding which type of training you would need?
Yes 78.8%
No 21.2%

6. How helpful were the following activities in ensuring your success at finding a job? (check all that apply).

	<u>Very Helpful</u>	<u>Somewhat Helpful</u>	<u>Not Very Helpful</u>
Group Orientation	52.9%	41.2%	5.9%
Survival Skills Training or Life Skills Training	40.0	50.0	10.0
Job Club	87.5	12.5	0.0
Job Search	44.4	44.4	11.1
Family Mentor Program	100.0	0.0	0.0
Survival Skills for Women Workshop	66.7	33.3	0.0
Community Work Experience Program (CWEP)	20.0	80.0	0.0

7. How helpful was the education and/or training you received in ensuring your success at finding a job? (check all that apply).

	<u>Very Helpful</u>	<u>A Little Helpful</u>	<u>Not Very Helpful</u>
English As A Second Language	66.7%	0.0%	33.3%
Adult Basic Education	71.4	28.6	0.0
General Education Development (GED)	87.5	6.3	6.3
Regular High School	60.0	20.0	20.0
Remedial Education	100.0	0.0	0.0
Vocational Technical School	87.5	0.0	12.5
Community College	50.0	25.0	25.0
Four Year University	57.1	42.9	0.0

8. How helpful was the Department of Human Resources in helping you find a job?

Very Helpful	25.0%
Somewhat Helpful	20.8
Not Very	54.2

9. Were you treated with respect by your KanWork case manager?

Yes	100.0%
No	0.0

10. Were you treated with respect by Department of Human Resources?

Yes	90%
No	10%

11. Please tell us how satisfied you were with the following support services:

	<u>Very Satisfied</u>	<u>It Was OK</u>	<u>Unsatisfied</u>
Child Care	76.2%	19.0%	4.76%
Transportation	54.5	31.8	13.6.
Medical	58.3	33.3	8.3
Special Needs	60.0	13.3	26.7

12. When you found a job, was the job related to the training and education you had received through the KanWork program?

Yes	10.0%
No	90.0%

13. Would you have been able to get your current job without KanWork training?

Yes	75.0%
No	25.0%

14. How helpful was the KanWork program in helping you get off AFDC?

Very Helpful	36.4%
Somewhat Helpful	36.4
Not Very Helpful	27.2

15. When your AFDC benefits run out, do you expect to make more money per month from your job than you were receiving on AFDC?

Yes	91.7%
No	8.3

16. Do you have health insurance at your current job?

Yes	8.3%
No	91.7

17. In your present job, what are the possibilities for long-term employment?

Good	54.5%
Not Good	9.1
Don't Know	36.4

18. Does the KanWork program contain any roadblocks to your success at finding a job?

Yes	18.2%
No	81.8

19. Do you have any suggestions for making the KanWork program better?

More food stamps are needed	16.7%
Transportation allowance needs to be more	16.7
More communication between social worker and client	16.7
Better training	16.7
Shorten time between unemployment and KanWork	16.7
Social workers need to be more encouraging with clients	16.7

Appendix D

Agency Responses

On October 21, we provided copies of the draft audit report to the Departments of Human Resources and Social and Rehabilitation Services. The agencies' written responses are included as this Appendix.



Kansas Department of Human Resources

Joan Finney, Governor
Joe Dick, Secretary

Office of the Secretary

401 S.W. Topeka Boulevard, Topeka, Kansas 66603-3182
913-296-7474 -- 913-296-0179 (Fax)

October 26, 1992

Barbara J. Hinton
Legislative Post Auditor
800 Jackson, Suite 1200
Topeka KS 66612-2212



Dear Ms. Hinton:

Thank you for the opportunity to respond to the audit report
Examining the Effectiveness of the KanWork Program.

The Department of Human Resources concurs with the recommendations set out in your report. We are enthusiastic about developing the specifics for a common understanding of job readiness for KanWork clients, since different interpretations have caused misunderstandings since the beginning of the program. We would welcome the opportunity to play an increased role in the provision of services to clients to improve their potential for employment, and as the State agency which oversees the JTPA system, we could coordinate the involvement of the JTPA service providers in the various areas. We agree that a team approach with clients would be extremely beneficial.

It is important to note that the Kansas Department of Human Resources has been a relatively small player in the KanWork program, as we receive only two percent (2%) of the funding available for the program, or approximately \$800,000 of a \$37.5 million program. We would like to have a larger role in the program by providing more services to KanWork clients which are within our areas of expertise as the State agency whose entire focus is on workforce issues. To cite a historical precedent, under the WIN program DHR provided a number of the services which now take a great deal of SRS social workers' time.

DHR is very encouraged at the potential possibilities that exist to improve inter-agency coordination and cooperation and, most importantly, services to our clients. The recent changes in SRS Workforce Development staffing have already opened the door to improved communication between our agencies. We stand ready and willing to participate in the development of an improved KanWork program.

1-53

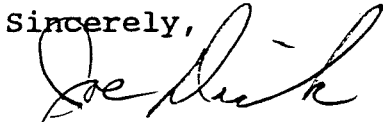
Legislative Post Audit response, page 2

We would like to respond specifically to comments made on page 28 of your report regarding the sharing of job information. Since DHR deals with nearly all employers in Kansas because of our various workforce responsibilities, we have a variety of constant conduits of communication with the employer community.

Employers have consistently stated their great concern over the years that they are being contacted by entirely too many different agencies seeking jobs for their clients. It is important that KanWork job referrals be carefully coordinated by SRS and DHR, with our agency directly handling the job referrals to alleviate employer consternation.

We appreciate the opportunity to transmit these comments.

Sincerely,



Joe Dick, Secretary
Department of Human Resources



JOAN FINNEY, GOVERNOR OF THE STATE OF KANSAS

KANSAS DEPARTMENT OF SOCIAL
AND REHABILITATION SERVICES

DONNA WHITEMAN, SECRETARY

27 October 1992

Mrs. Barbara Hinton
Legislative Division of Post Audit
800 SW Jackson
Merchants Bank Tower, Suite 1200
Topeka, Kansas 66612-2212

Report: Examining the Effectiveness of the KanWork Program

Dear Ms. Hinton:

Thank you for the opportunity to review and comment on a draft copy of the report, "Examining the Effectiveness of the KanWork Program". Our response is divided into two sections, the first consisting of technical type of amendments and the second being overall comments on the report and the Department of Social and Rehabilitation Services plan for future direction.

<u>Page #</u>	<u>Paragraph</u>	<u>Line</u>	<u>Comments</u>
1	1	5,6,7	Welfare recipients. We would suggest this term be deleted and more specific terminology be used; e.g, cash assistance, Aid to Families with Dependent Children, child care benefits, Medical Assistance, Public Assistance, Food Stamps, General Assistance, etc. Failure to do so often leads the reader to misconceptions. The suggested term is public assistance.
1	2	2	Cash assistance recipient with education, training and support services.
2	1	7	"...clients received cash assistance benefits and whether they were still on cash assistance".
2	5	2,3	Cash assistance.

1-55

<u>Page #</u>	<u>Paragraph</u>	<u>Line</u>	<u>Comments</u>
3	2	1	Aid to Families with Dependent Children.
3	5		Insert the definition of the target groups according to federal guidelines. a) Families in which the custodial parent is under age 24 and has not completed high school or is not enrolled in high school or an equivalent course. b) Families in which the custodial parent is under age 24 and has worked less than 6 months in the last 12 months. c) Families in which the youngest child is within two years of being ineligible for assistance because of age, and d) Families who have received assistance for more than 36 months during the preceding 60 month period.
4	2		There are a number of criteria related to client participation and would suggest the following language: Client participation is mandatory for all AFDC and GA recipients (unless otherwise exempted for mental or physical disability, under age 16 or over 59, 16-19 year olds in high school, remote residence, caring for an incapacitated family member, at least 3 months pregnant, employed full time, and/or child care is not available) whose youngest child is three years of age.
4	3	2	There will be 13 counties participating in 1993 not 11 as the report states.
4	4		The LPA report reflects budget numbers which have been found in error. It is our understanding the auditors have discovered and will correct these inaccuracies.
4	6	2	Public assistance should be changed to AFDC and GA.
4	6		For clarity we would submit the evaluation of eligibility is a 2 step process.

<u>Page #</u>	<u>Paragraph</u>	<u>Line</u>	<u>Comments</u>
4	6 (cont)		SRS Income Maintenance workers determine which GA & AFDC recipients must be referred to the KanWork Program. After referral, the recipient meets with a KanWork Social Worker and, together, they develop a self-sufficiency plan. During this assessment the worker determines the social and support services needed, assesses the client's job readiness, helps the client to set goals, to choose appropriate activities and components, and to develop a a schedule for completing the plan.
5	1	2	SRS KanWork not DHR provides Job Club workshops.
5	2	3	Grant diversion/work supplementation is not offered.
5	2	7	Contracts are utilized to provide some education services. Training activities are on an individual basis and not generally contracted as a group. Federal Pell grants are used extensively to fund tuition with KanWork/JOBS dollars used to augment where needed. Services which are available at no cost in the community are used first to avoid duplication and unnecessary costs.
6			Income Maintenance Workers, not social workers, determine if clients have to participate. DHR may not always participate in Orientation. Pre-Job Search does not exist - an orientation to DHR services is provided at the beginning or end of SRS Job Club. After Job Club, clients enter Job Search, On-the-Job Training, or Job Development/Job Placement. Once clients find a job, they <u>may</u> become eligible for transitional services. (See attached KanWork client flow chart).
8	4		SRS Employment Preparation Services staff were unable to reconcile the data referred to by you as coming from the SRS internal audit with information we had received. Further discussion with Legislative Post Audit staff indicated they would research further. We believe the data reported is inconsistent.

<u>Page #</u>	<u>Paragraph</u>	<u>Line</u>	<u>Comments</u>
9	(chart)		<p>We suggest the following definition.</p> <ol style="list-style-type: none">1. Modify the definition of <u>Unsupervised Job Search</u>. We recommend the following definition: Clients on CWEP worksite placements are expected to look for employment the equivalent of one day per week.2. Modify the definition of <u>Supervised Job Search</u> so that the reference to telephone banks is removed. Telephone banks are generally utilized in Job Club rather than supervised Job Search. We recommend the following definition: Clients are assisted, or learn how to assist themselves, in obtaining or maintaining employment. They are expected to make 24 job contacts in an eight week period and there are periodic progress checks of their contacts.3. Modify the definition of <u>Job Club Workshops</u>. We recommend the following definition: Clients learn various job finding and retention skills, use telephone banks to contact possible employers, and take advantage of other organized methods of looking for work.4. Modify the definition of <u>Employment Counseling</u>. We recommend the following definition: Clients are assisted in gaining a better understanding of themselves in relation to the world of work and in making a realistic vocational choice or suitable adjustment to an existing employment problem. This may include aptitude and/or interest testing.5. Modify <u>Job Training</u> to <u>Job Skills Training</u>.6. Modify the definition of <u>Community Work Experience</u>. We recommend the following definition: A client works in a public or non profit agency to develop basic work skills and to practice and improve existing skills. The client is not paid while in this component.

<u>Page #</u>	<u>Paragraph</u>	<u>Line</u>	<u>Comments</u>
9 (cont)			7. Remove the definition of <u>Work Experience Through Grant Diversion</u> . Although the KanWork Act notes Grant Diversion as a component, Kansas has not utilized this provision. The Family Support Act lists <u>Work Supplementation</u> (Grant Diversion) as an optional component of JOBS, and Kansas has elected not to utilize this component.
10	6		<p>In relation to the section regarding the concern with the number of participants in Shawnee County on "Hold", the numbers of individuals who were eligible for services far outweighed the staff resources for serving them from the onset of the KanWork Program. During the time of the sample pulled by Legislative Post Audit, the caseload in Shawnee County averaged 175 cases per worker. Since recipients come on and off assistance all the time, the 175 cases were not a static group of people. Shawnee County attempted to work the entire caseload. All referrals were scheduled for assessment. Those participants without significant barriers were placed in appropriate activities without delay. Participants with barriers to active participation were placed in non-participation status. We used the non-participation status in a positive way to give individuals time to resolve the kind of problems (alcohol and/or drug, mental health, physical health, legal, child care, etc.) which would prevent successful participation in the program.</p> <p>The large size of the caseloads was a factor in the two examples of lack of follow-up which were cited in the Post Audit report. Traditionally, Shawnee County has done very well in the area of case monitoring. In the examination of the Department's audit conducted during 1991, for example, the finding for lack of case monitoring in Shawnee County was 0%. This fact was stated on page eight of the Post Audit report. Increased staffing in Shawnee County is needed, however, to insure that participants are given the opportunity to participate in the program and that they are held accountable for their participation as suggested in the report.</p>

<u>Page #</u>	<u>Paragraph</u>	<u>Line</u>	<u>Comments</u>
11	1		We recommend the first sentence on this page be clarified. We assume this sentence is making reference to KanWork staff handling child care cases and MOST (More Opportunities for Self-Sufficiency and Training - the Food Stamp Employment & Training Program). Individuals reading this report could assume that KanWork staff is working on Income Maintenance, Protective Services, Foster Care or any of the numerous other programs administered by SRS.
13 & 14			<p>In response to the section suggesting less than half of the clients receiving vocational training that might provide them with marketable skills. The KanWork program emphasizes client choice. Even though a participant may be determined not job ready, if they choose to seek employment, or if a non-job ready participant finds their own job, our program does not deny the support services that are available to any other participant who has found employment after being determined job ready.</p> <p>Our participants are also tested vocationally, and are not encouraged to become involved in training plans which are above their level of functioning. Allowing training above a participant's skill level can contribute to "setting them up" for failure.</p>
16			"Clients are discouraged from pursuing training." This instance specifically deals with paralegal training. In the edition of the DHR Occupational Outlook which was in operation at the time of the survey, Paralegal training was a negative training field. This means there were not sufficient jobs available to support approval of training plans in this field. We believe a participant who was not approved for such training may have misperceived the Program's reasons for discouraging such training.
21			We think it is also important to remember clients in the KanWork counties receive much needed services. An example is a "seamless" service delivery system provided for families. For example, a KanWork/JOBS program client who successfully completes a training program and becomes employed and ineligible for AFDC, then becomes eligible for transitional services for twelve months. After twelve months the client moves to the "At-RisK" program or to the Child

Care Development Block Grant program without a break in service, or without going on a waiting list. Employment-related child care is equally available to both KanWork and non-KanWork clients who meet the eligibility criteria. (Chart attached.)

21 3

This paragraph appears to be without basis. The auditors have already indicated the problem or possible flaws in the data, therefore, it would appear inappropriate to attempt to draw the conclusion made in this paragraph.

22 3

The reference to the foster care program is not relevant to this study and should not be used.

24 1

To effectively implement and operate the KanWork program, we want to emphasize we must and do coordinate with a multitude of agencies in addition to the Department of Education (DOE) and the Department of Human Resources (DHR). We work locally with city and county governments, Salvation Army, YWCA, YMCA, Goodwill, and Chambers of Commerce among a wide list of public and private agencies. We must do this to assure a variety of support services are available to remove barriers for clients to participate and to provide work and training experiences. Clients need clothing, child care, transportation, community work experience, and education and training services which are provided by agencies outside of SRS and DHR and are crucial to the KanWork program. Even within SRS we must coordinate among a variety of commissions including Rehabilitation Services, Youth and Adult Services, Drug and Alcohol Services, Income Maintenance and Child Support Services, Mental Health and Retardation Services and Administrative Services all of whom have differing federal and state mandates but have programs that could assist clients.

24 3

Although the audit reports a need for improved relationships with DHR, we would like to stress the positive comments made by both SRS and DHR employees.

24 4

Wichita KanWork does not refer job-ready clients to JTPA.

Wichita KanWork does not refer clients to JTPA for job search.

Only clients who express an interest in training are referred to JTPA for services including testing, OJT services, and vocational counseling.

The comments from SRS staff about JTPA staff being spread too thin most likely resulted from a very recent development within the JTPA program. Shortly before SRS staff surveys were mailed, the City of Wichita JTPA and DHR entered into an agreement that transferred all JTPA responsibilities for the entire SDA, which added 6 counties to the City of Wichita JTPA and all 87 projects to DHR. If you also add the unexpected increase in funding for the Summer Youth Program, demands on JTPA staff time become enormous. SRS workers were experiencing difficulty in reaching JTPA staff. This has since improved and the JTPA PIC Council is aware of the problem and trying to resolve it.

In Wichita, the unavailability of JTPA adult funding does not impact negatively on KanWork clients because of a local agreement that JTPA will continue to provide services in combination with KanWork funds for education and training for mutual clients.

24 It should be noted that the Wichita KanWork program is set up much differently than the other three pilot areas. The roles of DHR, JTPA and Wichita Area Office are unique.

27 4 Although the auditors concluded that the Department of Social and Rehabilitation Services would be in violation of current state law if the seven-county employment-related services contract is awarded to an entity other than the DHR, it is our department's position the statute KSA 39-7,104 indicates the Department of SRS and DHR should enter into an agreement. An agreement was reached in a meeting with Department of Administration, DHR and SRS prior to the announcing of the RFP. It is our department's position we acted in good faith. We are unclear as to the basis used for the auditor's conclusion.

28 3 The Department of Social and Rehabilitation Services disagrees with the statement that two positions were eliminated without discussion with DHR. Several meetings were held to discuss this issue and it was resolved in the current contract negotiation period.

Mrs. Barbara Hinton
October 26, 1992
Page 9

In general the Department of Social and Rehabilitation Services is very interested in improving the Employment Preparation Programs. KanWork began in the 4 counties as a pilot. We have gained through our experience and the evaluations we have received from Dr. Nancy Snyder of Wichita State University, our own Internal Audit, central office program review and the Legislative Post Audit. It is important to stress much of the dissatisfaction with the program stems from the overly zealous expectations of the original KanWork Act. This issue is well summarized in the Legislative Post Audit conclusion on page 23. The two year time frame referred to may in fact be too short a window when clients are coming to us without basic reading, mathematical and vocational skills. From prior studies we know between 40-50% need basic education, as they come to the program without either a GED or high school diploma.

KanWork is the comprehensive employment and training program for welfare recipients in the State of Kansas. It was ushered in by an overwhelming majority of the Kansas Legislature in the Spring of 1988. KanWork requires mandatory referral of all AFDC and GA recipients except for those whose youngest child is under 3 years of age and those who cannot participate for reasons of health, pregnancy, age, or geographic remoteness.

Nationally, Kansas led the way in developing a program that was compatible with the federal regulations requiring each state to create a JOBS (Job Opportunities and Basic Skills Training) program by October 1, 1990. KanWork, as implemented in 1988, so closely followed the regulations of the Federal Family Support Act that Kansas opted to designate KanWork as its comprehensive JOBS program in October of 1989.

The high level of unemployment and the upward climb in AFDC and food stamp caseloads reflect the bleak environment within which Kansas has implemented the Family Support Act. The agency has seen a dramatic increase in the workload of caseworkers trying to meet the needs of their clients.

According to A. Sidney Johnson, Executive Director of the American Public Welfare Association, "We have lost sight of the fact that the law (Family Support Act) was a result of hard work and strong consensus to change what was historically an income maintenance system to a process by which welfare families could escape dependency and become gainfully employed. That law is on the books, and the states are implementing that law in good faith and with continued commitment to its goals. While the program remains in its infancy, states are making progress. Every time a community holds a JOBS graduation ceremony marking the entry of former recipients into the job force, that is a success - not only for these people and their families, but for the public and policymaking process itself....no job training and education program can work effectively in a recession when job markets are severely restricted, and the Family Support Act is not exception. Despite the best efforts of its supporters, this landmark legislation is struggling in a terrible economic environment. The most critical element to strengthen the ability of states to fulfill the goals of the Family Support Act is an economic policy that supports those efforts."

Since the program began four years ago, over 13,400 AFDC recipients have been assessed and 5,800 or 43% have been employed. Many of those assessed are still completing education and training programs such as GED classes, adult basic

education, vocational school, and college and will soon be ready to look for employment.

One criticism of JOBS is that we are "dressing up clients who then have nowhere to go". In light of the recession and lack of jobs that may be partly true; but for this population to be able to participate in "WORKFORCE 2000" they must gain the skills and competencies now that will prepare them for when the jobs are available.

The data presented in this study appears to show no significant reduction in the number of people receiving welfare benefits. How did the auditors define welfare--were the clients still receiving food stamps, medical services, and cash assistance; or had the assistance grant been reduced? As long as clients are receiving transitional services, the case remains open either with a "zero grant" or a reduced grant amount depending on the wages earned. The audit did not compare grant amounts between KanWork and non-KanWork counties.

In a study of the Shawnee County program conducted by Robert L. Gustavson, Washburn University, the results do show an interesting comparison as described in the following quote from the report:

The purpose of this study is to examine KanWork recipients records as they enter and progress through KanWork programs to determine the extent to which KanWork programs contribute to job readiness and self-reliance. The study was conducted at the Topeka Area Office and was limited to Shawnee County, Kansas, KanWork participants. Social Rehabilitation Services provided computer generated random samples from the first two years of JOBS reports. The first sample of 120 KanWork recipients was selected from a population of 1086 participants from the October, 1989 to September, 1990 period. The second sample of 120 was taken from the October, 1990 to September, 1991 JOBS reporting cycle which included 1441 KanWork participants.

We were particularly interested in Dr. Gustavson's study results on employment retention. In looking at employment, his assumption was that if the client did not keep in touch with his/her KanWork social worker and the KanWork case was closed, that they were no longer employed. As Dr. Gustavson did not have access to employment information on the KAECSES system, the Topeka Area SRS Office agreed to check the system to verify whether employed participants had returned to receiving public assistance.

The Topeka Area SRS Office staff did not believe Dr. Gustavson's study had gone far enough to determine client outcomes. Thus they took the names of the clients studied for both sample periods (October 1989-September 1990; October 1990-September 1991) and determined if the clients were receiving assistance as of September 1992.

The results showed 65 percent were not receiving cash benefits. The data also showed 57 percent of those employed went to a zero grant due to employment income. The other may have been due to a non-employment related situation (e.g., marriage, move from area, etc.).

Coordination with Kansas Department of Human Resources

In addition the Department of SRS has concerns with the comments made regarding the relationship with the Department of Human Resources (DHR). On page 2 the auditor has indicated coordination of upper level management appears to be deteriorating further. We are unaware of their basis for this comment. In fact it is our belief through recent efforts and with the appointment of Janet Schalansky, Director of Workforce Development, coordination is improving. However it must be understood our two agencies have some basic philosophical differences in how clients should be served. The auditors further references on page 28 to "petty bickering" and on page 30 "mired in agency bickering and turf battles" trivializes the professionalism of both Departments' staff. The original KanWork Act failed to establish goals or specific focus of the program. We have continued to struggle with whether to invest in long term training and education or to prioritize short term programs which might more quickly show results but fail to achieve long term self-sufficiency. The KanWork Act gives the responsibility and authority for administration of the act to the Department of Social and Rehabilitation Services. Further, in the federal regulations (45 CFR 250.10 (a)(b)), Social and Rehabilitation Services is the sole agency with administrative responsibility for implementing and operating the JOBS Program. We do contract with the Department of Human Resources for certain components. The cost of this contract for FY93 is \$843,742.00. The total Employment Preparation budget is \$52,273,766.00.

Although DHR provides necessary services their role is much different than is the Department of SRS. The auditor on page 4 refers to administration of the program by SRS with assistance from DHR. This same assumption is made throughout the document with specific references in the recommendation on pages 31 and 32. It is our belief that close coordination is necessary to provide seamless services for the clients. This occurs formally in the KanWork Interagency Coordinating Committee as well as other joint meetings. As the audit suggests we have already begun to use this committee in a different manner. A joint meeting with the Kansas Council on Employment and Training is to be held in the next few months. Further we believe this committee can be the vehicle to discuss the issues referred to in the recommendation.

Serious efforts will be made to improve cooperation and coordination between SRS and DHR. We plan to appoint a staff person from Central Office to work closely with DHR Central Office and improve communication. This staff person will assure planning, policy development, and field instructions are all shared with DHR management and will attend all meetings offered by DHR for our mutual planning and coordination needs and will also notify DHR of SRS meetings and policy planning sessions scheduled so that their designated staff may attend from DHR. We think with concerted effort between policy staff of our agencies we can resolve most issues described in this audit.

Prior to Legislative Post Audit, the Department of Social and Rehabilitation Services formed an analysis group made up of field and central office staff to study and make recommendations on the definition of job ready. We will assure DHR is fully involved, and if desired, become part of this decision making process and help us determine a common definition for job readiness.

Program changes in SRS are made through EPS policy manual revisions. Before program changes are final they are sent to all SRS commissions and area offices

Mrs. Barbara Hinton
October 26, 1992
Page 12

for comment and all comments are addressed before being sent to the SRS policy committee for approval. DHR Central Office is always given a copy of the proposed changes for their comment before approval of the manual is completed. We assumed DHR would then, in turn, train their staff on policy changes. All new SRS, KanWork, and DHR KanWork staff has attended policy training, provided by the EPS Central Office Training Unit.

Field staff reported the sharing of information by DHR has improved since the addition of specific DHR KanWork staff in various counties.

Concerted efforts will be made at both the central office and field office level to improve communication between DHR and SRS staff. Joint meetings of staff on a regular basis may be the best way to avoid further miscommunication.

We believe it is very important to coordinate and collaborate with DHR as well as other agencies to meet the program goals of the Family Support Act and will do what is necessary to assure cooperation at all levels of SRS.

Coordination with the Kansas Department of Education

In relationship to coordination with Department of Education, we believe we have resolved initial problems identified with the Department of Education and the local centers. There are numerous education related agencies we must coordinate with and we think we have done much to dissipate problems. The JOBS/KanWork program requires SRS to determine a level of service for client services provided free of charge prior to the inception of the federal program. This is referred to as the "JOBS baseline". We have issued instructions to SRS field staff on how to work with local education agencies to compute this baseline. This helped us to resolve these earlier issues mentioned in the report. Field staff also concentrate on alerting and planning with education agencies for the increased numbers of students they will have as a result of KanWork expansion.

Program Evaluation

As the report details the Department of Social and Rehabilitation Services is developing a new data system called KSCARES. However, it should be noted that when the system is developed it will not provide all the data needed for evaluation. Current funding will not allow the programming needed to provide the reports and to report on a regular basis this information. It would be available on an ad hoc basis. The department will look at how these changes can be made within available resources.

In conclusion we would like to thank you for this opportunity to respond and we stand ready to use information gained from this report to assist us as we make continuous improvement in Employment Preparation Programs.

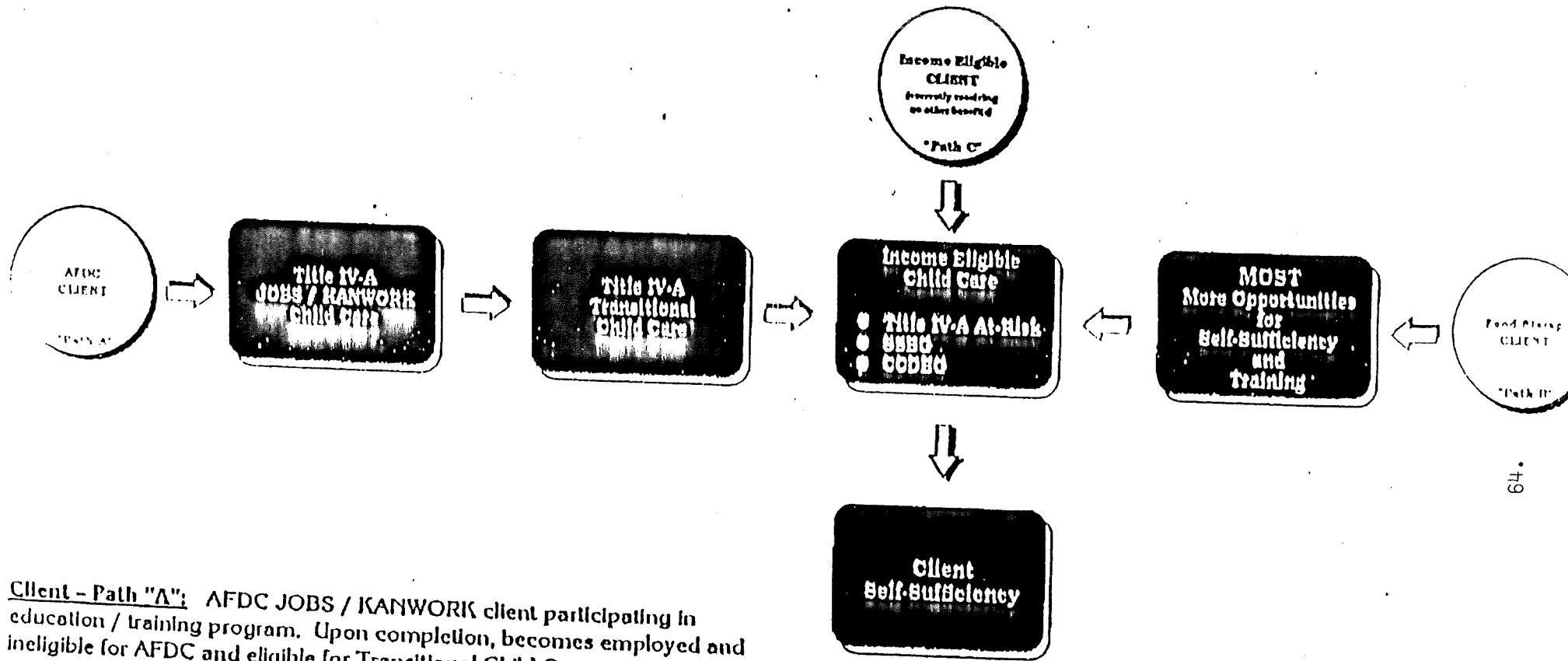
Sincerely,



Donna L. Whiteman
Secretary
913-296-3271

cjc
cc: Janet Schalansky

Child Care Assistance Programs "Seamless" Service Delivery System



Client - Path "A": AFDC JOBS / KANWORK client participating in education / training program. Upon completion, becomes employed and ineligible for AFDC and eligible for Transitional Child Care services for 12 months. At the end of 12 months, client becomes an Income eligible child care recipient.

Client - Path "B": A client participating in the Food Stamp education and training program MOST (More Opportunities for Self Sufficiency & Training). Upon completion, client becomes an Income eligible child care recipient.

Client - Path "C": Parent in school or working with no other type of state assistance. Family income is below 185% of poverty level and client is determined income eligible for child care assistance.

Once a client is determined eligible for any of the child care assistance programs, child care arrangements

will continue as long as the client remains eligible for any of the child care assistance programs, and client fees increase in proportion to the cost of care.

[illegible]

65.

1-68

Attachment 2

ELIGIBILITY for Cash Assistance
and Referral to Work Programs

Initial ASSESSMENT and Self-
Sufficiency Planning

GROUP ORIENTATION
Explanation of Available Services
DHR and KanWork

SUPPORT SERVICES
*Child Care
*Transportation
*Family Mentor
*Special Services

SURVIVAL SKILLS

EMPLOYMENT COUNSELING
Rehabilitation Services DHR Counselor
KanWork Staff Career Exploration Workshops
Testing (appraisal) Testing
JTPA Referral

EDUCATION, TRAINING, AND WORK EXPERIENCE
Adult Education
G.E.D.
English as a Second Language JTPA
Literacy Training On-the-Job Training
Vocational Training Classroom Training
Community College
Four Year College
Community Work Experience Program
Pell and Carl Perkins funds

Job Club Pre-Job Search
contact with group

JOB SEARCH
Most / Food Stamp Only Participants

ON-THE-JOB Training
JOB DEVELOPMENT

EMPLOYMENT
TRANSITIONAL SERVICESRESEARCH
*Child Care **MARKETING**
*Transportation
*Medical
*Special Employment Allowance

Examining the Effectiveness of the KanWork Program

Types of Jobs Held by KanWork Clients

In our file review of KanWork clients we examined files of 50 clients in Barton County and 100 clients in Shawnee County. We found that 28 of the clients in Barton County got 58 jobs, and 48 of the clients in Shawnee County got 71 jobs. The types of jobs the clients got were varied. Below is a list of jobs held by the clients in our review.

Barton County

Clerk - 7
Cook - 6
Factory Worker - 5
Unknown - 4
Certified Nursing Assistant - 3
Laborer - 3
Bank Clerk - 2
Child Care - 2
Grocery Stocker - 2
Housekeeping - 2
Maintenance/Construction - 2
Receptionist - 2
Security - 2
Welder - 2
Dishwasher - 1
Exterminator - 1
Interviewer - 1
Nurse - 1
Oil Field Worker - 1
Pet Groomer - 1
Sales - 1
Secretary - 1
Small Engine Repair - 1
Supervisor - 1
Teacher - 1
Teaching Assistant - 1
Truck Driver - 1
Waitress - 1

Shawnee County

Clerk - 9
Factory Worker - 9
Unknown - 8
Food Service - 5
Licensed Practical Nurse - 4
Bank Clerk - 3
Housekeeper - 3
Secretarial - 3
Certified Nursing Assistant - 2
Child Care - 2
Cook - 2
Dental Assistant - 2
Maintenance/Construction - 2
Teacher - 2
Temporary Services - 2
Waitress - 2
Car Wash Attendant - 1
Custodian - 1
Greenhouse Worker - 1
Hospital Kitchen - 1
Laborer - 1
Laundry Aid - 1
Mental Health Technician - 1
Physical Therapist - 1
Proofreader - 1
Self Employed - 1
Traffic Controller - 1

*G.O. Comm.
1-27-93
Attachment 2*

KANSAS DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES
Testimony Before the Senate Committee on Governmental Organization
January 27, 1993
Donna Whiteman, Secretary

SRS RESPONSE TO KANWORK POST AUDIT

I appreciate the opportunity to respond to the issues raised by the Legislative Post Audit. I would like to stress that we believe the KanWork program has had a significant impact on many participants of the program.

The KanWork Program began in 1988 as a pilot project in four counties. We have learned from our experience, the post audit, SRS internal audit, and private research studies. We are eager to use these studies to continually improve the client service delivery system and our management capabilities.

Since receiving the audit report in October, we have attempted to aggressively make changes, address concerns raised by the report, as well as address issues raised in other studies or by our own staff. An Action Plan is attached, (Attachment A) which details some of the items we have been addressing.

INTERAGENCY COORDINATION AND COOPERATION

One of the issues raised in the audit was the relationship between SRS and the Department of Human Resources (DHR). I have attached a draft document to show the progress to date of the mission, vision and goals statements for the KanWork Program developed by the KanWork Futures Team. (Attachment B) This team is made up of both field and Central Office Policy Staff from DHR and SRS. The final outcome will be to have a specific action plan with roles and responsibilities of all parties designated. It would be our plan to seek consensus within our Department as well as from the members of the KanWork Interagency Coordinating Council. (See below) I would anticipate further work will need to be done with other agencies involved, such as Job Training Partnership Act (JTPA), as well as representatives from the educational system.

KANWORK INTERAGENCY COORDINATING COUNCIL

We have been focusing on the KanWork Interagency Council, first by updating membership and second by asking the members to actively participate in subcommittees to provide input and feedback, and set priorities for the future direction of the program. (See Attachment C.)

PROGRAM EVALUATION/PROGRAM DATA

Significant work continues on improving our ability to collect data in order to evaluate the program. As outlined in the post audit, we have been seriously hampered by lack of information. The Kansas System for Child Care and Realizing Economic Self Sufficiency (KsCares) is targeted for full implementation by December 1993. This program will automate Employment Preparation Services (EPS) and child care programs' data collection process. As the post audit

*Go. Comm
Attachment
1/27/92* 3

recommended, we have initiated several projects to assist in data collection, until the KsCares system is fully operational. These projects have just begun, but preliminary reports indicate they should improve our ability to respond to requests for information and enable us to evaluate our progress in achieving expected client outcomes.

We have also begun discussion with individuals who are willing to provide assistance in designing an evaluation system. This will assist in the design of our current system and future enhancements of KsCares to develop additional management reports.

To further illustrate what we are doing to address the post audit report, we have developed several charts (Attachments D and E), which describe specific action steps and follow-up steps taken to address issues raised in the various reports.

Thank you for the opportunity to respond to the Post Audit report.

Janet Schalansky, Director
Workforce Development Division

KANSAS DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES
Management Services Division
Planning and Evaluation Unit

MEMORANDUM

TO: KanWork Futures Team

DATE: January 8, 1993

Jim Baze
Linda Clanton
Gary Dalton
Thelma Hunter Gordon
Peggy Kelley
Katie Krider
Phyllis Lewin
Robert Molander
Patricia Newby
Robert Rios
Janet Schalansky
Marjorie Turner
Ann VanZandt

FROM: Allyn O. Lockner

SUBJECT: Tentative Strategic
Kanwork Plan

Future Meeting Arrangements

The KanWork Futures Team will next meet from 8:30 a. m. to 4:00 p. m. on January 20, 1993 in Room D in the basement of the Docking State Office Building. Please bring this memorandum and the memorandum dated December 14, 1992 to the meeting.

At its meeting on December 22, in case they are needed, the Team scheduled an additional meeting from 8:30 a. m. to 4:00 p. m. on January 26, 1993 in Room D in the basement of the Docking State Office Building.

Team Achievements At The December 22 And January 6 Meetings

The following section states the tentative KanWork mandates, and tentative KanWork stakeholders and their interests and expectations which the Team identified at its meeting on December 22, and also states the tentative mission, vision, issues and goals which the Team composed at its meetings on December 22 and January 6. I did minor editing to obtain clarification, and intended to avoid any editing which might alter the contents.

Tentative Strategic KanWork Plan

I. KanWork Mandates

- A. The Kansas Department of Social and Rehabilitation Services (SRS) shall establish and operate a Job Opportunities and Basic Skills (JOBS)

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Program (KanWork Program) under a JOBS Plan approved by the Secretary of the U. S. Department of Health and Human Services (HHS).

- B. SRS shall be responsible for the planning, integration, coordination and evaluation of employment and related services for public assistance recipients.
- C. Appropriate state and local agencies shall cooperate with SRS in implementing Mandate B.
- D. KanWork shall provide services to assist eligible public assistance recipients to move toward becoming self-sufficient. "Self sufficient" shall mean the participant is no longer eligible for cash assistance because of employment, child support and/or other available resources.
- E. KanWork services shall include, but not limited to, participant assessment and goal setting through written agreements for self sufficiency; supervised and unsupervised job search; job club workshops; employment counseling; job training and education; support services, including referral to community resources; job placement; community work experience; and transitional services.
- F. The Kansas Department of Human Resources (DHR) shall provide services to KanWork participants referred by SRS after being determined to be job ready. "Job ready" shall mean the participants are ready to receive services which allow them to compete successfully in the labor market, and to begin employment-seeking activities.

II. KanWork Stakeholders And Their Interests And Expectations

- A. Participants: Timely individualized services, training and support of their choice to enable them to support their families without cash assistance.
- B. Legislature: Reduction of the rate of growth in the number of cash assistance recipients and in the aggregate cost of cash assistance through the provision of services leading to employment and avoidance of long-term dependency.
- C. SRS: Provision of KanWork services and facilitation of other services in order to enhance and empower Kansas individuals and families for self-sufficiency, to avoid the need for other more costly social services, and in order to receive Federal funding for Aid To Families With Dependent Children (AFDC).
- D. DHR: Close coordination with SRS in the provision of quality employability services to KanWork participants.
- E. Employers: Availability of a pool of qualified workers and qualification for monetary incentives such as targeted job tax credits and on-the-job training subsidies.
- F. Education System: Interagency coordination for the provision of relevant educational services to meet the needs of KanWork participants

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and their families, and the receipt of increased funding for these additional services.

- G. Job Training Partnership Act (JTPA) Service Delivery System: Coordination to provide services to the JOBS (KanWork) population to meet targeting requirements and performance standards.
- H. Local Communities: Provision of KanWork services improves the quality of life in communities and the coordination of community service delivery.
- I. Kansas Council on Employment and Training (KCET): Efficient coordination of interagency efforts and resources to meet all employability needs of KanWork participants.
- J. KanWork Interagency Coordinating Committee (KICC): Oversight, acquisition and assurance of coordination and commitment of effort and resources for the implementation of the Kanwork Program.
- K. HHS: Effective implementation of the Federal JOBS Program.

III. KanWork Mission

KanWork exists to make long-term investments in the human capital of the State of Kansas; to maximize the effectiveness of public resources; to empower individuals and families to move toward self-sufficiency; and to develop opportunities for present and future generations to escape dependence on public assistance as a way of life.

IV. KanWork Vision

- A. KanWork will slow the growth of cash assistance costs by reducing the number of long-term recipients.
- B. KanWork participants will receive individually-tailored services which facilitate the achievement of their self-sufficiency goals.
- C. Kansas employer needs will be fulfilled by well-prepared KanWork participants.
- D. KanWork will support Kansas educational system reforms to deliver competencies required of the State's workforce. (The Team intends to revise this statement.)
- E. All agencies and organizations, in order to impact positively on the lives of KanWork participants, will cooperatively operate a system of "seamless service delivery."
- F. KanWork will be committed to continuous quality improvement with informed decision-making based on employee participation, feedback from consumers, analysis of data from monitoring, and evaluation of services and outcomes.

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V. KanWork Issues

- A. Roles and responsibilities of all participating agencies and organizations must be clearly defined and understood by all.
- B. KanWork has inadequate resources to achieve its mission and vision.
- C. KanWork has not had a clear mission and vision, with outcomes defined, and agreed upon by the Governor, Legislature and participating agencies.
- D. KanWork does not have the data necessary to manage, market and evaluate it.
- E. KanWork does not have State criteria to target its limited resources which are outstripped by the number of potential participants.
- F. Conflicts exist between Federal and State laws regarding the roles of participating State agencies, target client groups, client participation rates and transitional services.
- G. KanWork does not have the resources to assess comprehensively potential participants in order to ascertain individualized services needed by them.
- H. SRS philosophy perpetuates recipient dependence instead of self-sufficiency.
- I. Kansas does not have a comprehensive workforce and economic development strategy.
- J. Kansas educational system does not adequately prepare students to be successful in the Kansas workforce.

VI. KanWork Goals

- A. To achieve agreement among KanWork participating agencies on their respective responsibilities and roles. (The achievement of this goal, which is the responsibility of all participating KanWork agencies, would resolve Issue V. A.)
- B. To specify the resources needed to achieve the KanWork mission, vision and goals, and to develop a strategy to match resources with needs. (The achievement of this goal, which is the responsibility of all participating KanWork agencies, would resolve Issue V. A.)
- C. To gain consensus from the Governor, Legislature and participating agencies on KanWork's mission, vision and outcomes. (The achievement of this goal, which is the responsibility of all participating KanWork agencies, would resolve Issue V. C.)
- D. To develop and implement a system which defines and collects client and program data which will allow the management, marketing and evaluation

of KanWork. (The achievement of this goal, which is the responsibility of SRS, would resolve Issue V. D.)

The list of goals is incomplete. The Team will resume composing goals at its next meeting on January 20.

Guidance For Formulating KanWork Strategies

At its meeting on January 6, some Team members expressed an interest in formulating strategies for achieving the goals. This section discusses the process of formulating KanWork strategies.

A KanWork strategy is a pattern of decisions, actions, resources and/or other components for achieving one or more KanWork goals which, when achieved, resolves one or more KanWork issues. A KanWork strategy shows plainly and follows logically its mandates, its stakeholders and their interests and expectations, and its mission and vision. Each KanWork goal has a KanWork strategy for achieving it.

The notion that a strategy is a pattern is important. There must be a discernible cohesion among the decisions, actions, resources and/or other components of the strategy. The cohesion is based on the intentions of participating KanWork agencies with respect to what are to be the interdependences or relations among the components. Without pattern, cohesion and intentions, a strategy does not exist and will unlikely achieve its goal.

The Team first identifies alternative possible KanWork strategies for achieving each KanWork goal. It looks beyond the obvious alternative strategies. It also searches for strategies that are used and successful elsewhere, as well as ones that are unused, but innovative and promising. The Team then chooses from the alternative possible strategies that one strategy which is most likely to achieve each goal.

The Team discusses and decides the details of each chosen KanWork strategy for achieving each KanWork goal. Each goal states why each strategy exists. The Team formulates each KanWork strategy by discussing and deciding the answers to the following questions:

- o Who is accountable for the overall implementation of the strategy?
- o What are the specific action steps of the strategy?
- o Who is accountable for performing each action step?
- o When is each action step to be performed?
- o Where is each action step to be performed?
- o How is each action step to be performed?

Specific answers to the questions are required for successful implementation of the strategy. The Team realizes that strategy formulation begins where the participating KanWork agencies are at the present time with respect to the

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KanWork issues and goals, and their achievement. It undertakes discussions and makes decisions pertaining to expertise, personnel, supplies, equipment, information, monies, etc, that are necessary for participating KanWork agencies to implement each strategy.

While making these strategic decisions, the Team asks and answers the following questions for each planned KanWork strategy:

- o Will the strategy achieve its goal?
- o Will the strategy resolve KanWork problem(s) identified by the Legislative Post Audit Committee?
- o Will the strategy be the least costly over the long-run?
- o Is the strategy capable of accommodating advances in knowledge and technology?
- o Is the strategy workable technically by employees of KanWork participating agencies?
- o Is the strategy compatible with KanWork's appropriation?
- o Is the strategy compatible with non-KanWork strategies of participating KanWork agencies?
- o Is the strategy consistent with established ethical principles?

A KanWork strategy that does not achieve its KanWork goal, even though it meets other criteria, is worthless.

Guidance For The January 20 Meeting

At the Team meeting on January 20, the Team, first, will have an opportunity to review and, if necessary, revise the tentative mandates, stakeholders and their interests and expectations, and the mission, vision, issues and goals statements. Second, the Team will continue to compose compose goals statements as explained on page 4 of the memorandum dated December 14. Third, the Team then will rank-order the goals. Fourth the Team will formulate strategies for achieving the goals.

There was also discussion among some Team members about composing KanWork participant (client) outcomes and outcome performance indicators. Does the Team or some KanWork participating agencies want to compose these outcomes and indicators? If so, does the Team want facilitation of the process for composing outcomes and outcome performance indicators?

If you desire to contact me before the next Team meeting, my telephone number is 913-296-0639. We look forward to working with the Team again on January 20.

cc: Tina Taggart
 Rita L. Wolf, Director, Management Services Division, Kansas Department of
 Social and Rehabilitation Services

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KANWORK INTERAGENCY COORDINATING COMMITTEE

Subcommittee Guide - Suggested Outcomes and Discussion Points

A. LEGISLATIVE AND BUDGET ISSUES SUBCOMMITTEE

1. Develop a mechanism for quick, accurate response to legislative requests for input/information.
2. Review Proposal 17 and any proposed legislation impacting KanWork.
3. Make recommendations to the large committee regarding program improvement.
4. Describe the on-going functions of the subcommittee.
5. Identify subcommittee data needs.

B. PLANNING, EVALUATION, AND MONITORING SUBCOMMITTEE

1. Develop a system for evaluation, monitoring, and feedback to the KanWork Program.
2. Review current KanWork Action Plan, House Appropriations Testimony, Strategic KanWork Plan (Mission and Goals), and audit/technical assistance reports and comment.
3. Develop a procedure for reviewing SRS/DHR concerns.
4. Develop a system for monitoring adherence to the Mission and progress with the goals of the KanWork program.
5. Review the recommendations of the KanWork Analysis Groups and comment.
6. Propose issue papers for FY '95.
7. Develop procedures for receiving, monitoring and analyzing reports from field and central office staff.
8. Analyze current status of interagency coordination between participating agencies (including but not limited to DHR, DOE, Department of Commerce and Housing, JTPA, Department of Transportation) and make recommendations.
9. Review the results of the joint meetings of SRS, DOE and DHR.
10. Review SRS/DHR plans to combine services to participants.
11. Identify Subcommittee data needs.

C. PUBLIC/PRIVATE SECTOR INITIATIVES

1. Review current private sector initiatives and comment.
2. Devise a system for periodically reviewing the use of funds under the federal job training and partnership act and other federal funds for any similar programs.
3. Propose strategies for developing private sector training and/or employment programs.
4. Review initiatives within the Department of Commerce and Housing that impact participants.
5. Set goals and procedures for interaction with KCET.
6. Assist in planning for the expansion of the CWEP program.

Hugo Wall Center for Urban Studies
 KanWork Evaluation
 July, 1989 - June, 1990

Recommendation	SRS Response
Adopt the Model of Quality Training	<ul style="list-style-type: none"> - Improved client assessment (SRS, DHR, DOE); - Meet regularly with DHR and DOE; - Emphasis on education and training.
Staff Development and Caseloads	<ul style="list-style-type: none"> - Involved field staff in training agendas; - Stressed individual case management; - Proposed pilot project to target specific groups.
Improve Data Sources and Automate Client Records	<ul style="list-style-type: none"> - Implementation of KsCares, projected to be completed 12/93; - Outcome Measures Analysis Group to analyze data needs has been formed.
Improve Agency Coordination	<ul style="list-style-type: none"> - Appointed SRS staff person to work with DHR Central Office; - Redefining KanWork Mission and Goals (SRS and DHR); - Meet regularly with DHR and DOE.
Case Management and Team Approach	<ul style="list-style-type: none"> - Proposed pilot project to experiment with team approach (EPS, IM, CSE); - Providing orientation to IM staff in KanWork expansion counties.
Experiment with Orientation, Job Club, and Survival Skills	<ul style="list-style-type: none"> - Developed OPTIONS component (expanded orientation, Survival Skills, Job Club); - Counties allowed flexibility in development of Survival/Life Skills.
Broaden CWEP	<ul style="list-style-type: none"> - Developed proposal to expand CWEP into private sector.
Delay Implementation of the Unemployment - Parent Program	<ul style="list-style-type: none"> - Actively seeking delay in federal implementation date (10-1-93) through appropriate federal forums.
Housing	<ul style="list-style-type: none"> - Encourage local staff to coordinate locally on housing issues; - Representation of the Department of Commerce on KanWork Interagency Coordinating Committee.

Hugo Wall Center for Urban Studies
KanWork Evaluation
July, 1989 - June, 1990

CONTINUED

Recommendation	SRS Response
Transportation and Child Care Services	- Attempt to increase transportation allowances.
On-going Evaluation	- Utilize information from technical assistance visits, SRS Audits, outside evaluation.
Target Effectively	- Redefining KanWork Mission and Goals to include targeting.
Work Toward a Common Understanding of Expectations from KanWork Intervention.	- Continue to work with DHR and other agencies to define expectations.

- * The evidence provided by the sample in this study is that KanWork is doing an extremely good job. 56.1% of the KanWork participants had closed their AFDC cases while 38% of the AFDC cases of the comparison group had closed.

Attachment E

As a follow-up to Dr. Robert Gustavson's study on the effectiveness of KanWork in assisting participants to become self-sufficient, we looked at the KAECSSES system to gather further information about recidivism for employed KanWork participants.

We were particularly interested in his study results on employment retention. In looking at employment, his assumption was that if the client did not keep in touch with his/her KanWork Social Worker and the KanWork case was closed, that they were no longer employed. As Dr. Gustavson did not have access to employment information on the KAECSSES system, TAO agreed to check the system to verify whether employed participants had returned to receiving Public Assistance.

Dr. Gustavson provided Topeka Area Office with a list of KanWork clients who had been employed during the tracking period. Then we checked KAECSSES to see whether the participant had gone off assistance due to employment and were not currently receiving assistance.

The results of this check showed that 65% of participants who became employed Left Public Assistance and were still not receiving Public Assistance (AFDC or GA) as of September 1, 1992. Further, 57% of those employed went to zero grant due to employment income and had not returned to Public Assistance.

RECIDIVISM FOR EMPLOYED
TOPEKA AREA OFFICE KANWORK PARTICIPANTS**

SAMPLE FROM OCTOBER 1989 - SEPTEMBER 1990

TOTAL SAMPLE	RECEIVING PUBLIC ASSISTANCE (AFDC or GA) SEPTEMBER 1992	NOT RECEIVING PUBLIC ASSISTANCE (AFDC or GA) SEPTEMBER 1992	% NOT RECEIVING PUBLIC ASSISTANCE (AFDC or GA) SEPTEMBER 1992
20	6	14	70%

60% went off Public Assistance due to employment income.

TOTAL SAMPLE AFDC	RECEIVING AFDC-UP SEPTEMBER 1992	NOT RECEIVING AFDC-UP SEPTEMBER 1992	% NOT RECEIVING AFDC - UP SEPTEMBER 1992
12	4	8	67%

58% went off Public Assistance due to employment income.

SAMPLE FROM OCTOBER 1990 - SEPTEMBER 1991

TOTAL SAMPLE	RECEIVING PUBLIC ASSISTANCE (AFDC or GA) SEPTEMBER 1992	NOT RECEIVING PUBLIC ASSISTANCE (AFDC or GA) SEPTEMBER 1992	% NOT RECEIVING PUBLIC ASSISTANCE (AFDC OR GA) SEPTEMBER 1992
26	4	16	62%

62% went off Public Assistance due to employment income.

TOTAL SAMPLE	RECEIVING AFDC-UP SEPTEMBER 1992	NOT RECEIVING AFDC-UP SEPTEMBER 1992	% NOT RECEIVING AFDC-UP SEPTEMBER 1992
10	4	6	60%

40% went off Public Assistance due to employment income.

<u>TOTALS</u>			
68	18	44	65%

57% of those employed went to zero grant due to employment income and are not receiving public assistance as of September 1, 1991.

SECTION III

1. OTHER INITIATIVES:

A. Coordination Efforts:

- 1) State Employees Child Care Center Committee - to establish a downtown child care center for state employees.
- 2) State Employers Child Care Center Committee - a group of Topeka employers meet to enhance the establishment of Child Care Centers.
- 3) Non-Traditional Training for Women and Employment for KanWork participants with Kansas Department of Transportation.
- 4) Job Corps (Flint Hills Job Corps Center, Manhattan, Kansas) - Child Care Center involvement.
- 5) Kansas City Area Transportation Group - Community agencies met to establish transportation between Wyandotte and Johnson counties.
- 6) Visitations to various private companies in KanWork counties to enhance the establishment of on-site child care centers and also to seek employment with benefits for KanWork participants.
 - a. Employers agreed to notify SRS of all vacant positions.
 - b. Explore additional areas for coordination such as joint training and child care option for employees.
- 7) Statewide Child Care Committee - established to develop coordination (providers, public and private sector are involved).
- 8) Coordinate with the Department of Commerce regarding new companies coming in - they will notify us of new companies so we can provide training.
- 9) Meet with Community Colleges to set up specialized individual remediation training.
- 10) Explore potential for on-site child care centers - Community Colleges.
- 11) Development of agreements with private employers in Wichita which coordinate JTPA, SRS, and private companies to provide training opportunities for KanWork participants.
- 12) Development of a common assessment tool used by DHR, SRS, and Department of Education.
- 13) Development of a grant to fund staff positions for a Teen Parent Program in Shawnee County which would work in conjunction with an already existing community program

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ACTION PLAN

ACTION I

Recommendation - LPA Page 11

The Department should review its policies, procedures, and practices related to placing participants in non-participation status. Following this review, the policy should be clearly communicated to KanWork employees and the Department should periodically review cases to ensure that the policies and procedures are adhered to.

<u>Action Steps</u>	<u>Date Completed</u>	<u>Actual Progress</u>
1. EPS Policy Unit review policy related to non-participation status for possible modification.	November 30, 1992	Completed
2. Discuss policy review and possible modifications with EPS Administrators.	December, 1992	Continuing
3. If change is made in policy, incorporate in manual revision.	February, 1993	No change still considering
4. To provide technical assistance by EPS Policy Unit to review cases in non-participation status.	March, 1993 - April, 1993	

Recommendation - LPA Page 11

The Department should review the situation in Shawnee County to assure the correct policies are being followed in relation to placement of participants in non-participation status. The caseload size will be assessed and a decision made regarding the need for additional staff.

<u>Action Steps</u>	<u>Date Completed</u>	<u>Actual Progress</u>
1. Review cases in non-participation status in Shawnee County.	March, 1993	Not completed
2. Based upon the results of the case readings in all counties, a recommendation will be made related to caseload size, specifically in Shawnee county.	March, 1993 - April, 1993	Discussion of caseload size and targeting

Recommendation - LPA Page 31

1. To help ensure that KanWork clients have the skills and education they need to successfully enter the job market and ultimately reduce their dependence on welfare, the following actions should be taken:
 - A. SRS and DHR should develop a common understanding of job readiness for KanWork clients that takes into account the level of education and skills that are needed to enable the person to obtain employment at a self-supporting wage. This should include staff from both agencies.

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<u>Action Steps</u>	<u>Date Completed</u>	<u>Actual Progress</u>
1. Currently we have formed analysis groups made up of both field and central office staff to examine several key issues identified in the program. One of these analysis groups is examining current job readiness criteria and making recommendations for change. We will assure that DHR is fully involved and, if desired, will become part of the decision making process.	On-going	Continuing Have met
B. SRS should establish a realistic goal of providing both training and educational services to most KanWork clients and should periodically assess its progress toward meeting that goal.		

<u>Action Steps</u>	<u>Date Completed</u>	<u>Actual Progress</u>
1. Will utilize the currently operating analysis groups to develop tools to determine effective program outcome measures in terms of client training and educational services and will incorporate federal guidelines that will be mandated in FY '93.	On-going	Meeting regularly
2. Will continue to use program evaluations by internal auditors to assess progress toward meeting performance goals. Current recommendation by February, 1993.	On-going	Exit conferences completed
3. Will continue to use the KanWork coordinating council.	On-going	
C. SRS should evaluate whether DHR or JTPA personnel would increase client's potential for employment. Administrators should consider taking more of a team approach with clients in which every client would have a social worker and job counselor assigned throughout the Program.		

<u>Action Steps</u>	<u>Date Completed</u>	<u>Actual Progress</u>
1. When working with clients SRS uses a Kansas Quality Management approach. Local offices have the flexibility to use the team approach in developing approaches to working with clients.	On-going	Continuing
D. SRS and DHR should work together to cultivate additional private-sector involvement in providing training opportunities for KanWork clients such as those in Wichita.		

<u>Action Steps</u>	<u>Date Completed</u>	<u>Actual Progress</u>
1. Encourage additional projects similar to the CESSNA project in Wichita.	On-going	Continuing
2. Will be developing CWEP assignments within the private sector.	On-going	In development
E. SRS should comply with all State laws, including the requirement to contract with DHR for job services. If the Department thinks it needs added flexibility in contracting, it should seek legislation to accomplish the goal.		

3-17

Action Steps

Date Completed

Actual Progress

1. KSA 39-7,104 indicates that the Dept. of SRS and DHR should enter into an agreement. An agreement was reached in a meeting with the Dept. of Administrator, Dept. of Human Resources, and Social and Rehabilitation Services prior to the announcing of the RFP. Future action is pending further review.

N/A

Recommendation - LPA Page 31-32

2. To ensure that the KanWork Program is managed as efficiently and effectively as possible, and has the best chance of meeting the goals, the Legislature intended the following actions should be taken:

- A. The Departments of Social and Rehabilitation Services and Human Resources should convene regular joint meetings of both agencies' local caseworkers and supervisors to discuss program changes, policies, and problems. Recommendations for Program improvements developed in these meetings should be reviewed by upper-level management.

Action Steps

Date Completed

Actual Progress

1. To request DHR field staff have joint meetings with SRS field staff.
2. To arrange for joint field staff to meet at least quarterly to discuss program changes, policies and problems. To hold first meeting in January.
3. Results of joint field staff meeting will identify program changes needed, any problems or concerns will be forwarded to SRS and DHR central offices.
4. SRS and DHR Central Office staff will meet at least quarterly to review concerns of field staff.
5. Responses to field staff will be prepared and sent to our respective field staff within 30 days of their report being sent to Central Office.

December 1, 1992

Completed

January 30, 1993

First meetings completed

On-going

Reports sent

December 31, 1992

First meeting January 27, 1993

On-going

- B. As the Program continues to be expanded in the state, the Department of Social and Rehabilitation Services should regularly include the Departments of Human Resources and Education in planning for that program expansion.

Action Steps

Date Completed

Actual Progress

1. To expand the existing regular meeting between the Departments to include expansion planning in addition to issues about the Kansas Competency System.
2. SRS will appoint an Central Office SRS staff person to meet regularly with DHR staff, attend DHR meetings, and share policy materials with DHR Central Office. This staff person will assure coordination with DHR has been completed prior to major policy changes in the KanWork Program.

On-going

No further expansion planned

December, 1992

Completed

81-3

- C. The KanWork Interagency Coordinating Committee should assure its statutory role of providing oversight of the KanWork Program by actively monitoring the program for compliance with federal and state law, and by discussing and making recommendation on issues of disagreement among the agencies that manage the program.

Action Steps

Date Completed

Actual Progress

- | | | |
|---|----------------|--|
| 1. Results of the joint meetings with the Departments of SRS, DOE, and DHR will be shared with the KanWork Interagency Coordinating Committee. | Quarterly | Not completed |
| 2. Requests will be made of the KanWork Interagency Coordinating Committee to form sub-committees to monitor KanWork compliance issues, coordinating problems or disagreements. | December, 1992 | First sub-committee meeting January 28, 1993 |
| 3. To ask the Interagency Coordinating Council Sub-Committee to meet with Department leaders to discuss issues of concern. | On-going | Not completed |
- D. The Departments of SRS and DHR should explore ways to combine their resources and services to clients. The KanWork Interagency Coordinating Committee should be an integral part of the discussion.

Action Steps

Date Completed

Actual Progress

- | | | |
|---|----------|---------------|
| 1. SRS and DHR Central Office staff will develop a plan to outline areas of their respective services that could be combined to assist clients. Aspects of these plans will be submitted quarterly to the Interagency Coordinating Council before implementation. | On-going | Not completed |
|---|----------|---------------|
- E. The Department of Social and Rehabilitation Service should ensure that the KsCares computer system is able to provide accurate, current, and historical information about KanWork clients and the money being spent on them. This also will require that the Department keep complete and accurate information in the case files and ensure that each information is accurately ventured into the computer system.

Action Steps

Date Completed

Actual Progress

- | | | |
|---|----------|---------------------------|
| 1. KsCares is currently being programmed and will have information stored in a data base for retrieval and will provide the structure needed for consistency in data system. Training for all staff will be provided as well as a user manual to ensure proper and accurate information is entered. | On-going | Pilot to begin June, 1993 |
|---|----------|---------------------------|
- F. Because many of the potential benefits for KanWork clients may show up only over the long-term, the Department of Social and Rehabilitation Services should continue to periodically assess the effectiveness of the KanWork Program. As part of that assessment, the Department should ensure that it collects and reviews specific information about KanWork clients' experiences in the program in such areas as the types of training and education they receive, their job-readiness, the types of jobs they obtain, their wage rates, their length of employment, and the like. Until the computer system is able to compile this information, the department should ensure that it is manually compiled and reviewed, at least on a sample basis.

61-3

<u>Action Steps</u>	<u>Date Completed</u>	<u>Actual Progress</u>
1. Information will continue to be manually collected for analysis until the KsCares system is completed.	On-going	Continuing
2. SRS staff will analyze all information currently collected and report to the director on the finding of the analysis.	Quarterly	Continuing
3. Review what information can be obtained from KAECSSES.	January 1, 1993	Completed
4. Examine the need for additional programming resources to develop a standard set of reports to answer the many ad hoc request from the KSCARES system.	On-going	Continue discussing and meeting to develop reports
G. Based on the results of its assessments and reviews of client-specific experiences, the Departments of SRS and DHR should determine what changes, if any, need to be made in the program to bring about the desired results.		

<u>Action Steps</u>	<u>Date Completed</u>	<u>Actual Progress</u>
1. SRS has formed central and field office analysis groups to review program changes needed. The results of these analysis group conclusions will be made available to DHR.	On-going	Not completed
2. Joint meetings with DHR will be conducted to discuss and review analysis group recommendations.	Monthly	Not completed
3. If SRS and DHR disagree over program changes, these issues will be brought to the KanWork Interagency Coordinating Council for discussion.	Quarterly	No disagreements yet
4. Review the following statutory requirement to see if the KanWork Interagency Coordinating Council can be further utilized. (KanWork Act 39-7,108.) The committee shall provide oversight of the KanWork program to insure cooperation at all levels of government, to avoid duplication among agencies and programs, insure cooperation and smooth implementation of the program, encourage involvement by the public, private, and nonprofit sectors in the state and provide ongoing planning for the program. In addition, the committee shall review periodically the use of funds under the federal job training and partnership act and other federal funds for any similar programs and may issue reports as necessary.	December, 1992	Forming subcommittees January 28, 1993
H. Department of SRS Central Office should play a more active role in ensuring that area offices adhere to uniform documentation and consistently enforce the department's policy and procedures.		

Action Steps

1. Program monitoring will be completed annually by SRS Audit Section.
2. Central Office staff will follow-up audits with technical assistance visits to assure compliance.
3. Other visits throughout the year will be made to conduct random case readings to assure compliance.
4. Staff training on policy issues will be conducted for new and experienced field staff (both DHR and SRS).
5. Policy staff will monitor and modify existing policies to ensure successful administration within available resources.

Date Completed

December, 1993

On-going

On-going

On-going

On-going

Actual Progress4 pilot counties
re-audit December 1992

Planning to accomplish

Planning to accomplish

Training is being
offered to new workers
no update training yetPhase 1 manual changes
proposed by February 1
1993 and continuing0
2
-
C

SECTION II

Hugo Wall Center for Urban Studies' Recommendations

- . Adopt the Model of Quality Training, which includes more emphasis on individual client assessment, emphasis on basic skills education and reforms in vocational education and an increase in the emphasis on training.

Action Steps

Date Completed

Actual Progress

- | | | |
|---|-----------------|---------------------|
| 1. Review of policies by EPS policy unit with indications made related to which policies are directed by Federal or State regulation. | November, 1992 | Reviewed |
| 2. EPS Policy Unit to work with analysis group regarding client assessment and job readiness definition. | December, 1992 | Meetings continuing |
| 3. Continue to attend KCET meetings to keep informed about workforce training and employment issues. | On-going | Continuing |
| 4. Continue to coordinate with DHR, JTPA and Dept. of Education to create functional skills workshops. | 1992 - On-going | Continuing |
| 5. Analyze the educational process and maximize the use of vocational training. | On-going | Not completed |
| 6. Continue to monitor the number of participants entering vocational education and look at increasing participation. | On-going | Not completed |

2. Staff Development and Training

Action Steps

Date Completed

Actual Progress

- | | | |
|---|------------------------------|---------------|
| 1. Request for specific areas of training have been considered in developing training agendas. | On-going | Not completed |
| 2. KanWork Quarterly Meetings are now EPS Administrators' Meetings. Field staff assist in setting the agenda. | On-going | Continuing |
| 3. Based upon the results of the case readings in all counties, a recommendation will be made related to caseload size. | March, 1993 -
April, 1993 | Not completed |

3. Improve Data Sources and Automate Client Records

Internally assess the ability of current data information systems to provide performance measure information for ourselves and providers.

January 1993 -
On-going

Started and continuing

See 2(e) in LPA recommendations.

3-21

4. Improve Agency Coordination

Action Steps

Date Completed

Actual Progress

1. Appoint a SRS staff person to work closely with DHR Central Office.
2. Will continue to identify and resolve problems with Department of Education and local centers.
3. Will continue to improve communication between EPS and IM.

November, 1992-
On-going

Completed

1992 - On-going

Continuing

1992 - On-going

Continuing

5. Case Management and Team Approach

Action Steps

Date Completed

Actual Progress

1. Local offices have the flexibility of utilizing a team approach to case management.
2. EPS Administrators share their experiences in relation to case management options at EPS Administrators' Meetings.

1992 - On-going

Completed

On-going

Continuing

6. Experiment with Orientation, Job Club, and Survival Skills.

Action Steps

Date Completed

Actual Progress

1. OPTIONS, an expanded orientation which includes elements from Survival Skills and Job Club has been developed and approved for pilot in the JOBS State Plan.
2. Continue to encourage local areas to select or create Survival/Life Skills Workshops that are appropriate for their participants.

1992 - On-going

In development

On-going

Continuing

7. Broaden CWEP

Action Steps

Date Completed

Actual Progress

1. An alternative work experience program which utilizes private sector placements has been drafted and will be considered for inclusion in the State Plan and implementation.

September, 1992 -
Ongoing

Still considering

8. Delay implementation of the AFDC - Unemployed Parent Program

3-22

3-23

Action Steps

1. Develop procedures to assure that the Federal requirements related to AFDC - Unemployed parent participation are met.

Date Completed

Actual Progress

May, 1993

Letter sent to field

2. Require participation of AFDC-UP participants in 16 hours per week in specific components in order to meet Federal mandates.

September, 1993-
On-going

Continuing

9. Housing

Action Steps

1. Encourage coordination at the local level in relation to housing issues. Topic of discussion at EPS Administrators meeting.

Date Completed

Actual Progress

December, 1992 -
On-going

Next Administrators' meeting is in March

2. Meet with Department of Commerce and Housing to identify needs and coordinate programs for participants.

March, 1993

10. Transportation and Child Care Services

Action Steps

1. Continue to attempt to increase the transportation allowances in order to better meet the needs of the participants.

Date Completed

Actual Progress

1993 - On-going

Continuing

2. Child Care Market survey to be completed.

November, 1992

Completed in January

3. Developed issue paper to recommend an increase in transportation allowance.

1992

Completed

11. On-going Evaluation

Action Steps

1. To provide on-going technical assistance to assess the effectiveness of policies.

Date Completed

Actual Progress

On-going

Continuing

2. To continue to utilize feedback from the field related to policies.

On-going

Continuing

3. To continue to utilize information obtained from audit reports in program development.

On-going

Continuing

12. Target Effectively

42-3

Action Steps

1. Assess data obtained from KAECSES in relation to the Kansas target population.
2. To work with the analysis groups in determining targets.

Date Completed

Actual Progress

December, 1992 -
On-going

Continuing

December, 1992 -
On-going

Continuing

13. Work Toward A Common Understanding of Expectations from KanWork Intervention

Action Steps

1. To continue to work with the Legislature to provide accurate information regarding the performance of KanWork.

Date Completed

Actual Progress

On-going

Continuing

14) Participate in the Kansas Competency System Policy Board which is made up of administrators from DHR, SRS, and the Board of Education.

B. Methods of obtaining input

- 1) EPS Administrators Meeting
- 2) Technical Assistance Visits
- 3) Analysis Groups
- 4) Contacts with DHR, DOE, DOT, Department of Commerce, Department of Health & Environment, and Governor's office.

3-25

**KANWORK / JOBS SERVICE ACTIVITIES
for STATE FISCAL YEAR 1993
July 1, 1992 - November 30, 1992**

Number of KanWork / JOBS Clients Referred: 4220

Number of KanWork / Jobs Clients Assessed: 2304

Number of KanWork / Jobs Clients who have become Job Ready: 588

Number of KanWork / Jobs Clients who have entered an Education Component:

LITERACY	30
ESL	53
ABE	207
REMEDATION	105
GED	615
HIGH SCHOOL	69

Number of KanWork / JOBS Clients Entering Training: 859

Number of KanWork / JOBS Clients Completing Training: 120

Number of KanWork / JOBS Clients obtaining Employment: 820

Number of KanWork / JOBS Clients receiving Transitional Services: 555

G. O. Comm.
Attachment
1/29/92 **4**