

**The Employment Retention
and Advancement Project**

**Results from the Post-Assistance
Self-Sufficiency (PASS) Program
in Riverside, California**

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The findings and conclusions in this report do not necessarily represent the official positions or policies of HHS.

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Overview

Although much is known about how to help welfare recipients find jobs, little is known about how to help them and other low-wage workers keep jobs or advance in the labor market. This report presents an assessment of the implementation and effects at the two-year follow-up point of a program in Riverside County, California, that aimed to promote job retention and advancement among employed individuals who recently left the Temporary Assistance for Needy Families (TANF) program, the cash welfare program that mainly serves single mothers and their children. The study is part of the Employment Retention and Advancement (ERA) project, which is testing 15 programs across the country (including two programs in Riverside). The ERA project is being conducted by MDRC, under contract to the Administration for Children and Families (ACF) in the U.S. Department of Health and Human Services, with additional funding from the U.S. Department of Labor.

This ERA intervention in Riverside County, called the Post-Assistance Self-Sufficiency (PASS) program, was designed to provide former TANF recipients with voluntary postemployment services — such as case management, counseling and mentoring, and help with reemployment — to help them keep their jobs, remain off TANF, and advance their earning potential. PASS is being evaluated using a random assignment research design whereby eligible individuals were assigned, through a lottery-like process, either to a program group, whose members were actively recruited by one of five local PASS service providers to engage in an array of postemployment services, or to a control group, whose members were eligible to receive less intensive postemployment services from the Riverside Department of Public Social Services (DPSS), if they requested such services from DPSS. The outcomes for the control group represent what would have happened in the absence of the PASS program, providing a benchmark against which to compare the PASS program.

Key Findings

- **Almost half of the program group received some type of PASS postemployment service, compared with 8 percent of the control group who received any postemployment services from DPSS.** Among the PASS group members, case management and counseling was the most common service utilized (by 32 percent), followed by job search activities (15 percent) and referrals to and support for education and training programs (8 percent).
- **The PASS program increased employment and earnings during the first two years of follow-up.** In an average quarter, PASS increased employment rates by approximately 4 percentage points above the control group average of 58 percent. PASS increased total earnings by \$1,791 (about 11 percent) above the control group average of \$16,578. Most PASS and control group members left their initial job (the job they held at the time of random assignment) at an equal rate. Thus, PASS had no statistically significant effect on retention or advancement in this job. However, PASS produced employment and earnings increases, mostly because PASS group members were more likely than control group members to find subsequent jobs. The impacts on employment and earnings were evident among three of the five PASS service providers.

MDRC will continue to track employment and earnings outcomes for the study's participants; although these results are promising, they are not the final word on the Riverside PASS program.

Contents

Overview	iii
List of Exhibits	vii
About the Employment Retention and Advancement Project	xi
Acknowledgments	xii
Executive Summary	ES-1
 Chapter	
1 Introduction	1
Overview of the National ERA Project	1
The Riverside PASS Project	2
About the Evaluation	5
Roadmap of the Report	14
2 Implementation of the PASS Program	15
Putting PASS into Place: The Selection of Service Providers	15
The Framework: Structure, Staffing, and Management	16
The Flow, Messages, and Services of the PASS Program	18
How Did ERA Staff Spend Their Time?	26
3 Impacts on Service Receipt and Supportive Service Payments	31
Impacts on Service Receipt	31
Impacts on Child Care and Other Supportive Service Payments	35
4 Impacts on Employment, Earnings, Public Assistance, and Income	39
Estimated Impacts of PASS	39
Impacts on Key Subgroups	47
Discussion	49

Appendixes	
A: Supplementary Tables for Chapter 1	51
B: Supplementary Table for Chapter 2	59
C: Notes for Tables and Figures Displaying Results Calculated with the Riverside DPSS P3 Automated Program Tracking System and Child Care Payment Records Data	61
D: Notes for Tables and Figures Displaying Results Calculated with Administrative Records Data	63
E: Supplementary Tables for Chapter 3	65
F: Supplementary Tables and Figures for Chapter 4	77
G: Notes for Tables and Figures Displaying Results Calculated with Responses to the ERA 12-Month Survey	95
H: Survey Response Analysis	97
References	109
Earlier MDRC Publications on the Employment Retention and Advancement Project	111

List of Exhibits

Table

ES.1	Years 1-2, Impacts on UI-Covered Employment and Earnings	ES-5
1.1	Selected Characteristics of Single-Parent Families at Random Assignment	9
2.1	Comparison of Program Services Offered by Riverside PASS Providers	22
2.2	Extent of Contact Between PASS Case Managers and Clients	29
2.3	Description of Contact Between PASS Case Managers and Clients	29
3.1	Impacts on Service Receipt, by Type and Provider (26-Month Follow-Up)	33
3.2	Impacts on Receipt of Child Care and Other Supportive Service Payments (26-Month Follow-Up)	37
4.1	Years 1-2, Impacts on UI-Covered Employment and Earnings	41
4.2	Years 1-2, Impacts on UI-Covered Employment Outcomes, Shown Separately for Employer at Random Assignment and for Subsequent Employers	45
4.3	Year 1, Impacts on Public Assistance and Income	46
A.1	Description of ERA Projects	52
A.2	Selected Characteristics of Single-Parent Families, by Research Group	55
B.1	Topics Covered During Contact Between PASS Case Managers and Clients	60
E.1	Year 1, Impacts on Receipt of Program Services, Child Care, and Other Supportive Service Payments	66
E.2	Impacts on Receipt of Services, Child Care, and Other Supportive Service Payments, by Provider (26-Month Follow-Up)	68
E.3	Service Receipt for Single Parents Living in the Area Served by the Center for Employment Training	70
E.4	Service Receipt for Single Parents Living in the Area Served by the Volunteer Center	71
E.5	Service Receipt for Single Parents Living in the Area Served by Valley Restart	72
E.6	Service Receipt for Single Parents Living in the Area Served by Riverside Community College	73
E.7	Service Receipt for Single Parents Living in the Area Served by DPSS Rancho Mirage	74

Table

E.8	Impacts on Participation in Job Search, Education, Training, and Other Activities	75
F.1	Impacts on Quarterly UI-Covered Employment and Earnings	78
F.2	Impacts on the Progression of Earnings	81
F.3	Years 1-2, Relative Contributions of the UI-Covered Earnings Impact	82
F.4	Years 1-2, Impacts on UI-Covered Employment and Earnings, Shown Separately for Employer at Random Assignment and for Subsequent Employers	83
F.5	Years 1-2, Relative Contributions of the UI-Covered Earnings Impact from the Random Assignment Employer	84
F.6	Years 1-2, Relative Contributions of the UI-Covered Earnings Impact from Post-Random Assignment Employers	85
F.7	Relative Contributions of Key Employment and Earnings Effects to the Two-Year Impact on Total Earnings, Shown Separately for Employer at Random Assignment and for Subsequent Employers	86
F.8	Years 1-2, Breakout of the Impact on Those Participants Who Were Ever Employed	87
F.9	Years 1-2, Impacts on UI-Covered Employment and Earnings, by Welfare and Employment Status	88
F.10	Years 1-2, Impacts on UI-Covered Employment and Earnings, by Service Area	89
F.11	Years 1-2, Impacts on UI-Covered Employment and Earnings, by Service Provider	90
F.12	Year 1, Combined Outcomes on UI-Covered Employment, Child Care, and Receipt of Other Supportive Services	92
H.1	Estimated Regression Coefficients for the Probability of Being Fielded for the ERA 12-Month Survey	100
H.2	Estimated Regression Coefficients for the Probability of Being a Respondent to the ERA 12-Month Survey	102
H.3	Background Characteristics of Survey Respondents	103
H.4	Comparison of Impacts for the Report, Eligible, Fielded, and Respondent Samples	105
H.5	Comparison of Employment Reported by UI Records and by the ERA 12-Month Survey, Among Respondents During the Quarter of the Survey Interview	108

Figure

ES.1	Impacts on UI-Covered Employment Over Time	ES-6
1.1	Research and Program Design of the Riverside PASS Program	7
2.1	Summary of How Riverside PASS Case Managers Typically Spend Their Time	28
4.1	Impacts on UI-Covered Employment and Earnings Over Time	42
4.2	Years 1-2, Impacts on UI-Covered Employment and Earnings, by Service Provider	48
F.1	Years 1-2, Decomposition of the Earnings Impact for Earnings at Random Assignment Versus Earnings from Subsequent Employers	93
F.2	Years 1-2, Decomposition of the Earnings Impact	94

Box

3.1	How to Read the Tables in the ERA Evaluation	32
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About the Employment Retention and Advancement Project

The federal welfare overhaul of 1996 ushered in myriad policy changes aimed at getting low-income parents off public assistance and into employment. These changes — especially cash welfare’s transformation from an entitlement into a time-limited benefit contingent on work participation — have intensified the need to help low-income families become economically self-sufficient and remain so in the long term. Although a fair amount is known about how to help welfare recipients prepare for and find jobs in the first place, the Employment Retention and Advancement (ERA) project is the most comprehensive effort thus far to discover which approaches help welfare recipients and other low-income people stay steadily employed and advance in their jobs.

Launched in 1999 and slated to end in 2009, the ERA project encompasses more than a dozen demonstration programs and uses a rigorous research design to analyze the programs’ implementation and impacts on research sample members, who were randomly assigned to the study groups. With technical assistance from MDRC and The Lewin Group, the study was conceived and funded by the Administration for Children and Families in the U.S. Department of Health and Human Services; supplemental support comes from the U.S. Department of Labor. Most of the ERA programs were designed specifically for the purposes of evaluation, in some cases building on prior initiatives. Because the programs’ aims and target populations vary, so do their services:

- **Advancement programs** focus on helping low-income workers move into better jobs by offering such services as career counseling and education and training.
- **Placement and retention programs** aim to help participants find and hold jobs and are aimed mostly at “hard-to-employ” people, such as welfare recipients who have disabilities or substance abuse problems.
- **Mixed-goals programs** focus on job placement, retention, and advancement, in that order, and are targeted primarily to welfare recipients who are searching for jobs.

The ERA project’s evaluation component investigates the following aspects of each program:

- **Implementation.** What services does the program provide? How are those services delivered? Who receives them? How are problems addressed?

- **Impacts.** To what extent does the program improve employment rates, job retention, advancement, and other key outcomes? Looking across programs, which approaches are most effective, and for whom?

A total of 15 ERA experiments are being implemented in eight states: California, Illinois, Minnesota, New York, Ohio, Oregon, South Carolina, and Texas.

The evaluation draws on administrative and fiscal records, surveys of participants, and field visits to the sites.

Acknowledgments

The evaluation of the Post-Assistance Self-Sufficiency (PASS) program in Riverside County, California, would not be possible without the cooperation, commitment, and hard work of a wide range of administrators and staff. The following individuals deserve special thanks.

Jackie Leckemby-Rosselli and Jeremy Samsky of the Riverside County Department of Public Social Services (DPSS) have been vital to the evaluation. They worked closely with MDRC and the PASS service providers to set up and monitor the evaluation, and they provided unwavering support throughout the study. Managerial guidance and support for the PASS study were provided by the DPSS deputy directors for adult services, John Rodgers and, later, Cynthia Hinckley.

Program managers at each of the PASS service providers were involved in implementing and maintaining the program and research design and in facilitating a range of other research and data collection activities. Special thanks go to Mirna Flores at the Center for Employment Training, Shelagh Camak at Riverside Community College, David Roper at Valley Restart, and Ofelia Wilson at the Volunteer Center. In addition, program staff at each of the service providers not only worked with the PASS participants but also willingly discussed their experiences with MDRC researchers on many site visits and participated in an in-depth study of how they spent their time at work.

Thanks also go to Everett Haslett, Paul Smilanick, and Todd Snell at the California Department of Social Services for their assistance in providing wage-reporting records data to MDRC.

We also thank Mike Fishman of The Lewin Group, who played an instrumental role throughout the PASS study, including helping to develop the research design, providing managerial oversight, and reviewing numerous drafts of this report.

At MDRC, we thank Barbara Goldman, Gayle Hamilton, Dan Bloom, Stephen Freedman, and Cynthia Miller, who reviewed multiple versions of the report and provided several helpful suggestions; Stephen Freedman also helped oversee data collection. Allison Milld and Tojuana Riley coordinated the report's production, while Diane Singer provided administrative support. Natasha Piatnitskaia did much of the programming work relating to administrative records, and Gilda Azurdia oversaw survey data collection and programming. Stephanie Cowell helped prepare exhibits and the entire report for publication, and Robert Weber was the editor.

Finally, we extend our deep appreciation to the thousands of Riverside PASS sample members whose program experiences illustrate the challenges and successes of working people as they strive to improve their lives.

The Authors

Executive Summary

This report presents an assessment of the implementation and the two-year impacts of a voluntary program in Riverside County, California, that aimed to promote job retention and advancement among working individuals who recently left the Temporary Assistance for Needy Families (TANF) program. The study in Riverside is part of the Employment Retention and Advancement (ERA) project, which is examining 15 programs across the country (including two programs in Riverside County). The ERA project was conceived and funded by the Administration for Children and Families (ACF) in the U.S. Department of Health and Human Services (HHS) and is also supported by the U.S. Department of Labor (DOL). The project is being conducted by MDRC, a nonprofit, nonpartisan research organization, under contract to HHS.

This ERA intervention in Riverside County — called the Post-Assistance Self-Sufficiency (PASS) program — was evaluated beginning in mid-2002. Most of the employment outcomes presented in this report cover the first two years after individuals entered the program. The results include the program's effects on employment levels and stability, earnings, and advancement in the labor market. These results are important but are not the final word on the program, as MDRC will ultimately track employment and earnings outcomes for the study's participants for at least three years.

The ERA Project

Although much is known about how to help welfare recipients find jobs, little is known about how to help them and other low-wage workers keep jobs or advance in the labor market. Previously studied postemployment programs were not found to improve participants' outcomes. The ERA project was designed to build on past efforts and to identify and test innovative programs designed to promote employment stability and wage progression among welfare recipients or other low-income groups. From 2000 to 2003, a total of 15 experiments were implemented in eight states, including the Riverside PASS program.

The evaluation design is similar in most of the project sites. Individuals who meet the ERA eligibility criteria, which vary by site, are assigned at random to a program group — called “the ERA group” (in this report, “the PASS group”) — or to a control group. Members of the program group are recruited for (and, in some sites, are required to participate in) the ERA program, while those in the control group are not eligible for ERA services but are eligible for other services and supports available in the community. MDRC is tracking both research groups over time. The random assignment process ensures that there were no systematic differences in the characteristics, both measured and unmeasured, of sample members in the two research groups.

Thus, any differences between the two groups that emerge over time — for example, in employment rates or average earnings — can be attributed to the ERA program.

The Riverside PASS Program

The Riverside County Department of Public Social Services (DPSS) developed the PASS program model to promote employment retention and career advancement for working TANF leavers. DPSS saw PASS as a complement to its Phase 2 program, which serves employed TANF recipients, and to its Phase 1 program, which serves out-of-work TANF recipients. The PASS program provided postemployment services and supportive service payments to help clients keep their jobs, stay off TANF, and find “better” jobs — that is, jobs with better pay, hours, benefits, and career advancement opportunities. As designed, PASS included the following services: case management (which entailed assessment of client needs and referral to appropriate program services); counseling and mentoring; reemployment activities, such as supervised job search, résumé preparation assistance, and provision of job leads; life skills workshops; referrals to education and training slots; arranging supportive service payments, such as for child care, transportation, books, tools, and uniforms; and referrals to social service programs — such as domestic violence, substance abuse, and mental health interventions — as requested by clients.

With one exception, DPSS administrators contracted out PASS program operations to non-DPSS organizations. Administrators believed that these organizations were more familiar with the jobs and services available in their communities and that TANF leavers would be more likely to work with agencies other than DPSS. DPSS selected the following five service providers (three community-based organizations [CBOs], one community college, and one DPSS office) to deliver program services in their communities:

1. Center for Employment Training (CET) — serving Indio, Coachella, and Temecula
2. Volunteer Center — serving Corona, Norco, and Lake Elsinore
3. Valley Restart — serving Hemet, San Jacinto, and Perris
4. Riverside Community College (RCC) — serving Riverside and Moreno Valley
5. DPSS Rancho Mirage — serving Palm Springs and Rancho Mirage

In creating the control group’s treatment stream, DPSS designated a number of Phase 1 (welfare-to-work) case managers in each of its offices (except Rancho Mirage) to provide a minimal set of postemployment services, such as providing job leads and arranging supportive services. Individuals who were assigned to the control group had to contact these workers themselves in order to receive these services. In addition, control group members were not eligible for the enhanced services offered by the PASS service providers.

Sample members in both research groups were eligible to receive services for up to 12 months after their random assignment date. In addition, sample members in both research groups retained full eligibility for food stamps, transitional child care and Medi-Cal (California's Medicaid program), and TANF (if they returned to the rolls), in accordance with the rules of those programs.

The Evaluation's Design

Individuals who left TANF with employment were identified by the GAIN Employment and Activity Reporting System (GEARS; "GAIN" stands for "Greater Avenues for Independence," California's welfare-to-work program) and were randomly assigned by staff in the DPSS Research and Evaluation Unit (REU). These staff members used a random assignment module to conduct the assignments and then uploaded the clients' research status to GEARS, which electronically referred PASS sample members to their local PASS service provider and control group members to their local DPSS office. PASS service providers made a concerted, sustained effort to contact PASS group members and to entice them to enroll in the program. Control group members received a letter notifying them of their research status and their eligibility to obtain program services from DPSS, but they were not subject to further outreach and recruitment efforts; they needed to request services from their DPSS case managers. PASS group members who decided to participate in the program were eligible to receive the services described in the preceding section. Since sample members were TANF leavers, their participation in PASS or any other postemployment services was voluntary; neither DPSS nor the service provider could compel them to participate in program activities.

Random assignment operations began in July 2002 and ended in June 2003. This report covers all 2,770 single-parent sample members who were randomly assigned into the study (1,627 to the PASS group and 1,143 to the control group). The findings cover a two-year follow-up period that started with each sample member's date of random assignment.

Key Findings on Program Implementation and Participation

This section summarizes the report's findings on how PASS was implemented and the extent to which sample members participated in program services and received child care and other supportive service payments. The findings are based on field research, a time study of case managers at the PASS service providers, and automated program tracking and payment data. The key findings follow.

- **All five PASS service providers attempted to contact all of their sample members through a combination of letters, flyers, brochures, and phone calls. Contact rates varied considerably by provider.**

While each service provider crafted its own recruiting approaches and tools, the providers discovered that the most effective recruiting approach emphasized those services — job search assistance and supportive services — that were perceived to be most likely to keep people from returning to TANF. During the first six months of program operations, service providers contacted 61 percent of the PASS group members, ranging from 48 percent at CET to 92 percent at Rancho Mirage. In comparison, only 9 percent of the control group members contacted their DPSS case managers to request postemployment services.

- **Over two years, almost half (47 percent) of the PASS group received some type of program service, compared with 8 percent of the control group. Service receipt rates among PASS group members ranged from 32 percent at Rancho Mirage to 60 percent at the Volunteer Center.**

Among the PASS group members, case management and counseling was the most common service utilized (by 32 percent), followed by job search activities (15 percent) and referrals to and support for education and training programs (8 percent). Rates of service receipt over the two-year follow-up period among the PASS sample members ranged widely by provider: Rancho Mirage (32 percent), Valley Restart (39 percent), RCC (44 percent), CET (49 percent), and the Volunteer Center (60 percent). Very few DPSS control group members received postemployment services of any type — mainly transportation-related support service payments (5 percent).

- **PASS did not increase the likelihood that individuals would receive child care payments or the total amount of such payments. PASS slightly increased the receipt of other supportive service payments, but the total amount of these payments was low.**

Over two years, 41 percent of the PASS group and 38 percent of the control group received a child care payment (this difference is not statistically significant). Members of both research groups averaged two months of child care payments and about \$1,800 in assistance. Among PASS group members, 14 percent received other types of supportive service payments (including gasoline vouchers, rent and utility payments, groceries, and purchase of school and work supplies), compared with 6 percent of control group members. This difference is statistically significant, but average total payments were low for both groups: \$18 for PASS group members and \$9 for control group members.

Key Findings on Program Impacts

Table ES.1 and Figure ES.1 summarize the impacts of the Riverside PASS program on employment and earnings during the first two years of follow-up. These results are based only on

The Employment Retention and Advancement Project

Table ES.1

**Years 1-2, Impacts on UI-Covered Employment and Earnings
Riverside PASS**

Outcome	PASS Group	Control Group	Difference (Impacts)	P-Value
Ever employed (%)	86.0	82.1	3.9 ***	0.00
Average quarterly employment (%)	62.1	58.1	4.0 ***	0.00
Employed 4 consecutive quarters (%)	59.6	56.9	2.7	0.13
Total earnings (\$)	18,368	16,578	1,791 ***	0.00
Earned over \$20,000 (%)	39.9	35.1	4.8 ***	0.01
Sample size (total = 2,770)	1,627	1,143		

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

Estimates were regression-adjusted using ordinary least squares, controlling for pre-random assignment characteristics of sample members.

Rounding may cause slight discrepancies in calculating sums and differences.

A two-tailed t-test was applied to differences between outcomes for the program and control groups. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; and *** = 1 percent.

"Years 1-2" refers to Quarters 2 to 9. Quarter 1 is the quarter in which random assignment took place.

Dollar averages include zero values for sample members who were not employed or were not receiving TANF or food stamps.

Results are for single-parent sample members who were randomly assigned from July 1, 2002, to June 30, 2003.

unemployment insurance (UI) earnings data; therefore, they do not reflect employment that is not covered by UI (such as informal work). Differences between the PASS and control groups that are marked with asterisks are statistically significant, which means that the findings are unlikely to be the result of chance. The key findings from the impact analysis follow.

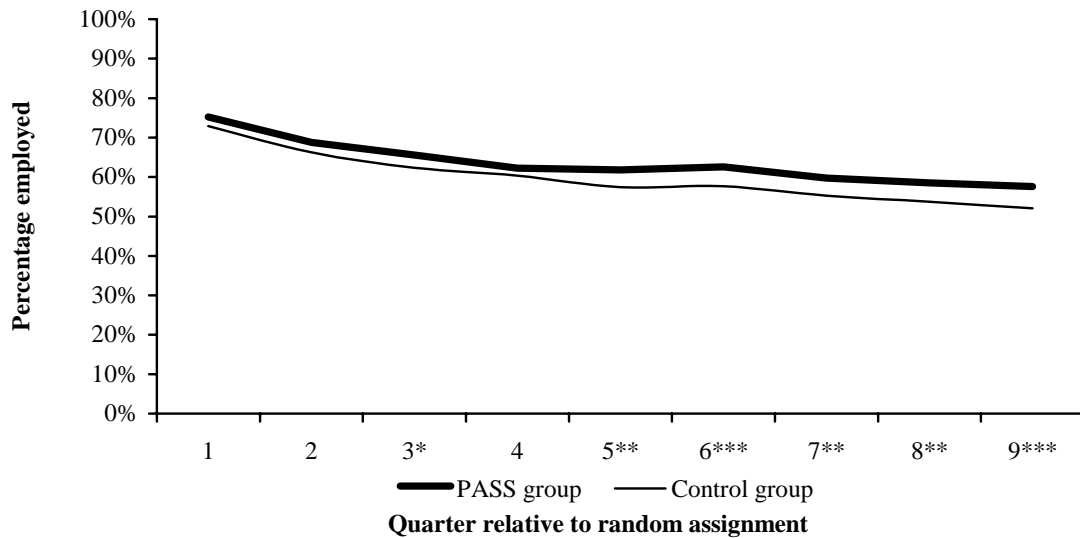
- Over the two-year follow-up period, PASS group members worked more consistently than control group members. The employment effects grew larger over time.**

The Employment Retention and Advancement Project

Figure ES.1

Impacts on UI-Covered Employment Over Time

Riverside PASS



SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: This figure includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

Estimates were regression-adjusted using ordinary least squares, controlling for pre-random assignment characteristics of sample members.

Rounding may cause slight discrepancies in calculating sums and differences.

A two-tailed t-test was applied to differences between outcomes for the program and control groups. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; and *** = 1 percent.

Results are for single-parent sample members who were randomly assigned from July 1, 2002, to June 30, 2003.

Quarterly employment gains were small and not statistically significant early in the follow-up period, since almost everyone was employed at the time of random assignment. Employment rates declined over time for both research groups (a common trend in postemployment programs). However, employment rates declined less quickly among PASS group members, and the program increased employment relative to the control group for most of the follow-up period. By the end of the second year (the last quarter for which data are available), the

employment rate for PASS group members was 6 percentage points higher than that for the control group (58 percent, compared with 52 percent).

- **The PASS program produced substantial increases in total earnings.**

PASS increased total earnings by \$1,791 (about 11 percent) above the control group average of \$16,578 during the two-year follow-up period. These impacts are surprisingly large for what is primarily a case management intervention. The program increased earnings by about the same amount in Year 1 as Year 2. PASS also increased the percentage of the sample who were earning above \$20,000 over the two-year period. Further analysis suggests that approximately two-thirds of the increase in total earnings is attributable to the program's increase in employment. The remaining one-third results from higher earnings among those employed, which may reflect a variety of factors, including differences in the personal characteristics of those who were employed in the two research groups and PASS group members' working more hours or weeks or receiving higher wages. Because UI data are collected as total earnings in a quarter, it is impossible to determine the precise contributions of various potential sources of the earnings increases.

- **PASS produced increases in employment and earnings primarily by increasing the proportion of sample members who found a subsequent job.**

Most PASS and control group members left their initial job (the job they held at the time of random assignment) at an equal rate. Thus, there is no evidence that PASS had an effect on retention or advancement in this job. PASS generated increases in employment and earnings primarily by increasing the proportion of sample members who found a subsequent job. While some of this impact may have been due to voluntary job-changing, field visits suggest that it is a result of reemployment: sample members' finding new jobs after losing the jobs they held at random assignment.

- **There is no evidence that PASS had an effect on public assistance receipt in Year 1. However, the substantial impacts on earnings translated into increases in total income.**

Only one year of data on public assistance is available for the full sample. Somewhat surprisingly, PASS had no statistically significant impact on TANF or food stamp receipt during Year 1. It is unknown whether the program had an effect during Year 2 (when the employment and earnings impacts were more consistent).¹ There is evidence, however, of welfare reductions for some subgroups and cohorts that experienced especially large increases in earnings. PASS

¹Year 2 TANF and food stamp records were not available for this report because DPSS was transitioning to a new automated data system at the time the report was written. Year 2 TANF and food stamp records will be available and will be analyzed for future ERA reports that include PASS.

generated a substantial increase in total measured income during Year 1 — an impact that is driven almost entirely by earnings increases.

- **The impacts on employment and earnings are evident in three of the five service areas.**

An analysis of impacts according to service area found substantial impacts on earnings in the areas served by CET, Valley Restart, and the Volunteer Center (all of which are CBOs). PASS did not produce statistically significant increases in employment and earnings in the RCC and Rancho Mirage service areas. (Small sample sizes make the impact analysis less reliable in Rancho Mirage.) It is also interesting to note that the program worked best for Hispanic sample members, compared with other racial/ethnic groups, though it is unclear why.

Conclusions

The Riverside PASS program is one of 15 being studied as part of the ERA project. Over the next two years, reports will be published presenting results for other programs.² MDRC will continue to track sample members and will make public longer-term results when they are available. As the ERA evaluation continues to generate information, more definitive conclusions will be possible. At present, however, some preliminary conclusions can be drawn from the results in this report.

Although the implementation and participation results presented in this report certainly support the possibility of program impacts, the size and consistency of the impacts are somewhat surprising. If the goal of the PASS program was simply for participants to retain the job that they held at the time of random assignment, the program would be judged unsuccessful. However, the program appears to have done a good job of reemploying sample members who left their initial job. As discussed, most of the impacts resulted from PASS group members' being more likely to find new jobs after they lost or moved on from their job at random assignment. There is also evidence that PASS group members may have been reemployed at jobs with higher earnings, compared to their control group counterparts. By the time staff initially contacted PASS group members following random assignment, many had lost their jobs. It may be that employment and retention services, like those offered through PASS, can be more effective when offered soon after sample members lose their jobs, perhaps because individuals are more receptive to services at that time. Notably, control group members, by design, had to initiate

²For more information on the ERA project, see Bloom, Anderson, Wavelet, Gardiner, and Fishman, *New Strategies to Promote Stable Employment and Career Progression: An Introduction to the Employment Retention and Advancement Project* (Washington, DC: U.S. Department of Health and Human Services, Administration for Children and Families, 2002); Martinson and Hendra, *The Employment Retention and Advancement Project: Results from the Texas ERA Site* (2006); Scrivener, Azurdia, and Page, *The Employment Retention and Advancement Project: Results from the South Carolina ERA Site* (2005).

contact with their case managers in order to receive program services. Thus, the case managers for the control group probably did not learn about job loss among their clients as soon as the caseworkers for the program group did. At any rate, it appears that PASS offered some combination of services, supports, and institutional arrangements that enabled more frequent reemployment than was observed among the control group.

It is also worth noting that the Riverside PASS program worked best in service areas that involved CBOs. DPSS chose CBOs for the study because they had more experience working with employed welfare leavers than DPSS staff did, they were more familiar with jobs and services available in their neighborhoods, and DPSS thought that welfare leavers would be more likely to voluntarily receive services from CBOs than from the welfare department. Although such institutional arrangements may have played a role in the efficacy of the program, the study's research design does not permit a reliable analysis of this factor.

MDRC will continue to track employment and earnings outcomes for the study's participants over time; although these results are promising, they are not the final word on the Riverside PASS program.

Chapter 1

Introduction

Overview of the National ERA Project

For over a decade, policymakers and program operators have sought to learn what kinds of services, supports, and incentives are best able to help low-income working parents retain steady employment and move up to better jobs. This issue has assumed even greater urgency in the wake of the 1990s welfare reforms, which made long-term welfare receipt much less feasible for families. Yet, while a great deal is known about alternative approaches to job preparation and placement, there is still relatively little hard evidence about effective strategies to promote employment retention and advancement. Previous studies on retention and advancement efforts — notably, the Post-Employment Services Demonstration (PESD), a four-site project that tested programs providing follow-up case management to welfare recipients who found jobs — generally failed to improve employment retention.¹

The Employment Retention and Advancement (ERA) project was designed to improve on past efforts to learn what works in this area, by identifying and testing innovative models designed to promote employment stability and wage progression among welfare recipients or other low-income groups. The project began in 1998, when the U.S. Department of Health and Human Services (HHS) issued planning grants to 13 states to develop new programs. The following year, MDRC was selected by HHS to conduct an evaluation of the ERA programs.² From 2000 to 2003, MDRC and its subcontractor, The Lewin Group, worked closely with the states that had received planning grants — and with several other states — to mount tests of ERA programs. MDRC, The Lewin Group, and Cygnet Associates also provided extensive technical assistance to some of the states and program operators, since most were starting programs from scratch, with no proven models on which to build.

Ultimately, a total of 15 ERA experiments (also called “tests”) were implemented in eight states. Almost all the programs target current or former recipients of Temporary Assistance for Needy Families (TANF) — the cash welfare program that mainly serves single mothers and their children — but the ERA program models are extremely diverse. One group of programs targets low-wage workers and focuses strongly on advancement. Another group of programs targets individuals who are considered “hard to employ” and aims primarily to place them in stable jobs. Finally, a third group of programs has mixed goals and targets a diverse set of populations, including former TANF recipients, TANF applicants, and low-wage workers in

¹Rangarajan and Novak (1999).

²The U.S. Department of Labor has also provided funding to support the ERA project.

particular firms. Some of these programs initiate services before individuals go to work, while others begin services after employment. Appendix Table A.1 describes each of the ERA programs and identifies its goals and target populations.

The evaluation design is similar in most of the sites. Individuals who meet ERA eligibility criteria (which vary from site to site) are assigned, at random, to a program group — also called “the ERA group” (in this report, “the PASS group”) — or to a control group. Members of the program group are recruited for (and, in some sites, are required to participate in) the ERA program, while those in the control group are not eligible for ERA services but are eligible for other services and supports available in the community. The extent and nature of the services and supports available to the control group vary from site to site, but it is important to note that, in most sites, the ERA program is not being compared with a “no services” control group. The random assignment process ensures that any differences in outcomes that emerge between the two research groups during the follow-up period can be attributed to the ERA program rather than to differences in the characteristics of people in the groups. Differences in outcomes are known as “impacts.” To track both groups over time, MDRC is using surveys and administrative records (data on quarterly earnings in jobs covered by unemployment insurance and records of TANF and food stamp payments).

The Riverside PASS Project

Origins and Goals of the Riverside PASS Program

The Riverside County, California, Department of Public Social Services (DPSS) created the Post-Assistance Self-Sufficiency (PASS) program model in 2001 to complement Phase 2, its existing postemployment intervention for working TANF recipients.³ (DPSS crafted the Phase 2 model as a response to the limitations of Phase 1, the county’s welfare-to-work program, which excelled at connecting TANF recipients to work but not at helping them stay employed or enhance their career development.)

PASS was designed to provide voluntary postemployment services to TANF recipients who left aid and were working, in order to assist them in keeping their jobs, remaining off TANF, and advancing their earning potential. PASS included, but was not limited to, the following services: case management, which involved the assessment of clients’ needs and referrals to appropriate program services; counseling and mentoring; reemployment activities, such as supervised job search, assistance in preparing a résumé, and the provision of job leads; life skills workshops; referrals to education and training slots; arranging supportive service pay-

³MDRC is studying the Riverside Phase 2 program as part of the ERA evaluation.

ments for such items as child care, transportation, books, tools, and uniforms; and — as requested by clients — referrals to social service programs for help with such problems as domestic violence, substance abuse, and mental health.

Five service providers delivered PASS program services in their communities. Three of the PASS providers were community-based organizations (CBOs):

1. Center for Employment Training (CET), serving Indio, Coachella, and Temecula
2. Volunteer Center, serving Corona, Norco, and Lake Elsinore
3. Valley Restart, serving Hemet, San Jacinto, and Perris

The other two PASS providers included a community college and a DPSS office:

4. Riverside Community College (RCC), serving Riverside and Moreno Valley
5. DPSS Rancho Mirage, serving Palm Springs and Rancho Mirage

The Counterfactual: What Is PASS Being Compared With?

DPSS designated a number of Phase 1 (welfare-to-work program) case managers in each of its offices to provide a core set of postemployment services — such as providing job leads and arranging supportive services — to the members of the control group.⁴ Individuals who were assigned to the DPSS control group had to contact these workers in order to receive these services. In other words, unlike the staff at the PASS service providers, these Phase 1 workers did not actively recruit control group members into the program. In addition, control group members were not eligible for the enhanced services that were offered through the PASS service providers.⁵

Sample members in both research groups were eligible to receive services for up to 12 months after their date of random assignment. In addition, sample members in both research groups retained full eligibility for food stamps, transitional child care, and Medi-Cal (California's Medicaid program), as well as for TANF (if they returned to the welfare rolls), in accordance with the rules of those programs. If sample members in either group returned to TANF, they would first be referred to Phase 1 (if unemployed) or to Phase 2 (if they were still working

⁴Control group members were eligible to receive the same type of support service payments as the PASS group members.

⁵Riverside DPSS selected one specialized case manager in its Rancho Mirage office to work with individuals randomly assigned to the PASS group. People randomly assigned to the control group in the Rancho Mirage area were referred to a DPSS Phase 1 case manager in the Indio office, as described.

but receiving TANF as well). Sample members in either group would not be referred again to PASS unless they subsequently left TANF with employment.

The External Environment

Riverside County is one of the most diversified areas in California. The metropolitan Riverside area (which includes Riverside, Corona, Norco, and Moreno Valley) dominates the western portion of the county and possesses its most broadly based economy. Hemet, San Jacinto, and Perris — located in the central region of the county — are part of a rural area quickly transforming into a bedroom community for metropolitan Los Angeles. Palm Springs and Rancho Mirage and, farther to the east, Indio and Coachella are in the sparsely populated but rapidly growing eastern sector of the county. The leisure industry dominates the Palm Springs and Rancho Mirage economies, while the agriculture sector predominates in the Indio and Coachella areas. The county's population increased steadily throughout the study, growing from 1,645,300 in 2002 to 1,776,700 in 2004.⁶ The unemployment rate decreased slightly during this period, declining from 6.3 percent in 2002 to 5.8 percent in 2004.⁷ Regional unemployment rates ranged from 6 percent in the metropolitan Riverside area to around 9 percent in the central and eastern regions.⁸

The single-parent TANF caseload in Riverside County averaged about 9,500 during the period of the evaluation.⁹ TANF grant levels increased from \$647 for a family of three in 2002 to \$671 in 2004.¹⁰ Because of California's relatively high TANF grant levels and generous earned income disregards, TANF recipients can earn a significant amount of money before becoming ineligible for this assistance. For example, in 2002 and 2003, a family of three — which is the typical size of a PASS sample member's family — could earn up to \$1,514 per month before losing TANF eligibility. At this level of earnings, the net earned income of \$1,418 (after taxes) was more than the federal poverty guideline of \$1,252.¹¹

As many California county welfare departments experienced, Riverside DPSS encountered significant budgetary problems in 2002 and 2003. While DPSS opted to renew the contracts of the PASS service providers in November 2002 for another year, continuing fiscal challenges ultimately contributed to the agency's decision to end the contracts as of December

⁶California Employment Development Department, Labor Market Information Division (2002, 2004).

⁷California Employment Development Department, Labor Market Information Division Web site.

⁸California Employment Development Department, Labor Market Information Web site. Regional averages were estimated across annual unemployment rates from 2002 to 2004.

⁹California Department of Social Services (2005).

¹⁰California Department of Social Services (2001, 2003).

¹¹California Department of Social Services (1998), which contains the CalWORKs earned income disregard regulations; and California Department of Social Services, Research and Development Division Web site.

2003. Although PASS group members could continue to receive program services from the control group's case managers at their local DPSS office through June 2004, participation rates during those last six months appear to have been quite low.

About the Evaluation

Research Questions

The Riverside PASS evaluation includes three major components: (1) an implementation analysis, which studies the way the program operates; (2) a participation analysis, which examines the extent to which the PASS and the control group members received postemployment services and financial supports; and (3) an impact analysis, which assesses what economic difference the program made relative to what would have happened in the absence of the program. A benefit-cost analysis — which will compare the financial benefits and costs of the PASS program for participants and for the government budget — is also planned.

This report focuses on the following questions.

- **Implementation:** How did the PASS service providers launch and operate their programs? What services and messages did PASS offer? How did PASS case managers spend their time?
- **Participation:** Did the PASS providers succeed in engaging a substantial proportion of individuals in program services? What types of services and financial supports did people receive? How did the PASS group's participation levels compare with the levels of the control group?
- **Impacts:** Within the follow-up period, did the PASS group, relative to the control group, experience increases in employment retention and earnings and reductions in public assistance receipt? Did individuals' measured income increase as a result of the program?

The PASS Research Design and Random Assignment Procedures

As discussed above, to produce reliable estimates of the effectiveness of the Riverside PASS program, the evaluation uses a random assignment research design. The random assignment process ensures that there were no systematic differences in the characteristics, both measured and unmeasured, of sample members in the two research groups. Thus, any differences between the two groups that emerged over time — for example, in employment rates or average earnings — can be attributed to the ERA program. These differences in outcomes are known as *impacts*.

Figure 1.1 illustrates the research design of the Riverside PASS program, including the random assignment process. DPSS Information Technology (IT) staff developed a software program to identify individuals who left TANF with employment within the GAIN Employment and Activity Reporting System (GEARS; “GAIN” stands for “Greater Avenues for Independence,” California’s welfare-to-work program). Once these people were identified, DPSS staff in the Research and Evaluation Unit (REU) used the PASS research module (designed and created in-house, with MDRC guidance) to randomly assign them into the study.¹² Individuals were eligible for random assignment if they were (1) ineligible for cash aid for the current month and had been eligible for cash aid in the prior month¹³ and (2) were determined to be employed.¹⁴

Two groups of individuals who had left TANF were excluded from random assignment: (1) Phase 2 ERA study sample members and (2) clients who lived in a ZIP code area that was not served by one of the five service providers. If these clients left TANF with employment, the module would identify and automatically refer them to the program operated by the local DPSS office. (The number of individuals who fit these categories is very small.)

Random assignment ratios were based on case manager staffing levels at each PASS service provider. To prevent providers’ caseloads from building up too quickly, DPSS and MDRC agreed to limit the number of clients randomly assigned to a specific provider to no more than 20 clients per full-time case manager per month. Remaining clients were assigned to a nonresearch group that was eligible for the same range of services as control group members.

Once REU staff performed random assignment for a group of TANF leavers, they uploaded the research statuses for these people to GEARS, which then generated different service notification letters for the PASS and the control group sample members, telling them that they were eligible to receive services through a specific agency: either the local PASS provider or the local DPSS office. In addition, GEARS electronically referred the designated sample members

¹²Since the research design called for the random assignment of *individuals*, rather than entire TANF cases, a portion of sample members’ cases — approximately 15 percent — continued to receive TANF after their random assignment date. These sample members would have had their needs removed from the case, but they still received a reduced grant on behalf of their dependent children, who remained eligible for TANF.

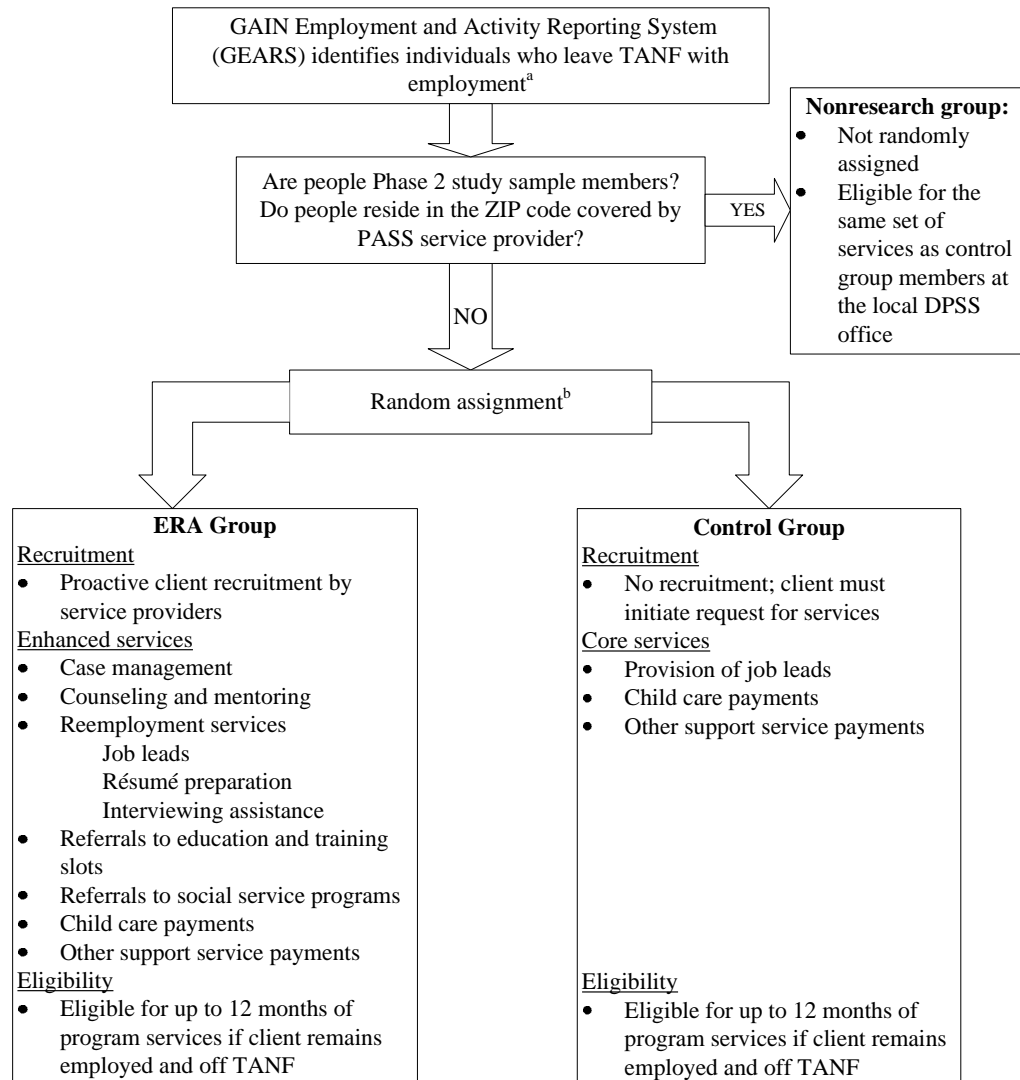
¹³The PASS study used an atypical definition of a TANF leaver, compared with similar evaluations. Most such studies define a TANF leaver as an individual whose *entire case* has been closed for at least two months.

¹⁴The module determined employment status by checking the following items, in the order given: (1) had earnings that were used in calculating the current or prior month’s grant, (2) had a TANF termination code that signified employment or increased earnings, or (3) had an open employment record in GEARS (the Phase 1 and Phase 2 program tracking system) with a start date either in the month of TANF termination or in the month prior. While two of the three employment verification criteria allowed for clients to be randomly assigned into the PASS study without verified earnings, the vast majority of the sample (90 percent) left TANF with confirmed earnings and work hours.

The Employment Retention and Advancement Project

Figure 1.1

Research and Program Design of the Riverside PASS Program



NOTES: ^aRandom assignment eligibility was based on an individual's TANF and employment status. While most sample members had their entire TANF case closed immediately prior to random assignment, about 15 percent of the sample members continued to receive a reduced grant for their dependent children.

^bA nonresearch group was also assigned to receive services from DPSS. It was determined that each full-time PASS employee could handle 20 new cases per random assignment cohort. If the number of cases available for random assignment exceeded the number that could be handled by a CBO's full-time employees, cases were assigned to the nonresearch group.

either to their local PASS service provider or to their local DPSS office. These referrals contained the sample members' names, contact data, and other information. The PASS provider would then attempt to contact and enroll them into the program. Control group members were not subject to such outreach and recruitment efforts; they needed to request services from their case managers. The sample buildup period ran from July 1, 2002, to June 30, 2003.

Characteristics of the PASS Research Sample

Table 1.1 shows selected demographic characteristics of sample members at the point they entered the study. (For a breakout of these characteristics by research group, see Appendix Table A.2.) As anticipated, given the program's design, nearly 90 percent of the sample members were employed and had earnings at random assignment.¹⁵ Among these employed individuals, about two-thirds were working full time (32 hours or more per week), and about one-half were earning between \$7 and \$10 per hour. (As noted in above in the discussion of the program's external environment, California's relatively high TANF grant levels and generous earned income disregards meant that many sample members could have been employed but still have remained eligible for a reduced welfare grant.)

The sample is overwhelmingly female (90 percent), and almost half of them are Hispanic. At their time of random assignment, more than half had never been married — a somewhat lower proportion than in most of the other ERA study sites. Sample members in Riverside had an average of two children in their households at random assignment, and over half had at least one child age 5 or younger, suggesting a need for child care while employed.

¹⁵MDRC defined sample members as employed if their baseline records specified an hourly wage rate *and* weekly work hours. According to Riverside DPSS staff, county TANF eligibility technicians (ET) can use their discretion for closing TANF cases if a client requests that the case be discontinued because the person started working. ETs can close the case either because of the earnings or because of the client's closure request. If a client fails to submit a Quarterly Income Report, the case will close automatically after three days, regardless of any underlying reasons. Thus, a case could be closed without the person's wages and hours being confirmed by the ET and could be entered into the Machine Budgeting System (MBS), the county's TANF and food stamp tracking system. Further, TANF leavers could be randomly assigned into the PASS study on the basis of their employment status, rather than their actual earnings. (The preceding section gives a detailed description of the eligibility criteria for random assignment into the PASS study.) As a result of these two procedures, approximately 10 percent of the sample members did not have verified wages and hours at the time they were randomly assigned into the study.

In addition, MDRC matched the PASS research sample to California's unemployment insurance records and discovered that approximately 15 percent of the sample members did not have UI wage records and, conceivably, were still eligible for TANF. While this development probably increased the percentage of unemployed sample members, it is feasible that some of these individuals were employed in non-UI-covered positions (such as "off-the-books" jobs, some agricultural jobs, and federal government jobs) and had their wages and hours verified — and entered into MBS — by their ETs.

The Employment Retention and Advancement Project

**Table 1.1
Selected Characteristics of Single-Parent Families
at Random Assignment
Riverside PASS**

Characteristic	Total
Gender (%)	
Female	90.0
Male	10.0
Age (%)	
20 years or younger	8.4
21 to 30 years	42.2
31 to 40 years	33.1
41 years or older	16.3
Average age (years)	31.4
Race/ethnicity (%)	
Hispanic	49.4
Black, non-Hispanic	16.4
White, non-Hispanic	31.6
Native American	0.7
Asian	1.9
Primary language (%)	
Spanish	12.4
English	87.0
Other	0.6
Assistance group (%)	
Single-parent family	97.0
Child-only case ^a	3.0
Marital status (%)	
Never married	56.8
Married, living with spouse	8.6
Married, separated from spouse	21.3
Widowed	2.7
Divorced	10.5

(continued)

Table 1.1 (continued)

Characteristic	Total
Number of children in household (%)	
None	0.9
1	38.7
2	30.5
3 or more	29.8
Average number of children	2.1
Age of youngest child in household	
2 years or younger	36.1
3 to 5 years	23.9
6 years or older	40.0
Currently employed ^b (%)	89.9
Hours worked per week (%)	
Less than 20	4.1
20-31	32.2
32 or more	63.6
Average hours worked per week	32.1
Hourly wages	
Less than \$6.25	2.5
\$6.25 - \$6.99	36.5
\$7.00 - \$9.99	50.2
\$10.00 or more	10.8
Average hourly wages (\$)	7.81
Catchment areas (%)	
Center for Employment Training	24.2
Volunteer Center	23.1
Valley Restart	27.3
Riverside Community College	21.3
Rancho Mirage	3.9
Length of prior AFDC/TANF receipt, as of most recent CalWORKs/GAIN appraisal ^c (%)	
NA (applicant)	4.8
Less than 1 year	39.6
1 year or more	12.0
2-5 years	24.6
6-10 years	12.0
Over 10 years	7.1

(continued)

Table 1.1 (continued)

Characteristic	Total
Education (%)	
California High School Proficiency Exam (CHSPE)	0.3
General Educational Development (GED) certificate	11.1
High school diploma	41.4
Technical/associate's degree/2-year college	2.9
4-year college (or more)	1.0
None of the above	42.7
Other	0.5
High school diploma/GED or higher (%)	56.8
School grades completed (%)	
Grade 11 or below	45.3
Grade 12	44.5
College/postsecondary, 1-3 years	8.5
College/postsecondary, 4 years	1.0
None	0.5
Sample size (total = 2,770)	
<u>Additional characteristics recorded at entry into Riverside Phase 2^d</u>	
Speaks English adequately for employment (%)	93.6
Months employed in past 3 years (%)	
Did not work	4.4
Less than 6	23.9
7-12	20.1
13-24	22.3
More than 24	29.3
Type of employment in past 3 years (%)	
Mostly part time	35.4
Mostly full time	50.9
About the same	13.7
U.S. citizen (%)	90.7
Housing status (%)	
Rent, public housing	5.9
Rent, subsidized housing	6.1
Rent, other	74.1
Emergency/temporary housing	2.8
Owns home or apartment	2.7
Other	8.5
Sample size (total = 1,584)	

(continued)

Table 1.1 (continued)

SOURCE: Riverside PASS baseline data.

NOTES: See Appendix D.

^aThis category consists of adults who were receiving TANF on behalf of dependent children.

^bSample members are identified as employed if they had an hourly wage and/or hours worked greater than zero.

^cCalWORKs/GAIN is the welfare-to-work program operated by Riverside DPSS. Mandatory for most TANF recipients, CalWORKs/GAIN requires an appraisal of participants upon their entry into the program. Appraisal data are entered on GEARS, the DPSS automated program tracking system used by CalWORKs/GAIN and Phase 2. If PASS sample members had an appraisal recorded on GEARS within one year prior to their random assignment into the PASS study, then DPSS sent MDRC these records (all PASS sample members had such records).

^dRiverside Phase 2, the postemployment program operated by DPSS and the local workforce agency, is also being studied as part of the ERA evaluation. DPSS staff asked clients the questions denoted by this note at the point when they could have been randomly assigned for the Phase 2 sample, and their responses were entered into GEARS. Because of a surplus of individuals eligible for random assignment, a nonresearch group was created for the Phase 2 study. Persons placed in this Phase 2 nonresearch group could be eligible for random assignment for PASS. (Phase 2 randomly assigned sample members were not eligible for PASS random assignment.) If PASS sample members had Phase 2 records entered into GEARS within two years of their random assignment for the PASS study, then DPSS sent MDRC these records. About 57 percent of the PASS sample members possessed such records (1,584 sample members).

Sample Sizes and Data Sources

This report covers all single-parent sample members who were randomly assigned for the study from July 2002 through June 2003 — a total of 2,770 individuals (1,627 in the ERA group and 1,143 in the control group).¹⁶ Most of the report's findings cover a two-year follow-up period. The data sources examined for each type of analysis in the report are described below.

- **Baseline Data.** For each sample member, demographic characteristics — such as gender, race/ethnicity, educational background, and welfare history — were collected from the Machine Budgeting System (MBS) and GEARS at the time that the sample members were randomly assigned into the study.
- **Unemployment Insurance (UI), TANF, and Food Stamp Records Data.** Employment, earnings, and public assistance impacts were estimated using

¹⁶In all, 3,226 individuals were randomly assigned as part of the Riverside PASS study. A small number of adults who were in two-parent families — 456 individuals — are not analyzed in this report.

automated state UI wage files and county TANF and food stamp eligibility and payment records. One year of follow-up for TANF and food stamp records and two years of follow-up for UI wage records were available for all sample members.¹⁷

- **Participation Data.** Data of two types were collected by the DPSS-created “P3” program tracking computer system, which both PASS and DPSS case managers used to record and track program activities and to authorize supportive service payments:
 - Participation and supportive service payment records — including referrals to and participation in component activities as well as supportive service reason codes and payment amounts — were collected from the program tracking system for both PASS and control group members for the period from July 2002 through August 2004.
 - PASS monthly management reports — which include information on the type and number of staff-client contact attempts and the types of program services and referrals used by clients — were collected for the same period, that is, from July 2002 through August 2004.
- **ERA 12-Month Survey Data.** MDRC also conducted a client survey for a subset of PASS and control group members 12 months after their date of random assignment. From those who were randomly assigned between October and December 2002, a total of 300 sample members were selected for the survey, and 224 (75 percent) completed it. The survey explored clients’ participation in employment activities, the characteristics of their employment and jobs, their household composition and income, their child care use, and other experiences. MDRC subsequently determined that the outcomes recorded for survey respondents (from the 12-month survey and other sources) are not representative of the full research sample from which the respondents were drawn. As a result, the report presents only a small number of outcomes based on survey responses. (Appendix H presents the rationale for not fully using the survey data in the analysis of program participation.) Nonetheless, survey data are used in a limited fashion to supplement the par-

¹⁷Year 2 TANF and food stamp records were not available for this report because DPSS was transitioning to a new automated data system at the time the report was written. Year 2 TANF and food stamp records will be available and will be analyzed for future ERA reports that include PASS.

ticipation analysis, especially with respect to receipt of program services. (See Appendix Table E.8.)

- **Child Care Payment Data.** Monthly payment data were collected for PASS and control group members who qualified for Stage 2 child care assistance from the DPSS child care payment system. (Chapter 3 describes these payments in detail.) The Stage 2 program offered child care assistance payments for former TANF recipients. These payment records encompass the period from July 2002 through August 2004.
- **Time-Study Data.** MDRC designed and administered a two-week time study of case managers at the five PASS service providers. The time study collected detailed information on the nature of staff-client interactions and on the topics covered in these interactions. In addition, the study collected information on how case managers typically spend their time each day. The time study was administered confidentially, using an MDRC-assigned ID number to protect the identity of case managers. All 10 case managers at the five PASS providers participated in the time study from October 27, 2003, to November 7, 2003.
- **Field Research Data.** Starting in 2001 and running through late 2003, MDRC staff periodically interviewed personnel at the PASS service providers and DPSS program administrators to learn about the goals, structure, and operations of the PASS program. MDRC researchers collected information on a range of topics, including marketing and outreach approaches used to recruit prospective clients, the types of program services and supportive service payments offered to participants, management philosophies and structures, and the relationships and collaborations between PASS service providers and DPSS. As part of this work, MDRC also reviewed a number of sample members' case files at each service provider.

Roadmap of the Report

This report focuses on program implementation and early impact findings. Chapter 2 provides more detail on the design, implementation, and operation of the Riverside PASS program. Chapter 3 describes the impacts of PASS on receipt of postemployment services and supportive service payments. Chapter 4 presents early information regarding the program's impacts on employment, earnings, and other outcomes.

Chapter 2

Implementation of the PASS Program

In order to interpret the impacts of the Employment Retention and Advancement (ERA) program in Riverside County, California, it is important to understand how the Post-Assistance Self-Sufficiency (PASS) program was designed and implemented and how it provided a different experience for participants than what the control group members experienced. Drawing on field research, case-file reviews, program tracking data, and a time study of program staff, this chapter focuses on how the five PASS service providers implemented the program and gives insights into the program's structure, staffing, and management. It then describes the providers' marketing and recruitment strategies, the types of services and activities that they offered prospective clients, the results from early assessments of the program, the field research assessments of the strengths and weaknesses of operations at each service provider, and how program staff spent their time.

Putting PASS into Place: The Selection of Service Providers

Postemployment services for current or former recipients of Temporary Assistance for Needy Families (TANF) — the cash welfare program that mainly serves single mothers and their children — were virtually nonexistent before the Riverside County Department of Public Social Services (DPSS) implemented its PASS program as part of the ERA project. As of January 2001, only 25 clients in the entire county were engaged in postemployment services. Furthermore, all of these clients initiated such contact with their case managers; the DPSS case managers did not actively recruit prospective clients for the few services that the county offered, such as assistance with transportation and child care needs.

In designing the PASS program, administrators at DPSS decided to contract out its operations for several reasons. First, the program was targeted to TANF leavers — a population that has less contact with DPSS than clients in either Phase 1 (the mandatory welfare-to-work program for unemployed TANF recipients) or Phase 2 (the mandatory postemployment program for working TANF clients). Second, DPSS staff had little experience in contacting, recruiting, and serving TANF leavers. Third, DPSS administrators believed that local community-based organizations (CBOs) would know their neighborhoods and their resources better than DPSS staff. Finally, the administrators at both DPSS and the CBOs thought that having the community organizations operate PASS would make recruitment easier, since many prospective clients wanted nothing to do with DPSS after they had left the TANF rolls.

In early 2001, Riverside DPSS devised and refined the PASS program model (with some input from The Lewin Group and MDRC). In April 2001, DPSS issued a Request for Proposals (RFP) to organizations to implement this model; proposals were reviewed during the summer of 2001, and, in September, DPSS selected three CBOs and one community college to operate PASS in specific catchment areas of the county.

The county subsequently amended its decision to have only non-DPSS organizations operate PASS. Interested in learning how well the department's line staff could run the program, DPSS administrators decided to provide PASS services through the Rancho Mirage office, located in the desert area of the county and adjacent to the catchment area served by one of the CBOs.

The Framework: Structure, Staffing, and Management

Organizational Structure and Staffing

This section briefly describes the five PASS service providers, including the type of agency, the range of services, and the number of staff.

- **The Center for Employment Training (CET).** As part of the national CET network of CBOs, this provider served the PASS clientele in eastern Riverside County as well as in the enclaves of Desert Hot Springs and Temecula. Given the vastness of its catchment area, CET used three “mobile” case managers (who were equipped with laptop computers and cell phones) to recruit and serve clients. CET planned to provide much of the program's remediation and vocational training services directly, but it referred clients to other education/training and social service providers as needed. In addition, CET job developers worked with employers in their communities to identify jobs that had career ladders — opportunities for training and advancement for entry-level workers.
- **The Volunteer Center.** The Volunteer Center is a CBO that served the outlying regions of metropolitan Riverside. Unique among the PASS providers, the Volunteer Center teamed up with two other CBOs — the Career Institute and the Hope Through Housing Foundation — to serve the PASS clients in its catchment area. The Volunteer Center provided the intake and overall case management services; the Career Institute offered career assessment, remediation, job search and development, and some vocational training activities; and the Hope Through Housing Foundation acted as a resource and referral agency for a spectrum of community-based services. In addition, the Volunteer Center held a number of life skills workshops to build enthusiasm

for the PASS program. Staffing included two case managers and a recruitment specialist at the Volunteer Center, a career counselor at the Career Institute, and a case manager at the Hope Through Housing Foundation.

- **Valley Restart.** Valley Restart is a CBO that operates a homeless shelter serving the Hemet and Perris areas; it provided PASS services to clients in these two communities as well as in Anza, which is located in the southern part of the county. Valley Restart possessed linkages to the Hemet Adult School, Mt. San Jacinto Community College, and the Hemet Manufacturing Center, three sources to which the provider planned to refer PASS clients for remediation and vocational training courses. In addition, Valley Restart directly offered participants classes in office skills. This service provider had two case managers to contact and engage prospective PASS clients.
- **Riverside Community College (RCC).** RCC is a very large community college with its main campus in downtown Riverside and a satellite campus in neighboring Moreno Valley. Housed in the Workforce Preparation Department of RCC, the PASS program staff consisted of one vocational counselor, one case manager, one recruitment specialist, and a part-time clerk. Not surprisingly, this PASS program emphasized educational activities at RCC's campuses. In particular, clients received a Board of Governors waiver to pay for tuition, regardless of their coursework. Finally, RCC permitted PASS clients to use its Job Resource Center, which contains office equipment as well as job search tools and leads.
- **Rancho Mirage DPSS Office.** This DPSS office served the PASS clientele in the western part of the desert community. Given the small number of PASS-eligible clients in this area, DPSS designated only one Phase 1 Employment Services Counselor (ESC) to recruit and work with these individuals. The counselor had access to all DPSS staff and services, such as job developers, job search and life skills workshops, resource rooms, and linkages to social services programs.

Program Management and Funding

This section describes how DPSS managed and funded the program operations of the five PASS service providers.

- **DPSS Oversight.** A DPSS staff person from the Community and Government Relations Unit provided overall management of the PASS program. This person acted as a liaison between DPSS and the service providers, han-

dling such program operations needs as staff training, “P3” program tracking system modifications and management reports, and budget requests. In addition, the DPSS staffer facilitated interagency communications by sponsoring a bimonthly PASS roundtable at which provider staff could share best practices for recruiting and serving clients.

- **The P3 Program Tracking System.** DPSS developed an automated program tracking system, called “P3,” for both PASS and DPSS control group case managers to record and track their clients’ program status, contact information, component activities, supportive service payments, and other data. In addition, DPSS staff generated monthly management reports from the P3 records for each service provider.
- **Funding.** Each of the PASS service providers signed a one-year contract with DPSS in the fall of 2001, and these contracts were renewed the following year, again for one year. DPSS allocated state TANF funds for PASS program operations to each of the four contracted service providers, and it directly paid for the DPSS Rancho Mirage program. Each provider received an initial pool of \$100,000, with a lifetime cap of \$250,000. As a provider paid for program services, staff salaries, computers, and so forth, DPSS replenished the pool, up to the \$100,000 limit. In this manner, DPSS structured the contracts to give the providers maximum flexibility in allocating program dollars to pay for a variety of services.
- **Performance Standards.** Balancing this flexibility in PASS service providers’ budgeting were a number of performance standards that DPSS established. First, the providers had to attempt to contact all referred customers — by telephone, letter, or in person. Second, the providers had to serve all clients who had defined program needs (that is, who wanted specific PASS services). Third, each provider’s staff had to record all service activities in the P3 program tracking system. However, DPSS did not penalize service providers if they did not meet these standards. Instead, the county provided feedback to providers (and technical assistance, if possible) in order to improve their performance.

The Flow, Messages, and Services of the PASS Program

This section describes the client outreach and recruitment strategies that PASS service providers devised, the types of program services and activities (noting differences in the range and emphasis of services among the providers), and the findings from the pilot test and six-

month assessments of early program operations. (Chapter 3 builds on these findings by presenting participation outcomes based on the P3 database and child care payment records.)

Client Engagement, Intake, and Assessment

This section presents the recruitment approaches and tools that the PASS service providers developed to find, engage, and enroll sample members into the program.

The staff of PASS service providers received new clients' referrals records, which contained contact information (addresses, phone numbers, and so on) as well as demographic and other data. All five PASS providers attempted to contact their assigned sample members through a number of methods but primarily used some combination of letters, flyers, brochures, and phone calls. In addition, many of the providers crafted customized recruiting approaches, as follows:

- Both CET and DPSS Rancho Mirage routinely made unsolicited home visits to contact and recruit sample members into PASS. Case managers at both providers stated that these visits helped prospective participants see the usefulness of program services in their daily lives. (Valley Restart and the Volunteer Center used scheduled home visits on a limited, case-by-case basis.)
- RCC used a family-based approach by offering services and activities to the children of potential participants, in coordination with its Parent and Wellness Education Program. RCC case managers reported that the most effective recruiting approach emphasized those services that were most likely to keep people off TANF, such as job search assistance and supportive services. Mentioning college in the upfront sales pitch turned some prospective clients off, especially if they had had bad experiences in elementary or secondary school. Once staff built relationships with their clients, then they could begin discussing the educational opportunities that PASS and RCC offered. After clients become comfortable with reentering the world of school, RCC case managers attempted to blend into the mix of program services some self-paced coursework in skills training (such as workplace competencies, life skills, computer fundamentals, and remediation).
- Valley Restart staff used such “freebies” as car repair, vision care, movie passes, and diapers to get people through the door. Valley Restart administrators stressed that offering potential clients such tangible benefits made a big difference in bringing them into the program.
- Blending the recruitment approaches of Valley Restart and RCC, the family-based technique of CET utilized flyers and follow-up phone calls to schedule

prospective clients for a “Family Day.” Held on Saturdays, these events attempted to encourage enrollment in PASS by providing goods and services to potential clients’ families.

It was challenging for all the PASS service providers to locate sample members — especially at the outset of program operations. During those early months, provider staff (especially at CET) said that the contact information they had initially received was often incomplete or out of date. In response, DPSS modified the client referral system to improve the completeness and accuracy of contact information during the random assignment period.¹

Once provider staff did contact sample members, they faced several recruitment challenges. Since sample members were no longer receiving TANF, their participation in the PASS program was voluntary, and so provider staff had no hold over them, no way to compel them to enroll. In addition, some clients were no longer interested in PASS after they had found a job, and staff were unsure of how to sell the program to these individuals.

Yet provider staff noted that the majority of sample members who were contacted did see the value of PASS services. According to case managers, most clients wanted both immediate, concrete services, such as help with transportation costs, and longer-term services, such as training. This dichotomy reflected the challenge in the two major roles of postemployment case managers: the “caseworker,” who helps remove barriers to participation and employment, versus the “career counselor,” who assists the client in developing and following a plan to blend work-based and training activities in order to advance in the labor market.

Following the recruitment and enrollment of individuals into PASS, the providers conducted an initial assessment of their clients. Each agency developed its own approach. For example, RCC put clients through an extensive appraisal of their needs via the telephone, as a precursor to establishing a career development plan; the vocational counselor would then schedule an office visit to discuss each client’s options for career exploration and job development. Clients at the Volunteer Center participated in an assessment that culminated in a gradual, multistep career development plan that identified a series of realizable goals for them to attain. Finally, the DPSS Rancho Mirage counselor contacted PASS-eligible clients by letter, followed by a phone call to schedule a home visit; during the visit, the counselor assessed the client’s needs and made referrals to appropriate program services.

¹In contrast, the intake specialists and case managers at RCC and the Volunteer Center reported that the quality and completeness of contact data deteriorated over the last few months of PASS program operations, in late 2003.

Types of Program Services and Activities

PASS service providers offered clients the array of services listed in Table 2.1. The most commonly used services are outlined below:

- **Case Management, Counseling, and Mentoring.** All five PASS agencies provided case management as well as counseling and mentoring services — especially advice on education and career development. These activities were pervasive throughout the PASS program flow.
- **Job Preparation and Placement Services.** Although PASS sample members were employed as of random assignment, many subsequently left their initial jobs by the time PASS staff first contacted them to enroll in the program. The type of job preparation and placement services that sample members encountered varied by provider but could include one-on-one job search assistance, help with creating or updating a résumé, and providing job leads. Of particular note is that the Volunteer Center case managers said that the most effective components of PASS dealt with supervised job search and career exploration, as offered by the Career Institute, one of its service provider partners. As noted above, RCC could access the Job Resource Center located just down the hall from its PASS offices. This center offered resources similar to those of the Career Institute, such as a full-time job search specialist, résumé assistance, and online job listings. While most of these job search services were focused on reconnecting out-of-work clients with employment, some working clients used the services to upgrade to jobs with better pay, hours, or career opportunities.
- **Life Skills Workshops.** The Volunteer Center offered clients workshops on credit repair and money management. None of the other providers utilized life skills workshops to a significant degree.
- **Supportive Service Assistance and Payments.** All the PASS agencies provided a variety of supportive service assistance to their clients. According to service provider staff, assistance payments (such as for rent and utilities) and, in particular, transportation services (such as gasoline vouchers and car repair) ranked among the most tangible and valued aspects of PASS, as perceived by prospective and actual clients. Other types of supportive services and assistance were made available as well. These included assessments of child care needs and referrals to specialized county workers to approve and process child care payments; food assistance (both referrals to local food banks and the distribution of bags of groceries); purchasing or donating

The Employment Retention and Advancement Project

Table 2.1

Comparison of Program Services Offered by Riverside PASS Providers

Program Service	CET	Volunteer Center	Valley Restart	RCC	DPSS Rancho Mirage
Case management, mentoring, and counseling	Yes	Yes	Yes	Yes	Yes
Job preparation and placement services	Yes	Yes	Yes	Yes	Yes
Life skills workshops					
Money management	No	Yes	No	No	No
Credit repair	No	Yes	No	No	No
Supportive service assistance					
Child care	Yes	Yes	Yes	Yes	Yes
Transportation	Yes	Yes	Yes	Yes	Yes
Food	Yes	Yes	Yes	Yes	Yes
Clothing	Yes	Yes	Yes	Yes	Yes
Work and school supplies	Yes	Yes	Yes	Yes	Yes
Referrals to education and training programs	Yes	Yes	Yes	Yes	Yes
Referrals to social services	Yes	Yes	Yes	Yes	Yes
Career development activities	No	Yes	No	Yes	No

clothing suitable for job interviews; making referrals to legal services; and paying for books, other school supplies, and college parking fees (this assistance was most prevalent at RCC, the community college).

- **Referrals to Education and Training Programs.** PASS providers referred clients to education and training services either in-house or at partner agencies. Most referrals were made at a client's request, but some were included as part of a career development plan that had been mutually agreed upon by the provider and the participant.
- **Referrals to Social Services.** PASS providers referred clients to social service agencies to address issues of domestic violence, emotional and mental health, and substance abuse — but only if clients disclosed such problems to staff.
- **Career Development Activities.** Beyond career development advice, RCC staff provided career development services — such as educational and financial aid counseling — in order to devise long-term job advancement plans for their clients. In addition, Volunteer Center staff worked with their sample members to create career development plans that contained a set of realizable goals for clients. Other service providers attempted to provide similar services, but their staff lacked the same level of career development skills and experience. RCC attempted to share its expertise with the other providers through a seminar on career development approaches, including the use of diagnostic tools, at one of the monthly PASS roundtable meetings in 2002.

Early Program Operations and Assessments

The PASS service providers launched program operations in November and December 2001. Because the providers were inexperienced at running postemployment programs for TANF leavers, DPSS and MDRC agreed to let them get “up to speed” during a pilot-testing period that lasted several months, before starting full random assignment operations. To ensure that the service providers had fully implemented the PASS program model, DPSS administrators (with input from MDRC and The Lewin Group) set several benchmarks pertaining to client contact and engagement rates for the testing period. Data collected as of June 2002 indicated that the PASS providers were ready to move beyond the pilot test. Service provider staff had attempted to contact all the clients who were referred to their agency. Staff had successfully contacted about half the people referred, with a “successful contact” being defined as either a face-to-face meeting between a prospective client and a PASS staff person or a phone conversation in which the individual was actually reached. Finally, PASS case managers had identified

service needs — that is, ways in which the program could help participants keep jobs or find better jobs — for approximately 60 percent of the sample members who were contacted.

Random assignment consequently began in July 2002. Six months later, MDRC and Lewin staff conducted an assessment of program operations. In terms of attempted contacts, the PASS service providers continued to attempt to contact all the sample members who were randomly assigned to them. Overall, 61 percent had been successfully contacted, but this rate varied significantly across the providers, ranging from a low of 48 percent at CET to a high of 92 percent at DPSS Rancho Mirage. In addition, only about 39 percent of the PASS sample members had been “active” since random assignment, meaning that they had participated in PASS activities consistent with their program service plans; had worked with staff to identify and resolve barriers to their participation, employment retention, or career advancement; or had had multiple, ongoing contacts with staff. Further, among those clients who had been active in PASS, program participation generally took place during the first four months after their initial referral. Although contact and activity rates were lower than expected, PASS program group members were much more likely to receive postemployment services than their control group counterparts. Only 9 percent of control group members had contacted their DPSS case managers to request postemployment services.

Field Researchers’ Assessments of PASS Service Providers

Representatives from MDRC and The Lewin Group continued their field research activities through November 2003. This section summarizes field researchers’ impressions of the strengths and weaknesses of PASS program operations at each of the five providers.²

- **CET.** This provider successfully contacted 67 percent of all the sample members who were randomly assigned to it. CET achieved this contact rate not just because of the perseverance of its staff but also because of its flexibility in modifying outreach and recruitment activities. Unlike the other service providers, CET initially did not offer transportation assistance to its clientele, but the other providers’ experiences led CET to do so as well. Nevertheless, its staff reported that relatively few clients received services beyond providing general information about the program, providing job leads to unemployed sample members upon their initial contact with staff, or arranging supportive services (usually gasoline vouchers). Few of CET’s sample members were in formal component activities — such as basic education, life skills workshops, and vocational training programs — which ostensibly

²All cumulative client contact rates mentioned in the providers’ assessments were derived from the final PASS Management Report, dated June 30, 2004.

would make them more competitive in the labor market. Client-staff contact mainly revolved around arranging supportive service payments for the participant, after which staff tended to lose contact with their clients. Moreover, when staff were confronted by individuals who did not have either the time or the willingness to enroll in PASS, they did not sell the program effectively. In conversations with CET workers, it appeared to field researchers that staff were more responsive to the reemployment needs of prospective clients but less proactive in pursuing longer-term retention and advancement issues. In summary, the field researchers concluded that the CET program was fairly weak in terms of the range and duration of its activities.

- **The Volunteer Center.** The best overall performer in terms of contact rates and the frequency and variety of services that clients accessed was the Volunteer Center. Like CET, this provider contacted about two-thirds of its sample members, and it demonstrated its adaptability in client outreach methods by adding transportation assistance to its outreach message and its mix of ongoing services. Unlike at CET, a substantial portion of the total sample at the Volunteer Center received services beyond upfront case management and supportive service payments. Staff made numerous contacts with their clientele, which led to participation in a variety of program services, such as the formulation of career development plans, job search activities, education and training classes, and life skills workshops — in addition to receiving gasoline vouchers, ancillary payments, counseling, and referrals to social service agencies. Two factors were key to the implementation success of the Volunteer Center: the persistence of its case managers in efforts to locate, recruit, and serve clients and the agency’s partnerships with other community organizations in providing specific services. For example, the Career Institute handled all of the center’s career exploration and job search activities for PASS clients who needed such services. Because of all these factors, the field researchers thought that the Volunteer Center’s program stood the best chance of increasing employment rates, raising earnings, and reducing TANF recidivism rates.
- **Valley Restart.** Valley Restart staff contacted about half the sample members who were assigned to their agency. Field researchers reported that case manager turnover at the start of program operations contributed to this somewhat lower contact rate. Unlike staff at some of the other providers, Valley Restart staff appeared less proactive in their initial client engagement and follow-up activities, possibly reflecting the relative lack of experience among the case managers. In turn, because staff let clients drive their rela-

tionship, client-staff interactions seemed more crisis focused than at other providers. Clients were more likely to contact staff if they had specific needs, such as requests for job leads, food, clothing, housing referrals, or transportation assistance. While program staff were able to fulfill service requests, they reported difficulties in developing the more sustained relationships with participants that could have led to longer-term advancement activities.

- **RCC.** Staff at this provider contacted slightly more than half of the individuals who were randomly assigned to their agency. RCC staff worked intensively with these contacted clients over a sustained period of time, connecting them to a variety of services, including counseling, career development activities, education and training coursework, job search services, and supportive service payments of various types. Continuous engagement was the primary focus. RCC staff asserted that this approach to case management led to close relationships with their clients, so that clients were comfortable coming to staff with problems as well as to relay successes in their lives. Because of the intensity and duration of program participation by those clients who did engage in PASS services, the field researchers thought that the RCC program had a chance of producing measurable impacts, as long as the provider maintained high and sustained participation rates among those with whom it had contact, to make up for the fact that staff did not have any contact with about half the assigned sample.
- **DPSS Rancho Mirage.** Despite its small size, contact and participation rates for the DPSS Rancho Mirage office were initially similar to the rates at larger PASS providers. However, client contact rates fell over the course of the follow-up period, eventually ending up at slightly less than half the assigned sample. Those sample members who chose to participate in program services had numerous contacts with the case manager, which led to their receipt of counseling services and supportive service payments and, to a lesser extent, job search assistance and referrals to education and training classes. Given the small size of the sample and the small scale of the program operations, however, the field researchers believed that it would be difficult to get a precise measure of this provider's impact on employment rates, earnings, and TANF receipt.

How Did ERA Staff Spend Their Time?

In order to more fully understand the practices of the PASS program case managers and what it takes to operate this kind of postemployment program, MDRC administered a “time

study” as part of the PASS program. This time study was also administered in the other programs tested as part of the ERA evaluation. The time study captured detailed information on the nature of staff-client interactions and on the topics covered in these interactions. It also collected information on how case managers typically spent their time each day. For PASS, the time study was administered over a two-week period in late October and early November 2003. Notably, PASS service providers were beginning to wind up program operations at that time; the program officially ended on December 31, 2003. All ten case managers across the five PASS service providers participated in the time study.

When the time study was administered, Riverside PASS case managers had an average caseload of 94 individuals, of whom 54 were considered “active” clients. (As defined above, active clients had participated in PASS activities consistent with their program service plans; had worked with staff to identify and resolve barriers to their participation, employment retention, or career advancement; or had had multiple, ongoing contacts with staff.) This average caseload size is significantly higher than in the other programs in the ERA evaluation, which ranged from 39 to 77 clients. Seven of the ten PASS case managers had caseloads of over 100 people; the remaining three case managers reported caseloads of between 21 and 80 clients. About two-thirds of the clients in the case managers’ caseloads were working during the period of the time study.

As shown in Figure 2.1, Riverside PASS case managers spent 28 percent of their work time (or about two hours per day) in contact with clients.³ This result is typical across the ERA sites. PASS case managers spent the vast majority of their contact time interacting with working clients (25 percent) as opposed to nonworking clients (3 percent). Figure 2.1 further illustrates that they divided the remaining 72 percent of their work time among administrative duties (17 percent), client outreach (15 percent), job development or checking job leads (7 percent), and staff meetings (7 percent); miscellaneous activities accounted for the remaining 26 percent of their total work time.

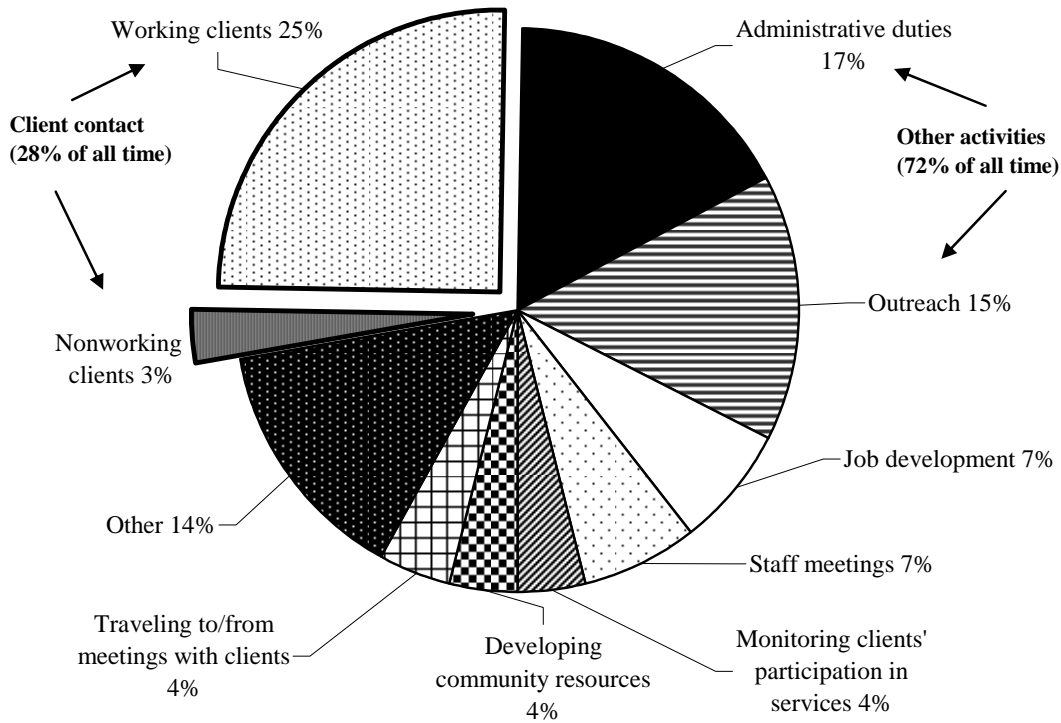
Table 2.2 shows that PASS case managers had an average of six client interactions a day and that each interaction lasted about 31 minutes. Again, this is typical across the ERA sites. Although PASS case managers interacted with working clients far more frequently than

³Note that all outcomes from the time study use the case manager as the unit of analysis. As a result, equal weight is given to each case manager when calculating the average time per contact, even though some case managers saw more clients per day than others. Thus, the average number of client contacts multiplied by the average time per contact does not necessarily match the average time spent in contact with clients per day. In order to calculate how much time was spent per client contact across all clients (and not for the average case manager), readers can divide the average time in contact with clients per day by the average number of client contacts per case manager.

The Employment Retention and Advancement Project

Figure 2.1

Summary of How Riverside PASS Case Managers Typically Spend Their Time
Riverside PASS



SOURCE: MDRC calculations from the ERA time study.

with nonworking clients each day, they spent a comparable amount of time with each person, regardless of employment status (31 minutes with a working client versus 29 minutes with a nonworking client).

Table 2.3 shows that the vast majority of client-staff contacts — 80 percent — were not made in person. Most contacts were made by telephone (71 percent), followed by written correspondence (8 percent). The most common type of in-person contacts were office visits (14 percent), followed by home visits (6 percent). As in most of the other ERA programs, the PASS case managers initiated the majority of client-staff contacts (68 percent). (See Appendix Table B.1 for a breakout of client-staff interactions by contact type and topics covered.)

The Employment Retention and Advancement Project

Table 2.2

Extent of Contact Between PASS Case Managers and Clients

Riverside PASS

	All Case Managers
Percentage of work time spent in contact with	
Any client	27.9
Working clients	24.6
Nonworking clients	3.3
Average number of client contacts per day per case manager	
Any client	5.9
Working clients	4.8
Nonworking clients	1.1
Average number of minutes per contact with	
Any client	31.1
Working clients	30.9
Nonworking clients	28.8
Number of case managers time-studied	10

SOURCE: MDRC calculations from the ERA time study.

The Employment Retention and Advancement Project

Table 2.3

Description of Contact Between PASS Case Managers and Clients

Riverside PASS

	All Case Managers
Percentage of all client contacts that were:	
In person	19.9
Office visit	13.7
Home visit	5.9
Employer visit	0.3
Visit elsewhere	0.0
Not in person	79.9
Phone contact	71.1
Written contact	8.2
Other type of contact	0.5
Percentage of all client contacts, over a two-week period, that was initiated by:	
Staff person	67.8
Client	31.8
Other person	0.2
Number of case managers time-studied	10

SOURCE: MDRC calculations from the ERA time study.

Chapter 3

Impacts on Service Receipt and Supportive Service Payments

In 2001, the Riverside County, California, Department of Public Social Services (DPSS) created and implemented the Post-Assistance Self-Sufficiency (PASS) program as part of the Employment Retention and Advancement (ERA) project in an effort to promote job retention and advancement among working individuals who had recently left the Temporary Assistance for Needy Families (TANF) program.

This chapter uses data from the DPSS “P3” automated program tracking system to describe the impacts of PASS on sample members’ service receipt and supportive service payments. (The activities of sample members in both research groups — the PASS group and the DPSS control group — that were pursued outside the PASS program were not recorded in the P3 system.) The chapter also discusses participation findings based on the ERA 12-Month Survey of clients. In addition, the chapter presents the program’s impacts on transitional child care payments as calculated from the DPSS child care tracking system. (Box 3.1 explains how to interpret the impact tables used in the ERA evaluation.)

Impacts on Service Receipt

Program Services Recorded in the P3 System

Table 3.1 shows the percentages of sample members in the PASS group and in the control group who ever received postemployment services. The top row of the table shows that, during the 26-month follow-up period after random assignment, 47 percent of the PASS group received postemployment services, compared with only 8 percent of the control group — a statistically significant difference of 39 percentage points.

Table 3.1 also displays the types of services and activities in which individuals participated. Among PASS group members, case management and counseling was the most common program service (32 percent), followed by job search activities (15 percent) and referrals to and support in education and training programs (8 percent).¹ In contrast, few control group members

¹“Referrals to and support in education and training programs” covers any services or payments that connect participants to classes and programs as well as any services that help clients persist in these activities. In addition to referrals to remediation and training programs, this cluster of services includes financial and educational counseling as well as payments for books and other school supplies.

Box 3.1

How to Read the Tables in the ERA Evaluation

Most tables in this report use a similar format, illustrated below. The two leftmost columns show a series of supportive service outcomes for the PASS group and the control group. For example, the table shows that about 14 (13.6) percent of the PASS group members and about 6 (5.8) percent of the control group members received a supportive service payment.

Because individuals were assigned randomly either to the PASS program or to the control group, the effects of the program can be estimated by the difference in outcomes between the two groups. The “Difference” column in the table shows the differences between the two research groups’ rates of receiving supportive service payments — that is, the program’s *impacts* on supportive service payments. For example, the impact on receiving a supportive service payment can be calculated by subtracting 5.8 percent from 13.6 percent, yielding an impact of 7.8 percentage points.

Differences marked with asterisks are “statistically significant,” meaning that it is quite unlikely that the differences arose by chance. The number of asterisks indicates whether an impact is statistically significant at the 1 percent, 5 percent, or 10 percent level. (The lower the level, the less likely that the impact is due to chance.) For example, as shown below, the PASS program had a statistically significant impact of 7.8 percentage points, at the 1 percent level, on receiving a supportive service payment. (Three asterisks correspond to the 1 percent level; two asterisks, the 5 percent level; and one asterisk, the 10 percent level.) The p-value shows the exact level of significance.

The bottom row of the table shows the average total supportive service payments among those sample members who received a payment. Measures shown in italics are considered “nonexperimental” because they include only a subset of the full report sample. Because participants in the PASS group may have different characteristics than participants in the control group, differences in these outcomes may not be attributable to the PASS program. Statistical significance tests are not conducted for nonexperimental measures.

Impacts on Receipt of Child Care and Other Supportive Service Payments (26-Month Follow-Up)

Outcome	PASS Group	Control Group	Difference (Impact)		P-Value
<u>Other supportive services</u>					
Received a supportive service payment (%)	13.6	5.8	7.8	***	0.00
Average number of months with a supportive service payment	0.3	0.2	0.0		0.49
Average total supportive service payments (\$)	18	9	9	***	0.00
<i>Average total supportive service payment among those sample members who received a payment (\$)</i>	<i>130</i>	<i>154</i>	<i>-25</i>		<i>NA</i>

The Employment Retention and Advancement Project

Table 3.1

Impacts on Service Receipt, by Type and Provider (26-Month Follow-Up)

Riverside PASS

Outcome (%)	PASS Group	Control Group	Difference (Impact)	P-Value
Received any services	47.0	8.3	38.7 ***	0.00
<u>Service type</u>				
Case management, counseling	32.3	2.4	29.9 ***	0.00
Job search/employment referrals	14.9	0.0	14.9 ***	0.00
Education and training (referral and support)	7.9	0.0	7.9 ***	0.00
Life skills training	0.7	0.0	0.7 ***	0.00
Transportation-related support ^a	4.1	4.7	-0.6	0.48
Adult and child care support ^a	2.3	1.0	1.3 **	0.02
Other financial support ^a	4.1	0.4	3.8 ***	0.00
Crisis intervention	0.3	0.0	0.3 *	0.06
Other	1.7	2.3	-0.6	0.26
<u>Received any services, by provider</u>				
Center for Employment Training	48.6	9.1	39.5 ***	0.00
Volunteer Center	60.2	9.8	50.4 ***	0.00
Valley Restart	39.1	8.8	30.3 ***	0.00
Riverside Community College	44.2	5.3	38.9 ***	0.00
DPSS Rancho Mirage	31.6	13.2	18.3	0.11
Sample size (total = 2,770)	1,627	1,143		

SOURCE: MDRC calculations from Riverside DPSS P3 automated program tracking system records.

NOTE: See Appendix C.

In rare cases, negative values among the control group were changed to zero. This occurs because the impact analysis uses ordinary least squares regression, which can result in estimates slightly below zero, even when this is impossible.

^aThis is assistance provided by PASS service provider staff to address these client needs.

participated in any activity. About 5 percent received transportation assistance — the most frequently used service for this group.

Rates of service receipt among the PASS sample members ranged widely according to which of the five service providers they were assigned to: DPSS Rancho Mirage (32 percent); Valley Restart (39 percent); Riverside Community College (RCC) (44 percent); the Center for

Employment Training (CET) (49 percent); and the Volunteer Center (60 percent).² The rates of service receipt at the Volunteer Center and RCC corroborate the field researchers' on-site assessments (presented in Chapter 2), which suggest that these providers implemented relatively robust program interventions in the PASS study.

Differences in service receipt rates according to research group represent the effects (or impacts) of PASS. The Volunteer Center's program led to the largest impact on service receipt (50 percentage points). Impacts on service receipt at CET and RCC were also large (about 40 percentage points), but the impacts were smaller at Valley Restart (30 percentage points) and Rancho Mirage (18 percentage points). (Appendix Table E.2 presents a breakout of service receipt rates and impacts analyzed by service provider.) Provider-specific analysis of the participation data reveals that nearly all of CET's participation involved case management and counseling services, whereas the Volunteer Center and RCC (and, to a lesser degree, Valley Restart and DPSS Rancho Mirage) provided clientele with a broader range of services, including job search activities, education and training referrals, and supportive service payments. (Appendix Tables E.3 through E.7 present provider-specific participation outcomes broken out by component activities.)

Based on field research and the P3 program tracking data, PASS group sample members most often received services within the first few months following random assignment. About one-third of the PASS group received services during the quarter in which they were randomly assigned; about one-fifth received services in the next quarter; and only about one-eighth received services in the third quarter. Although service receipt rates for the PASS group fell rapidly after that point, Appendix Table E.1 shows that statistically significant differences in the service receipt rates for the two research groups were apparent in every quarter of the follow-up period.

Services Measured Through the ERA 12-Month Survey

As mentioned in Chapter 1, MDRC conducted a small-scale, one-year client survey of people who were randomly assigned into the study between October and December 2002 (Quarter 4). The survey asked a series of questions about, among other topics, respondents' experiences related to employment and to participation in work-related activities (both as part of, and independent of, the PASS program).

In contrast to the P3 program tracking data, the ERA 12-Month Survey data indicate that respondents in both research groups participated in services at very high, and nearly equal, rates overall and across most types of services and activities. The survey indicates, for example, that — over the 12 months following random assignment — 77 percent of the PASS group and 70 percent of the control group participated in job retention and advancement activities, either

²Chapter 2 fully describes the five PASS service providers.

as part of the PASS program or outside it. (For more survey-based participation outcomes, see Appendix Table E.8.)

There are several reasons why the survey findings might run counter to the P3 findings. The survey captured any employment-enhancing activities in which respondents participated during a 12-month follow-up period. In contrast, the P3 database measured only the postemployment services that were supplied by PASS providers or DPSS. In addition, if sample members lost their jobs and returned to TANF, they could have received services through the DPSS Phase 1 program (for unemployed TANF recipients) or Phase 2 program (for working TANF recipients) — services that would be captured in the survey but not in the P3 database. As discussed in Appendix H, the survey might not be as reliable as other data sources used in this report.³ For these reasons, the analysis of postemployment activities in this chapter gives more weight to the service receipt patterns and impacts that are derived from the P3 data than to those derived from the ERA 12-Month Survey. (See Appendix H for additional detail on the survey response analysis.)

Impacts on Child Care and Other Supportive Service Payments

PASS offered clients several types of supportive service payments — such as transportation and ancillary assistance (to pay for books, uniforms, tools, and so on) — in order to help them stay in their jobs and engage in advancement activities. In addition, all sample members in both research groups who found work and remained off TANF were eligible for transitional child care payments.

Child Care Payments

Sample members in both the PASS group and the control group were eligible for Stage 2 child care payments for up to 24 months after they left the TANF rolls.⁴ However, the River-

³MDRC gave more weight to the P3 data for several additional reasons related to the fielding of the 12-month survey. First, the P3 system covers all sample members, while the survey covers only 224 respondents (8 percent of the sample). MDRC removed the survey from the field at an early stage of the fielding effort because the initial implementation research suggested that PASS program group members, on average, were unlikely to be receiving substantially more services than control group members. In addition, as discussed in Appendix H, a survey response analysis uncovered some evidence of bias: On several pre-random assignment characteristics, survey respondents appear different from survey nonrespondents. In addition, while the original sample was slated to cover more cohorts, the sample that was actually fielded was selected from among report sample members who were randomly assigned from October through December 2002, which covers only one quarter of the four-quarter, full-sample intake period. This raises concerns about how generalizable the survey results are to the full sample. Impacts measured through administrative records on such key economic outcomes as earnings were weaker for sample members in the one-quarter cohort than for the other random assignment cohorts.

⁴Stage 1 dollars pay for the child care needs of unemployed TANF clients in Phase 1 (Greater Avenues for Independence, or GAIN) and for working TANF recipients in Phase 2. Stage 2, which is sometimes called
(continued)

side County Office of Education (RCOE) — the agency that administered the Stage 2 child care program — instituted a waiting list for Stage 2 child care payments during the sample buildup and follow-up period (from 2002 to 2004) because of the high demand among people who were eligible for these payments. To ensure that this waiting list would not act as a barrier to program participation and employment for sample members in the PASS study, RCOE agreed to give priority to them — regardless of their research group assignment — for Stage 2 child care slots, which DPSS agreed to pay for out of its Stage 1 child care budget.

As shown in Table 3.2, substantial proportions of individuals in both the PASS group (41 percent) and the control group (38 percent) received child care payments within 26 months of random assignment. (Almost all these payments were made to sample members while they were registered in the PASS program.) Members of both research groups received an average of two months of child care payments, for an average total payout of about \$1,800 during the follow-up period. (This average includes zero dollars for sample members who did not receive this type of assistance.) Thus, over a 26-month follow-up period, there were no impacts on the receipt of child care payments, on the average length of time that payments were received, or on the total amount of child care payments. Furthermore, none of the five PASS service providers individually produced impacts on the receipt of child care payments or on the total amount of payments.

Other Supportive Service Payments

PASS produced a modest impact on the receipt of supportive service payments for purposes other than child care. As shown in Table 3.2, nearly 14 percent of PASS group members received such payments at some point in the 26 months following random assignment, compared with 6 percent of control group members, yielding a statistically significant difference of 8 percentage points. The average total amount of assistance was low for both groups, however: \$18 for PASS group members and \$9 for control group members, yielding an impact of only \$9. (These averages include zero dollars for sample members who did not receive this type of assistance.)

Appendix Table E.2 shows that two of the five PASS service providers — RCC and the Volunteer Center — produced statistically significant impacts on the receipt of supportive service payments for purposes other than child care as well as impacts on the average total amount of such payments over the 26-month follow-up period. Again, however, these impacts are small.

“transitional child care,” pays for the child care needs of TANF leavers for up to 24 months after they go off the welfare rolls.

The Employment Retention and Advancement Project

Table 3.2

**Impacts on Receipt of Child Care and
Other Supportive Service Payments (26-Month Follow-Up)
Riverside PASS**

Outcome	PASS Group	Control Group	Difference (Impact)	P-Value
<u>Child care^a</u>				
Received a child care payment (%)	40.7	37.9	2.8	0.12
Average number of months with a child care payment	2.1	2.0	0.1	0.52
Average total child care payments (\$)	1,804	1,792	12	0.94
<i>Average number of months with a child care payment among those sample members who received a payment</i>	<i>5.1</i>	<i>5.3</i>	<i>-0.1</i>	<i>NA</i>
<i>Average total child care payment among those sample members who received a payment (\$)</i>	<i>4,434</i>	<i>4,729</i>	<i>-295</i>	<i>NA</i>
<u>Other supportive services^b</u>				
Received a supportive service payment (%)	13.6	5.8	7.8 ***	0.00
Average number of months with a supportive service payment	0.3	0.2	0.0	0.49
Average total supportive service payments (\$)	18	9	9 ***	0.00
<i>Average number of months with a supportive service payment among those sample members who received a payment</i>	<i>1.9</i>	<i>3.8</i>	<i>-2.0</i>	<i>NA</i>
<i>Average total supportive service payment among those sample members who received a payment (\$)</i>	<i>130</i>	<i>154</i>	<i>-25</i>	<i>NA</i>
Sample size (total = 2,770)	1,627	1,143		

SOURCES: MDRC calculations from Riverside DPSS P3 automated program tracking system and child care payment records.

NOTES: See Appendix C.

These averages include all sample members, including those who never received those payments.

^aMeasures calculated from child care payment records.

^bMeasures calculated from Riverside DPSS P3 automated program tracking system and child care payment records.

Chapter 4

Impacts on Employment, Earnings, Public Assistance, and Income

In its effort to promote job retention and advancement among working individuals who had recently left the Temporary Assistance for Needy Families (TANF) program, the Riverside County, California, Department of Public Social Services (DPSS) joined the Employment Retention and Advancement (ERA) project by creating and implementing the Post-Assistance Self-Sufficiency (PASS) program. Chapter 3 examines data from the program's automated tracking system and from the ERA 12-Month Survey of clients to analyze sample members' service receipt, participation in work-related activities, and supportive service payments.

This chapter analyzes administrative records — of quarterly earnings in jobs covered by unemployment insurance (UI), of TANF receipt, and of food stamp receipt — to examine whether the PASS program produced impacts on sample members' employment, earnings, public assistance, and income. The sample includes all 2,770 adults who were in single-parent families and were randomly assigned from July 2002 through June 2003 as part of the Riverside PASS study. Two years of UI earnings data after random assignment and one year of public assistance data are available for all sample members, allowing for an assessment of the short-term impacts of the PASS program.

Study participants were employed at the time of random assignment and had left their welfare cases shortly before random assignment. The average outcomes for control group members represent the benchmarks against which the PASS program is measured. The differences between the averages for the PASS group and for the control group are known as the “impacts,” or “effects,” of the PASS program. Impacts that are statistically significant at the 10 percent level or less are unlikely to have arisen by chance. Because random assignment was used to place sample members in either the PASS group or the control group, statistically significant differences (impacts) are most likely caused by the PASS program.

Estimated Impacts of PASS

This section describes the impacts of Riverside PASS on employment, earnings, public assistance, and measured income. Any comparisons are relative to the control group average. Unless otherwise noted, all increases and decreases that are discussed in the text are statistically significant.

Impacts on Employment

- **Over the two-year follow-up period, PASS group members worked more consistently than control group members. The employment effects grew larger over time.**

Table 4.1 summarizes the program's impacts on UI-covered employment and earnings. As the table shows, 86 percent of PASS group members were employed in a UI-covered job at some point during Years 1 and 2, compared with 82 percent of the control group — an increase of 4 percentage points.¹ Encouragingly, the impact on employment grew stronger over time; PASS increased the percentage ever employed by 6 percentage points above the control group level in Year 2, compared with 3 percentage points in Year 1.

Table 4.1 also includes several other measures of employment, such as average quarterly employment and the percentage employed four consecutive quarters (a key measure of employment retention). For both measures, the results indicate that PASS increased employment for the follow-up period as a whole and that the employment increase in Year 2 was larger than the employment increase in Year 1. Further analysis found that PASS increased the percentage of sample members who worked during all remaining quarters of follow-up once they had found a job — by 6.5 percentage points above the control group average of 34 percent.²

Figure 4.1 illustrates the impacts on UI-covered employment and earnings over time. The upper panel shows the employment rates of the PASS and control groups, and the lower panel shows their quarterly earnings. The percentage employed declined throughout the follow-up period for both research groups. Some decline in employment rates is inevitable: Because all the sample members were working when they entered the study, employment rates could only go down after random assignment. Further, some individuals moved out of state after random assignment, and MDRC collected UI records only from California. The difference between the PASS and control groups (that is, the impact on employment) grew larger over time. The impact was strongest in Quarter 9 (the last quarter of follow-up), when the employment rate for the PASS group was 6 percentage points higher than the rate for the control group (58 percent, compared with 52 percent).

¹As discussed in Chapter 1, all the employment and earnings outcomes in this report are obtained from UI wage records. Research has found that UI records cover nearly 90 percent of all jobs (Kornfeld and Bloom, 1999). However, Hotz and Scholz (2002) note that this percentage is likely lower among low-income populations. Even though PASS was a postemployment program, only about 85 percent of sample members had employment recorded in UI records during the quarter before or the quarter of random assignment.

²Appendix Table F.8 shows the impacts on this measure and various other measures of employment stability.

The Employment Retention and Advancement Project

Table 4.1

**Years 1-2, Impacts on UI-Covered Employment and Earnings
Riverside PASS**

Outcome	PASS Group	Control Group	Difference (Impact)	P-Value
<u>Years 1-2</u>				
Ever employed (%)	86.0	82.1	3.9 ***	0.00
Average quarterly employment (%)	62.1	58.1	4.0 ***	0.00
Number of quarters employed	5.0	4.6	0.3 ***	0.00
Employed 4 consecutive quarters (%)	59.6	56.9	2.7	0.13
Total earnings (\$)	18,368	16,578	1,791 ***	0.00
Earned over \$20,000 (%)	39.9	35.1	4.8 ***	0.01
<u>Year 1</u>				
Ever employed (%)	80.1	77.1	3.0 **	0.04
Average quarterly employment (%)	64.6	61.6	3.0 **	0.03
Number of quarters employed	2.6	2.5	0.1 **	0.03
Employed 4 consecutive quarters (%)	47.9	44.8	3.2 *	0.08
Total earnings (\$)	9,195	8,278	917 ***	0.00
Earned over \$10,000 (%)	41.0	37.8	3.3 *	0.06
<u>Year 2</u>				
Ever employed (%)	73.6	68.0	5.6 ***	0.00
Average quarterly employment (%)	59.6	54.7	4.9 ***	0.00
Number of quarters employed	2.4	2.2	0.2 ***	0.00
Employed 4 consecutive quarters (%)	45.1	40.7	4.4 **	0.02
Total earnings (\$)	9,173	8,299	873 **	0.02
Earned over \$10,000 (%)	39.8	36.0	3.8 **	0.03
Sample size (total = 2,770)	1,627	1,143		

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

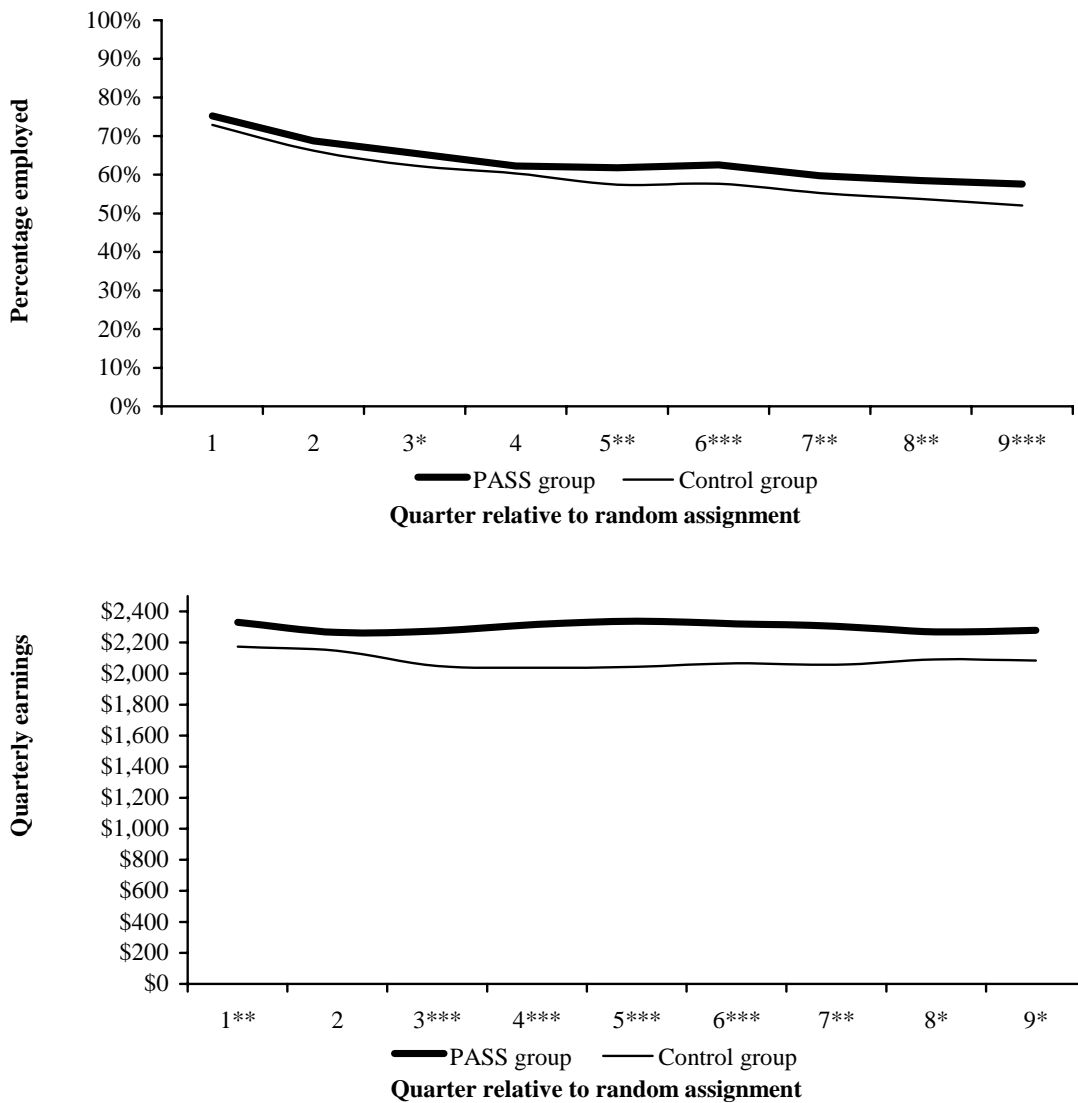
NOTES: See Appendix D.

This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

The Employment Retention and Advancement Project

Figure 4.1

Impacts on UI-Covered Employment and Earnings Over Time
Riverside PASS



SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: See Appendix D.

This figure includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

Impacts on Earnings

- **The PASS program produced substantial increases in total earnings.**

Table 4.1 shows that, over the two-year follow-up period, PASS group members earned \$18,368, compared with \$16,578 for control group members. The program thus increased the earnings of the PASS group by an estimated \$1,791 (an 11 percent increase). This is a surprisingly large impact for what is primarily a case management intervention. It is important to note that the total earnings figures are overall averages, including zero dollars for sample members who did not work.³ PASS group members earned about \$900 more than the control group in both the first and the second year of follow-up. It is encouraging that the earnings gains were still statistically significant in Year 2.

Forty percent of PASS group members earned \$20,000 or more during Years 1 and 2 — a nearly 5 percentage point increase over the control group average. This impact on relatively high earnings (for former TANF recipients) was consistent over time. PASS increased the percentage of sample members who earned \$10,000 or more by between 3 and 4 percentage points during both Year 1 and Year 2.

The impact on earnings was driven by a combination of employment increases and increases in earnings among those who were employed. Programs like PASS may increase total UI-covered earnings for several reasons. Most commonly, programs increase earnings because a larger proportion of program group members work for pay at some point during the follow-up period or because program group members who work are more likely to remain employed. Less commonly, programs increase earnings because those who work tend to earn more (due to higher wages, more weeks worked, or longer hours). Because UI data in California are available only as total earnings in a quarter and because total hours or weeks worked are not provided, it is not possible to disentangle the relative contributions to earnings of increased wages, hours, or weeks worked. Further analysis, shown in Appendix Figure F.2, found that approximately two-thirds of the impact on earnings in Riverside PASS is attributable to employment increases and that the remaining one-third is attributable to earnings among those employed, which could be an indicator of advancement.⁴

- **PASS generated increases in employment and earnings primarily by increasing the proportion of the sample who found a subsequent job.**

³Quarterly earnings amounts were top-coded at \$15,000. This means that earnings amounts above \$15,000 were set equal to \$15,000, which was done in order to protect against the possibility of high earnings values having undue influence. Thus, the impacts on earnings are unlikely to be influenced by statistical outliers.

⁴This result can also be obtained by dividing the percentage impact on average quarterly employment by the percentage impact on earnings. In Table 4.1, $((4.0/58.1) / (1,791/16,578)) * 100 = 64$ percent.

Most PASS group and control group members left their initial job (the job held as of random assignment) within the first year. Approximately three-quarters of the sample worked in the quarter of random assignment (Quarter 1). By the last quarter of Year 1, however, less than 30 percent were still working with their initial employer.⁵ PASS did not increase retention or advancement in these initial jobs.

Table 4.2 shows the key employment outcomes separately for the job held at random assignment and for subsequent jobs. The table indicates that the employment increases are mostly driven by employment in post-random assignment jobs. PASS increased the percentage of sample members who found a subsequent UI-covered job, by 4 percentage points (the control group average was 62 percent). Table 4.2 also reveals an interesting trend: Both PASS and control group members spent more time employed at jobs that they found after random assignment than at the job they had held at the time they entered the study.

The PASS program also generated a large impact on earnings from post-random assignment jobs — an increase of \$1,371 over the control group average of \$7,712 (result not shown in table). PASS group members who found new jobs earned more, on average, than their counterparts in the control group — by a margin of more than \$200 per quarter. (This is a nonexperimental comparison shown in Appendix Table F.1).⁶ One possible explanation for this is that the PASS program was successful in placing sample members in better jobs. However, this difference could be the result of many factors, including higher hourly wages, more hours of work per day, or more days of work per quarter for those members of the PASS group who found another job. The methodology and data used for this analysis do not allow a precise explanation.⁷

⁵These results are shown in Appendix Table F.1. The “initial job” is defined as the job from which the participant received the highest UI-reported earnings during the quarter of random assignment. Of those working in Quarter 1, 80 percent worked for only one employer; the remaining 20 percent worked for two or more employers. In the latter case, a decision was made to consider whichever employer provided the highest earnings to be the employer at random assignment. None of the differences in employment or earnings that are attributable to post-random assignment employers occurred in Quarter 1. Thus, the differences in the proportions of PASS and control group members who were reemployed are unlikely to be affected by the decision to follow the employer that provided the highest earnings.

⁶As explained in Chapter 3 (Box 3.1), nonexperimental comparisons include only a subset of the full report sample. Because participants in the PASS group may have different characteristics than participants in the control group, differences in these outcomes may not be attributable to the program. Statistical significance tests are not conducted for these measures.

⁷It is possible that the PASS group members who were reemployed had different background characteristics than control group members who found new jobs. For example, PASS group members who were reemployed may have had higher educational attainment or other factors associated with labor market success. Reemployed PASS group members, however, look similar to reemployed control group members on several important measurable background characteristics. For example, reemployed PASS group members earned \$1,935 in the quarter prior to random assignment, which was quite close to the \$1,940 earned by reemployed control group members. It is possible, however, that the groups differ on unmeasurable characteristics, such as motivation.

The Employment Retention and Advancement Project

Table 4.2

**Years 1-2, Impacts on UI-Covered Employment Outcomes,
Shown Separately for Employer at Random Assignment
and for Subsequent Employers**

Riverside PASS

Outcome	PASS Group	Control Group	Difference (Impact)	P-Value
<u>Working with random assignment employer^a</u>				
Ever employed (%)	56.5	55.5	1.0	0.58
Average quarterly employment (%)	31.0	29.6	1.4	0.31
Number of quarters employed	2.5	2.4	0.1	0.31
<u>Working with post-random assignment employers</u>				
Ever employed (%)	66.1	62.0	4.1 **	0.03
Average quarterly employment (%)	36.6	33.8	2.8 **	0.04
Number of quarters employed	2.9	2.7	0.2 **	0.04
Sample size (total = 2,770)	1,627	1,143		

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: See Appendix D.

This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

^aThe "random assignment employer" is defined as the employer during the quarter of random assignment from which the sample member received the most money.

Impacts on Public Assistance and Income During Year 1

- **PASS had no statistically significant effects on public assistance receipt. However, its substantial impacts on earnings translated into increases in total income.**

Table 4.3 presents the impacts of the Riverside PASS program on public assistance and total measured income from earnings, TANF, and food stamps over the one-year follow-up period. The table shows that a typical sample member received about \$1,600 in TANF grants (this finding includes zero dollars for nonrecipients) and that approximately 4 out of 10 sample

The Employment Retention and Advancement Project

Table 4.3

**Year 1, Impacts on Public Assistance and Income
Riverside PASS**

Outcome	PASS Group	Control Group	Difference (Impact)	P-Value
Ever received TANF (%)	40.7	43.5	-2.8	0.12
Amount of TANF received (\$)	1,563	1,581	-19	0.83
Number of months receiving TANF	3.3	3.4	-0.1	0.58
Ever received food stamps (%)	46.2	47.5	-1.3	0.48
Amount of food stamps received (\$)	971	964	7	0.89
Number of months receiving food stamps	3.7	3.9	-0.2	0.29
Total measured income (\$) ^a	11,729	10,823	906 ***	0.00
Sample size (total = 2,770)	1,627	1,143		

SOURCES: MDRC calculations from California Employment Development Department unemployment insurance records and TANF and food stamp administrative records from the State of California.

NOTES: See Appendix D.

This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

^aThis measure represents the sum of UI earnings, TANF, and food stamps.

members' cases received TANF at some point during Year 1.⁸ Finally, more than 30 percent of sample members were still receiving welfare in the last quarter of Year 1 (not shown). PASS had no impact on these receipt rates. This is somewhat surprising, given the program's large

⁸Given that Riverside PASS served welfare leavers, these TANF receipt rates may seem high. However, for this study, a "welfare leaver" is defined as an individual who leaves a case. Welfare receipt rates are tracked based on cases, not individuals. Thus, if the case is still active (perhaps for dependents of a sample member who has been sanctioned), the TANF receipt rates reflect welfare received on behalf of the case. About 25 percent of the sample received a welfare grant during the month prior to random assignment. A quality check showed that most sample members who received welfare grants at the time of random assignment were themselves sanctioned off the welfare case, even though they received grants for their dependents. A sanction, as defined by the State of California, means that an adult (usually the case head) has his or her portion of the case's monthly TANF grant subtracted from the grant amount for noncompliance with the GAIN program's mandate. Additional analysis found that the impacts were the same for those whose welfare cases were completely closed as for those who had left cases that were still open.

impacts on earnings. Unfortunately, public assistance data are not yet available for Year 2, when the impacts on employment and earnings were more consistent, so it is unclear whether earnings increases translated into welfare reductions in Year 2.⁹ There is evidence of welfare reductions in some subgroups and cohorts that experienced especially large increases in earnings.

Table 4.3 also shows that a slightly higher proportion of sample members — about 47 percent — received food stamps at some point during Year 1. Sample members received nearly \$1,000 in food stamps (which again includes zero dollars for nonrecipients). Food stamp receipt rates were rather low in Riverside PASS during the study period, despite the fact that most sample members should still have been eligible.¹⁰ The impact of PASS on food stamp receipt is not statistically significant.

Finally, Table 4.3 shows that, during Year 1, Riverside PASS increased total measured income among PASS group members by \$906 above the control group average of \$10,823. The increase in total measured income reflects the increase in total earnings, without an offsetting decrease in public assistance payments.

Impacts on Key Subgroups

- **The PASS program increased employment and earnings in the areas served by the Center for Employment Training (CET), the Volunteer Center, and Valley Restart. PASS had no statistically significant impacts in the areas served by Riverside Community College (RCC) and DPSS Rancho Mirage.**

The bars in Figure 4.2 present the program's impacts for the full sample and for sample members assigned to each of the five service providers that operated PASS.¹¹ During the two-year follow-up period, the programs operated by the Volunteer Center and by CET increased the average quarterly employment among PASS group members by 5 and 8 percentage points, respectively, above the control group levels (which were about 56 percent in both sites). The differences are smaller and are not statistically significant for Valley Restart, though PASS did increase the percentage ever employed at some point during the follow-up period in that site (not shown). PASS generated a strong impact on total earnings (averaging \$3,000 per sample member) in the CET and Volunteer Center service areas and produced a somewhat smaller gain for sample members who were assigned to Valley Restart.

⁹Three years of public assistance data will be available for the final report on the PASS program.

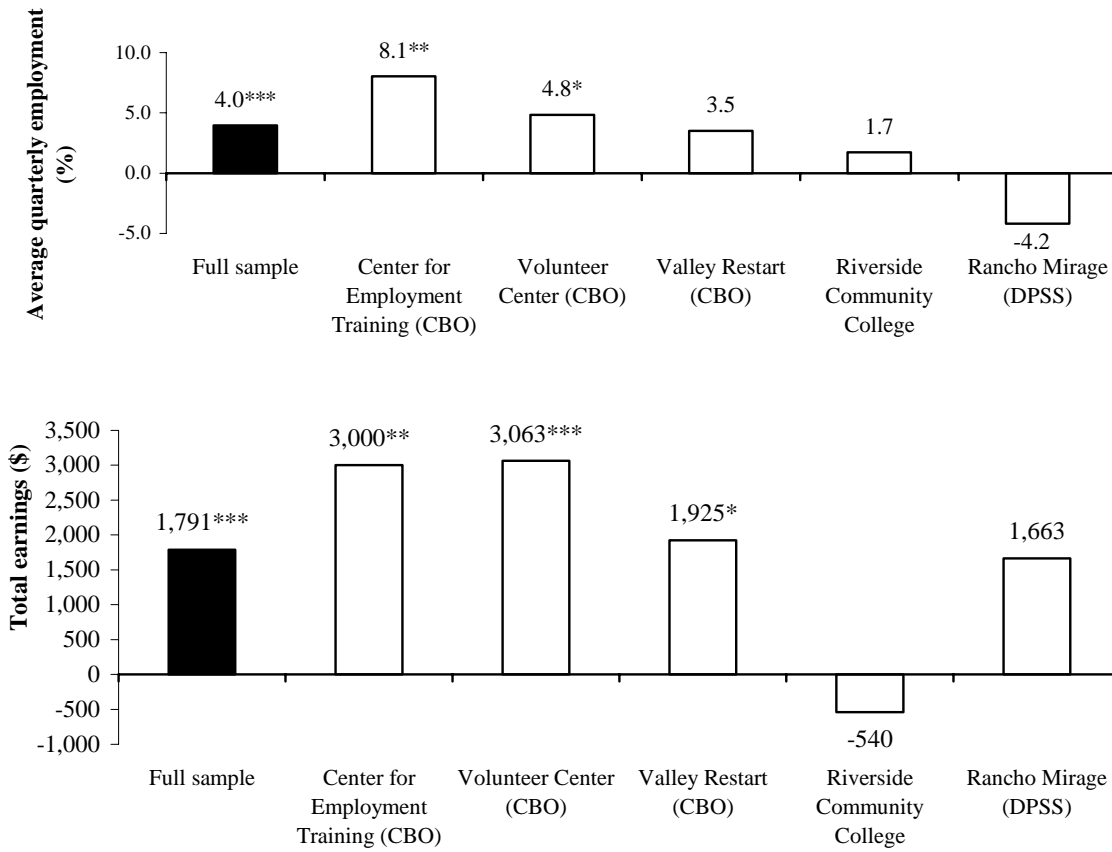
¹⁰Part of the reason for this is that sample members in Riverside PASS had relatively high earnings and that some therefore may qualify for grants that are too low to be worth navigating the application process. Sample members with above average earnings, however, qualify for less.

¹¹Chapter 2 fully describes the five PASS service providers.

The Employment Retention and Advancement Project

Figure 4.2

Years 1-2, Impacts on UI-Covered Employment and Earnings, by Service Provider
Riverside PASS



SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: See Appendix D.

Sample sizes vary by provider, from 109 to 757.

The differences between impacts across providers are not statistically significant.

This figure includes only employment and earnings in jobs covered by the California unemployment insurance (UI) programs. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

The impacts of PASS in the RCC and DPSS Rancho Mirage service areas are not statistically significant. It should be noted that average employment rates and earnings levels were both higher for control group members who were assigned to RCC (compared with the services areas that had impacts).¹² These higher control group levels may have made it more difficult for the program to produce impacts. A very small sample size in Rancho Mirage makes the impact analysis less reliable.

One interesting pattern shown in Figure 4.2 is that the impacts on earnings were all concentrated in service areas where the PASS providers were community-based organizations (CBOs). It may be that institutional arrangements can have an impact on the efficacy of PASS services. This pattern may be a coincidence, however, or it may simply reflect the demographic or labor market characteristics of the three CBO areas, rather than the efficacy of service delivery at the CBOs. Thus, further experimentation is warranted. The differences in earnings impacts across subgroups defined by service provider are statistically significant.¹³

The PASS program's impacts on key employment and earnings outcomes varied by other subgroups as well. Among Hispanic sample members (who make up nearly half the sample), PASS increased earnings by more than \$3,200 above the control group average; the impact among sample members in other racial/ethnic groups was only \$558 and is not statistically significant. Increases were particularly large among Hispanic sample members living within the three CBO service areas. Thus, it is difficult to determine whether the PASS program works better for Hispanics or, alternatively, whether the program works better for Hispanics when it is delivered by CBO providers. Impacts were stronger among those who were recently employed in UI-covered jobs. However, impacts on employment and earnings did not differ for subgroups defined on the basis of educational attainment.

Discussion

The evidence in this chapter provides encouraging support for the approach taken by the PASS program to promote retention and advancement among working TANF leavers.

¹²These outcomes are shown in Appendix Table F.11.

¹³This analysis compared the impacts of the three CBO providers with the impacts of the two non-CBO providers. It is important to note that impacts across the provider subgroups might differ due to variation in services, labor market conditions, or background characteristics of sample members in each provider's service area. In order to examine such issues, a conditional subgroup analysis was conducted. This analysis found that the impacts were significantly larger in the CBO sites even after controls were added for demographic factors. While this suggests that PASS was more effective in CBO areas (net of demographic factors), labor market conditions cannot be ruled out as a factor. The conditional subgroup analysis also found that the impacts were stronger for Hispanic sample members, even after controlling for other factors, and that the impacts were notably strong for Hispanic individuals living in CBO areas.

While the implementation and participation results presented in Chapters 2 and 3 of this report certainly support the possibility of economic impacts, the size and consistency of the impacts are somewhat surprising. If the program's goal was simply for sample members to retain the job held as of random assignment, PASS would be judged unsuccessful. However, the program appears to have done a good job of reemploying sample members who left their initial job. As discussed, most of the impacts resulted from PASS group members' being more likely to find new jobs after they lost or moved on from the job that they had held at random assignment. It appears that PASS offered some combination of services, supports, and institutional arrangements that enabled more frequent reemployment than was observed for the control group.

It is also worth noting that Riverside PASS apparently worked best when delivered by CBOs. DPSS chose these agencies for the study because CBOs had more experience working with employed welfare leavers than DPSS staff did; CBOs were more familiar with jobs and services available in their neighborhoods; and DPSS thought that welfare leavers would be more likely to voluntarily receive services from CBOs than from the welfare department. It may be that institutional arrangements played a role in the efficacy of the program, but the research design for this study does not permit a reliable analysis of this factor.

Appendix A

Supplementary Tables for Chapter 1

The Employment Retention and Advancement Project

Appendix Table A.1

Description of ERA Projects

State	Location	Target Group	Primary Service Strategies
<u>Advancement projects</u>			
Illinois	Cook (Chicago) and St. Clair (East St. Louis) Counties	TANF recipients who have worked at least 30 hours per week for at least 6 consecutive months	A combination of services to promote career advancement (targeted job search assistance, education and training, assistance in identifying and accessing career ladders, etc.)
California	Riverside County Phase 2	Newly employed TANF recipients working at least 20 hours per week	Test of alternative strategies for promoting participation in education and training activities
<u>Placement and retention (hard-to-employ) projects</u>			
Minnesota	Hennepin County (Minneapolis)	Long-term TANF recipients who were unable to find jobs through standard welfare-to-work services	In-depth family assessment; low caseloads; intensive monitoring and follow-up; emphasis on placement into unsubsidized employment or supported work with referrals to education and training, counseling, and other support services
Oregon	Portland	Individuals who are cycling back onto TANF and those who have lost jobs	Team-based case management, job search/job readiness components, intensive retention and follow-up services, mental health and substance abuse services for those identified with these barriers, supportive and emergency services

(continued)

Appendix Table A.1 (continued)

State	Location	Target Group	Primary Service Strategies
<u>Placement and retention (hard-to-employ) projects (continued)</u>			
New York	New York City PRIDE (Personal Roads to Individual Development and Employment)	TANF recipients whose employability is limited by physical or mental health problems	Two main tracks: (1) Vocational Rehabilitation, where clients with severe medical problems receive unpaid work experience, job search/job placement and retention services tailored to account for medical problems; (2) Work Based Education, where those with less severe medical problems participate in unpaid work experience, job placement services, and adult basic education
New York	New York City Substance Abuse (substance abuse case management)	TANF recipients with a substance abuse problem	Intensive case management to promote participation in substance abuse treatment, links to mental health and other needed services
<u>Projects with mixed goals</u>			
California	Los Angeles County EJC (Enhanced Job Club)	TANF recipients who have been required to search for employment	Job search workshops promoting a step-down method designed to help participants find a job that pays a “living wage”
California	Los Angeles County (Reach for Success program)	Newly employed TANF recipients working at least 32 hours per week	Stabilization/retention services, followed by a combination of services to promote advancement: education and training, career assessment, targeted job development, etc.
California	Riverside County PASS (Post-Assistance Self-Sufficiency program)	Individuals who have left TANF due to earned income	Intensive, family-based support services delivered by community-based organizations to promote retention and advancement

(continued)

Appendix Table A.1 (continued)

State	Location	Target Group	Primary Service Strategies
<u>Projects with mixed goals (continued)</u>			
Ohio	Cleveland	Low-wage workers with specific employers making under 200% of poverty who have been in their current jobs less than 6 months	Regular on-site office hours for counseling/case management; Lunch & Learn meetings for social support and presentations; newsletter for workers and employers; and supervisory training for employer supervisors
Oregon	Eugene	Newly employed TANF applicants and recipients working 20 hours per week or more; mostly single mothers who were underemployed	Emphasis on work-based and education/training-based approaches to advancement and on frequent contact with clients; assistance tailored to clients' career interests and personal circumstances
Oregon	Medford	Newly employed TANF recipients and employed participants of the Oregon Food Stamp Employment and Training program and the Employment Related Day Care program; mostly single mothers	Emphasis on work-based and on education/training-based approaches to advancement and on frequent contact with clients; assistance tailored to clients' career interests and personal circumstances; access to public benefits purposefully divorced from the delivery of retention and advancement services
Oregon	Salem	TANF applicants	Job search assistance combined with career planning; once employed, education and training, employer linkages to promote retention and advancement
South Carolina	6 rural counties in the Pee Dee Region	Individuals who left TANF (for any reason) between 10/97 and 12/00	Individualized case management with a focus on reemployment, support services, job search, career counseling, education and training, and use of individualized incentives
Texas	Corpus Christi, Fort Worth, and Houston	TANF applicants and recipients	Individualized team-based case management; monthly stipends of \$200 for those who maintain employment and complete activities related to employment plan

The Employment Retention and Advancement Project

Appendix Table A.2

**Selected Characteristics of Single-Parent Families,
by Research Group
Riverside PASS**

Characteristic	PASS Group	Control Group	Total
Gender (%)			
Female	90.5	89.4	90.0
Male	9.5	10.6	10.0
Age (%)			
20 years or younger	8.4	8.0	8.3
21 to 30 years	42.0	42.2	42.1
31 to 40 years	33.8	32.1	33.1
41 years or older	15.8	17.7	16.6
Average age (years)	31.4	31.6	31.5
Race/ethnicity (%)			**
Hispanic	47.5	51.8	49.3
Black, non-Hispanic	17.0	15.9	16.6
White, non-Hispanic	32.3	30.6	31.6
Native American	0.8	0.5	0.7
Asian	2.4	1.2	1.9
Primary language (%)			
Spanish	12.2	12.6	12.4
English	87.0	86.9	87.0
Other	0.7	0.5	0.6
Assistance group (%)			
Single-parent family	96.6	97.4	96.9
Child-only case ^a	3.4	2.6	3.1
Marital status (%)			
Never married	58.0	53.9	56.3
Married, living with spouse	8.4	9.3	8.8
Married, separated from spouse	21.2	21.8	21.4
Widowed	2.9	2.4	2.7
Divorced	9.6	12.6	10.8
Number of children in household (%)			
None	1.2	0.7	1.0
1	38.5	39.0	38.7
2	31.8	29.2	30.7
3 or more	28.5	31.1	29.6
Average number of children	2.1	2.1	2.1

(continued)

Appendix Table A.2 (continued)

Characteristic	PASS Group	Control Group	Total
Age of youngest child in household			
2 years or younger	37.1	34.7	36.1
3 to 5 years	23.9	23.6	23.8
6 years or older	39.1	41.7	40.2
Employed during the quarter prior to random assignment ^b (%)	76.2	75.8	76.0
Employed during the year prior to random assignment ^b (%)	86.2	86.0	86.1
Number of quarters employed in the prior 3 years ^b	6.7	6.9	6.8
Earnings in the 3 years prior to random assignment ^b (\$)	16,832	16,659	16,760
Currently employed ^c (%)	90.3	89.6	90.0
Hours worked per week (%)			
Less than 20	4.4	3.5	4.0
20-31	33.1	31.3	32.3
32 or more	62.6	65.2	63.6
Average hours worked per week	31.9	32.6	32.2 **
Hourly wage (%)			
Less than \$6.25	2.8	2.2	2.6
\$6.25 - \$6.99	36.7	35.7	36.3
\$7.00 - \$9.99	49.6	51.6	50.4
\$10.00 or more	10.8	10.5	10.7
Average hourly wage (\$)	7.82	7.79	7.81
Catchment area (%)			
Center for Employment Training	22.4	22.4	22.4
Volunteer Center	23.8	23.8	23.8
Valley Restart	28.1	28.1	28.1
Riverside Community College	22.0	22.0	22.0
Rancho Mirage	3.7	3.7	3.7
Length of prior AFDC/TANF receipt, as of most recent CalWORKs/GAIN appraisal ^d (%)			**
NA (applicant)	5.3	3.7	4.7
Less than 1 year	39.6	38.4	39.1
1 year or more	10.7	13.9	12.0
2-5 years	24.0	26.2	24.9
6-10 years	12.8	11.3	12.2
Over 10 years	7.6	6.3	7.1

(continued)

Appendix Table A.2 (continued)

Characteristic	PASS Group	Control Group	Total
Education (%)			
CHSPE/GED	11.5	10.6	11.1
High school diploma	42.5	41.1	41.9
Technical/associate's degree/2- or 4-year college	4.1	3.6	3.9
None of the above	41.4	44.3	42.6
Certificate of proficiency	0.6	0.3	0.5
High school diploma/GED or higher (%)	58.0	55.4	56.9
Sample size (total = 2,770)	1,627	1,143	2,770
<u>Additional characteristics recorded at entry into Riverside Phase 2^e</u>			
Speaks English adequately for employment (%)	93.4	94.1	93.7
Months employed in past 3 years (%)			
Did not work	3.8	5.2	4.4
Less than 6	27.6	18.8	24.0
7-12	19.7	20.3	20.0
13-24	21.6	23.5	22.4
More than 24	27.3	32.1	29.3
Type of employment in past 3 years (%)			
Mostly part time	36.1	34.3	35.4
Mostly full time	49.3	51.7	50.3
About the same	14.6	13.9	14.3
U.S. citizen (%)	91.4	90.4	91.0
Housing status (%)			
Rent, public housing	5.9	6.1	6.0
Rent, subsidized housing	5.1	6.5	5.7
Rent, other	74.9	73.5	74.3
Emergency/temporary housing	3.1	2.6	2.9
Owns home or apartment	2.2	3.5	2.8
Other	8.7	7.8	8.3
Sample size (total = 1,584)	922	662	1,584

(continued)

Appendix Table A.2 (continued)

SOURCE: Riverside PASS baseline data.

NOTES: These estimates are weighted to account for differing random assignment ratios by site.

In order to assess differences in characteristics across research groups, Chi-square tests were used for categorical variables, and t-tests were used for continuous variables. Significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

Rounding may cause slight discrepancies in calculating sums and differences.

Dollar averages include zero values for sample members who were not employed.

Results are for single-parent sample members who were randomly assigned from July 1, 2002, to June 30, 2003.

^aThis category consists of adults who were receiving TANF on behalf of dependent children.

^bThis table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off the books" jobs, some agricultural jobs, and federal government jobs).

^cSample members are identified as employed if they had an hourly wage and/or hours worked greater than zero.

^dCalWORKs/GAIN is the welfare-to-work program operated by Riverside DPSS. Mandatory for most TANF recipients, CalWORKs/GAIN requires an appraisal of participants upon their entry into the program. Appraisal data are entered on GEARS, the DPSS automated program tracking system used by CalWORKs/GAIN and Phase 2. If PASS sample members had an appraisal recorded on GEARS within one year prior to their random assignment into the PASS study, then DPSS sent MDRC these records (all PASS sample members had such records).

^eRiverside Phase 2, the postemployment program operated by DPSS and the local workforce agency, is also being studied as part of the ERA evaluation. DPSS staff asked clients the questions denoted by this note at the point when they could have been randomly assigned for the Phase 2 sample, and their responses were entered into GEARS. Because of a surplus of individuals eligible for random assignment, a nonresearch group was created for the Phase 2 study. Persons placed in this Phase 2 nonresearch group could be eligible for random assignment for PASS. (Phase 2 randomly assigned sample members who were not eligible for PASS random assignment.) If PASS sample members had Phase 2 records entered into GEARS within two years of their random assignment for the PASS study, then DPSS sent MDRC these records. About 57 percent of the PASS sample members possessed such records (1,584 sample members).

Appendix B

Supplementary Table for Chapter 2

The Employment Retention and Advancement Project

Appendix Table B.1

Topics Covered During Contact Between PASS Case Managers and Clients

Riverside PASS

	In Person	Not in Person	Overall
Percentage of all client contacts that included the following topics: ^a			
Initial client engagement	3.5	23.5	21.2
Supportive service eligibility and issues	55.9	22.8	27.3
General check-in	11.8	27.7	25.4
Screening/assessment	4.2	2.7	4.1
Address on-the-job issues/problems	2.3	1.0	1.5
Address personal or family issues	16.9	8.9	11.5
Explore specific employment and training options	20.7	6.3	9.4
Discuss career goals and advancement	13.6	8.1	9.9
Assist with reemployment	30.2	8.1	12.7
Discuss issues related to financial incentives or stipends	5.5	2.6	3.3
Schedule/refer for work experience position	NA	NA	NA
Enrollment in government assistance and ongoing eligibility issues	0.0	1.9	1.4
Assistance with the Earned Income Tax Credit (EITC)	0.0	0.0	0.0
Participation/sanctioning issues	22.0	22.2	21.8
Schedule/refer for screening/assessment	0.0	3.5	2.9
Schedule/refer for job search or other employment services	2.8	5.0	4.4
Schedule/refer for education or training	8.6	5.3	6.5
Schedule/refer for services to address special or personal issues	5.6	7.6	7.0
Provide job leads or referrals	NA	NA	NA
Number of case managers time-studied			10

SOURCE: MDRC calculations from the ERA time study.

NOTE: ^aPercentages total over 100 percent because more than one topic could be recorded for each client contact.

Appendix C

**Notes for Tables and Figures Displaying Results
Calculated with the Riverside DPSS P3
Automated Program Tracking System and
Child Care Payment Records Data**

Estimates were regression-adjusted using ordinary least squares, controlling for several pre-random assignment characteristics of sample members. The regression model includes covariates representing the sites where the evaluation was conducted, which adjusts for the differences by site in random assignment ratio.

Rounding may cause slight discrepancies in calculating sums and differences.

A two-tailed t-test was applied to differences between outcomes for the program and control groups. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; and *** = 1 percent.

Italics indicate comparisons that are nonexperimental. These measures are computed only for sample members who were employed. Since there may be differences in the characteristics of program group and control group members who were employed, any differences in outcomes may not necessarily be attributable to the ERA program. Statistical tests were not performed.

“Year 1” refers to Quarters 2 to 5. Quarter 1 is the quarter in which random assignment took place. Quarters 2 to 5 make up the one-year follow-up period for each sample member. “Months 1 to 26” refers to the months of follow-up for the entire sample.

Dollar averages include zero values for sample members who did not receive child care or other supportive services or were not employed or were not receiving TANF or food stamps.

Unless otherwise stated, results are for single-parent sample members who were randomly assigned from July 1, 2002, to June 30, 2003.

NA = not applicable.

Appendix D

**Notes for Tables and Figures Displaying Results
Calculated with Administrative Records Data**

Estimates were regression-adjusted using ordinary least squares, controlling for several pre-random assignment characteristics of sample members. The regression model includes covariates representing the sites where the evaluation was conducted, which adjusts for the differences by site in random assignment ratio.

Rounding may cause slight discrepancies in calculating sums and differences.

A two-tailed t-test was applied to differences between outcomes for the program and control groups. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; and *** = 1 percent.

Italics indicate comparisons that are nonexperimental. These measures are computed only for sample members who were employed. Since there may be differences in the characteristics of program group and control group members who were employed, any differences in outcomes may not necessarily be attributable to the ERA program. Statistical tests were not performed.

“Year 1” refers to Quarters 2 to 5. Quarter 1 is the quarter in which random assignment took place.

Dollar averages include zero values for sample members who were not employed or were not receiving TANF or food stamps.

Unless otherwise stated, results are for single-parent sample members who were randomly assigned from July 1, 2002, to June 30, 2003.

NA = not applicable.

Appendix E

Supplementary Tables for Chapter 3

The Employment Retention and Advancement Project

Appendix Table E.1

**Year 1, Impacts on Receipt of Program Services,
Child Care, and Other Supportive Service Payments**

Riverside PASS

Outcome	PASS Group	Control Group	Difference (Impact)		P-Value
Ever received program services ^a (%)					
Quarter of random assignment	32.3	5.4	27.0 ***		0.00
Q2	19.5	3.4	16.1 ***		0.00
Q3	12.0	2.3	9.7 ***		0.00
Q4	7.5	1.5	6.0 ***		0.00
Q5	2.1	1.0	1.0 **		0.04
Ever received child care ^b (%)					
Quarter of random assignment	31.5	31.2	0.4		0.83
Q2	21.6	20.7	0.9		0.57
Q3	14.7	13.2	1.5		0.26
Q4	11.7	10.3	1.4		0.26
Q5	9.3	8.5	0.7		0.51
Child care ^b (\$)					
Quarter of random assignment	492	487	5		0.90
Q2	434	459	-25		0.58
Q3	296	263	33		0.37
Q4	209	197	12		0.69
Q5	169	166	3		0.91
Ever received other supportive services ^a (%)					
Quarter of random assignment	5.5	3.7	1.9 **		0.03
Q2	4.6	3.6	1.0		0.21
Q3	3.7	2.5	1.3 *		0.08
Q4	3.3	1.5	1.9 ***		0.00
Q5	1.2	0.9	0.4		0.37

(continued)

Appendix Table E.1 (continued)

Outcome	PASS Group	Control Group	Difference (Impact)	P-Value
Other supportive services ^a (\$)				
Quarter of random assignment	4	3	1	0.23
Q2	5	3	3	0.18
Q3	4	2	2 *	0.07
Q4	3	1	2 **	0.01
Q5	1	0	1	0.11
Sample size (total = 2,770)	1,627	1,143		

SOURCES: MDRC calculations from Riverside DPSS P3 automated program tracking system and child care payment records.

NOTES: See Appendix C.

^aMeasures calculated from Riverside DPSS P3 automated program tracking system records.

^bMeasures calculated from DPSS child care payment records.

The Employment Retention and Advancement Project

Appendix Table E.2

Impacts on Receipt of Services, Child Care, and Other Supportive Service Payments, by Provider (26-Month Follow-Up)

Riverside PASS

Outcome^a	PASS Group	Control Group	Difference (Impact)	P-Value
<u>Center for Employment Training</u>				
Ever received services (%)	48.6	9.1	39.5 ***	0.00
Ever received child care assistance (%)	38.2	35.5	2.7	0.54
Ever received other supportive service payments (%)	8.0	6.7	1.3	0.62
Total child care (\$)	1,606	1,595	11	0.97
Total other supportive services (\$)	8	11	-3	0.68
Sample size (total = 671)	539	132		
<u>Volunteer Center</u>				
Ever received services (%)	60.2	9.8	50.4 ***	0.00
Ever received child care assistance (%)	41.4	35.8	5.6	0.11
Ever received other supportive service payments (%)	15.9	6.6	9.3 ***	0.00
Total child care (\$)	1,882	1,824	58	0.85
Total other supportive services (\$)	12	11	1	0.76
Sample size (total = 640)	322	318		
<u>Valley Restart</u>				
Ever received services (%)	39.1	8.8	30.3 ***	0.00
Ever received child care assistance (%)	41.9	38.4	3.5	0.28
Ever received other supportive service payments (%)	12.2	8.8	3.4	0.13
Total child care (\$)	2,011	1,656	355	0.25
Total other supportive services (\$)	11	13	-2	0.52
Sample size (total = 757)	385	372		
<u>Riverside Community College</u>				
Ever received services (%)	44.2	5.3	38.9 ***	0.00
Ever received child care assistance (%)	42.4	42.4	0.0	0.99
Ever received other supportive service payments (%)	19.8	4.0	15.8 ***	0.00
Total child care (\$)	1,570	1,656	-86	0.19
Total other supportive services (\$)	43	7	36 ***	0.00
Sample size (total = 590)	295	295		

(continued)

Appendix Table E.2 (continued)

Outcome	PASS Group	Control Group	Difference (Impact)	P-Value
<u>DPSS Rancho Mirage</u>				
Ever received services (%)	31.6	13.2	18.3	0.11
Ever received child care assistance (%)	37.1	35.5	1.6	0.89
Ever received other supportive service payments (%)	11.5	9.3	2.2	0.78
Total child care (\$)	2,745	2,439	306	0.80
Total other supportive services (\$)	22	0	22	0.31
Sample size (total = 109)	85	24		

SOURCES: MDRC calculations from Riverside DPSS P3 automated program tracking system and child care payment records.

NOTES: See Appendix C.

^aAll program services and supportive service outcomes are derived from MDRC calculations from DPSS P3 automated program tracking system records. All child care outcomes are derived from DPSS child care payment records.

The Employment Retention and Advancement Project
Appendix Table E.3
Service Receipt for Single Parents Living in the
Area Served by the Center for Employment Training
Riverside PASS

Outcome (%)	PASS Group	Control Group	Difference (Impact)	P-Value
Ever received any services	48.6	9.1	39.5 ***	0.00
Ever received:				
Case management, counseling	47.5	2.1	45.4 ***	0.00
Job search/employment referrals	1.8	0.1	1.7	0.16
Education and training (referral and support)	1.7	0.7	0.9	0.44
Life skills training	0.2	0.1	0.0	0.95
Transportation-related support ^a	1.9	5.2	-3.3 **	0.04
Adult and child care support ^a	0.7	0.1	0.6	0.45
Other financial support ^a	0.7	1.6	-0.8	0.36
Crisis intervention	0.0	0.0	0.0 ***	0.00
Other	0.5	3.1	-2.5 **	0.01
Sample size (total = 671)	539	132		

SOURCE: MDRC calculations from Riverside DPSS P3 automated program tracking system records.

NOTES: See Appendix C.

In rare cases, negative values among the control group were changed to zero. This occurs because the impact analysis uses ordinary least squares regression, which can result in estimates slightly below zero, even when this is impossible.

^aThis is assistance provided by PASS service provider staff to address these client needs.

The Employment Retention and Advancement Project

Appendix Table E.4

**Service Receipt for Single Parents Living in the
Area Served by the Volunteer Center**

Riverside PASS

Outcome (%)	PASS Group	Control Group	Difference (Impact)	P-Value
Ever received any services	60.2	9.8	50.4 ***	0.00
Ever received by type of service				
Case management, counseling	21.6	1.5	20.1 ***	0.00
Job search/employment referrals	46.9	0.3	46.6 ***	0.00
Education and training (referral and support)	11.9	0.5	11.4 ***	0.00
Life skills training	2.5	0.0	2.4 ***	0.01
Transportation-related support ^a	2.2	3.7	-1.5	0.26
Adult and child care support ^a	2.4	1.6	0.8	0.49
Other financial support ^a	12.4	1.2	11.2 ***	0.00
Crisis intervention	0.6	0.0	0.6	0.21
Other	0.6	2.5	-1.9 *	0.07
Sample size (total = 640)	322	318		

SOURCE: MDRC calculations from Riverside DPSS P3 automated program tracking system records.

NOTES: See Appendix C.

In rare cases, negative values among the control group were changed to zero. This occurs because the impact analysis uses ordinary least squares regression, which can result in estimates slightly below zero, even when this is impossible.

^aThis is assistance provided by PASS service provider staff to address these client needs.

The Employment Retention and Advancement Project

Appendix Table E.5

**Service Receipt for Single Parents Living in the
Area Served by Valley Restart**

Riverside PASS

Outcome (%)	PASS Group	Control Group	Difference (Impact)	P-Value
Ever received any services	39.1	8.8	30.3 ***	0.00
Ever received:				
Case management, counseling	29.0	0.0	29.0 ***	0.00
Job search/employment referrals	3.1	0.9	2.2 **	0.03
Education and training (referral and support)	3.4	0.0	3.4 ***	0.00
Life skills training	0.3	0.0	0.3	0.30
Transportation-related support ^a	4.7	7.3	-2.6	0.13
Adult and child care support ^a	3.1	0.5	2.6 ***	0.01
Other financial support ^a	3.6	0.8	2.8 **	0.01
Crisis intervention	0.0	0.0	0.0	0.00
Other	4.0	1.8	2.3 *	0.07
Sample size (total = 757)	385	372		

SOURCE: MDRC calculations from Riverside DPSS P3 automated program tracking system records.

NOTES: See Appendix C.

In rare cases, negative values among the control group were changed to zero. This occurs because the impact analysis uses ordinary least squares regression, which can result in estimates slightly below zero, even when this is impossible.

^aThis is assistance provided by PASS service provider staff to address these client needs.

The Employment Retention and Advancement Project

Appendix Table E.6

**Service Receipt for Single Parents Living in the
Area Served by Riverside Community College**

Riverside PASS

Outcome (%)	PASS Group	Control Group	Difference (Impact)	P-Value
Ever received any services	44.2	5.3	38.9 ***	0.00
Ever received:				
Case management, counseling	29.9	0.6	29.3 ***	0.00
Job search/employment referrals	13.9	0.0	13.8 ***	0.00
Education and training (referral and support)	17.9	0.7	17.2 ***	0.00
Life skills training	0.0	0.0	0.0	0.00
Transportation-related support ^a	8.0	2.6	5.4 ***	0.00
Adult and child care support ^a	1.7	2.0	-0.3	0.78
Other financial support ^a	0.7	0.0	0.6	0.20
Crisis intervention	0.7	0.0	0.8	0.12
Other	1.0	2.4	-1.5	0.19
Sample size (total = 590)	295	295		

SOURCE: MDRC calculations from Riverside DPSS P3 automated program tracking system records.

NOTES: See Appendix C.

In rare cases, negative values among the control group were changed to zero. This occurs because the impact analysis uses ordinary least squares regression, which can result in estimates slightly below zero, even when this is impossible.

^aThis is assistance provided by PASS service provider staff to address these client needs.

The Employment Retention and Advancement Project

Appendix Table E.7

**Service Receipt for Single Parents Living in the
Area Served by DPSS Rancho Mirage**

Riverside PASS

Outcome (%)	PASS Group	Control Group	Difference (Impact)	P-Value
Ever received any services	31.6	13.2	18.3	0.11
Ever received:				
Case management, counseling	22.9	0.0	22.9 ***	0.00
Job search/employment referrals	8.4	0.0	8.4	0.16
Education and training (referral and support)	2.7	0.0	2.7	0.28
Life skills training	0.6	1.9	-1.3	0.64
Transportation-related support ^a	7.9	9.5	-1.6	0.83
Adult and child care support ^a	8.0	0.9	7.1	0.27
Other financial support ^a	2.5	0.0	2.5	0.32
Crisis intervention	0.0	0.0	0.0	0.00
Other	3.9	2.7	1.2	0.82
Sample size (total = 109)	85	24		

SOURCE: MDRC calculations from Riverside DPSS P3 automated program tracking system records.

NOTES: See Appendix C.

In rare cases, negative values among the control group were changed to zero. This occurs because the impact analysis uses ordinary least squares regression, which can result in estimates slightly below zero, even when this is impossible.

^aThis is assistance provided by PASS service provider staff to address these client needs.

The Employment Retention and Advancement Project

Appendix Table E.8

**Impacts on Participation in Job Search,
Education, Training, and Other Activities**

Riverside PASS

Outcome	ERA Group	Control Group	Difference (Impact)	P-Value
Ever participated in any activity ^a (%)	77.2	69.6	7.6	0.22
Participated in any employment-related activity ^b (%)	62.3	55.0	7.3	0.29
Participated in a job search activity (%)	62.4	53.1	9.3	0.19
Group job search/job club	35.6	32.1	3.5	0.60
Individual job search	47.9	45.8	2.1	0.77
Participated in any education/training activity ^c (%)	41.9	40.1	1.9	0.79
ABE/GED	11.7	12.5	-0.8	0.86
ESL	4.7	2.3	2.5	0.36
College courses	20.7	18.5	2.2	0.69
Vocational training	10.4	14.0	-3.6	0.43
Participated in unpaid work/subsidized employment (%)	2.7	6.5	-3.7	0.22
Ever participated in an employment or education activity while working (%)	42.5	34.6	7.9	0.25
Average number of weeks participating in:				
Job search activities	4.1	2.9	1.2	0.36
Education/training activities	9.3	9.8	-0.4	0.86
Unpaid work/subsidized employment	0.6	1.2	-0.6	0.40
<i>Among those who participated in each type of activity, average number of weeks participating in:</i>				
<i>Job search activities</i>	6.5	5.4	1.1	NA
<i>Education/training activities</i>	22.2	24.3	-2.1	NA
<i>Unpaid work/subsidized employment</i>	21.5	18.8	2.7	NA
Sample size (total = 224)	120	104		

SOURCE: MDRC calculations from responses to the ERA 12-Month Survey.

NOTES: See Appendix G.

^a"Any activity" includes employment-related activities, education/training activities, life skills, and other types of activities.

^bEmployment-related activities include job search activities, unpaid jobs, and on-the-job training.

^cEducation/training activities include adult basic education (ABE), General Educational Development (GED) courses, and English as a Second Language (ESL) classes.

Appendix F

Supplementary Tables and Figures for Chapter 4

The Employment Retention and Advancement Project
Appendix Table F.1
Impacts on Quarterly UI-Covered Employment and Earnings
Riverside PASS

Outcome	PASS Group	Control Group	Difference (Impacts)	P-Value
Ever employed with any employer (%)				
Quarter of random assignment	75.2	72.9	2.3	0.12
Q2	68.8	66.3	2.5	0.13
Q3	65.5	62.3	3.3 *	0.06
Q4	62.2	60.4	1.9	0.29
Q5	61.8	57.4	4.3 **	0.02
Q6	62.6	57.7	4.9 ***	0.01
Q7	59.7	55.2	4.5 **	0.02
Q8	58.5	53.7	4.8 **	0.01
Q9	57.6	52.1	5.5 ***	0.00
Earnings from any employer (\$)				
Quarter of random assignment	2,330	2,173	157 **	0.01
Q2	2,266	2,147	119	0.12
Q3	2,274	2,050	224 ***	0.01
Q4	2,317	2,037	280 ***	0.00
Q5	2,338	2,044	294 ***	0.00
Q6	2,320	2,067	253 ***	0.01
Q7	2,306	2,057	249 **	0.01
Q8	2,270	2,091	179 *	0.08
Q9	2,278	2,085	193 *	0.06
Ever employed with random assignment employer (%)				
Quarter of random assignment	75.2	72.9	2.3	0.12
Q2	54.8	53.3	1.4	0.42
Q3	40.8	40.7	0.1	0.98
Q4	34.0	32.9	1.0	0.55
Q5	29.6	28.3	1.3	0.43
Q6	25.7	24.5	1.2	0.45
Q7	23.2	21.6	1.5	0.33
Q8	20.5	18.4	2.1	0.16
Q9	19.3	17.0	2.3	0.11
Earnings at random assignment employer (\$)				
Quarter of random assignment	2,204	2,047	157 **	0.01
Q2	1,786	1,748	37	0.62
Q3	1,439	1,372	67	0.38
Q4	1,280	1,209	71	0.35
Q5	1,156	1,093	63	0.42
Q6	1,023	991	32	0.67
Q7	923	868	55	0.46
Q8	861	812	49	0.52
Q9	825	781	44	0.56

(continued)

Appendix Table F.1 (continued)

Outcome	PASS Group	Control Group	Difference (Impacts)	P-Value
Ever employed at a post-random assignment employer (%)				
Quarter of random assignment	14.2	14.3	-0.1	0.94
Q2	24.7	24.2	0.5	0.77
Q3	32.0	28.4	3.7 **	0.05
Q4	33.8	33.0	0.8	0.67
Q5	37.2	33.9	3.3 *	0.08
Q6	41.7	37.6	4.1 **	0.03
Q7	40.5	37.2	3.4 *	0.08
Q8	41.2	38.3	3.0	0.12
Q9	41.6	37.6	4.0 **	0.04
Earnings at a post-random assignment employer (\$)				
Quarter of random assignment	126	126	0	1.00
Q2	480	398	82 *	0.09
Q3	836	678	158 **	0.02
Q4	1,040	827	213 ***	0.01
Q5	1,184	954	230 ***	0.00
Q6	1,298	1,078	221 ***	0.01
Q7	1,384	1,194	190 **	0.03
Q8	1,409	1,279	130	0.16
Q9	1,453	1,304	149	0.11
<u>Additional nonexperimental quarterly measures</u>				
<i>Ever employed with both random assignment and post-random assignment employer (%)</i>				
Quarter of random assignment	14.2	14.3	-0.1	NA
Q2	10.7	11.2	-0.6	NA
Q3	7.3	6.8	0.4	NA
Q4	5.6	5.6	-0.1	NA
Q5	5.0	4.8	0.2	NA
Q6	4.8	4.4	0.4	NA
Q7	4.0	3.6	0.4	NA
Q8	3.2	2.9	0.3	NA
Q9	3.2	2.5	0.7	NA
<i>Ever employed with more than one post-random assignment employer (%)</i>				
Quarter of random assignment	2.5	2.5	-0.1	NA
Q2	6.9	5.2	1.7	NA
Q3	9.1	9.9	-0.9	NA
Q4	9.3	10.0	-0.6	NA
Q5	9.3	9.7	-0.3	NA
Q6	10.0	10.9	-0.8	NA
Q7	11.4	10.6	0.8	NA
Q8	9.7	11.1	-1.4	NA
Q9	11.3	11.9	-0.7	NA

(continued)

Appendix Table F.1 (continued)

Outcome	PASS Group	Control Group	Difference (Impacts)	
<i>Earnings among those employed with random assignment employer (\$)</i>				
<i>Quarter of random assignment</i>	2,931	2,806	124	NA
<i>Q2</i>	3,260	3,278	-18	NA
<i>Q3</i>	3,529	3,368	161	NA
<i>Q4</i>	3,770	3,671	99	NA
<i>Q5</i>	3,905	3,863	42	NA
<i>Q6</i>	3,979	4,048	-69	NA
<i>Q7</i>	3,986	4,011	-25	NA
<i>Q8</i>	4,205	4,420	-215	NA
<i>Q9</i>	4,287	4,605	-319	NA
<i>Earnings among those employed with post-random assignment employer (\$)</i>				
<i>Quarter of random assignment</i>	888	881	7	NA
<i>Q2</i>	1,947	1,649	298	NA
<i>Q3</i>	2,612	2,391	221	NA
<i>Q4</i>	3,074	2,504	570	NA
<i>Q5</i>	3,183	2,811	372	NA
<i>Q6</i>	3,115	2,866	249	NA
<i>Q7</i>	3,415	3,213	201	NA
<i>Q8</i>	3,417	3,344	73	NA
<i>Q9</i>	3,495	3,466	29	NA
Sample size (total = 2,770)	1,627	1,143		

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: See Appendix D.

This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

The Employment Retention and Advancement Project

Appendix Table F.2

Impacts on the Progression of Earnings

Riverside PASS

Outcome	PASS Group	Control Group	Difference (Impact)	P-Value
Earned \$2,500 or more (%)				
Quarter of random assignment	46.0	42.6	3.4 **	0.03
Q2	44.1	41.8	2.3	0.18
Q3	41.3	39.2	2.1	0.23
Q4	42.2	38.5	3.7 **	0.03
Q5	42.6	37.3	5.3 ***	0.00
Q6	42.1	36.4	5.7 ***	0.00
Q7	40.0	36.6	3.3 *	0.06
Q8	39.0	35.9	3.2 *	0.08
Q9	39.7	35.6	4.1 **	0.03
Earned between \$500 and \$2,499 (%)				
Quarter of random assignment	22.5	23.5	-1.0	0.55
Q2	18.1	18.6	-0.5	0.74
Q3	18.9	18.1	0.8	0.62
Q4	15.6	16.6	-1.0	0.50
Q5	14.0	14.5	-0.5	0.75
Q6	14.5	15.8	-1.3	0.35
Q7	14.8	14.0	0.7	0.60
Q8	14.5	14.1	0.4	0.79
Q9	12.9	12.4	0.5	0.69
Earned between \$1 and \$499 (%)				
Quarter of random assignment	6.7	6.9	-0.2	0.87
Q2	6.5	5.8	0.7	0.47
Q3	5.4	5.0	0.4	0.66
Q4	4.4	5.3	-0.9	0.29
Q5	5.1	5.6	-0.5	0.59
Q6	5.9	5.5	0.5	0.60
Q7	5.0	4.6	0.4	0.64
Q8	5.0	3.8	1.2	0.14
Q9	5.0	4.0	0.9	0.27
Sample size (total = 2,770)	1,627	1,143		

SOURCES: MDRC calculations from California Employment Development Department unemployment insurance records and TANF and food stamp administrative records from the State of California.

NOTES: See Appendix D.

This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

The Employment Retention and Advancement Project
Appendix Table F.3
Years 1-2, Relative Contributions of the UI-Covered Earnings Impact
Riverside PASS

Outcome and Decomposition	PASS Group	Control Group	Difference (Impact)	Change in Earnings (%)	Effect Size: Percentage of Total Change in Earnings
Total earnings (\$)	18,368	16,578	1,791	10.8	100.0
<u>Effect</u>					
Job-finding: Proportion ever employed	0.860	0.821	0.039	4.7	43.7
<i>For those employed in Years 1-2</i>					
<i>Time to first job: Number of quarters from first job to end of Year 2</i>	7.43	7.47	-0.04	-0.5	-4.5
<i>Employment stability: Percentage of quarters employed from quarter of first job to end of Year 2</i>	77.7	75.8	1.89	2.5	23.1
<i>Earnings on the job: Earnings per quarter employed (\$)</i>	3,698	3,565	133	3.7	34.5
<i>Other</i>					3.1
Sample size (total = 2,770)	1,627	1,143			

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: See Appendix D.

This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

The Employment Retention and Advancement Project

Appendix Table F.4

Years 1-2, Impacts on UI-Covered Employment and Earnings,
Shown Separately for Employer at Random Assignment
and for Subsequent Employers

Riverside PASS

Outcome	PASS Group	Control Group	Difference (Impact)	P-Value
<u>Working with any employer</u>				
Ever employed (%)	86.0	82.1	3.9 ***	0.00
Average quarterly employment (%)	62.1	58.1	4.0 ***	0.00
Number of quarters employed	5.0	4.6	0.3 ***	0.00
Total earnings (\$)	18,368	16,578	1,791 ***	0.00
<u>Working with random assignment employer^a</u>				
Ever employed (%)	56.5	55.5	1.0	0.58
Average quarterly employment (%)	31.0	29.6	1.4	0.31
Number of quarters employed	2.5	2.4	0.1	0.31
Total earnings (\$)	9,292	8,874	418	0.42
<u>Working with post-random assignment employers</u>				
Ever employed (%)	66.1	62.0	4.1 **	0.03
Average quarterly employment (%)	36.6	33.8	2.8 **	0.04
Number of quarters employed	2.9	2.7	0.2 **	0.04
Total earnings (\$)	9,083	7,712	1,371 ***	0.01
Sample size (total = 2,770)	1,627	1,143		

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: See Appendix D.

This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

^aThe "random assignment employer" is defined as the employer during the quarter of random assignment from which the sample member received the most money.

The Employment Retention and Advancement Project

Appendix Table F.5

Years 1-2, Relative Contributions of the UI-Covered Earnings Impact
from the Random Assignment Employer

Riverside PASS

Outcome and Decomposition	PASS Group	Control Group	Difference (Impact)	Change in Earnings (%)	Effect Size: Percentage of Total Change in Earnings
Total earnings (\$)	9,292	8,874	418	4.7	100.0
<u>Effect</u>					
Job-finding: Proportion ever employed	0.565	0.555	0.010	1.7	37.1
<i>For those employed in Years 1-2</i>					
<i>Time to first job: Number of quarters from first job to end of Year 2</i>	7.93	7.91	0.02	0.3	6.0
<i>Employment stability: Percentage of quarters employed from quarter of first job to end of Year 2</i>	55.3	53.9	1.37	2.5	53.8
<i>Earnings on the job: Earnings per quarter employed (\$)</i>	3,752	3,748	3	0.1	1.8
<i>Other</i>					1.3
Sample size (total = 2,770)	1,627	1,143			

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: See Appendix D.

This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

The Employment Retention and Advancement Project

Appendix Table F.6

Years 1-2, Relative Contributions of the UI-Covered Earnings Impact
from Post-Random Assignment Employers

Riverside PASS

Outcome and Decomposition	PASS Group	Control Group	Difference (Impact)	Change in Earnings (%)	Effect Size: Percentage of Total Change in Earnings
Total earnings (\$)	9,083	7,712	1,371	17.8	100
Effect					
Job-finding: Proportion ever employed	0.661	0.620	0.041	6.6	37.3
<i>For those employed in Years 1-2</i>					
<i>Time to first job: Number of quarters from first job to end of Year 2</i>	6.09	6.18	-0.08	-1.3	-7.5
<i>Employment stability: Percentage of quarters employed from quarter of first job to end of Year 2</i>	72.7	70.6	2.11	3.0	16.8
<i>Earnings on the job: Earnings per quarter employed (\$)</i>	3,103	2,855	248	8.7	48.9
<i>Other</i>					4.5
Sample size (total = 2,770)	1,627	1,143			

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: See Appendix D.

This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

The Employment Retention and Advancement Project

Appendix Table F.7

**Relative Contributions of Key Employment and Earnings Effects
to the Two-Year Impact on Total Earnings, Shown Separately for
Employer at Random Assignment and for Subsequent Employers**

Riverside PASS

Effect (\$)	Random Assignment Employer ^a	Post-Random Assignment Employer
<i>Job-finding</i>	182	601
<i>Time to first job</i>	26	-106
<i>Employment stability</i>	204	209
<i>Earnings on the job</i>	7	611
<i>Other</i>	4	51
<i>Impact on total earnings</i>	424	1,367

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: See Appendix D.

This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

^aFourteen percent of sample members worked for two or more employers during their quarter of random assignment. In this case, the random assignment employer is the employer who contributed the most to an individual's total earnings for this quarter.

The Employment Retention and Advancement Project

Appendix Table F.8

**Years 1-2, Breakout of the Impact on Those Participants Who Were Ever Employed
Riverside PASS**

Outcome (%)	PASS Group	Control Group	Difference (Impact)	P-Value
Ever employed	89.8	86.3	3.5 ***	0.00
Ever employed, with no quarters of unemployment since starting work	40.1	33.6	6.5 ***	0.00
Employed at one employer	13.9	11.1	2.7 **	0.04
Employed at more than one employer	26.3	22.5	3.8 **	0.02
Ever employed, with at least one quarter of unemployment since starting work and	49.7	52.7	-3.0	0.12
Employed again	27.1	26.4	0.7	0.69
Never employed again	22.6	26.3	-3.7 **	0.03
Employed, but not all 9 quarters	55.3	56.8	-1.5	0.45
Employed all 9 quarters	34.5	29.6	4.9 ***	0.00
And changed employers	21.9	18.0	3.8 **	0.01
And stayed with the same employer	12.6	11.5	1.1	0.37
Survival of first employment spell	4.9	4.6	0.4 ***	0.00

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: See Appendix D.

This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

The Employment Retention and Advancement Project

Appendix Table F.9

Years 1-2, Impacts on UI-Covered Employment and Earnings,
by Welfare and Employment Status

Outcome	PASS Group	Control Group	Difference (Impact)	P-Value
<u>Not receiving welfare during month of random assignment and employed in the quarter prior to random assignment</u>				
Ever employed (%)	92.0	89.8	2.2	0.13
Average quarterly employment (%)	71.1	68.2	2.9 *	0.10
Number of quarters employed	5.7	5.5	0.2 *	0.10
Employed 4 consecutive quarters (%)	70.6	68.4	2.2	0.34
Total earnings (\$)	23,236	21,082	2,153 **	0.01
Earned over \$20,000 (%)	52.7	44.9	7.7 ***	0.00
Sample size (total = 1,593)	937	656		
<u>Receiving welfare during month of random assignment or not employed in the quarter prior to random assignment</u>				
Ever employed (%)	77.9	71.8	6.0 **	0.01
Average quarterly employment (%)	50.0	44.3	5.7 ***	0.01
Number of quarters employed	4.0	3.5	0.5 ***	0.01
Employed 4 consecutive quarters (%)	45.1	41.1	4.0	0.16
Total earnings (\$)	11,910	10,294	1,616 **	0.04
Earned over \$20,000 (%)	22.9	21.4	1.5	0.53
Sample size (total = 1,177)	690	487		

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: See Appendix D.

This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

The Employment Retention and Advancement Project
Appendix Table F.10
Years 1-2, Impacts on UI-Covered Employment and Earnings,
by Service Area
Riverside PASS

Outcome	PASS Group	Control Group	Difference (Impact)	P-Value
<u>Living in a CBO service area</u>				
Ever employed (%)	86.1	81.8	4.3 ***	0.00
Average quarterly employment (%)	61.6	56.3	5.3 ***	0.00
Number of quarters employed	4.9	4.5	0.4 ***	0.00
Employed 4 consecutive quarters (%)	59.0	55.1	3.9 *	0.06
Total earnings (\$)	18,281	15,804	2,477 ***	0.00
Earned over \$20,000 (%)	40.1	33.0	7.1 ***	0.00
Sample size (total = 2,068)	1246	822		
<u>Not living in a CBO service area</u>				
Ever employed (%)	85.4	83.5	1.9	0.44
Average quarterly employment (%)	63.6	62.8	0.9	0.72
Number of quarters employed	5.1	5.0	0.1	0.72
Employed 4 consecutive quarters (%)	61.0	62.4	-1.4	0.68
Total earnings (\$)	18,267	19,067	-800	0.50
Earned over \$20,000 (%)	38.3	41.6	-3.3	0.33
Sample size (total = 699)	380	319		

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: See Appendix D.

This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

Three sample members are missing information about what service area they lived in and are, therefore, excluded from this analysis.

A statistical analysis was run to assess whether the differences in impacts across the service area subgroups are statistically different. This analysis found that the impacts on the measures of total earnings and earned over \$20,000 are statistically different.

The Employment Retention and Advancement Project

Appendix Table F.11

**Years 1-2, Impacts on UI-Covered Employment and Earnings, by Service Provider
Riverside PASS**

Outcome	PASS Group	Control Group	Difference (Impact)	P-Value
<u>Center for Employment Training</u>				
Ever employed (%)	86.9	81.4	5.6 *	0.08
Average quarterly employment (%)	63.8	55.7	8.1 **	0.01
Number of quarters employed	5.1	4.5	0.6 **	0.01
Employed 4 consecutive quarters (%)	60.9	54.3	6.6	0.14
Total earnings (\$)	18,575	15,574	3,000 **	0.04
Earned over \$20,000 (%)	40.1	30.2	9.9 **	0.02
Sample size (total = 671)	539	132		
<u>Volunteer Center</u>				
Ever employed (%)	84.6	81.9	2.7	0.33
Average quarterly employment (%)	62.1	57.3	4.8 *	0.08
Number of quarters employed	5.0	4.6	0.4 *	0.08
Employed 4 consecutive quarters (%)	60.2	57.9	2.3	0.53
Total earnings (\$)	18,904	15,841	3,063 ***	0.01
Earned over \$20,000 (%)	44.7	34.0	10.7 ***	0.00
Sample size (total = 640)	322	318		
<u>Valley Restart</u>				
Ever employed (%)	86.6	81.3	5.3 **	0.04
Average quarterly employment (%)	58.7	55.2	3.5	0.16
Number of quarters employed	4.7	4.4	0.3	0.16
Employed 4 consecutive quarters (%)	55.9	52.3	3.6	0.28
Total earnings (\$)	17,560	15,635	1,925 *	0.09
Earned over \$20,000 (%)	36.7	32.7	4.0	0.18
Sample size (total = 757)	385	372		

(continued)

Appendix Table F.11 (continued)

Outcome	PASS Group	Control Group	Difference (Impact)	P-Value
<u>Riverside Community College</u>				
Ever employed (%)	86.4	83.8	2.6	0.34
Average quarterly employment (%)	64.7	63.0	1.7	0.53
Number of quarters employed	5.2	5.0	0.1	0.53
Employed 4 consecutive quarters (%)	62.6	63.5	-0.8	0.82
Total earnings (\$)	18,874	19,414	-540	0.68
Earned over \$20,000 (%)	39.7	42.4	-2.7	0.47
Sample size (total = 590)	295	295		
<u>DPSS Rancho Mirage</u>				
Ever employed (%)	82.3	79.4	2.9	0.76
Average quarterly employment (%)	58.8	63.0	-4.2	0.61
Number of quarters employed	4.7	5.0	-0.3	0.61
Employed 4 consecutive quarters (%)	53.7	55.7	-2.0	0.86
Total earnings (\$)	16,228	14,564	1,663	0.57
Earned over \$20,000 (%)	34.3	28.6	5.7	0.55
Sample size (total = 109)	85	24		

SOURCES: MDRC calculations from California Employment Development Department unemployment insurance records and TANF and food stamp administrative records from the State of California.

NOTES: See Appendix D.

This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

Three sample members are missing information about what service area they lived in and are, therefore, excluded from this analysis.

The Employment Retention and Advancement Project

Appendix Table F.12

**Year 1, Combined Outcomes on UI-Covered Employment, Child Care,
and Receipt of Other Supportive Services**

Riverside PASS

Outcome	PASS Group	Control Group	Difference (Impacts)	P-Value
<u>Employment and/or child care (%)</u>				
Employed and receiving child care	26.8	23.3	3.6 **	0.03
Employed and not receiving child care	53.3	53.9	-0.5	0.77
Not employed and receiving child care	1.4	2.1	-0.7	0.19
Neither employed nor receiving child care	18.5	20.8	-2.3	0.11
Employed Year 2 and receiving child care in Year 1	24.1	20.7	3.4 **	0.03
<u>Employment and/or child care or other supportive services (%)</u>				
Employed and receiving child care or other supportive services	31.9	26.0	5.9 ***	0.00
Employed and not receiving child care or other supportive services	48.3	51.2	-2.9	0.13
Not employed and receiving child care or other supportive services	1.8	2.0	-0.2	0.69
Neither employed nor receiving child care or other supportive services	18.1	20.9	-2.8 *	0.06
<u>Ever received child care (%)</u>				
Quarter of random assignment	31.5	31.2	0.4	0.83
Q2	21.6	20.7	0.9	0.57
Q3	14.7	13.2	1.5	0.26
Q4	11.7	10.3	1.4	0.26
Q5	9.3	8.5	0.7	0.51
Ever received a child care payment (%)	28.2	25.3	2.9 *	0.09
Ever received other supportive service payments (%)	9.7	4.1	5.6 ***	0.00
Sample size (total = 2,770)	1,627	1,143		

SOURCES: MDRC calculations from California Employment Development Department unemployment insurance records and Riverside DPSS P3 automated program tracking system records.

NOTES: See Appendix D.

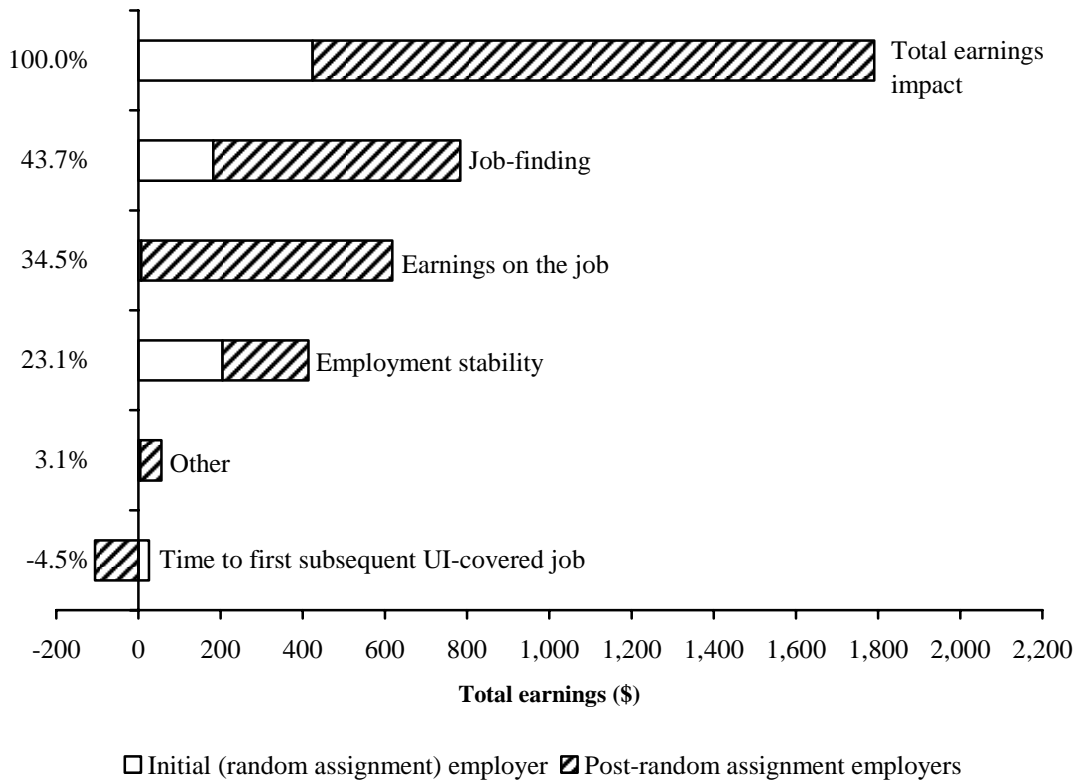
This table includes only employment and earnings in jobs covered by the California unemployment insurance (UI) program. It does not include employment outside California or in jobs not covered by UI (for example, "off-the-books" jobs, some agricultural jobs, and federal government jobs).

The Employment Retention and Advancement Project

Appendix Figure F.1

Years 1-2, Decomposition of the Earnings Impact for Earnings at Random Assignment Versus Earnings from Subsequent Employers

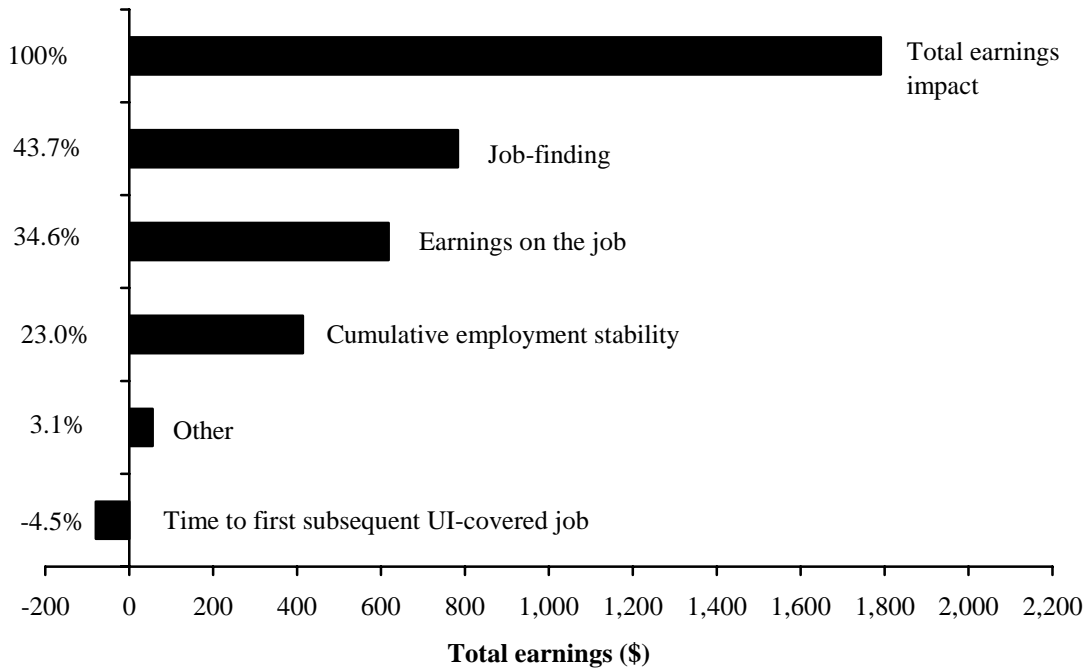
Riverside PASS



SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTE: The decomposition of earnings as analyzed by random assignment and post-random assignment employers is adjusted for sample members working for both types of employers in the same quarter. About 14 percent of the sample worked for a post-random assignment employer while also working for their random assignment employer during the quarter of random assignment. In this case, the random assignment employer is the employer that contributed the most to the individual's total earnings for this quarter.

The Employment Retention and Advancement Project
Appendix Figure F.2
Years 1-2, Decomposition of the Earnings Impact
Riverside PASS



SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTE: The decomposition of earnings includes only a subset of the full report sample and is thus nonexperimental.

Appendix G

**Notes for Tables and Figures Displaying Results
Calculated with Responses to the
ERA 12-Month Survey**

Estimates were regression-adjusted using ordinary least squares, controlling for several pre-random assignment characteristics of sample members. The regression model includes covariates representing the sites where the evaluation was conducted, which adjusts for the differences by site in random assignment ratio.

Rounding may cause slight discrepancies in calculating sums and differences.

A two-tailed t-test was applied to differences between outcomes for the program and control groups. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; and *** = 1 percent.

Italics indicate comparisons that are nonexperimental. These measures are computed only for sample members who were employed. Since there may be differences in the characteristics of program group and control group members who were employed, any differences in outcomes may not necessarily be attributable to the ERA program. Statistical tests were not performed.

All survey tables pertain only to the single-parent sample.

NA = not applicable.

Appendix H

Survey Response Analysis

This appendix assesses the reliability of impact results for the Riverside County, California, Post-Assistance Self-Sufficiency (PASS) program based on the Employment Retention and Advancement (ERA) 12-Month Survey. It describes how the survey sample was selected, reports the response rates for survey sample members, and compares the impacts calculated with results from the administrative records data for the survey sample and the report sample. Finally, the appendix discusses discrepancies in employment outcomes among sample members having both survey data and administrative records data.

MDRC removed the survey from the field at an early stage of the fielding effort because the initial implementation research suggested that PASS program group members, on average, were unlikely to be receiving substantially more services than control group members. Thus, the possibility that PASS could produce economic impacts was viewed as slim. The number of surveys in the field at the time, however, was sufficient to assess the implementation of the program. Given that economic impacts were seen as doubtful at the time, the remaining individuals who were slated to be surveyed — whose responses would have brought the overall survey sample size up to a point suitable for measuring economic impacts — were not sought. Measuring economic impacts (as opposed to implementation indicators) with a small sample is problematic because the confidence intervals around the group estimates make it difficult to detect statistically significant impacts.

In addition, as is shown below, this response analysis uncovered some evidence of survey response bias, which further diminishes the utility of the survey. Based on several pre-random assignment characteristics, survey respondents appear to be different from survey non-respondents.

Finally, while the original sample was slated to cover more cohorts, the sample that was actually fielded was selected from among report sample members randomly assigned from October through December 2002, which covers only one quarter of the four-quarter, full-sample intake period. This raises concerns about how generalizable the survey results are to the full sample. As discussed below, impacts on such key economic outcomes as earnings were weaker for those in the October through December 2002 cohort than for the other random assignment cohorts.

As a result of the above factors, the ERA 12-Month Survey results are not used in this report to gauge economic impacts.

Survey Selection

The report sample in the Riverside PASS study includes 2,770 single parents who were randomly assigned to the PASS group (N = 1,627) and to the DPSS group (N = 1,143) from July 2002 through June 2003.

A two-step process was used to select the 12-month survey sample. First, the *survey-eligible sample* was selected (N = 605). This sample includes individuals in single-parent families in the research sample who were age 18 or older at the time of random assignment, were not randomly assigned in the Rancho Mirage service area, could speak English or Spanish, and were randomly assigned from October through December 2002. Next, 50 percent (N = 300) of the sample members in this survey-eligible sample were randomly selected to be interviewed, split between the PASS group (N = 154) and the control group (N = 146). This sample is referred to as the *fielded survey sample*.

Appendix Table H.1, which compares the pre-random assignment characteristics of the survey-eligible sample and the fielded survey sample, shows that people with certain characteristics had a higher likelihood of being sampled for the survey. Sample members who did not have a high-school diploma or General Educational Development (GED) certificate or those who had employment in the prior year were more likely to be selected for the survey. It is not surprising that there are some differences between these samples, given the survey selection criteria.¹

Survey Response Rates

The survey interviews that were conducted took place 13 to 21 months after the sample members entered the study. The overall response rate was about 75 percent (N = 224 out of 300) among sample members who were fielded for the 12-month survey. The risk for nonresponse bias in Riverside PASS is further complicated by the differences in response rates among members of the PASS group (78 percent) and members of the control group (71 percent).² Out of the 224 total respondents, 120 were PASS group members, and 104 were control group members.

¹For this analysis, MDRC created an indicator of being sampled for the survey and related the indicator to pre-random assignment characteristics in a multivariate analysis. Note that, in addition to other background characteristics (such as age, race/ethnicity, and number of children), research status was included in this model. The first column of Appendix Table H.1 provides the parameter estimates indicating the effect of each variable on the probability of being sampled for the survey. The asterisk and P-value show the statistical significance of this relationship. These findings would normally be surprising, due to the random sampling methodology that was used to select the fielded survey sample. However, in Riverside PASS, a stratified sampling strategy was applied, and the sample was selected using random assignment ratios that differ from the ratios in the report sample. The stratification appears to account for the sampling bias.

²The reasons given for nonresponse among the 76 nonresponding sample members were (1) that they could not be located (N = 53); (2) that they could not be located before the fielding period expired (N = 11); (3) that they refused to be interviewed (N = 11); or (4) that they were incapacitated (N = 1).

The Employment Retention and Advancement Project

Appendix Table H.1

**Estimated Regression Coefficients for the Probability of Being Fielded
for the ERA 12-Month Survey**

Riverside PASS

	Survey Sample	
	Parameter Estimate	P-Value
ERA group (PASS group)	-0.1117 ***	0.0093
Age of the youngest child	0.0015	0.8237
Number of children	0.0226	0.2890
Black, non-Hispanic	-0.0965	0.5101
White, non-Hispanic	-0.1499	0.2994
Hispanic	-0.0884	0.5401
No high school diploma or GED	0.1363 ***	0.0030
Employed in the quarter prior to random assignment	-0.0805	0.2780
Female	-0.0190	0.7785
Month of sample intake	-0.0146	0.5605
21-30 years of age	-0.0442	0.6052
31-40 years of age	-0.1013	0.3230
41 years old or older	-0.1102	0.3484
Employed in the prior year	0.1595 *	0.0972
Received food stamps in the prior year	-0.0936	0.1644
Earnings in the prior 3 years	0.0000	0.5428
Number of quarters employed in prior 3 years	0.0027	0.7853
Center for Employment Training	-0.0366	0.5576
Valley Restart	0.0087	0.8810
Volunteer Center	-0.0283	0.6461
R-square (0.054)		
F-statistic (1.66)		
P-value of F-statistic (0.0348)		
Sample size	605	

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

This regression analysis was conducted among the survey-eligible sample (N = 605).

Appendix Table H.2 shows that survey respondents are statistically different from non-respondents on several pre-random assignment characteristics. Sample members who are in the PASS group, female, or living in the Valley Restart service area were more likely to respond; sample members without a high-school diploma or GED, or from other racial/ethnic groups, were less likely to respond.⁴²

Overall, PASS group respondents are not statistically significantly different from control group respondents. However, Appendix Table H.3 shows that members of the PASS group (N = 120) and members of the control group (N = 104) differ on some individual characteristics; control group members are more likely to be Hispanic and to have received food stamps during year prior to random assignment, while PASS group members were more likely to be working in a job covered by unemployment insurance (UI) during the quarter prior to random assignment. Because of these differences between ERA group respondents and nonrespondents, and because of the small sample sizes, the survey-based impacts in Riverside PASS are unusually sensitive to regression adjustment.

Impacts from the Administrative Records Data Across the Survey Sample and the Report Sample

Appendix Table H.4 shows the impacts on UI-covered employment, public assistance, and income among sample members in the report sample, the survey-eligible sample, the fielded sample, and the respondent sample.⁴³ The table shows that the impacts on such key economic outcomes as earnings are weaker among the fielded cohort. However, the impacts among survey respondents are numerically larger than the impacts among the fielded sample or the report sample. The relatively large impacts among the respondent sample are often not statistically significant, due to the sample's very small size.

The analysis continues on page 107.

⁴²This analysis examines whether certain pre-random assignment characteristics are associated with higher or lower incidence of survey response. For this analysis, MDRC created an indicator of survey response and related the indicator to pre-random assignment characteristics in a multivariate analysis, using the same model as to estimate the probability of being sampled for the survey.

⁴³Within each sample, all the impacts are regression-adjusted to control for differences in background characteristics, prior earnings, prior employment, prior public assistance receipt, location or residence, and period of sample intake.

Appendix Table H.2
Estimated Regression Coefficients for the Probability of Being a Respondent
to the ERA 12-Month Survey
Riverside PASS

	Survey Sample	
	Parameter	
	Estimate	P-Value
ERA group (PASS group)	0.0825	0.1038
Age of the youngest child	-0.0014	0.8692
Number of children	-0.0163	0.5208
Black, non-Hispanic	0.3314 *	0.0647
White, non-Hispanic	0.3617 **	0.0413
Hispanic	0.4367 **	0.0131
No high school diploma or GED	-0.1216 **	0.0318
Employed in the quarter prior to RA	-0.0355	0.6746
Female	0.1782 **	0.0355
Month of sample intake	0.0224	0.4671
21-30 years of age	0.0250	0.8017
31-40 years of age	-0.0274	0.8320
41 years old or older	0.0798	0.5802
Employed in the prior year	-0.1755	0.1347
Received food stamps in the prior year	-0.0014	0.9854
Earnings in the prior 3 years	0.0000	0.2531
Number of quarters employed in prior 3 years	0.0247 **	0.0420
Center for Employment Training	-0.0416	0.5814
Valley Restart	0.1215 *	0.0923
Volunteer Center	-0.0496	0.5096
R-square (0.111)		
F-statistic (1.74)		
P-value of F-statistic (0.0273)		
Sample size	300	

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTE: Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

The Employment Retention and Advancement Project

Appendix Table H.3

Background Characteristics of Survey Respondents

Riverside PASS

Characteristic	PASS Group	Control Group
Female (%)	90.8	92.3
Race (%)		
Hispanic	48.3	56.7
Black	18.3	18.3
White	30.8	25.0
Other	2.5	0.0
Age (%)		
20 or younger	8.3	9.6
21-30	53.3	48.1
31-40	25.8	28.8
41 or older	12.5	13.5
Average age (years)	30	30
High school diploma (%)	59.5	53.1
Employed during the quarter prior to random assignment (%)	82.5	74.0
Employed during the year prior to random assignment (%)	89.2	87.5
Number of quarters employed in the prior 3 years	7.2	6.8
Earnings in the 3 years prior to random assignment (\$)	17,194	15,537
Number of children (%)		
1	43.3	44.2
2	29.2	25.0
3 or more	27.5	30.8
Average number of children	2.0	2.1
Age of youngest child (%)		
Under 3 years	45.8	41.3
3-5 years	19.2	26.0
6 years or older	35.0	32.7

(continued)

Appendix Table H.3 (continued)

Characteristic	PASS Group	Control Group
AFDC receipt history (%)		
Never	5.2	4.1
Less than 3 months	44.0	43.9
3 months or more and less than 2 years	12.9	12.2
2 years or more and less than 5 years	19.0	26.5
5 years or more and less than 10 years	10.3	6.1
10 years or more	8.6	7.1
Received food stamps in the prior year (%)	81.7	91.3 **
Sample size (total = 224)	120	104

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: Results are for sample members randomly assigned from October through December 2002.

Chi-square (categorical) and two-tailed T (continuous) tests were used to assess the differences in characteristics across research groups.

Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

The Employment Retention and Advancement Project

Appendix Table H.4

**Comparison of Impacts for the Report, Eligible,
Fielded, and Respondent Samples**

Riverside PASS

Outcome	PASS Group	Control Group	Overall	Difference (Impact)
<u>Quarters 2-5</u>				
Ever employed (%)				
Report sample	80.1	77.1	78.8	3.0 **
Eligible sample	80.8	80.4	80.7	0.4
Fielded sample	81.2	78.7	80.0	2.5
Respondent sample	85.3	79.5	82.6	5.7
Average quarterly employment (%)				
Report sample	64.5	61.5	63.2	2.9 **
Eligible sample	67.0	63.0	65.3	4.0
Fielded sample	66.2	60.4	63.4	5.7
Respondent sample	70.8	61.9	66.7	8.9 *
Employed 4 consecutive quarters (%)				
Report sample	47.7	44.6	46.4	3.1 *
Eligible sample	52.6	46.3	49.9	6.3
Fielded sample	48.4	44.1	46.3	4.3
Respondent sample	52.9	45.8	49.6	7.1
Number of quarters employed				
Report sample	2.6	2.5	2.5	0.1 **
Eligible sample	2.7	2.5	2.6	0.2
Fielded sample	2.6	2.4	2.5	0.2
Respondent sample	2.8	2.5	2.7	0.4 *
Earnings (\$)				
Report sample	9,178	8,261	8,800	916 ***
Eligible sample	9,771	9,162	9,512	609
Fielded sample	9,502	8,839	9,180	663
Respondent sample	10,365	9,220	9,833	1,146
Ever received TANF (%)				
Report sample	40.7	43.5	41.8	-2.8
Eligible sample	36.5	35.8	36.2	0.8
Fielded sample	34.7	33.3	34.0	1.4
Respondent sample	34.8	34.9	34.8	-0.1
Amount of TANF received (\$)				
Report sample	1,563	1,581	1,570	-18
Eligible sample	1,382	1,279	1,338	102
Fielded sample	1,365	1,273	1,320	92
Respondent sample	1,274	1,453	1,357	-179

(continued)

Appendix Table H.4 (continued)

Outcome	PASS Group	Control Group	Overall	Difference (Impact)
Ever received food stamps (%)				
Report sample	46.2	47.5	46.8	-1.3
Eligible sample	41.5	41.9	41.7	-0.5
Fielded sample	37.7	36.9	37.3	0.8
Respondent sample	38.3	38.5	38.4	-0.1
Amount of food stamps received (\$)				
Report sample	971	964	968	7
Eligible sample	828	756	798	72
Fielded sample	769	601	687	168
Respondent sample	738	682	712	56
Total measured income (\$)				
Report sample	11,712	10,807	11,338	905 ***
Eligible sample	11,981	11,198	11,647	783
Fielded sample	11,637	10,713	11,187	923
Respondent sample	12,377	11,355	11,903	1,023

SOURCE: MDRC calculations from California Employment Development Department unemployment insurance records.

NOTES: The report sample includes 2,770 sample members; PASS: 1,627; control: 1,143.

The survey-eligible sample includes 605 sample members; PASS: 347; control: 258.

The fielded sample includes 300 sample members; PASS: 154; control: 146.

The respondent sample includes 224 sample members; PASS: 120; control: 104.

Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

Comparison of UI-Reported and Survey-Reported Employment Among Survey Respondents

In this section, outcomes from UI data are compared with respondent-reported employment at time of the 12-month survey interview. Appendix Table H.5 presents unadjusted outcomes for UI-reported and survey-reported employment. Overall, the UI records and the survey data provide consistent information about employment status for three-fourths of the combined research sample (approximately 60 percent of the employed sample and 18 percent of the unemployed sample). However, the control group members were 11 percentage points more likely than the PASS group members to report employment that is not captured by the UI wage records; this is the main source of the discrepancy between UI-based and survey-based employment impacts.

Conclusion

Because of very small sample sizes, patterns of survey response bias, and a difference in impacts between the survey cohort and the larger report sample, the survey was deemed not to be a reliable source of information about such economic outcomes as employment and earnings for the PASS program as a whole. Since measuring participation outcomes typically involves less precision, the survey data *are* used in this report to provide information about program implementation.

The Employment Retention and Advancement Project

Appendix Table H.5

**Comparison of Employment Rates Reported
by UI Records and by the ERA 12-Month Survey,
Among Respondents During the Quarter of the Survey Interview**

Riverside PASS

Outcome	PASS Group	Control Group	Overall	Difference (Impact)
<u>Reported employment, by data source (%)</u>				
UI records	72.0	68.0	70.0	4.0
ERA survey	68.0	75.0	71.0	-7.0
<u>Reported employment, by combination of data sources (%)</u>				
UI records and ERA survey	61.0	57.0	59.0	4.0
UI records but not ERA survey	11.0	11.0	11.0	0.0
ERA survey but not UI records	7.0	18.0	12.0	-11.0
Neither UI records nor ERA survey	22.0	14.0	18.0	8.0
Sample size (total = 224)	120	104		

SOURCES: MDRC calculations from California Employment Development Department unemployment insurance records and ERA 12-Month Survey.

NOTE: Estimates are not regression-adjusted.

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Founded in 1974 and located in New York City and Oakland, California, MDRC is best known for mounting rigorous, large-scale, real-world tests of new and existing policies and programs. Its projects are a mix of demonstrations (field tests of promising new program approaches) and evaluations of ongoing government and community initiatives. MDRC's staff bring an unusual combination of research and organizational experience to their work, providing expertise on the latest in qualitative and quantitative methods and on program design, development, implementation, and management. MDRC seeks to learn not just whether a program is effective but also how and why the program's effects occur. In addition, it tries to place each project's findings in the broader context of related research — in order to build knowledge about what works across the social and education policy fields. MDRC's findings, lessons, and best practices are proactively shared with a broad audience in the policy and practitioner community as well as with the general public and the media.

Over the years, MDRC has brought its unique approach to an ever-growing range of policy areas and target populations. Once known primarily for evaluations of state welfare-to-work programs, today MDRC is also studying public school reforms, employment programs for ex-offenders and people with disabilities, and programs to help low-income students succeed in college. MDRC's projects are organized into five areas:

- Promoting Family Well-Being and Child Development
- Improving Public Education
- Raising Academic Achievement and Persistence in College
- Supporting Low-Wage Workers and Communities
- Overcoming Barriers to Employment

Working in almost every state, all of the nation's largest cities, and Canada and the United Kingdom, MDRC conducts its projects in partnership with national, state, and local governments, public school systems, community organizations, and numerous private philanthropies.