Abstract

Title of Document:	GETTING THE WORD OUT: A STUDY OF ASSISTANCE INFORMATION MADE AVAILABLE TO LOW-INCOME PEOPLE THROUGH COUNTY WEBSITES Susan Copeland Wilson, Doctor of Philosophy, 2014
Directed By:	Associate Professor Paul T. Jaeger, College of Information Studies

Electronic government (e-government) is vetted as a mechanism to deliver government information and services to the public with efficiency, cost-effectiveness, and greater democratization. The impacts to low-income people can be significant but the topic remains largely unexplored by research. This new study establishes a research agenda to examine the social impacts (rather than the technology focus) of that space wherein assistance information is deployed digitally and a low-income person seeks and retrieves it.

This dissertation examines how information about Medicaid, Supplemental Nutrition Assistance Program ("food stamps), and Temporary Assistance to Needy Families ("welfare") are delivered electronically. Case studies of three Maryland counties 1) examine information to understand what is made available on-line, 2) examine the state and county statutes, strategies, and policies issued on-line to understand expectations, requirements, and implementation decisions, and 3) compare implementations and alignment with statutory mandates.

The research identified commonalities and gaps between the mandates and implementation. In particular, state statutes support delivering services and information digitally across multiple platforms. This is being implemented for some county services but notably, not for assistance services for low-income people. This obviates opportunities to reduce the stigma, effort, and costs in applying for services and for realizing greater efficiency in assistance delivery by Departments of Social Services. This gap perpetuates low-income people as a "separate but unequal" class, making this a question of civil rights, and issues of income and full-realized citizenship.

This exploratory research provides a new lens through which to expand current information theory models such as information poverty, small worlds, and digital inclusion. It can help identify mechanisms to address.

This research can help policymakers to address the intersection of technology; changes in demographics, technology access, and literacy; income; citizenship; biases designed into automation; and organization efficiency. Finally, it can help inform a practical framework with which counties can determine how closely program information and delivery meet public needs and evaluate the impacts of e-government.

GETTING THE WORD OUT:
A STUDY OF ASSISTANCE INFORMATION MADE AVAILABLE TO LOW-
INCOME PEOPLE THROUGH COUNTY WEBSITES

By

Susan Copeland Wilson

Advisory Committee:
Associate Professor Paul T Jaeger, Chair
Dr. John Carlo Bertot
Dr. Mega Subramaniam
Dr. Katie Shilton
Dr. Natasha Cabrera

Dedication

This dissertation is dedicated to my parents Gray and Barbara Wilson. When I finished my undergraduate degree in music performance, they reminded me that I then had the skills to learn my craft. With the completion of this degree, I am reminded that this is the jumping off point to hone this new set of skills to help craft a more respectful and equitable civil society.

Acknowledgements

To my orchestral colleagues, I thank them for not chuckling too loudly as I read and edit during breaks in rehearsals, grabbing a pencil to jot down an idea on my folder or parts. Conductors have cut me a little slack when papers splash over the floor; my bassoon colleagues have kindly given me an occasional nudge when my concentration has migrated from Stravinski to census reports.

Demographers tell us that we baby boomers will have several different professions in our working careers and they seem to be right. I have profound respect for those music giants who got me to think in sound and understand the magic that happens between the notes. With deep gratitude, I recall Dr. Alan R. Hawkins, Mark Popkin, Jane Taylor, and Linda Harwell who taught me that playing bassoon is a remarkable mechanism to learn to think critically and deeply. Dr. Jim Morentz introduced me to emergency and disaster management, which taught me about really understanding the impacts of policy to vulnerable people. These careers, oddly, have been a launch pad for this research. In other words, they have taught me to think of the magic that occurs between the words.

Finally, my deepest gratitude goes to my now, thanks to Maryland voters, lawful spouse, Mary Judith Hoferek. She has challenged assumptions, clarified thinking, proofread and edited, posed counter arguments, and has kept the home life humming along. She brings a scholar's brain and a human heart as a sounding board for this research, and helps keep the cats off of the keyboard and walks the dog as I read, analyze, and write. But more fundamentally, she is my dear, great love in life and after so, so many years, still makes me laugh and love. I hope that I am a worthy partner in life for her.

Table of Contents

List of Figures

List of Tables

Chapter 1. Introduction

Federal, state, and county commitment to electronic government to engage the public

has established that making information and services available on-line (e-government)

via the ever-expanding capabilities of information and communications technologies

(ICTs) is viable. The anticipated benefits are well-publicized. These include reducing

information production and dissemination costs that are borne largely by taxpayers;

making government information and services available beyond the confines of physical

spaces and office hours; enabling citizens to better manage their transactions with the

government; and broadening opportunities to enable public-/private-sector partnerships to

identify and solve many of America's civic problems (Bekkers, 2013). E-government

implementation can ease the administrative burden on public agencies by mediating the

amount of labor and costs involved in fulfilling face-to-face routine requests and

transactions which frees employees to perform more complex, sensitive work. E-

government can also serve policymakers by targeting spending to address defined

problems and implementing solutions that show benefit to taxpayers. However, to be

effective, comprehensive e-government planning and implementation presupposes that

systems

- Are designed with specific understanding of the information needs and habits of
  the target audience(s),
- Can be evaluated by specified criteria to determine the agency's return-on-
  investment (ROI) and how effectively user needs and agency goals are met, and
- Are platform-agnostic so they can reach the widest range of users possible.

Much research has been carried out on the factors that influence e-government adoption and use. Research has also focused on the correlation between income and technology access and use. However, little research examines the intersection of electronically-deployed information, services, programs, and digital policies that specifically address low-income people. Further, from the county perspective, little research examines whether electronically-deployed information and services align with the county's expectations and state mandates. Determining how effectively a county's e-government strategy meets its mission paves the way to understand how effectively its citizens are served.

In order to understand the intersection of e-government and low-income people, this dissertation reports the results of the researcher's study to assess the types of assistance information and applications deployed by each of three (3) Maryland counties on-line, and how the information deployed aligns with Maryland's and the counties' digital strategies and statutory framework. It uses the federal programs

- Medicaid,

- the Supplemental Nutrition Assistance Program (SNAP, or "food stamps), and

- the Temporary Assistance to Needy Families (TANF, or "welfare")

to focus the analysis. It reports correlation between those items, the counties' driving strategic plans and requirements; and any alignment between the counties' implementations and the state's and the counties' digital strategic plans and statutory framework. The results can help to inform policymakers when they consider how digital initiatives can be deployed to better reach low-income people and improve efficiency in service delivery.

Over the next 40 years, changing demographics will influence perceptions of poverty, how services will be delivered, and just who will be eligible for assistance. Thus, the results of this study suggest that expanded digital engagement may help mature the government-to-citizen partnership so that low-income people can manage more of their case transactions without the constraints and costs of office visits during limited hours. The research establishes a baseline by which policy makers can consider whether, when case management processes are automated, current inefficiencies and biases are also automated.

In this study, the researcher identified that the lack of mature technology outreach to make information available through multiple communications modes and formats to low-income people exists in opposition to state policy, Maryland's high Internet penetration and, as identified in some of the research literature, perceived technology literacy by low-income people. There is distinctly lower level of digital engagement between county social services offices and their clients than for general county services and the public at large.

Finally, the researcher expects that this work can help inform an awareness with which counties can determine how closely program information and delivery can meet public needs and evaluate the impacts of e-government, and evolve this work into a county-level evaluation framework. When used across many counties, this framework can be a common evaluative tool to compare practices of counties with similar demographics and income levels. Widespread use can help develop a nationwide picture of how these federal programs' delivery has been influenced by electronic delivery methods.

Value of the Research

This exploratory research establishes a foundation to develop new theories and a framework that can address the space that is the intersection of e-government policy, technology capabilities, and access to digital information by low-income people. Specifically, this research begins to focus on the space wherein digital information is deployed by counties and it is accessed by the end user. E-government policy and implementation have typically been defined by, and explored through, the technology lens. Models and precepts such as Davis' Technology Acceptance Model (TAM), Rogers' Diffusion of Innovation (DOI), Moon's e-government maturity model, former U.S. Chief Information Officer Vivek Kundra's "technology first" approach, federal and state statutes, and others have driven the strategies to implement and assess success of e-government; these are discussed in _Chapter 2: Literature Review_, page 19.

The social impact of e-government policy and implementation, however, is largely unexplored. No frameworks exist that evaluate the impact of

1. E-government policies themselves

2. E-government policies when implemented,

3. E-government policies when _not_ implemented_, and_

4. E-government policies when implemented for one class of the population but not all or when implementation excludes specific groups, especially disadvantaged classes that are, to some extent, dependent on the government that makes those, or is responsible for those e-government policies.

Further, no research exists that explains these critical conditions that dig at the social impacts. This opens opportunities to explore several facets including (from the

perspective of low-income users) the explicit mandates to implement e-government in terms of how they were developed and their potential impacts, and factors that either support or inhibit implementation.

Why is this important? A number of different perspectives, theoretical models, frameworks, and practices can be expanded, enhanced, or addressed based on the data and analyses that resulted from this study. From an administration perspective, understanding how digital information is accessed and used is key to assessing the ROI of information deployment and whether the current deployment model is efficient and cost-effective. Otherwise, simply making information available on-line meets perhaps the letter of "go digital" mandates but obviates opportunities to improve information sharing efficiencies for both the agency and the end user.

From a social perspective, researchers have not really explored how assistance information is used and the impacts of its use by low-income people in the digital space. Are the differences, or could there be differences in the medium, that influence how people are inclined to use assistance information? Are there differences in perceived trustworthiness of that information or trust in the agency itself? Perhaps most important, does making this information available on-line (assuming it is findable and accessible) change how people are assessed for assistance eligibility and receive benefits? Does the level of trust by agencies for applicants change based on the medium? Does the digital medium change peoples' approach to application, receipt of benefits, and if so, what are the impacts of that change? The literature indicates that deploying food stamp benefits through electronic benefits cards (EBT) correlates to increased food stamp usage. In short, are there other changes in behaviors and in peoples' lives brought on by technology

and if so, what are they?

This study can provide some groundwork for future studies of how implementation changes when low-income people are involved in determining how assistance information and service delivery are made available. By identifying the needs of low-income people in how they may want to engage with the assistance information, application, and service delivery, counties can deploy information that aligns with their needs. By understanding how low-income people feel about applying for and managing assistance on-line, how their experience differs between this and the "field office visit" experience, system designers and developers may change how information and services are delivered in this digital environment.

The hand-off space between when information is put on-line and the user accesses it brings up the need to understand more of how that information will be accessed. Factors include understanding how the user learns that the information exists in the first place, the users' temporal and location parameters, and fundamentally, who is that end user. Clearly, much work remains to be done in this space.

Because this is a new and unexplored research area, this study introduces one method to begin to assess the social component of this space. It assesses the effects of alignment (or gaps) between e-government policy through statutes and how it is implemented by counties and their Departments of Social Services (DSS) from the perspective of the low-income end user. Future researchers can use this as a starting point to identify other assessment components of this intersection to build out this and other frameworks and theories.

Studying the implications of policies and their implementations is not new. But even

this preliminary study lays a foundation for more research in better understanding a number of aspects about the intersection of low-income people, technology, government services, and at a more profound level, the roles and rights of all classes of citizens in their interactions with government. Three (3) counties in a very diverse state with policies to "go digital" may be well-served to understand the impact of not "going digital" on targeted and vulnerable populations.

Capturing this instance of alignment of policy and less mature implementation adds to the existing but still small body of research on income inequality and assumptions about the "have"/"have not" camps. As one county identified, the DSS does not know who is *not* served.

This and further research will become more critical in the coming years as:

1. Demographics shift, which will require new thinking about assistance delivery, prevailing language, accessibility, changes in family composition, and changes in the coming "minority white" population.

2. The generation growing up with technology will demand greater access to services (not just assistance), obviating the presumption of technology illiteracy.

3. The impacts of the 2008 recession will result in a middle-aged population who may retire with inadequate assets but who will expect services to be delivered through digital media.

This research will contribute to better understanding of government information and service deployment in the digital environment, especially as it pertains to low-income people, in several specific ways:

1. While the results themselves may not be transferrable to other counties (since counties vary by demographic distribution, income, industrial base, topology, population density, and other factors (Chinni & Gimpel, 2011), the analytical framework used to develop the results can help researchers and county policymakers understand how the driving strategic plans and statutory framework are implemented for the general public but how that level of implementation differs for Departments of Social Services (DSS).

2. Understanding where policy and implementation align and diverge can help policymakers address the changing demographics will influence perceptions of poverty, how services will be delivered, and who will be eligible for assistance.

3. Understanding who would not be served in the on-line environment is critical to maintaining their access to assistance and to ensure that exclusionary barriers are not introduced in "go digital" policy or implementation.

4. Policymakers may have a better understanding that the expanded use of mobile technologies, social media, and other methods of digital engagement may help mature the G2Cpartnership so that low-income people can manage more of their case transactions without the constraints and costs of office visits during limited hours.

5. Understanding the gaps between current implementations on one hand and the Internet access and technical literacy of applicants on the other can help drive the use of creative solutions through multiple modes of delivery and access, to deliver services more efficiently despite stretched budgets.

6. Because of the gap in offerings to the general public and the offerings to low-

income people, the question opens about, when case management processes are automated, whether current inefficiencies and biases are also automated.

7. The results can serve as the foundation for an evaluative framework with which counties can determine how closely program information and delivery can meet public needs and evaluate the impacts of e-government. When used across many counties, this framework can be a common evaluative tool to compare practices of counties with similar demographics and income levels. Widespread use can help develop a nationwide picture of how these federal programs' delivery has been influenced by electronic delivery methods.

As the U.S. and individual states continue implementing information and service delivery digitally, the process of migrating manual processes introduces the opportunity to examine the values, biases, and presumptions embodied in those systems. In considering the spirit of e-government as a democratizing mechanism and that poor people have generally lived as outliers or invisible in policy making, moving services to the digital environment is a good time to address what full access to engagement – to take an "equal position in society*"* (Merriam-Webster, n.d.a.) – really means for all Americans, including the disadvantaged.

Why Focus on e-Government?

Beginning with President Clinton's call to leverage ICTs – especially the Internet – to engage the public (Gore, A., 1993), the federal government has deliberately focused on using the panoply of communications technologies to broker information and services between the government and the private sector (i.e., e-government) (Dawes, 2002). Further, this commitment has resulted in a still-emerging statutory, policy, and procedural

framework that increasingly relies on technology exclusively to carry out business internally and with the public (Orszag P. R., 2009; Obama, 2011, 2012).[1] This is intended to create greater opportunities for government cost-saving, expanded public-/private-sector partnerships for collaboration and innovation, and increased transparency and accountability in the government's dealings with the public and private sector stakeholders (Obama, 2009; Mistry & Jalal, 2012; Carter & Bélanger, 2005). Further, e-government is cast as a force for democratization in nation-building and a leveler of economic class (Forman, 2002; Goode, 2010; Nyquist, 1968) even if implementing e-government has not yet achieved these aspirations (Obama B. H., 2011b).

As the public becomes increasingly comfortable in seeking information in digital environments, many states and counties are also e-delivering government information and services (Welch, Hinnant, & Moon, 2005). Every state has published data on topics that range from agricultural assistance to speed traps (and numbers of subsequent tickets) to local zoo webstreams. At state and local levels, citizens can renew driver's licenses, pay property taxes, apply for building permits, and check out library e-books and renew paper ones. Many states have developed a stable of decisional tools to help their residents to help avoid traffic backups, plan and manage gardens, and register to vote. In many jurisdictions, citizens can look up crime statistics and pollution levels and air quality level predictions before buying a house in a particular neighborhood (which has implications for the real estate market and thus, jurisdictions that are funded primarily through property taxes), and in some areas, participate in virtual town halls using Twitter,

---

[1] As of 2011, the U.S. federal government has generated over 24,000 web pages for more than 2,000 top-level websites (Phillips, 2011), making a large range of information and services (of varying degrees of quality, usefulness, maturity, and relevance) available through *.gov* sources.

Facebook, Internet broadcasting, and other Web 2.0 technologies. As the population grows, and more agencies and the public assume to use technology as the primary communications medium, on-line and mobile access to these and other services will become increasingly critical, as will the attendant concerns of access and information security.

The commitment to e-government invokes many policy and practical questions, however, including:

1. Identifying the targeted audience(s),

2. Determining what information and services to deploy,

3. Assuring that the audience and information meet in accessible ways,

4. Identifying correlations between technology funding and implementation quality,

5. Understanding the impact on civil liberties, privacy, and personal and information security, and

6. Managing "unintended consequences."

E-government is still in its infancy – barely twenty years implemented – so the extents and expectations of how it affects the government-to-citizen (G2C) relationship are not fully understood (well-summarized in Stanimirovic and Vintar (2012)). Normative behaviors are still evolving, best practices are still developing, and baseline assumptions and emerging opportunities are still being identified.

Why Focus on the County Level?

Commitment to e-government is playing out at the local levels at the many counties that broker services for a number of reasons. As a requirement for receiving federal funding, states and counties are obligated to deliver information and services as

efficiently as possible using ICTs. For reporting purposes, states and counties are

mandated to build technology environments that support information sharing among peer

counties within a state, and between the county, state, and federal levels, requiring

alignment in reporting infrastructures (e.g., technology platforms, reporting structures

and formats, scheduling, etc.) and information sharing mechanisms. The potential for

increased efficiencies can be especially beneficial to budget-squeezed counties.

Moreover, counties have a deeper knowledge of the needs of local residents and are

in a position to better target assistance where it is most needed. This is a key tenet of the

Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) [2]

(P.L. 104-193) (a.k.a. Welfare-to-Work)): many low-income-focused assistance programs

were moved from federal-level oversight and funding to shared federal/state partnerships

through block grants. This resulted in increased federal reporting but more state control in

how and whether funds are allocated to assistance programs to help determine whether

funds are appropriately budgeted.

For counties to move their information and services on-line, critical strategic planning

1) guides budgeting, 2) identifies the target audiences and their characteristics, 3)

identifies the functionalities and services to deploy, 4) addresses technical maintenance

and information refresh plans, 5) specifies how ROI will be assessed, 6) defines

information and system security strategies, 7) projects the costs of system development

---

[2] PRWORA transitioned several federal programs such as Aid to Families with Dependent Children
(now TANF) to state management and shared funding. Many states imposed further restrictions, required
more stringent work commitments, and reduced benefits; this has been blamed for creating a larger class of
working poor (Kornbluh, 2007, p. 8; Edelman & Ehrenreich, 2010). The history and impacts of PRWORA
are discussed in *U.S. Social Welfare Reform: Policy Transition from 1981 to the Present, Chapter 3*
(Caputo, 2011).

and maintenance, and perhaps, most important, 8) assesses how on-line access will meet the program's intended mission (Gil-García & Pardo, 2005). In some cases, implementing e-government requires administratively reorganizing how services are delivered. Careful analysis to determine the cost-to-impact ratio is necessary to understand whether tax payer money is spent according to plan and whether the new environment is economically viable. This strategic planning is usually a requirement in public-sector program design and deployment. The plan also becomes the framework for the program and a critical public record (in many cases) to support overview by the citizens of that jurisdiction and funding bodies.

Within a state, counties can vary widely in demographics, population density, income base, poverty rates, industry, urban-to-rural ratio, technology availability, levels of education, access to health services, and many other variables. However, counties must meet state laws and standards in deploying services, while assuring that minimum access is met and that barriers to access are minimized, just as states must meet federal guidelines.

Finally, in the case of Maryland, by law, federal assistance information and services are brokered at the county level.

Why Focus on Low-Income People?

As more information and services are migrated to on-line environments, the question of the targeted audience takes on more significance when one considers the logistics of access and information-seeking needs and habits. As of 2011, 78% of adults and 95% of teenagers are on-line, and those who are on-line are expanding the types of information, services, entertainment, and applications they use and expect. However, for low-income

adults (i.e., those who live in households of less than $30,000 per year), this figure drops to 62% adults (see page 37).

Traditionally, the poor have sought cash assistance, housing and utility subsidies, help for health and medical care, food, and the like from the government. These types of assistance are enshrined through a palette of social service legislation starting with Social Security Act of 1935, Medical Assistance for the Aged of 1960 (later Medicaid), PRWORA, and the Department of Agriculture's (USDA) Economy Food Plan of 1955, and have been influenced by many other statutes (such as the Civil Rights Act of 1964) in the ability to help alleviate poverty (see *Poverty and Legislative Responses,* page 45 and *Appendix H Poverty Rates and Federal Spending for Health Care and Welfare (Percentage of GDP), by Key Legislation*, page 485). Electronic information deployment can help reduce or avoid the costs and barriers that occur when visiting field offices to apply for services (e.g., transportation, child care, work missed to accommodate field office hours, stigma, etc.) if those services are delivered with accessibility in mind. However, although studied extensively by Gilliom (2001), Braun (2007), Piven and Cloward (1979), and others to understand the general relationship between the government and the poor, and Sipior and Ward (2005), Hershberger (2002/03), Thompson (2007), and others to understand their information needs and habits, understanding the relationship between the government and the poor in the electronic environment is a largely unstudied area, even though Kropf level-sets the issue aptly in her comment "political representation should be a key issue for poverty scholars" (2012, p. 1). This opens the real question of whether social services agencies deliver information and services that reflect the needs of this unique demographic.

People at the low-income level are more likely than more affluent people to have unpredictable access to the technology (see *Connectedness in an On-line World*, page 37) that can help them apply for and receive assistance that is deployed on-line, but this gap has narrowed over the past 10 years or so. While there is some risk to all people who work in an on-line environment (e.g., concerns over privacy and information security), low-income people are particularly affected when needing to upload personal information via public computers or agree to policies that may undermine their privacy in order to receive assistance. If determinations are made (and assistance denied or reduced) based on incorrect agency-held information, low-income people have fewer resources to seek redress when malfeasance and errors occur.

Low-income people are more affected than more economically advantaged in other ways. Less cash and fewer assets results in a thinner margin to recover or persevere if assistance is delayed because an applicant does not have Internet access and cannot fully cover the cost of transportation, childcare, missed work, and the like to visit a public assistance office that may have limited hours and accessibility. In short, the consequences when administrative and technical barriers to access impede service delivery, the poor have fewer alternatives at their disposal.

The poor are further disadvantaged in that, unlike older Americans and people with disabilities, they have not been brought into the policy and implementation discussions with agencies to determine and define how deploying applications for assistance and managing that assistance on-line meets their needs; their unique user requirements were not "designed in." In a sense, the poor function in an environment that brokers (or could broker) needed and legally-due resources that may not be accessible at all. And the poor

have fewer resources with which to push back.

The Research Questions

The research investigated these specific questions. Each pertains to Maryland's version of the federal programs Medicaid, SNAP, and TANF as information about each is deployed digitally via the websites for Garrett, Montgomery, and Prince George's Counties in Maryland.

- **RQ1**. Relative to Medicaid (Medical Assistance), the Food Supplement Program (FSP), and Temporary Cash Assistance (TCA), what types of information and transactional services are deployed on-line by the State of Maryland, and Garrett, Montgomery, and Prince George's Counties?

- **RQ2**. How do the counties' approaches to deploying the assistance information compare?

- **RQ3**. How do the state and county strategic plans for digital information deployment align?

- **RQ4**. How do state and county implementations align with the prevailing policy framework, and with the research literature on characteristics of e-government deployment?

- **RQ5**. Can current information theory models be expanded based on examination of the space between digital deployment of information and its access by the end user? If so, how?

The research is designed to glean the policy framework and the implementations by each county and the state so that comparisons can be drawn, and conclusions and solutions suggested.

The Structure of the Dissertation

The dissertation is structured thus:

Chapter 1: Introduction – to include an abstract, and a brief description of the environment that drives the research questions

Chapter 2: Literature Review – to provide context to the research questions and level-set understanding of the state of e-government and the poor in America, connectedness in an on-line world, and the federal assistance programs under discussion, and the information theory models and frameworks that supported, influenced, or can be expanded through this research

Chapter 3: Research Method – to identify research methods, informing theoretical frameworks, data sources, data analysis methods, identification of variables, analysis methods, challenges and limitations, and expected outcomes

Chapter 4: Profiles of the State of Maryland, and Three Counties – to include profiles of the State of Maryland and Garrett, Montgomery, and Prince George's Counties as they differ in demographic and economic composition, and approaches to digital strategies and implementation as well as assistance delivery

Chapter 5: Analysis – to include a cross-case study analysis of the differences and similarities across the counties and the State of Maryland in the types of information and services deployed, and how those characteristics align with findings from the research literature; an analysis of precision and recall rates for each of the search terms that describe each program, an assessment of the jurisdictions' maturity in digital information delivery; and an analysis of how assistance information is deployed through counties' e-government efforts, emerging county-specific themes and differences with other counties,

and trends and observations suggested by the data itself

Chapter 6: Potential Impacts of the Research and a Suggested Solution – to identify the impacts this study can have on existing information theory models and evaluative frameworks, suggest a solution based upon the research and data, and identify some "next steps" suggestions for research and implementation work that this study can support and some closing thoughts on the greater picture of this study

Appendices – to include data itself, and the analysis tools that helped the researcher make sense of it, the 2012 Federal Poverty Levels, and supplemental information about the history of poverty legislation

Glossary, **Abbreviations and Acronyms**, **Bibliography**, and the list of **URLs Referenced in the Text**

The literature review that follows provides context to the different components that inform the research questions. While it is not a discussion of all aspects of e-government, poverty, demographics of low-income people, assistance programs, and some ancillary influence of other statutes and mandates in America, it is intended to help illustrate the complex interplay of all of these components as they affect the administrative aspects assistance information delivery by counties to their low-income residents.

Chapter 2. Literature Review

Understanding the intersection of e-government and making information and services available to low-income people covers a broad range of considerations. The research questions (see *The Research Questions*, page 16) suggest focusing on the maturity of the information delivered via a county agency's public assistance website, understanding of the county's information technology (IT) and public assistance funding, and its demographics. A review of the relevant literature will level-set understanding of e-government and the complex facets of who is poor and needs services that require digital and policy keys for access. The literature review covers:

- E-Government, including overarching e-government policies and their implementation

- Connectedness in the Internet world,

- Demographics and characteristics of the poor and disadvantaged,

- Understanding the Federal Poverty Level (FPL),

- Information needs, habits, and technology access of poor Americans,

- The primary federal public assistance programs, and

- The existing theories and frameworks that supported, influenced, or can be influenced by this study.

e-Government

E-government is

> *"… the use of information technology to support government operations, engage citizens, and provide government services. (Dawes, 2002).*

The U.S.' e-government agenda states high-level goals simply:

> *"Make it easy for citizens to obtain service and interact with the federal government;*
> *Improve government efficiency and effectiveness; and*
> *Improve government's responsiveness to citizens." (OMB, 2002, p. 1)*

When well-implemented, this policy suggests that technology can distribute government services and information faster and more widely (Mossberger, 2009; O'Reilly, 2010; Scholl, 2005; Forman, 2002) than print ever could. These goals predict many benefits, such as:

- Reduced production and delivery costs by making services and information available on-line

- Enhanced accountability by making government decisions and their drivers available for public review

- Facilitated service delivery by reducing bureaucracy and expanding access to public-/private-sector engagement (World Bank, n.d.; Carter & Bélanger, 2004)

- Increased levels of trust and civic participation on the part of citizens with more oversight into agency and program governance (Carter & Bélanger, 2005; Bouckaert & Van de Walle, S., 2005; Moudry, n.d.)

- More accessible government information that can provide more opportunities to call out corruption, inefficiencies, and malfeasance (Mistry & Jalal, 2012)

- Establish a relationship between the government and the public so that both are co-producers and co-consumers in information creation and problem solving (Linders, Wilson, & Bertot, In press)

- Implemented Gov 2.0 capabilities to "[take] advantage of the interactive features of the World Wide Web to improve service delivery, democratic responsiveness,

and public outreach" (West, 2004)

E-government in the U.S. is in its infancy, barely twenty years old. Vice President Al Gore took on "reinventing government" to leverage emerging Internet-based technologies to create "a government that works better and costs less" (1993, p. 124) and shift the relationship between the government and the people to a customer (i.e., citizen) focus (1993; 1996; 1998). President Obama's 2009 Open Government Directive (Orszag, 2009) builds on this mandate and rests on the presumption that the public with the inclination, technical skills, and physical access will use important government information issued in digital format made accessible on-line (Kundra, 2010). Realizing these presumptions comes at a cost to public users to develop the skills, the libraries and kiosks to provide computers, and to agencies to make information available. How implementing that commitment affects *all* Americans – particularly those who live at or below the poverty line (Hershberger, 2002/03, p. 46) – is difficult to judge since assessment protocols and benchmarks are largely undefined.

This section discusses many of the tenets of e-government to level-set consideration of who is represented in crafting e-government policy and implementation (especially low-income people), and in particular, how it affects information and service deployment.

E-Government at the Statute and Policy Level

Beginning with the Government Printing Office Electronic Information Access Enhancement Act of 1993 (P.L. 103-40) and through the Office of Management and Budget's (OMB) Memorandum M-96-20 that guides implementation of the Information Technology Management Reform Act of 1996, the body of legislation has slowly grown to address some of the updates in technology as they can facilitate the government-to-

citizen (G2C) partnership. To understand e-government's strategic position in bringing the public and government information together, a brief overview of the overarching primary statutes level sets the environment in which demographic-specific policies and programs reside.

The E-Government Act of 2002

The E-Government Act of 2002 (P.L. 107-347) requires federal agencies to exploit the potential of the Internet and other ICTs. Specifically, the Act encourages establishing a "broad framework of measures that require using Internet-based information technology to enhance citizen access to Government [sic] information and services, and for other purposes." The "broad framework of measures" is still very much under development. At this point, evaluation protocols are not fully-accepted, and neither thresholds for compliance nor data points to measure the impact of its implementation are identified.

A review of the 2010 *Analytical Perspectives* (the presidential justification for the budget requested for that year) discussion on using technology to transform government indicates that the focus is truly on the cost-savings, efficiencies, and engagement that technology may be able to bring to operationalize Obama's Open Government principles of transparency, partnership, and collaboration (Obama B. H., 2009; OMB, 2009, pp. 155-160). However, the unique needs of the non- mainstream audience are not specifically recognized therein (see *The Poor and Disadvantaged*, p. 42). It is unclear whether their inclusion was understood by default but does not further resolve gaps in access.

Section 508 of the Rehabilitation Act

Delivering reliable, consistent, usable information to the public, regardless of economic status, is a democratizing goal of e-government. Equity of access to digital information is a standard obligation underscored by Section 508 of the Rehabilitation Act (29 USC 794d), as amended by the Workforce Investment Act of 1998 (P.L. 105-220). Implementing universal Internet access is beneficial to all; the technical solution to deploy and access information itself should present no barrier itself (Emiliani, 2009) so that accessibility can be verified and measured.

Like Equal Employment Opportunity Act of 1972, Section 508 does not specifically call out income or economic class as a condition that may merit deliberate efforts for inclusion. [3] Section 508 also does not address the non-technological, less concrete issues of accessibility that perhaps more closely impact low-income people, such as cost, system performance, and other barriers. Low income is often a by-product of membership in a disadvantaged group (see *Being Disadvantaged and Poor*, page 43). Further, low income status correlates to reduced opportunities for the education and training (West & Miller, 2006) that support the literacy necessary to make full use of government information once it searched and found (as well as the means to procure or use technology). [4]

---

[3] This is not to imply that poverty is a disability. It is not a stretch, however, to suggest that policymakers may be inclined to see the disadvantaged as somehow disabled or in Nyquist's words, "handicapped" (p. 83).

[4] The Carl D. Perkins Vocational and Applied Technology Education Amendments of 1998 (20 USC § 2301 *et seq*) amends Section 508 and underscores the need for technical skill to the public to allocate 70% of its funding to schools with a preponderance of students whose families live at or below the FPL by "[providing] education and training in areas or skills in which there are significant workforce shortages, including the information technology industry" (§ 205(d)(4)).

Government Paperwork Elimination Act

The Government Paperwork Elimination Act of 1998 (GPEA) (P.L. 105-277) requires that federal agencies, where possible, use electronic forms, signatures, and filing. In addition to lowering procurement and storage costs of paper, the Act is intended to bring greater efficiency in communications, and performing bureaucratic and transactional tasks. In this respect, it is a precursor to the E-Government Act. It also codifies that an electronic signature is as legally binding as a handwritten one. This is further instantiated through the Electronic Signatures in Global and National Commerce Act of 2000 (E-SIGN) (P.L. 106-229, 14 Stat. 464).

The Uniform Electronic Transactions Act (UETA) guides states that voluntarily set their own standards for electronic signatures (Still & Fentin, 2010). [5] It allows states to distribute and receive applications digitally and thus, require digital signatures. If fully implemented, UETA could ease the application process, grant-writing organizations, and caseworkers, saving time and money.

Impacts of e-Government

Most e-government initiatives have revolved around information sharing, such as information on emergency preparedness or immunizations, government reports, census data, and other usable information to the public from agencies. Increasingly, the public can carry out transactions with the government, such as reserving campsites in national parks, applying for passports, filing taxes, applying for Social Security disability support,

---

[5] All states, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands except Illinois, New York, and Washington have adopted UETA (NCSL, 2011).

and the like. They can download safety data, follow government blogs or social networking sites, track bills in Congress, and participate in public debates (Smith, A., 2010). Websites such as www.data.gov, www.fedspending.gov, www.ethics.cov, www.federalregister.gov, www.govtrak.us, www.seeclickfix.com, and the like (some of which are government/private-sector development efforts, or were developed by private citizens using public data) facilitate these activities. Leveraging on-line access removes a number of barriers such as longer timelines to completion, limited office hours (by accessing information on a 24/7 or after-work basis), and transportation and childcare costs.

Proponents of e-government expect that, with maturity, technology will transform the G2C relationship (Flak, et al, 2009; Bannister & Connolly, 2011; Wigand, 2010; OASIS, 2010). Extensive and on-going research on e-government impacts is being carried out for the federal and county levels (e.g., Mossberger, 2009; O'Reilly, 2010; Scholl, 2005, Manoharan, 2012; Yagmurcu, 2007). E-government's adoption and influence may be estimated by such measuring tools as user surveys, Google Analytics, Klout.com, and Twitalizer (which satisfy some of the mandates of OMB-10-22: Guidance for Online Use of Web Measurement and Customization Technologies (Orszag, 2010, June 25)) or via surveys through organizations such as through Pew Research's Internet & American Life Project or commercial companies such as ForeSee.

Examples of implementation are empirical, and counterfactual research (e.g., posing the questions "how effective would this program have been if we had not sent notifications via Twitter or e-mail, not automated applications for services, or made case management available on-line") has not been performed over a large sample of federal,

state, or county programs. Thus, determining e-government's effectiveness is not universally assessed,[6] assessment models are not mature,[7] and best practices are not fully accepted. Data points for impact assessment are generally not "designed into" e-government programs, and these less-measurable impacts (such as changes to an end user's quality of life and public budgets) are devilishly hard to assess and rank. Identifying impacts on privacy and civil rights, governance, content filtering, is a challenge that is emerging in the public sector and academic spheres; all merit further consideration (well-summarized in Relyea, 1986; Dawes, 2009; Stanimirovic & Vintar, 2012; Müller, 2005; Bamberger & Mulligan, 2012).

Factors that Influence e-Government Adoption by the Public

By 2010, 82% of Internet users went on-line to search for government information or carry out some transaction; this implies some level of acceptance. Much of the literature (Sipior & Ward, 2005; Marchionini, Samet, & Brandt, 2003; Smith A., 2010; Hershberger, 2002/03; Thompson, 2007) suggests that sustaining e-government services and deployed information requires that the services and information be actively used. Further, understanding the characteristics that incline or disincline people towards using technology influences website design, including the "look and feel" of the information and services it deploys; these influence the site's maturity (Moon, 2002). The

---

[6] Some research suggests that the use of technology diminishes a person's inclination towards civic engagement by promoting isolation (Putnam, 2000) although unequal access can certainly have a pronounced effect (Mossberger, Tolbert, & Stansbury, 2003).

[7] General Services Administration (GSA) has published high-level guidance on metrics that an agency can collect and use to enhance its web products, including social media and mobile systems to improve the user experience, understand users' habits during and immediately after using the federal site, measuring traffic, and the like (GSA, n.d.). However, developing and sustaining these efforts requires sustained time and budget obligation that, to some agencies, take away from delivering on their core missions.

preponderance of the literature identifies several specific conditions or characteristics that correlate to e-government usage (and by implication, acceptance) by the public. From the national level, Prittipati (2003) and others (e.g., Wei, 2012; Sunstein, 2010; Attewell, 2001; Selwyn, 2004; Cohen, 2006, p. 56) specifically identify these characteristics of user acceptance and satisfaction:

- Fairly high income to gross domestic product (GDP) ratio,

- Easy Internet access,

- A competitive ICT environment,

- Assets spent on ICT infrastructure and technology,[8]

- A multi-mode outreach and access

- Information relevance, and

- End user trust in the ICT, the information, and its source.

Davis' Technology Acceptance Model (TAM) addresses the e-commerce domain but is commonly used to assess e-government adoption by citizens. It determines adoption of e-government by the public as:

- Perceived usefulness (PU) of the system to make relevant and trustworthy information available and

- Perceived ease of use (PEOU) of the technology (Davis, 1989; Gefen & Straub, 2000).

---

[8] This assertion is more difficult to corroborate since there is really no indisputable model that supports correlating amounts spent on federal e-government sites (which is difficult to identify) and quantifying how those sites are accepted. Manoharan (2012) suggests that there is no correlation, that money does not "buy" an adopted and compelling electronic delivery system, even though ICT spending is an arguably large factor in many county governments. More research is needed, especially as a point of justification to taxpayers.

Carter and Bélanger (2005) integrated the TAM with Rogers' Diffusion of Innovation

(DOI) (1995) and Moore and Benbasat's Perceived Characteristics of Innovating (PCI)

(1991) models with their own work on trustworthiness. They determined that

- Perceived ease of use,

- Compatibility (a person's inclination to use a system that mimics how that person

  would interact with a person), and

- Perceived trustworthiness of the system and the information deployed

are the strongest indicators that inclined individuals to use e-government services.

Information quality (which includes relevance, conciseness, format, and currency),

information access, and trust are paramount (Attewell, 2001; Selwyn, 2004; Detlor, et al,

2013; Petter, DeLone, & McLean, 2008, p. 239), and website access, usability, and

system quality factor highly (Stowers, 2002; Baker, 2009; DeLone & McLean, 1992).

They also reflect the reasons that users use the Internet in general, government

information or not (Baker, 2009, p. 83). Geographic place (specifically neighborhoods),

ethnicity and cultural inclination towards technology, presence of a professional city

administrator, evidence of targeted planning for e-government implementation, higher

population density, and greater levels of social capital also explain technology adoption

(Mossberger, et al, 2012, p.2; Yagmurcu, 2007, pp. 58-60; Klosterboer, 2011).

At the local levels, high citizen engagement appears to correlate to more use and

acceptance. (Brown M. M., 2007). Many counties and cities have automated such

services as issuing alert messages and crime reports; checking out e-books from on-line

public libraries; and providing downloadable forms, language translation, permit

applications, property and voting registrations, and tax and utility payment (Brown M.

M., 2007; Becker, et al, 2010; Welch, 2012). Many states use multiple modes of information sharing. Welch, for example, reports that 93% of municipalities use e-mail as a primary outreach tool; 69% use on-line newsletters and 54% use some form of social media. Other technologies (e.g., video webcasts, text messages, blogs and wikis, and on-line polling) are also fairly frequently used to support digital town hall meetings, broadcasting city council and chambers of commerce meetings, and citizen polling. Administratively, some jurisdictions report reduced time demands on staff, a few re-engineered processes, and in some cases, reduced staff (Welch, 2012).

Implementation Strategies at the Federal and Local Levels

The discussion above suggests that e-government implementation presumes meeting several foundational requirements (described in Mossberger (2009) and Manoharan (2012)), specifically:

- **Technology**: including communications and access mechanisms, information processing, user and information security, integrity assurance, and infrastructure interoperability across information and decisional systems and platforms.

- **Accessibility**: including deep understanding of the factors that influence technology adoption, access, and confidence and trust in the G2C information relationship.

- **Policy**: including the overarching statutory framework that undergird e-government and government programs that target some or all classes of users, and the impact on priority and funding as presidential administrations and Congressional make-up change.

In implementing e-government, there is not yet consensus on many areas, such as:

- Which characteristics are critical to public engagement (Linders & Wilson, 2011)),

- What information should be deliberately made accessible (Seifert, 2006) or be sequestered (Goitein & Shapiro, 2011; LaFleur, 2011),

- How success can be determined and improvement measured,

- How the G2C partnership manages ownership of co-produced products,

- How to standardize the diversity of formats, nomenclature, metadata, storage conventions, and many other attributes that make information very difficult to find (McDermott, 2006, p. 28), and

- Who *really* is the targeted end user.

The factors that influence e-government acceptance and implementation presuppose that the intended audience – the public – has been explicitly or indirectly included to identify the problem to solve. But as discussed below, crowd-sourcing the problem definition and the solution rarely occurs. This, in itself, creates an environment in which disconnects between user needs and implementation can occur (Eubanks, 2011). As best practices mature into acceptance, these questions will likely be resolved (or resolve themselves), perhaps in ways not yet considered.

At the Federal Level

By and large, the US' strategy in rolling out its e-government commitment has taken a "technology-first" approach and generally sees e-government as a platform from which to deploy automated programs, digitized information, and to spur public- and private-

sector innovation (Kundra, 2010).[9] With careful strategic planning and implementation, this approach is expected to transform the G2C relationship to one of partnership and collaborator (Orszag P. R., 2009; Linders, Wilson, & Bertot, In press).

OMB has committed to a multi-modal approach to reaching the public through its memoranda on supporting the use of social media (Sunstein, 2010) and other Web 2.0 technologies, a move embraced to varying extents by all federal agencies and many of their subcomponents. Web 2.0 technologies (e.g., Twitter, YouTube, Tumbler, Facebook) are being leveraged not just to share information (such as emergency alerts from the Federal Emergency Management Administration (FEMA)) but in some cases, open interactive conversations between the public and the agency. As of 2012, all 24 major federal agencies have adopted social media to some extent by using Twitter and YouTube to engage the public. 23 out of the 24 agencies have a Facebook presence (Marks, 2012).[10]

To help better focus services and outreach, OMB issued OMB-10-22 that provides guidance on measuring traffic and leveraging customization technologies for federal e-government initiatives. This Memorandum asserts that

> *"...agencies will be able to allow users to customize their settings, avoid filling out duplicative information, and navigate websites more quickly and in a way that serves their interests and needs. These technologies will also allow agencies to see what is useful to the public and respond accordingly." (Orszag, 2010, June 25, p. 1)*

---

[9] This contrasts with the approaches taken in other countries. For example, the United Kingdom takes a problem-centered focus, by identifying user needs and providing services digitally (GOV.UK, 2012). In other words, the UK is following the principle of American architect Horatio Greenhow that "form follows function."

[10] Of 217 agencies and subcomponents, 156 have Facebook pages, 168 have Twitter feeds, 127 have YouTube channels, 167 maintain RSS feeds, and 44 use Flickr. The White House has the most social media accounts, and can be engaged through Pinterist, MySpace, Storify, Vimeo, Google Plus, and others, and has a Klout score of 80, second only to NASA (Shpayher, 2012).

Government-wide consistency is still under development. Agencies vary greatly in how they monitor and respond to public feedback. Each has generally developed its own look and feel for its websites; implemented its own information physical and logical architectures; and followed its own presentation mechanisms, data storage organization, search mechanisms; and protocols for assuring technical maturity, maintaining information and links, and delivering and managing the information it shares with the public (GSA, 2011). There is little specific guidance or funding to encourage agencies to standardize on these considerations, or consequences for not doing so (Obama B. H., 2011b). [11] This decreases usability and makes information harder to find.

E-government design, implementation, and evaluation pose some heady challenges, specifically, insufficient strategic planning and not building evaluation data points into design and implementation. For example, information gathering and analysis in fusion centers (Dalton, 2012; Rollins, 2008; Harris, 2011), and coordinated emergency response (GAO, 2012a)), information sharing horizontally across agencies (and vertically between federal, state, and local levels) are limited by lack of interoperability of information systems and conflicting processes. This impedes measuring programs' real costs and returns on that investment (ROI), as well as delivering services (such as to low-income people (GAO, 2011)).

How does an agency determine who is reached and who is left out? The number of theoretical perspectives on connectedness, and information needs and use suggests that

---

[11] Executive Orders 13571 (2011b) and 13576 (2011a) call a halt to continuing the hodge podge of federal sites. They also require agencies to examine the costs of maintenance and issues of interoperability. OMB guidance charges agencies to inventory their websites to remove pages that are obsolete, duplications, or unused (Zients, 2011). How this to be managed is yet undetermined, and it is not clear how unintended consequences (e.g., losing links to data or other webpages) should be brokered.

there is not yet universal agreement on how to assess social inclusion, exclusion, information inequality, knowledge gaps, information diffusion, and information networks (e.g., Yu, 2011; Al-Adawi, Yousafzai, & Pallister, 2005, p. 2; Fung, 2006). OMB-00-13: Privacy Policies and Data Collection on Federal Web Sites restricts the use of "cookies" on workstations of anyone who visit a federal website to protect user privacy (Lew J., 2011). OMB-10-22, however, allows persistent cookies that remain resident on the workstation to track frequency of visits to federal web pages. No personally identifying information is allowed to be stored. Thus, this policy makes it difficult for agencies to determine the effectiveness of automation.

At Local Levels

At state, county, and local levels, electronic service delivery is generally more nimble and targeted towards problem-solving. It is more able to be grasped, implemented, studied, and interpreted so that actionable feedback can better target audiences, deliver services, provide local-appropriate information, and the like. Use of ICTs correlates positively in access and engagement (Freed L., 2010), particularly at the municipality level (Al-Adawi, Yousafzai, & Pallister (2005)). Even if implementation budgets are small, implementation is more manageable at local levels, and benefits from closer access to their constituents (Yagmurcu, 2007). Generally, sustained implementation depends on:

- The municipality's relative wealth

- Citizen and administrative levels of political engagement

- Presence of a professional county administrator to advocate for sustained implementation

- Municipality size

- Government administrative structure

- Levels of government support

- Population size

- Age of the municipality's websites

- Greater number of external partners (Manoharan, 2012; Moon, 2002; Yagmurcu, 2007, pp. 24-26)

Following federal lead, as of 2012, 35 states (and many counties and cities) have adopted their own version of the federal www.data.gov (data.gov, n.d.). Private citizens have used that data to create some very dynamic, problem-oriented, public service applications. For example, Homicide Watch tracks homicides in Washington, D.C. Its founders rely on source crime records from the District government, court records, reporters' notes, social networking, anonymous crowdsourcing, and testimony from private citizens to provide a "public resource for the people who need it most." Civic Commons (http://civiccommons.org) has launched Engagement Commons, which has deployed several mobile apps that use local data to "crowdsource better neighborhoods" by identifying problems (e.g., potholes and broken street lights) and uploading images and description to local response agencies; CitySourced and SeeClickFix are two examples. CivicSponsor provides the mechanism to vote for and crowdfund public projects (which is expected to reduce the tax burden on citizens). If these "best practices" can be scaled to higher levels of government, the benefits could be many: cross-agency information integration and sharing, align common functions, and more efficient public

outreach (Welch, 2012, pp. 352-355; Stanimirovic & Vintar, 2012).[12]

A critical aspect of e-government websites concerns the role of the user in their design. As noted above, the Obama administration's *Open Government Directive* (2011a) calls for greater transparency, participation, and collaboration in the G2C relationship, and this can include tenets of user-centered design that deliberately involves end users in the actual design of system interfaces. This method ensures that users' functional requirements, information searching and navigation habits, and accessibility needs are "designed into" the solution from the beginning. This method also engenders more acceptance of the final application, lower learning curve to use that application, lower design and re-design costs, lower implementation costs, reduced errors, and lower total cost to manage and maintain, because the usability and logical defects were address prior to deployment (Nielson, 1993). This process specifically reinforces the call for "citizen-focus" expressed by e-government statutes and mandates, and is a key factor to acceptance.

Mossberger and Wu report that between 2009 and 2011, of the 75 largest cities in the U.S., use of social media to engage the public has increased three- to six-fold, with 87% of cities using Facebook and Twitter (up from 13% and 25%, respectively). While state data publication is on the rise, city data portals have shown less adoption, with only 12 of the 75 cities publishing their data on-line (2012). Technologies and platforms used at the local levels include webstreaming, e-zines, wikis, bulletin boards, RSS feeds, and the

---

[12] To Stanimirovic and Vinter, the lack of effort put into developing e-government evaluation metrics, collecting those measures, and changing the organization in response to those measures suggest that some of the goals of e-government should be discarded until full commitment is made (p. 35). They offer that the "public interest is viewed as a set of substantive ideals against which all policy proposals should be judged" (p. 36).

like. Their examination of the content of electronic public comments, YouTube uploads, Twitter tweets, and Facebook posts indicates that more than 98% of comments are policy-relevant; that is, they provide complaints and guidance on government effectiveness or what the public would like to change in how the government runs (p. 8). These scores indicate increased citizen engagement, especially with regard to processes and regulations although engagement declined in commenting on government policy and performance (p. 11). Mossberger and Wu's study reports the presence of on-line government engagement in terms of what the jurisdiction provides; it does not cover how the conditions and needs for those services are sought, particularly by income or neighborhood.

At municipality levels, success (e.g., reaching the public, ROI, delivering services, and streamlining administrative processes) is still assessed through models and some focused inspection. Several maturational models are referenced in the literature but they are fairly similar (Brown M. M., 2007). Moon's model is typical in identifying five stages of maturity (i.e., simple information dissemination, two-way communication, service and financial transactions, horizontal and vertical integration, and political participation) (2002). According to Brown, determinants to realizing success include rapid advances in implementation, presence of non-linear activities, and porous boundaries between stakeholders although in practice, early and fast adoption generally levels off. [13] She also reports that

---

[13] For example, decisions on voting technologies are made at the state and county levels. The more affluent counties are earlier adopters of technology but due to this investment, are less inclined to replace technology when newer, less expensive systems become available (Garner & Spolaore, 2005).

"Evidence is mounting that technological innovation in governmental organizations has left in its wake a loss of understanding for what they do, how they do it, and how to improve it." (p. 195)

This appears to be consistent with implementation of electronic service delivery in general. In automating service delivery, it appears that many programs' processes are automated without necessarily questioning assumptions about the targeted audiences, existing bias, and values.

Connectedness in an On-line World

The numbers of on-line Americans is increasing (in 2011, 78% of adults and 95% of teenagers), and those who are on-line are expanding the types of information, services, entertainment, and applications they expect and use (Zickhur & Smith, 2012). The 2011 Census figures on the population of 311,591,917 people (see Table 1) suggest that people of a breadth of demographics are carrying out communication and commerce on-line in impressive numbers, with mobile technology rising quickly in use and demand (DeNavas, et al, 2010; Zickhur & Smith, 2012; NTIA, 2010; Hampton, et al, 2011; Smith A., 2011).

Table 1: Selected Population by Connectedness, 2011

Demo-graphic	On-line Population	% Total Pop.	% On-Line	In-home Broad-band	% of on-line population				
					Face-book	Twit-ter	Text	E-mail	Comm ercial
White	229,397,472	72.4	80	68	78	9	70	92	73
African-American	38,874,625	12.6	71	49.4	9	25	76	88	74
Hispanic	49,972	16.3	68	47.9	9	19	83	86	59
Low-income adults	60,140	19.3	62	35.8	?	?	?	85	51
Age 65+	39,179	24	50	39.9	6	7	?	86	56
Live with a disability[14]	77,897,979	25	54.	37.8	?	?	?	?	?

Further, about 88% of Americans have a cellphone (with African-Americans and Hispanics as likely or more likely as Whites), 57% have a laptop, and 19% have a tablet. These trends are expected to continue, with Americans looking to greater access through more social media and mobile technologies (Freed & Berg, 2012). However, as of 2012, 66% of federal e-government sites do not have a functional mobile site or app. The number of adults who live in low-income households who own a smartphone has increased by 12% since 2011 (Smith, A., 2012, p. 4), suggesting that mobiles are the primary Internet access tool (Zickhur & Smith, 2012, p. 2).

Two particular federal initiatives address the intersection of the economically disadvantaged and connectedness: broadband and universal access support.[15]

---

[14] Those living with a disability report lower Internet usage than their same-age non-disabled counterparts for a number of reasons, including lower income, less likely to have broadband or wireless in the home, and restrictions by the disability itself (Fox, 2011).

[15] If access is made universal, it may still serve to "empower the empowered" (Gurstein, 2010) until the non-technology components of access (e.g., skills, trust, awareness, information relevance, and policy) are addressed. Some argue that implementing broadband does not transform communications, rather it reinforces existing structures (Goode, 2010, p. 591). This parallels concerns about automating poverty reduction-focused programs.

Universal Broadband

The *National Broadband Plan* is explicit in its goal to improve connectivity for low-income people, promising that broadband "can help low-income Americans receive all the safety-net benefits for which they qualify, and that has had a demonstrable effect on bettering their chances of getting out of poverty" (FCC, 2010, p. 301). It also expects to reduce paperwork and streamline service delivery processes (all are goals of e-government), although it is unclear how this is operationalized. As is illustrated in Table 1, the majority of the public has access to broadband. 65.9% of urban residents have broadband vs. 51% of their rural counterparts. Of the 35% of low-income Internet users do not have broadband at home, 4% report that it is not available in their areas (Horrigan, 2010, p. 24). While redlining – the practice of denying services or increasing costs based on a neighborhoods' economic or racial composition – appears to have diminished (http://broadbandmap.gov), broadband availability data indicates that minority and low-income area residents have fewer Internet Service Provider (ISP) choices and with significantly slower performance (Li, et al, 2011, p. 3).

Like the identified enablers and deterrents to ICT adoption (see *Factors that Influence e-Government Adoption by the Public*, page 26), broadband adoption is influenced by many factors, particularly income, education, location (FCC, 2011b, p. 12), and awareness of broadband availability (Li, et al, 2011, p. 7). It is interesting to note the changes in rates of non-adoption since 2009 (Table 2). Cost and lack of availability of broadband, noted as deterrents to having in-house broadband access, have both dropped between 2009 and 2013. Conversely, non-adoption has risen based on relevance and

digital literacy.[16]

Reason	2009 (Horrigan, 2010)	2010 (Smith A. , 2010b)	2013 (Zickuhr, 2013)
Cost	34	21	19
Relevance	19	48	34
Digital Literacy / Usability	22	18	32
Lack of Availability / Access	12	6	7

Broadband rollout to the poor assumes that the poor can afford it. For people needing assistance, broadband in the home may be viewed as an imperative according to the *National Broadband Plan* but a luxury to the person who pays the monthly bill. To compound this, application for assistance usually requires submitting monthly bills to determine eligibility. In this case, paying for Internet access may be seen as a luxury which may undermine the determination for help (Dailey, et al, 2010, p. 24).

Universal Service Support

The Telecommunications Act of 1996 mandates funding communications support to low-income communities, tribal, and rural customers, and areas where access is high-cost (Goldfarb, 2005). The Universal Service Fund (USF) is explicitly funded by statutorily-mandated contributions from telecommunications providers (currently at a rate of 15.3% of its interstate and end user revenues (FCC, 2011a)) that may pass on the costs on to their subscribers. Difficulty occurs, however, in that the provision specifically applies to telecommunications services. Those that have been reclassified as "information services"

---

[16] Zickhur (2013) cites age as one reason for non-adoption. Many older Americans had internet access at places of work but lost that access upon retirement, and cited needing assistance in getting access at work. Many older people also found using the Internet difficult.

(such as data subscriber lines (DSL), short message service (SMS), and other non-voice or data protocols)[17] are not obligated. This can reduce the amount of funding available for universal service support.

Universal Service Support provides assistance in these capacities:

- *Universal Service Support for Low-Income Consumers* (47 USC § 254 Subpart E) requires that telecommunications providers, where state-mandated, offer reduced Internet access rates through the Lifeline and Link-Up programs to customers at 135% of the FPL who already participate in any of the primary federal assistance programs (FCC, n.d.a.).

- Under *Universal Service Support for Schools and Libraries* (47 USC § 254 Subpart F) (a.k.a. e-Rate, or "Schools and Libraries") allows public schools, libraries, and other cultural entities to apply for discounted rates in telecommunications services from private vendors. Eligibility and the level of discount (ranging from 20% to 90%) is based on the number of students who are qualify for the National School Lunch Program (NSLP). The school or library must certify that an Internet safety policy is enforced in compliance with the Children's Internet Protection Act of 1999 (CIPA) (47 USC 254 (h)). This has raised heated controversy over free speech, technology training for librarians, monitoring users' activities, vague labels of age appropriateness, maintaining and disclosing user records, and whether libraries are willing to

---

[17] CTIA and other lobbying organizations argue that SMS and the like are exempt from USF contribution because they are not founded on wire-line communications (CTIA, 2011). They assert that SMS already performs public service by supporting peer-to-peer texting (p. 14) so, in a sense, pays its dues in another fashion.

accept federal funding where CIPA is mandated (Bertot, McClure, & Jaeger,

2008).[18]

- Under *Universal Service Support for Health Care Providers* (47 USC § 254

  Subpart G), rural health providers, clinics, and not-for-profit hospitals can

  apply for discounted Internet access (between 25% and 50% of usual area

  rates) and limited toll-free access to Internet from local providers.

Against this backdrop of policies and environments that influence how e-government

plays out, it is appropriate to understand the characteristics and needs of low-income

people. This will inform interpreting how they are affected by e-government

implementation, especially by the programs that are charged to provide assistance to

eligible applicants.

The Poor and Disadvantaged

The intersection of e-government and the poor is influenced by an array of factors

such as cultural influences, prevailing economic conditions, the political hands that craft

legislation, issues of class and opportunity, information-seeking habits, trust between the

government and the poor, issues of access and information relevance, geographic

distribution of the population and opportunity, and many more. Much of the research on

issues of poverty in America from think tanks is presented through partisan filters. For

---

[18] At $2.25 billion, E-Rate comes under challenge for funding maintained outside of Department of the Treasury's oversight channels, its unorthodox organization structure, poor performance measures, and a non-transparent bidding and acquisitions process (GAO, 2005; Gilroy, 2005; House of Representatives, 2005), raising concerns that it could be a conduit for abuse, waste, and fraud, and possible duplication of other programs.

example, the Center for Budget and Policy Priorities is often seen as "left-leaning" and takes a posture that many people who could be eligible for assistance are excluded due to the restrictive nature of assessing eligibility relative to the FPL (Sherman, 2012). Conversely, the Heritage Foundation and the American Enterprise Institute, traditionally more "right-leaning" lean towards illustrating that more poor people have greater amounts of material goods (e.g., automobiles, microwaves) and are thus better off than those who are materially less wealthy (Pethokoukis, 2012; Rector & Sheffield, 2011). In some regards, the dichotomy between the perspectives is a question of absolute vs. relative poverty, which is a throwback to the dichotomy between the deserving and the undeserving poor. There is still much disagreement on just who is poor as much as "how poor" is poor.

This section briefly describes demographic and experiential issues of poverty in America. It continues with a discussion on the information needs of low-income people and barriers of access, and concludes with a description of the primary federal assistance programs that are managed at state and county levels. Taken together, these parameters will provide context to the programmatic and demographic environment in which the research questions reside.

Being Disadvantaged and Poor

The term "disadvantaged" is defined as:

> *"lacking in the basic resources or conditions (as standard housing, medical and educational facilities, and civil rights) believed to be necessary for an equal position in society" (Merriam-Webster, n.d.a.).*

The term carries a raft of connotations and assumptions that confer a status of "otherness." These people are often marginalized as "less fortunate" (Montada & Schneider, 1989); economically deficient; or physically, mentally, or emotionally unable to fully function in society. They are often perceived to be angry (Bernard, 1990), lack information capital (Hershberger, 2002/03; Britz, 2004), be technically disconnected, be insular within their community (Wright, Taylor, & Moghaddam, 1990), and disengaged from the government except to seek services (Sipior & Ward, 2005; Thompson, 2007). The perception of poverty as a choice persists still (Harrington, 1993; Shipler, 2005), as does disdain over poor peoples' existence (Gehner, 2010). While these presumptions have been challenged and somewhat discarded, some groups are still stigmatized and excluded from empowerment in the public forum, regardless of such statutes as the Civil Rights Act of 1964 (P.L. 88-352, 78 Stat. 241), the Equal Employment Opportunity Act of 1972 (EEO) (which amends § 701 of the Civil Rights Act), and the Americans with Disabilities Act of 1990 (ADA) (P.L. 101-336, 104 Stat. 327).

Poverty is defined as:

"the pronounced deprivation in well-being." (World Bank, 2000)

Painted broadly, poverty is a condition in which an individual or group has little command over critical resources and is materially insecure. Poverty results from the wall between the impoverished and adequate food, shelter, education, health care and healthful environment, and basic civil rights (e.g., free speech and access to the government (United Nations, 2010)) that restrict the capability to fully function in the prevailing

society, the differences between absolute and relative poverty notwithstanding (Haughton & Khandker, 2009, pp. 2-3).[19]

Being disadvantaged and being poor are different conditions that form a hand-in-glove relationship. Being disadvantaged due to an inherent, innate, or situational condition often leads to a condition of poverty, and being poor can truly exacerbate the disadvantaged state of an individual.

Poverty and Legislative Responses

Typically, legislation and its mandated programs are reactive; they are created and implemented generally after a problem or concern has arisen. Do the predominant assistance-focused legislative interventions have a productive impact? A look at the key legislation (see *Appendix H Poverty Rates and Federal Spending for Health Care and Welfare (Percentage of GDP), by Key Legislation*, page 485), mapped against the poverty rates, and the percentage of the gross domestic product (GDP) spent on health care and welfare suggests that at a high level, they do. This figure is misleading, however: it does not take into account the many compositional changes in families (e.g., more women working and delaying childbearing), declines in disease, changes in behaviors (e.g., less smoking, improved diets), advances in medical care and overall safety standards, and overall higher socioeconomic status; all have contributed to longer and healthier lives (Shrestha, 2006, pp. 3-5), as do access to health and economic resources, a byproduct of changes in social policies and practices (e.g., the Civil Rights movement (Cutler & Meara, 2001, pp. 21-22)). Each of these changes correlates to lower general poverty rates.

---

[19] See the *Glossary*, page 488, for definitions of absolute and relative poverty.

This also suggests that statutory institutionalization of progressive social policies (e.g., Social Security, Medicare, Medicaid, the Supplemental Nutrition Assistance Program (SNAP), and Temporary Assistance to Needy Families (TANF), and Disability Insurance), availability of education through the Servicemen's Readjustment Act (a.k.a. GI Bill) and National Defense Education Act (NDEA) (i.e., student loans), and the lessening of employment, housing, and opportunity discrimination by race, gender, and other factors contribute positively to the complex litany of factors that reduce poverty.

Who is Poor in the US?

A snapshot the 2010 U.S. population (305 million people) reflects the poverty rate of 14.3% for individuals (43,569,000 individuals) and 12.5% of families (31,197,000 families) (Census, 2010b). About 28% of the U.S. population lived at or below 139% of the FPL (KFF, n.d.; Pilling, 2010). Figure 1 illustrates the poverty rates of certain disadvantaged populations. They often correlate to low-income and somewhat align with Childers' identification of information-poor groups (Pollock, 2002).

Populations At or Below the FPL, 2010-2012

Category	Percentage
Was employed full-time	2.8
Is 65 or older	9
Is Female	16.5
Is foreign born	18.8
Lives with a disability, receives SNAP	19.3
Is Age 18 or under	21.6
Is not a citizen	26.7
Dropped out of high school	26.7
Is Black	27.1
Is not institutionalized, lives with a disability	27.9
Was unemployed	30.9
Has 5 or more children	31.5
Lives with a disability, receives SSI	35.5
Lives with unrelated adults and children	49.8
Lives with a disability, receives Medicaid	65.4
Unemployed female head-of-household	69.8

Figure 1: Percentage of Different Populations Below the FPL

(Sources: Census, 2009-2010; Census, 2010a; Census, 2011a; Census, 2011b; Census, 2012)

Race, gender, country of origin, education, and other factors also influence the likelihood of someone living in poverty; this is summarized in Table 3.

Table 3: Poverty Rates of Traditionally Disadvantaged Populations

Demographic	Description/Perceptions/Comments	% at Poverty Level in 2010
Older Adults	• Experience discrimination in employment, credit, housing, and other aspects of day-to-day living. • Are still somewhat less disposed towards using technology (Renaud & Biljon, 2008; Zickuhr, 2013).	9% of those 65 and over
Children	• Most likely to experience poverty influenced by living in a single-parent household, one with less educated parents or parents who speak little English, or having a never-married mother. • The percentage of children in low income families (200% of the FPL) exceeds the percentage of adults with children ages 6-11 (44%) and children of immigrant families (61%) most affected. • Of children in low-income families, 12% are uninsured; 65% have public insurance (Addy & Wright, 2012).	21.6% of people under age 18
Race (non-Caucasian)	• A factor in decreased access to public services (Hall, 2007). • Can be identified and measured for impact on non-white individuals and the greater community (well-summarized in (Pager & Shepherd, 2008)). • Manifested through 47% of America's still-segregated neighborhoods (Rawlings, Harris, & Turner, 2004, p. 2), unequal access to credit (NFHA, 2008), and employment discrimination.	27.1% of African-Americans, 28.4% of Native Americans, 24.8% of Latinos or Hispanics vs. 12.5% white
Country of Origin	• Cultural norms, perceived "other" language, appearance, values, and customs play as much a role in engagement in society as legal rights (Orum, 2003; Peréa, 2004). • Lack of English-language proficiency is a barrier to much instruction (Lo Bianco, 2003), government information, information about and applications for assistance, access to the legal and medical communities (Lim, 2003), and to society at large (Zinn, 2000). • As of 2010, 10.6% of people over 5 years old speak a language other than English at home; 20.6% of the population speaks English "less than very well" (Census, 2011c).	18.8% of foreign-born Americans vs. 14.8% of native-born
Education	• 72% of Vietnam veterans used G.I. Bill education benefits. It is estimated that the GI Bill pumped $350 billion into the US economy through increased taxes and worker productivity (Humes, McGovern, & Penn, 2007) and contributed to lower poverty rates for people ages 65-74 (primarily men). • Generally, more education correlates to greater income but education does not always improve the quality of available jobs in the low-wage sector (Bernstein, 2007).	Of people age 25 or more, 26.7% with less than a high school education, 13.5% with a high school diploma or GED, 9.8% with some college, 4.2% with a bachelor's degree or higher

Demographic	Description/Perceptions/Comments	% at Poverty Level in 2010
Women	• Typically, women have overall lower salaries and lower life-time earnings due to disruptions in employment. • Lower retirement benefits are a product of women being tracked towards lower-wage professions (a.k.a. "pink collar ghettos") as well as discrimination by gender in hiring, promotion, and pay. • Social Security benefits and the FPL do not recognize the expenses of un-paid labor (e.g., child care and elder care). Out-of –pocket expenses not usually credited or reimbursed by assistance programs even though the government benefits by not having to provide those services. • Disruptions in work span can result in $659,139 in lost wages (Morris, 2007, pp. 591-592).	16.5% of women vs. 14.1% of men
People with Disabilities	• About 18.7% of the population has some form of disability; this increases to 53% for those over age 75 (Lazar & Jaeger, 2011). • People with disabilities face barriers to physical access to public and private buildings (NFHA, 2008)), and employment and opportunity discrimination. • In 2007, 36.9% of working age Americans with disabilities was employed vs. 79.7% of working age Americans without disabilities (Bjelland, et al, 2010). • As of 2011, 90% of federal websites are significantly non-compliant; federal oversight and bi-annual compliance reporting is about eight years behind (Lazar & Jaeger, 2011).	21.8% of people with disabilities vs. 14.5% of people without disabilities
People with Mental Illness	• People with mental illness are particularly excluded from mainstream society, employment, education, and health care (Boardman, 2011) and are essentially invisible (Kennedy, 2009). • Mental illness occurs at a much higher rate in lower-income areas and results in increased unemployment (about 35% after a first hospitalization) (Hudson C. G., 2005; Goldberg, 2005; Sareen, et al, 2011). • In 2010, about 40% of the homeless population in the U.S. suffers from mental illness and show some issues with substance abuse (ASHA, n.d.). • Those in poverty are more likely to suffer depression by almost a 2-to-1 margin. In 2011, 30.9% of those in poverty were affected by depression vs. 15.8% of those not in poverty (Brown, A., 2012).	As of 2008, 6% of the general population, 7.4% of African Americans, 4.9% of Asian Americans, 5.1% of Hispanic Americans with mental illness lived below the FPL (OMH, 2009)

(Source: Census, 2011a, unless otherwise noted.)

Identifying who is poor is devilishly difficult, the FPL notwithstanding. For example,

Hoynes, et al, observe that while it appears (using the poverty rates illustrated in Figure 1

as an example) that minority and unemployed people are highly represented as poor, but in real numbers, more Caucasians and sometimes-employed people were poor due to the ratio of the different characteristics and conditions to the prevailing society. In short, determining poverty rates and targeting reduction strategies requires deep understanding of demographic, labor, and market trends. To some, the effectiveness of government interventions depends on who is poor and how the poor behave (Hoynes, Page, & Stevens, 2006).

To further complicate the question, poverty is generally not a constant state; people endure individual or cyclical spells of poverty that can last from a few months to a few years, or can span generations (Iceland, 2006, loc 624). Unlike possessing an immutable characteristic such as age or ethnicity, the poor make up a fluid and often invisible group.[20] This very inconsistency, as well as depth and length of poverty[21] deeply influence the effectiveness of planning and delivering services. It also differentiates the poor from other groups when one tries to understand how they are affected by e-government.

One cannot ignore anticipated demographic changes that suggest consideration of whether the concept of "disadvantaged" will change, how those changes will be assessed,

---

[20] In colonial America, making the poor "legible," that is, physically identified with badges or uniforms, or imprisoning them in poorhouses were common practices. Nowadays, poor people are fairly invisible due in part to having lack of say in the policies that affect them (Gilliom, 2001, pp. 21-24). Administrative barriers to access and humiliation of seeking relief from the government is not far afield from the stigmatizing practices of 300 years ago.

[21] Iceland's research indicates that most people who are poor remain under the poverty line for brief or protracted periods or cycles, usually from one to three years. Further, contrary to the stereotype, the majority of children who grow up poor break out of that condition as adults (Iceland, 2006, p. 128). Iceland estimates that between 1979 and 1991, one third of Americans lived in poverty for at least one year.

and what their information needs will be. By 2050, the U.S. population will include (FIFARS, 2010)

- 88.5 million over 65 (more than twice than in 2008) and

- 19.5 million over 85 (almost four times more than in 2008).

Demographics will change as well.

- The white 65+ population will drop from 80.4% to 58.5%,

- The African-American population will rise from 8.5% to 11.9%,

- Asians will increase from 3.3% to 8.5%, and

- Hispanics will rise from 6.8% to 19.8%.

This projected shift suggests that e-government policies should reflect deliberate inclusivity and the conditions under which poverty is a component for the different demographics.

Being Poor in the US

Traditionally, the poor have been largely invisible in the public policy discourse except when their utility as a voting block has been sought by politicians seeking election (Harrington, 1993, p. 7) or when viewed as a nuisance. Rural people lack further representation, even beyond their income status. More barriers are predictable: perception that low-income peoples' ideas are dismissed when brought up to municipal leaders, fear of "making waves" and possible retaliation, lack of awareness in larger-community problems, not knowing how to become engaged or report a problem, lack of childcare and transportation, and pride. That said, people do tend to become engaged when there is a personal stake in the game, such as when drugs impact their neighborhood safety or local children need after-school recreation (Braun & Anderson, 2006).

51

Being poor often includes reduced access to better schools, food supplies and

groceries, transportation, and other critical components of productive living (Larson,

2009). Poor people are disproportionately negatively affected by quality of air, water,

building materials, food products, and health care and the like primarily due to the

proximity of low-income housing to factories and their emissions (UCC, 2007; KFF,

2009).[22] They are also more likely to sustain work-related injuries.

The Federal Poverty Level

The Federal Poverty Level (FPL) [23] is the critical "line in the sand" that determines

who can receive publicly-funded benefits and the extent of that relief (see *Appendix F:*

Federal Poverty Levels and Federal Poverty Thresholds, page 482). As of 2012, an

individual under 65 is allowed $11,170 per year; a family of one parent and three children

is allowed $23,050; two parents and eight children are allowed $42,850 (HHS, 2012).[24,]

[25, 26] The current method of determining the FPL is widely viewed to be flawed because

its use excludes many people from critical emergency, sustainment, and elevating

---

[22] This has been disputed by several federal and industry advocacy sources (EPA, 2005, p. 26).

[23] The FPL is also referred to as the Federal Poverty Guideline. These are the threshold criteria established by the Department of Health and Human Services (HHS) and are used to calculate benefits (HHS, 2012). This is sometimes confused with the Federal Poverty Threshold, the thresholds that the Bureau of the Census uses to determine the poverty rate. Whereas the FPL is based on family size, income, and state, the Federal Poverty Threshold is based on family size, ages, and income (Census, 2012c).

[24] See Haveman (2009) for a full discussion on the different concepts of poverty (e.g., absolute, relative, consumption, capability, assets), the impacts of different poverty measurement instruments and interpretations, and other aspects of poverty (e.g., social exclusion).

[25] The living wage varies by location. For example, assuming a 40 hour work week, the living wage for an adult in Hawaii is $12.51/hour; $30.61 for two adults and three children. This compares to Mississippi wherein the living wage for an adult is $8.45; $21.15 for two adults and three children (MIT, n.d.). Factoring the FPL threshold (which does not consider location), and assuming a 52 week year for a single adult, the hourly rate is $5.37/hour.

[26] The State of Maryland estimates that the minimum living level (MLL) for a family of three in 2013 is $1,806 (DHR, 2013, p. 4).

services (Besharov & Germanis, 2004), and does not account for sudden poverty-causing situations such as severe illness or death of an income-producing family member. Other methods have been proposed (Citro & Michael, 1995; Butrica & Zedlewski, 2008) that shift the poverty threshold and populations' proximity to it for social betterment and occasional political advantage.

Government Information Needs and Habits of Poor Americans

Historically, the poor have interacted with the federal government only when counted for the decennial census. This is not to imply that poor individuals or groups have not petitioned for assistance or redress (Iceland, 2006, loc 1394; Shipler, 2005) but this generally occurs at the local level. Engagement has generally occurred through an intermediary, usually an advocate (e.g., Southern Poverty Law Program, the Poor People's Economic Human Rights Campaign), labor unions, and civil rights activists whose interests tend to ally with those of the poor (Harrington, 1993, p. 6; Piven & Cloward, 1979).

At the federal level, there is little evidence of the poor seeking government partnership or information (e.g., request Congressional records, information releasable under FOIA, or regulatory information). However, as needs were identified and advocates insisted, the government has reached out to the poor through federal initiatives (e.g., President Lyndon B. Johnson's War on Poverty) and through legislative action (e.g., the Social Security Act of 1935, the Civil Rights Act of 1964, the Voting Rights Act of 1964, and the controversial PRWORA,[27] etc.).

---

[27] PRWORA transitioned several federal programs such as Aid to Families with Dependent Children

At the local level, several studies explicitly examine the intersection of low-income people, their needs, and how they intersect with policy-making. For example, the multi-state study "Rural Families Speak about Health" identifies many of the barriers and enabling conditions that rural families experience when assistance is needed, sought, and received (RFSH, n.d.). In the "Unheard Voices" project, researchers interviewed low-income Marylanders to understand the enablers and barriers to participation in deliberative policy-making in their communities and counties (Braun & Anderson, 2006).

A rich body of literature explores the information needs and habits of insular communities (sometimes referred to as "small worlds") (Burnett & Jaeger, 2008); the poor (Chatman, 1985; Sipior & Ward, 2005); information literacy (Zinn, 2000); digital literacy (Horrigan, 2010); social and information inclusion and exclusion and the cost of each (Tongia & Wilson, III, 2010; Britz, 2004; Yu, 2011); and equity of access (Welch, Hinnant, & Moon, 2005).[28] There has been quite a shift from the early definition of "digital divide" from simply referring to levels of access to technology (NTIA, 1998) to considering the implications of social inclusion, skill, and the information relevance as even greater aspects than physical access (Attewell, 2001; Selwyn, 2004; Arns, et al,

---

(AFDC, now TANF) to state management and shared funding through block grants. Many states imposed further restrictions, required more stringent work commitments, and reduced benefits which have been blamed for creating a larger class of working poor (Kornbluh, 2007, p. 8; Edelman & Ehrenreich, 2010). The PRWORA is well discussed in *U.S. Social Welfare Reform: Policy Transition from 1981 to the Present, Chapter 3* (Caputo, 2011).

[28] In 1975, Childers determined that the information poor include low-literacy or literacy-capable (specifically calling out the "Spanish speaking Americans, Indians and Eskimos, poor blacks and whites, Appalachians (who have a 'strongly fatalistic' culture are seen as distinct from poor whites generally), poor farmers, migrant workers, the aged, prisoners, the blind and the deaf") (quoted in Pollock (2002)) and have a "have a 'predisposition' towards despair, fatalism and a 'pervasive sense of helplessness (Childers, 1975, pp. 32-34).

2012). While generally not arguing the existence of a digital divide,[29] examinations of the intersection of the poor and their information needs yield similar conclusions.

Nyquist's call to involve the poor and disadvantaged in planning public library services by surveying their needs (Nyquist, 1968, pp. 87-88) has been taken to heart. Stereotype of the economically poor individual implies that she is "information poor"[30] and is disinclined towards seeking information on-line (Hershberger, 2002/03; Thompson, 2007) even though she may have well-honed technical skills (Becker, et al, 2010) that she uses to seek information and services in libraries, via public kiosks (Bertot, et al., 2011), and through mobile media (Eyrich-Garg, 2011). About 26% of those living below the FPL used public library Internet access about 1-3 times per month; this rose to 29% for those between 100% and 200% of the FPL (Becker, et al, 2010). Low-income visitors were most likely to seek government assistance information but are less likely to fill in on-line forms or research laws or regulations (pp. 121-127).

Does poverty correlate to less familiarity with technology? Certainly, evidence of lack of commercial investment, inferior education, reduced access to services and labor markets creates "concentrated poverty [that] represents a 'double burden' for the poor who live in very poor areas" (Mossberger, et al, 2012, p. 6). However, many low-income

---

[29] A school of thought exists that the digital divide is a trendy buzz word that provides more political visibility in attempting to resolve it than the difficult topic in its own right (Meraz, 2001).

[30] "Information rich and poor" correlate to "economic rich and poor" (Coglianese, 2011, p. 45). "Information poor" or "information poverty" connotes a lack of ability to access information that one needs (e.g., due to cultural influences, language, education, etc.), is often coupled with economic poverty (Chatman, 1996; Hershberger, 2002/03), and includes a deep mantle of justice in its moral domain (Britz, 2004). This term, however, undermines the condition wherein an individual or class has many economic resources but is information poor by choice or through lack of access for non-economic reasons. Chatman couches this in her comment "An impoverished information world is one in which a person is unwilling or unable to solve a critical worry or concern" (p. 197) but her overarching emphasis on economic means somewhat undermines the broader statement.

people are "plugged in."[31] In 2009, 46% of Internet users live in households that make

less than $30,000/year (Zickhur & Smith, 2012); this increased to 62% by 2011 (Table 1,

page 38). But about 83% of low-income American between ages 18-29 have a cell phone;

36% of those also use a smart phone (Smith, A. , 2011). This implies that in the future,

many low-income Americans may bypass home Internet access in favor of mobile

technologies. The intersection of technology and the poor is under study to understand

communications patterns and needs, and the research literature suggests that sophisticated

on-line low-income communities are emerging to share resources, information, and social

support (Koepfler & Fleischmann, 2012; Toyama, 2012).

The primary needs are less about collaboration or data downloading and more about

searching for information on housing, health, education, and jobs. Respondents in the

Federal Communications Commission's (FCC) October-November 2009 survey reported

that Internet access was important to keep in contact with friends and family and for

entertainment (Horrigan, 2010, p. 34; Wei, 2012). Seeking services was not noted as an

important activity; this corroborates the findings of Becker, et al (2010), Sipior & Ward

(2005), Eyrich-Garg (2011), and others. In other words, usage correlates to interest and

skill, which correlate to economic privilege. As corroborated by almost all sources,

however, the paramount characteristic that inclines people (especially low-income

people) is information relevance; that is, information must be useful. Political

engagement is still the domain of the more affluent (Manoharan, 2012).

Trust in the organization that creates or distributes information and the advocates who

---

[31] Eubanks, in fact, reports that low-income people voice concern about ubiquity of the "black box" of technology at social services offices, systems over which they have no control (2011).

may actually exploit the poor (e.g., vote-seeking politicians) also influence e-government sustainment. While usually cast as a digital divide, technology "haves" and "have nots" question, this assertion really points to a non-technology concern: communities and people will trust the government, find information relevant, or believe the track records of politicians and advocacy organizations or not. ICTs factor positively in access and engagement (Freed L., 2010) but do not erase the underlying policies or strategies that guide who is invited to engage or not. In other words, a community can be invisible by policy regardless of any technology involved; in this model, technology is simply another gate-keeping mechanism. In fact, as Eubanks' work indicates, applicants have not been involved in defining the problem that technology is expected to solve but in applying for services, and observe that they feel powerless to the ubiquity of information "in the computers" that they cannot control or even verify (2011). Eubanks also reports that the same type of surveillance that recipients endured (e.g., unannounced visits to the home by caseworkers to verify eligibility) and perceived arbitrariness in determining eligibility before service delivery systems were automated exist still through looking up recipients' on-line profiles (through Facebook or Instagram, for example) and by access to data to which the recipient does *not* have access.

Poverty-Focused Programs

Understanding the extents and impacts of the programs that affect the greatest number of poor people supports better understanding the impacts when aspects of these programs are moved into a digital environment. Thus, this section includes discussion of the primary federal assistance programs to understand how the delivery method has been re-tooled to accommodate an e-government delivery model: Medicaid, the Supplemental

57

Nutrition Assistance Program (SNAP), and Temporary Assistance to Needy Families (TANF). These programs receive the greatest public attention and funding levels over others and are the most automated. As federal programs managed by states, they provide the background for the Maryland state- and county-level assessments that follows.

Are Assistance Programs Effective?

One might assume that poverty-focused programs or targeted outreach might be directed to the populations who show the highest rates of poverty but this does not appear to be the case. This may suggest that the economic impacts of bias have not been eradicated through statutory or programmatic efforts.

Are assistance programs equally effective across demographics? Some populations benefit more than others for a number of reasons, including the initial rate and depth of poverty of that population before it changes with different interventions over time. This very question can potentially impact how much investment in time, money, and energy an agency puts into delivering assistance, and the priority these programs get. A look at how interventions that impact young elderly people (ages 65 to 74) provides an illustration in how race, for example, is affected.

Race appears to matter in young elderly poverty in 2007. For white Americans, the average pre-65 income is $54,920; this drops to $31,185 for young elderlies. The story is different for African-Americans, however. The average pre-65 income is $33,916; this drops to $22,694 for young elderlies – not as large a reduction. Lower African-American salaries reflect the existence of race-based discrimination in hiring, continuity of employment, and education. Lower marriage and higher fertility rates of African-American s also portend higher poverty rates (Besharov, 2005, pp. 4-6). Not controlling

for gender, the difference in white salaries is $23,735, or about 56% of the income of the

pre-65 population. The difference in African-American salaries is less than half that:

$11,222, or about 32% of the pre-65 African-American population (Table 4).[32] This

implies African-Americans are generally poorer than whites, are not in a position to save

for retirement, and thus cannot afford to retire at age 65.

The poverty rate reflects some of this. In 2007, the difference between the total white

and African-American populations is 13.3%. Certainly this is an improvement over the

26.9% difference in 1975 but is more of a commentary that African-Americans have

realized greater benefit in poverty alleviation strategies than white; they had less to lose

and more to gain (Figure 2).
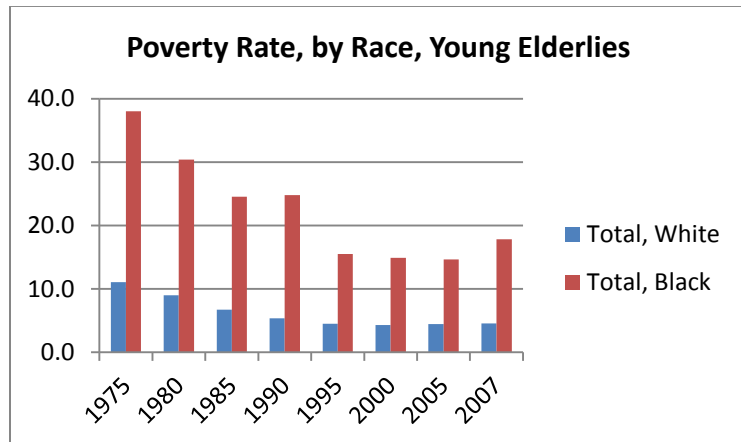
Figure 2: Poverty Rates, by Race, Young Elderlies

---

[32] These figures were calculated through the University of Maryland Poverty Tabulator Tool. Within this application, 2007 Census data is the most current available.

Table 4: Differences in Income by Age and Race (2007)

Race	Pre-65	65-74	Difference	% of Pre-65 Income
White	$54,920	$31,185	$23,735	57
African-American	$33,916	$22,694	$11,222	67
Difference	$21,004	$8,491	$12,513	40

Are blacks disproportionately assisted by Social Security? In 2007, without Social Security assistance (Figure 3), 51.75% of African-American young elderlies lived at the poverty threshold; with Social Security, this dropped to 21.4% – over 20 percentage points.
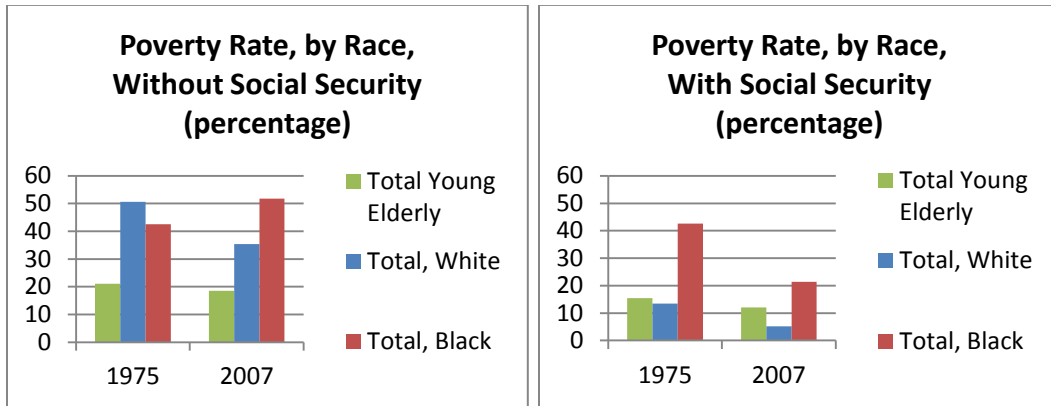
Figure 3: Poverty Rates, by Race for people ages 65-74 without, with Social Security

The combination of Social Security, Medicare, and Medicaid assistance for young African-American elderlies has helped drop their poverty rate by 40 percentage points from 1975 to 2005 (Figure 4, Figure 5, Figure 6).
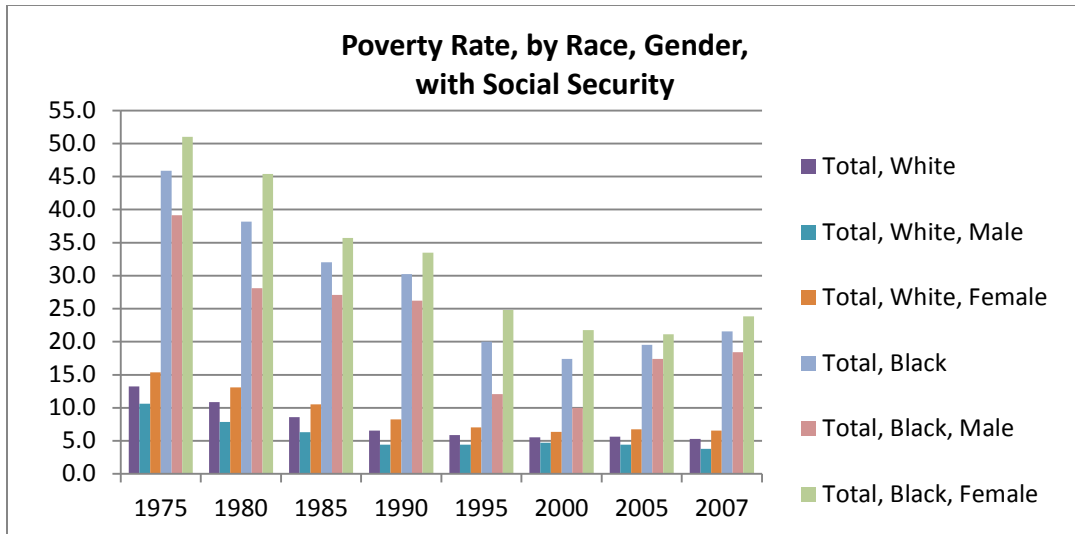
Figure 4: Poverty Rates by Race, Gender for people ages 65-74 with Social Security
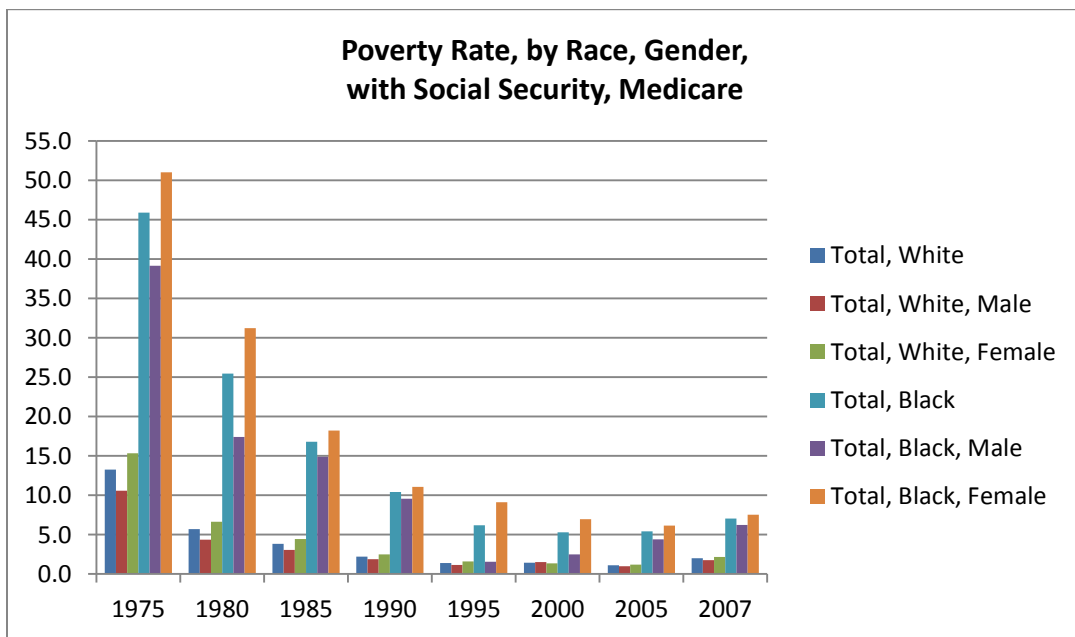
Figure 5: Poverty Rates, by Race, Gender for people ages 65-74 with Social Security, Medicare
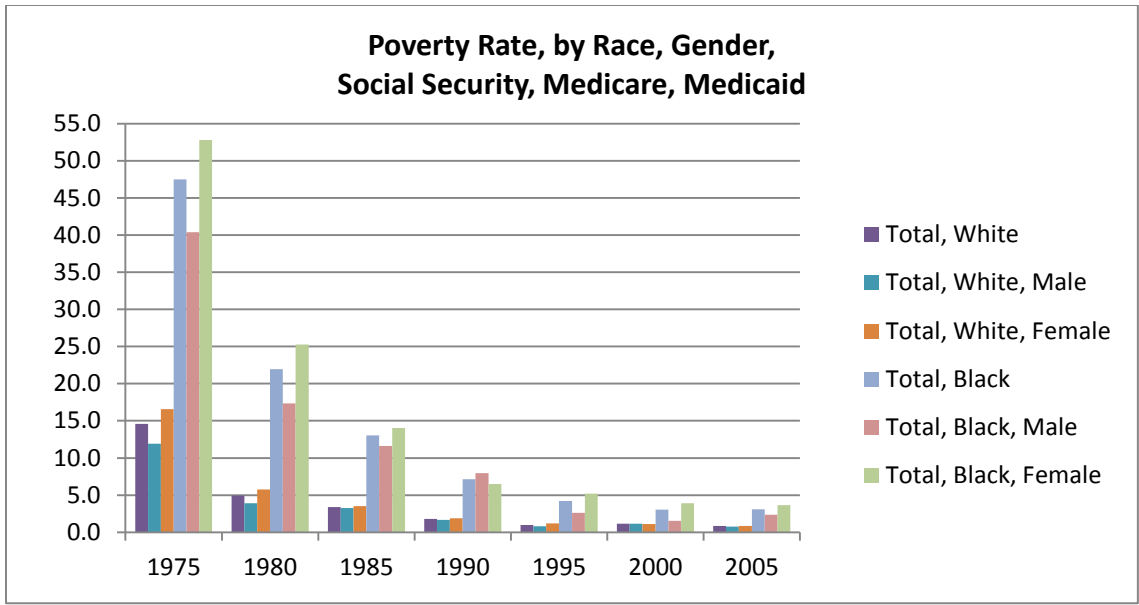
Figure 6: Poverty Rates by Race, Gender for People Ages 65-74, with Social Security, Medicare, Medicaid

Since 2000, ethnic minorities account for 97.1% of the population growth in the US (Passel, Cohn, & Lopez, 2011). This suggests that when considering interventions that would ease poverty for young elderlies, the poverty influences and interventions in play today – generally oriented towards majority-white society – will need to consider the unique conditions of the different ethnic populations (such as information-seeking behaviors) before they become young elderlies between 2065 and 2075. (See the discussion on projected demographics in the section *Value of the Research*, page 4).

In 2010, 19,714,018 households received TANF and SNAP assistance (Census, n.d.b.). Have these programs been effective in alleviating or reducing poverty? Based on 2007 Census data, about 23.7% of the population received some sort of assistance (see Figure 7). These programs provide subsistence-level help but it is inadequate to move people to the other side of the FPL. The combination of Medicaid, SNAP, and TANF showed a 5.8% reduction (about 1.73 million people) to a poverty rate of 17.9% (about

53 million people).
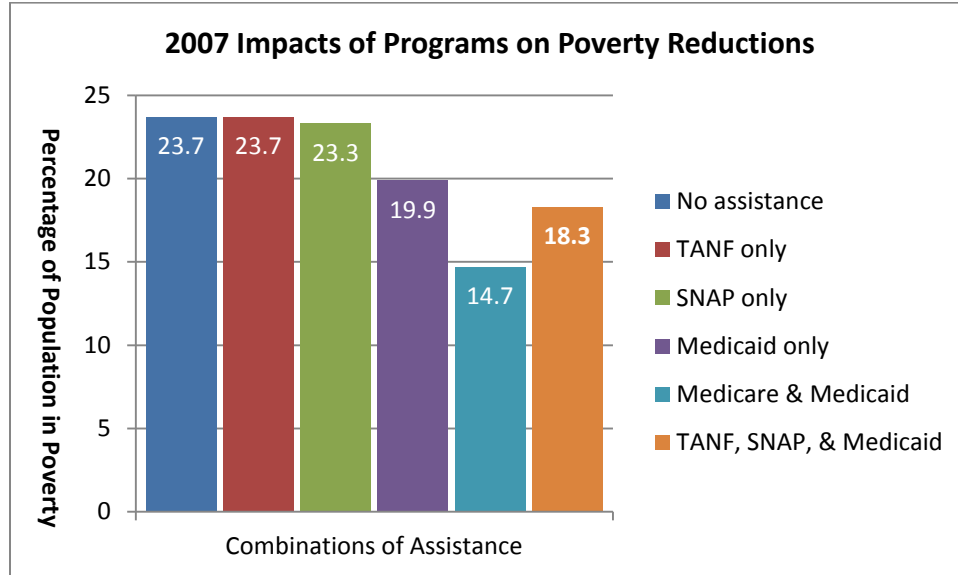
Figure 7: Impacts of Programs on Poverty Rate Reduction

In terms of the numbers of people assisted (Figure 8), TANF helped only 181,427 people, or about 1 percent of the 17,560,173 people that the combination of TANF, SNAP, and Medicaid moved to the right side of the FPL. At face value, this gain looks impressive but still leaves 53,467,120 people (or 17.9% of the population) extremely poor.

2007 Numbers of Recipients of Assistance
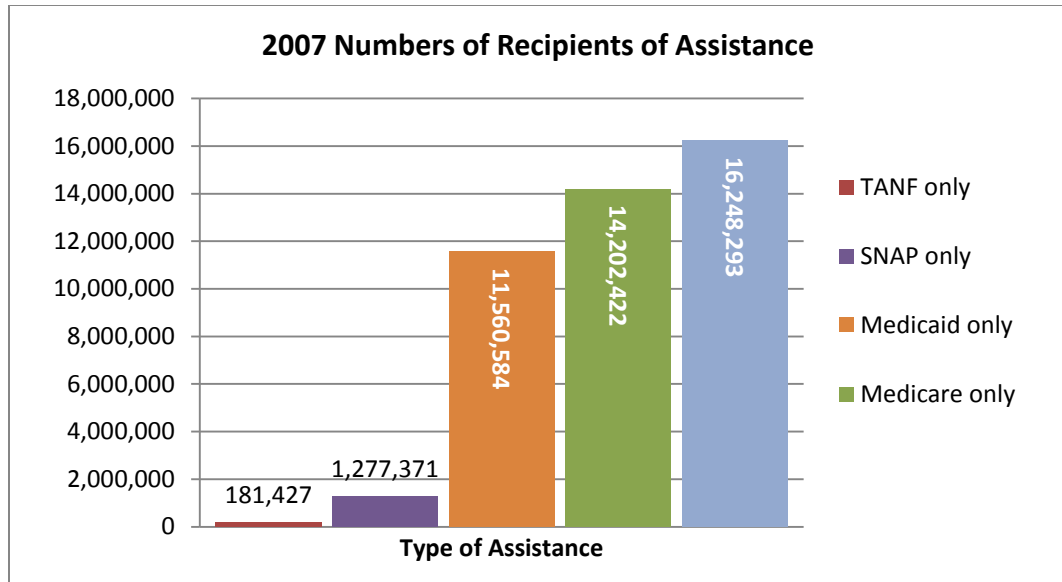
Figure 8: Numbers of Recipients by Type of Assistance

Another way to consider these programs is their correlation to the poverty rate over time (Figure 9). Notice that almost all of the programs correlated to a dip in the poverty rate in 2002; this coincided with the net impacts of a more prosperous economy as well as the reduced number of people eligible due to PRWORA, and a commensurate rise as the economy faltered and more people moved back into poverty.

Correlation of Assitance Programs to Poverty Rates, 1980-2007
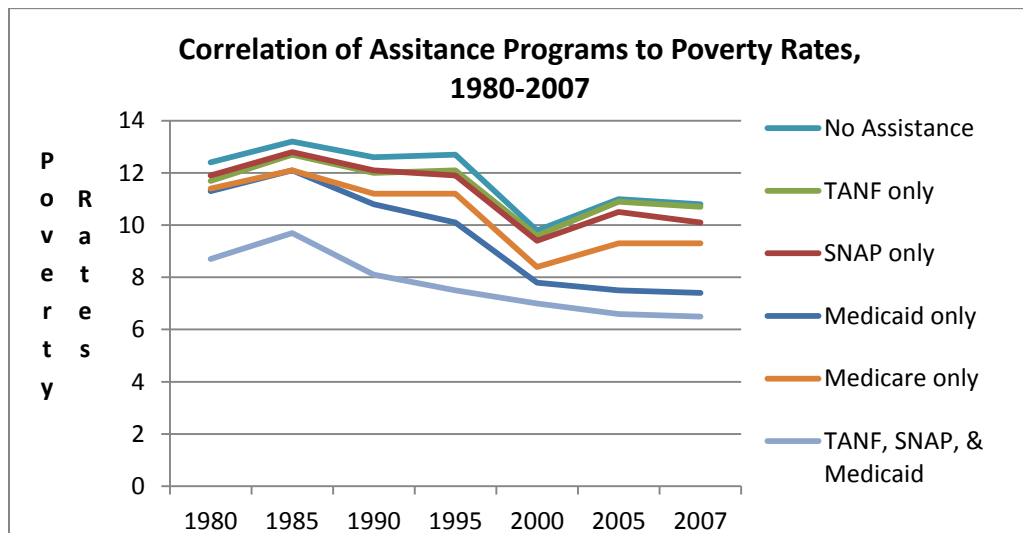
Figure 9: Correlation of Programs to the Poverty Rate over Time (1980-2007)

Generally, poverty-focused statutes cleave to some proximity to the FPL (usually 100% to 300%). They prohibit discrimination due to race, gender, ethnicity, religious beliefs, and other characteristics. However, these marginalizing characteristics are indicators of income, so those who are invisible due to low income are inherently discriminated against due in part to the characteristic that influences their income, a form of derivative poverty.

The programs under review present several complications for automation. In particular, each state relies on different processes for application,[33] different eligibility and identification criteria, and different residency requirements; and funds the programs at different rates. Similarly, each state maintains its own IT infrastructure that may or may not integrate with federal social support funding or reimbursement software or infrastructure to apply for, and assess and report program results, or even within the agency or across corresponding state systems themselves.

Programs Under Review

As noted previously, these federal programs are the most heavily publically-funded assistance programs and are thus, those that will be reviewed for this study. Each targets low-income people, are supported through joint state and federal funding, and are the most automated. The discussion of the programs here concentrates on their breadth and scope, and their intersection with e-government.

---

[33] For example, to receive emergency cash assistance, New York requires applicants to attend two face-to-face interviews, submit fingerprints, undergo a home visit by state case workers, and attend job search classes—a time-, cost-, and effort-intensive journey for the applicant and the state (Holcomb, et al, 2003). Conversely, Washington State has no requirements for applicants other than completing the application.

Medicaid

Medicaid is the primary health insurance program for the destitute and near destitute. It is a means-tested (i.e., income- or asset-based) federal/state shared funding partnership that subsidizes medical care to low-income adults, their children, and people with certain disabilities. With oversight from the U.S. Department of Health and Human Services' (HHS) Center for Medicare and Medicaid Services (CMS), each state establishes and manages its own implementation, application and delivery model, [34] level of funding, and eligibility criteria (CMS, n.d.a.) although minimum eligibility criteria are set at the federal level. In 2007, Medicaid assistance alone reduced the poverty rate from 23.7% to 19.9% (Figure 7) but overall, Medicaid correlated to reduced poverty rates from 12.7% to 10.1% from 1980 to 2007 (Figure 9).

In 2009, Medicaid expenditures reached $365 billion, and increased by 7.3% in 2010 (Smith, et al, 2011, pp. 5, 11), thanks in large measure to the American Recovery and Reinvestment Act of 2009 (ARRA, or "Recovery Act") (P.L. 111-5). This helped to increase the number of recipients to about 50 million enrollees (about 18% of the population), now in need due to high unemployment and an anemic economy (Smith, et al, 2011, p. 60; KFF, n.d.).

In 2008, 14% of Americans between ages 45-64 lived without health insurance (Potetz, 2008); for people ages 65 and over, this dropped to 1.9%, due to the ability to combine Medicare and Medicaid.[35] In 2011, over 60% of the uninsured residents in

---

[34] For example, some states allow on-line application and allow the applicant to submit by e-mail or fax the required supporting documentation (which also varies by state); others allow on-line application but require field office visits.

[35] The Patient Protection and Affordable Care Act of 2010 (ACA) (P.L. 111—148) calls for greater

health provider shortage areas are low-income (200% of the FPL), compared to 48% of low-income residents who live where health care is available (Hoffman, Damico, & Garfield, 2011, p. 4). Reducing administrative and technology barriers to access (among other barriers such as negotiating the complicated Medicaid system) is expected to encourage greater enrollment by applicants and participation by providers (Weissman, et al, 2008, pp. 313-316).

Medicaid and Automation

Medicaid was created on July 30, 1965, through Title XIX of the Social Security Amendments of 1965 (P.L. 89-97). In terms of automation, the Deficit Reduction Act of 2005 (DRA) (P.L. No. 109-171) influenced Medicaid in several ways. In particular, it provided $150 million in Medicaid Transformation Grants (MTGs) to 35 states and the District of Columbia to spur innovation in providing Medicaid services; 22 states focused on health information technology (HIT) implementation (CMS, n.d.b.). Grants carried an 18- to 24-month duration but early lessons learned reported that implementing HIT is at least a 36-month effort. Not the least of the challenges has been to coordinate e-health initiatives with states and federal offices to develop a comprehensive, service-oriented information architecture. Without incentives to ensure provider utilization and adequate attention to security and privacy, getting maximum results from MGTs is not a given. As commented in the lessons learned, "Technically, it is not an insignificant task to automate what has been a manual process" (CMS, n.d.c.).

---

coordination and integration across state and federal applications and criteria for application, notification, and dispensing health services. It relies on a stronger IT backbone to support the integration of systems and data (privacy and security issues notwithstanding) but it is unclear how creating this backbone would be implemented or how the public, field offices, and providers would be brought on board.

Currently, it is impossible to determine how many Medicaid applicants apply on-line because states and territories do not publish these statistics. And to further complicate the question, many state Medicaid directors are quite taken aback at the federal government's distrust of states' abilities to manage Medicaid, causing CMS to take a very hard stance (through stringent audits, additional reports on Medicaid payments in error, etc.) on state compliance to rules that were hastily written and immature in their direction.

Impacts to Medicaid Providers

E-government implementation can affect both the physician's ability to dispense services and the Medicaid patient's ability to access them. There is push, however, to leverage automation, particularly by the provider. For example, since 2009, CMS gives a 2% bonus on Medicare and Medicaid payments to physicians who participate in the Physician Quality Reporting Initiative. An additional 2% bonus incentive rewards physicians who prescribe medications electronically for their Medicare and Medicaid patients (CDC, 2011). Further, 75% of physicians who accept Medicaid patients employ electronic health records (EHR) and decision support technologies (Sommers, Paradise, & Miller, 2011). In addition, some states are implementing solutions that integrate patient data, billing, provider sources, and disease registries, as well as use different media (e.g., cell phones) to reach out to vulnerable patients (Devers, et al, 2010)).

Squeezed budgets and bureaucratic roadblocks have reduced the number of hospitals and providers taking Medicaid patients (Jasper & Hunt, 2003), making health care less available. To spur automated information sharing within and across states, explore alternate provider services, and increase provider participation, CMS granted $50 million to twenty states. Still, as of 2010, 90% of primary care physicians who limit Medicaid

participation to a few or no new Medicaid patients cite inadequate payment, delayed and frustrating billing practices, lack of coordinating services, patient load, and rates of reimbursement as the primary reasons. 17% of physicians are restricting the number of Medicare patients they accept (Gore, D., 2011; Cunningham & O'Malley, 2008).[36]

If burdensome reporting is a contributor to dissenting providers, a coordinated integration between patient billing and their accounts could be implemented in a manner that preserves patient privacy (e.g., encrypted social security number as the common key), and this would have to be mandated at the federal level. OMB Circular A-119 (1998) requires federal agencies to use voluntary consensus standards (VCS) in implementing systems, technologies, thresholds, and processes. If the standards in reporting and billing were established at the federal level, states could broker physician/patient billing through a common interface, saving time, increasing accuracy, reducing costs, and perhaps providing better service.[37]

Concerns over Medicaid Fraud

Medicaid fraud – overpaying $125 million to providers – caught the attention of the Obama administration. An emerging pilot project, suggested by OMB's consortium of state and local administrators, is designed to identify waste and fraud. It will develop a mechanism that shares Medicaid provider enrollment (through CMS) with states to identify duplicate payments (Lew, J., 2011). If well-planned and coordinated, sharing

---

[36] Between 2000 and 2009, the number of providers taking new Medicare patients dropped decreased from 85.0% to 81.5%, and acceptance of Medicaid decreased from 73.5% to 64.5% (CDC, 2011).

[37] Errors in processing paper Medicaid applications may have cost the Commonwealth of Virginia between $18 million and $260 million due in large measure to the paper-driven applicant review process (Wilson, J., 2011).

information across states can streamline service delivery and reduce costs. This project, however, does not explicitly call for any analysis of the impacts to Medicaid patients to determine whether they will be better served or if the numbers of providers decline.

While the instance of fraud by providers is not unknown,[38] fraud by Medicaid patients is fairly uncommon. [39] However, the amount of information collected and re-collected about applicants, challenging a beneficiary's bills by providers (to delay submission for reimbursement), and cross-checking applications against criminal, income, and citizenship records establishes a presumption that the applicant may not be honest in her need and eligibility. Implementing automation in Medicaid policy has perpetuated many of these assumptions, rather than use the opportunity to challenge their validity.

Supplemental Nutrition Assistance Program (SNAP)

The Supplemental Nutrition Assistance Program (SNAP) is a $6 billion, means-tested program that is managed by the USDA's Food and Nutrition Service (FNS) and provides supplemental funding for groceries to 46.6 million citizens (USDA, 2013b) and certain non-citizens (USDA, n.d.b., p. 1) (about 14.85% of the U.S. population). Its mission is to increase food security and reduce hunger in partnership with cooperating organizations by providing children and low income people with access to a healthful diet and nutrition

[38] Incidents of combined Medicare, Medicaid, and the Children's Health Insurance Program (CHIP) fraud by individual beneficiaries was 3.3% of the criminal cases pursued in 2010 (GAO, 2012b).

[39] Per Section 6036 of the DRA, Medicaid applicants must prove citizenship in order to keep illegal aliens from receiving benefits, a situation that rarely occurs (Ku & Pervez, 2010, pp. 7-9). The applicant's information becomes available to law enforcement and the Department of Homeland Security (DHS) due to the data mining provisions of the USA Patriot Act. But the law went into effect only five months after it was ratified so many immigrants did not have adequate time to procure legal documents, and state and federal agencies did not have time to process applications. Predictably, Medicaid enrollments declined, particularly for children and requests for food stamps increased commensurately. The House Committee on Oversight and Government Reform estimated that for every $100 six states spent in administrating costs, the federal government saved 14 cents in benefits (p. 22).

education in a manner that supports American agriculture and inspires public confidence

(USDA, n.d.c.). SNAP addresses inclusivity in its requirement:

> *"that sufficient retailers participate so that there are stores able to serve minority-language populations, so that their choices among stores is not significantly reduced, and so that the cost of food or transportation to get food is not substantially increased." (USDA, 2011a)*

SNAP has lower qualification thresholds than Medicaid or TANF. Generally

qualifying income is either a gross monthly income of 130% of the FPL or a net income

of 100% of the FPL and includes deductions and exclusions for older or people with a

disability; this varies by state. Based on the assumption that food takes up a third of a

person's or household's income, the maximum individual benefit was $200 per month;

maximum for a family of 8 is $1,202 in 2012 (USDA, 2012).

Number of SNAP Participants, 1990-2012
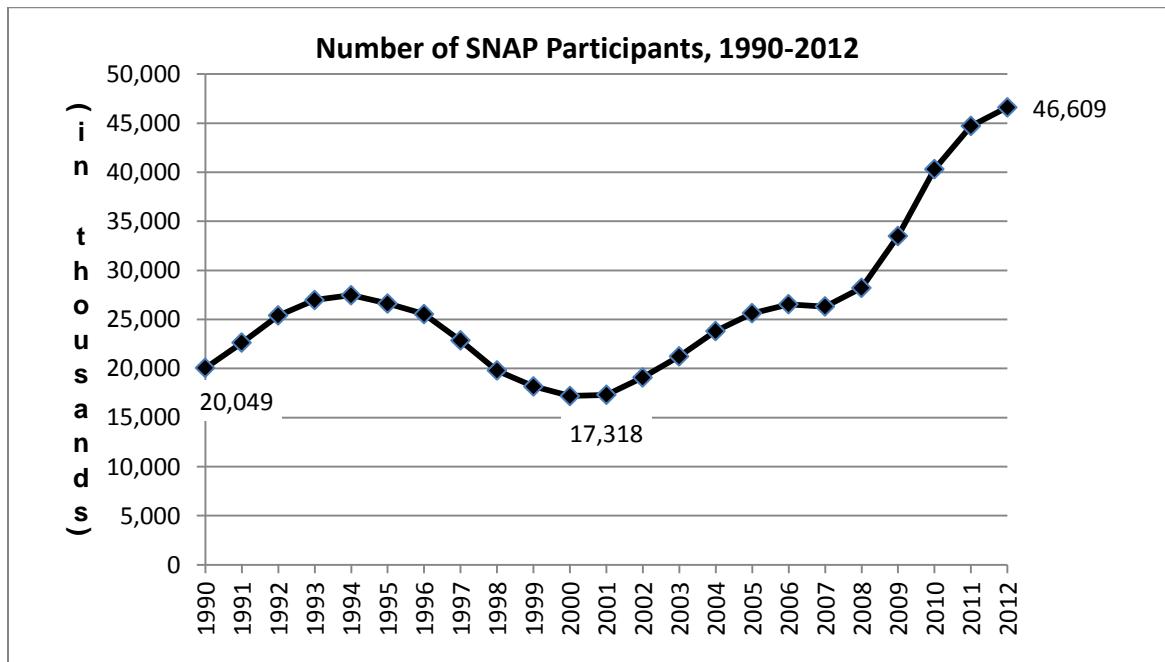
Figure 10: Number of Individual SNAP Participants, 1990-2012 (in thousands)

By December 2012, 46,609 Americans received SNAP assistance (an increase of

269% over 2001 (Figure 10)) with an average monthly benefit of $132.44 per person /

$274.04 per family (USDA, 2013b). Consider the USDA's Cost of Food estimates: a thrifty food plan estimated monthly food costs of about $183.10/ male (ages 19-50) and $636.30 / family of four; the moderate food plan estimates $296.20 and $1,037.90 respectively (USDA, 2013a) .

Figure 11 illustrates the distribution of SNAP to families at or below the FPL. According to the Census, the median income for families receiving SNAP was $17,912 (about 36% of the national median income) (Census, 2010c).
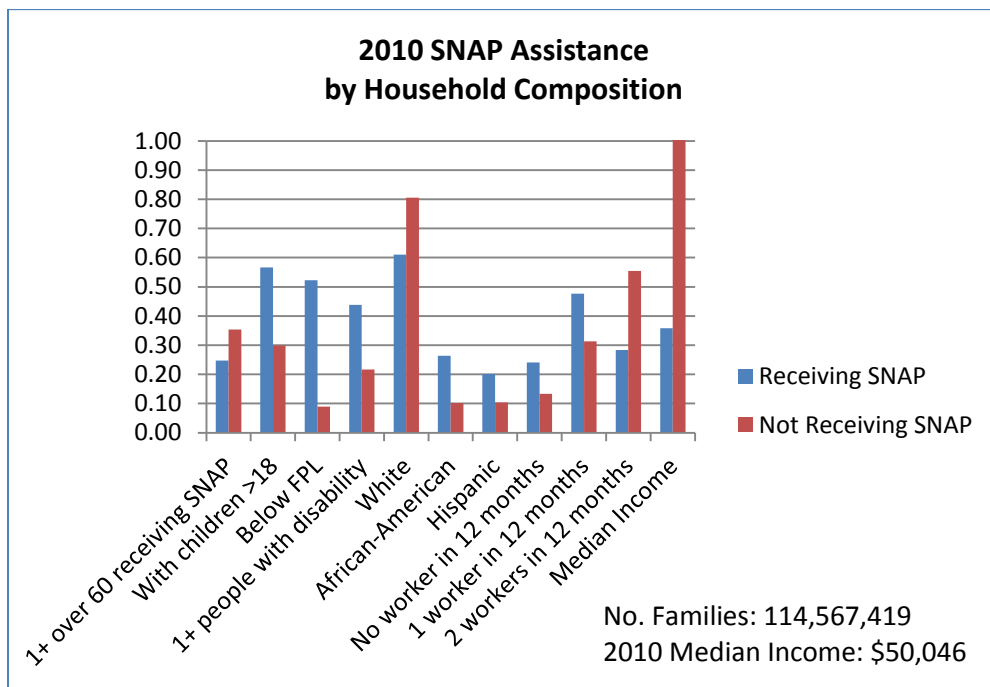
Figure 11: 2010 SNAP Recipients by Demographics

Eligibility does not tell the whole story, however. The application process itself is a deterrent. In 2005, 61% of the 13 million nonparticipating eligible people found that the amount of "time, money, stigma, and hassle"[40] outweighed the benefits (Weill &

[40] Hassles include limited field office hours, inaccessible office locations with few transportation or parking options, office signage, wheelchair access, language barriers (including non-English support at

Vollinger, 2009, p. 14).

States have wide latitude in how they adhere to eligibility thresholds (Wandner & Wiseman, 2009, p. 15). As illustrated in Figure 7, SNAP assistance alone reduced the poverty rate only from 23.7% to 23.3% in 2007 but overall, SNAP correlated to reduced poverty rates from 11.9 to 10.1% from 1980 to 2007 (Figure 9).

Program Legislation, and Automation History and Outputs

With the ratification of P.L. 86-341, the Act *To extend the Agricultural Trade Development and Assistance Act of 1954, and for other purposes* launched the first nation-wide federal food stamp program in 1959. It was finalized through the Food Stamp Act of 1964 (P.L. 88-525) but expanded through a number of subsequent acts that expand the criteria for eligibility (summarized in (USDA, n.d.a.). The Food, Conservation, and Energy Act of 2008 (P.L. 110-246) renamed the Food Stamp Program to SNAP. A recent USDA study credits SNAP with an average 4.4% decline in the prevalence of poverty between 2000 and 2009 (Tiehen, Jolliffe, & Gundersen, 2012, p. 11) in the poverty rate, the poverty gap, and squared poverty gap indices (a measure of the severity of poverty) (p. 6). During this time period, the poverty gap declined by an average of 10.3% per year; the squared poverty gap declined an average of 13.2% per year. Of particular note, children and non-metropolitan areas were much more

---

reading level), disrespectful or rude customer service, lack of childcare, waiting times, ineffective reporting requirements (although the reporting requirements have been simplified which has increased participation), lack of an address (if homeless), amount of paperwork to apply, the recertification process, and other deterrents (Weill & Vollinger, 2009). Not surprisingly, case workers report frustrations with heavy case loads and insufficient support.

dramatically assisted.[41]

Of particular relevance to e-government, the Food Stamp Act Amendments of 1979 (P.L. 96-58) required that applicants provide their Social Security numbers (SSN) for each member of the household as a criteria for application. This raised concern for household members who did not have SSNs, a schism remedied through Food Stamp and Commodity Distribution Amendments of 1981 (FSCDA) (P.L. 97-98). While the SSN is a unique identifier that can thread all assistance programs (and can streamline service delivery), this potentially diminishes applicants' privacy and civil rights by using data for purposes other than those intended by its collection (pursuant to the Privacy Act of 1974), such as opening case files to law enforcement agencies (further expanded through PRWORA, the Uniting (and) Strengthening America (by) Providing Appropriate Tools Required (to) Intercept (and) Obstruct Terrorism Act of 2001 (USA Patriot Act) (P.L. 107-56), and the Foreign Intelligence Surveillance Act (FISA) (P.L. 95-511). In implementation, this has perpetuated the presumption of applicant fraudulence over integrity. The FSCDA also requires computer matching of wage data to assure application accuracy but the source data is routinely criticized for high error rates (Meissner & Rosenblum, 2009).

The Deficit Reduction Act of 1984 (P.L. 97-98, 95 Stat. 1213-1358, § 2651(a)) updates Title XI of the Social Security Act to establish the mandate for states to automate Income and Eligibility Verification Systems (IEVS) that meets federal standards "for

---

[41] Between 2000 and 2009, the number of poor households that received SNAP benefits dropped from 95.7% to 93%. The number of households in deep poverty (income at 50% of the FPL) rose from 53.7% to 55.8%. It seems odd that so few extremely poor households received assistance (Tiehen, Jolliffe, & Gundersen, 2012, p. 3).

certain programs, and that SSNs be required as a condition for eligibility for benefits under such programs, which include the following: AFDC, Medicaid, Unemployment Compensation, Food Stamps, and SSI" (Swendiman, 2008, p. 18).[42] The Social Security Administrative Reform Act of 1994 (P.L. 103-296) allows the Secretary of Agriculture to share SSNs and employer identification numbers (EIN) of vendors with agencies that are allowed access to SSNs for other purposes.

The Food Security Act of 1985 (P.L. 99-198) required that states submit plans to automate food stamp-related application and management activities by October 1, 1987, and begin implementation by October 1, 1988. Neither funding nor nation-wide coordination really occurred however, and agencies missed the opportunity to streamline service delivery processes, and deeply consider the roles of privacy and civil rights of applicants and the values automated from the here-to-fore manual systems. The Mickey Leland Memorial Domestic Hunger Relief Act of 1990 (P.L. 101-624) extended criminal penalties for food stamp abuse to computer access devices, such as telephones and modems; this could be considered to supplement the tenets of fraudulent or unauthorized use of computers captured in the Computer Fraud and Abuse Act of 1986 (CFAA).[43]

The Returned Americans Protection Act of 2006 (P.L. 109-250, § 2) provides that if a

---

[42] This was made optional through PRWORA because of extreme difficulty to implement due to unreliable and inconsistent funding; agreement on system and functional requirements for information modeling and sharing; information validation and verification mechanisms; ownership of the system; training; transparency into its design, use, and contents (Gilliom, 2001, pp. 36-50, 75-77).Federal-level system requirements are captured in *45 CFR 205.51-Income and eligibility verification requirements* but the level of granularity results more in guidance than implementation requirements.

[43] Chapter 3 of the Mickey Leland Act was amended by the Omnibus Budget Reconciliation Act of 1993 (P.L 103-66, 107 Stat. 312) to retroactively reduce funding for automation from 63% to 50% and the Systematic Alien Verification for Entitlement (SAVE) system from 100% to 50%. It unclear what these changes in funding have meant in terms of the application process, managing the program, and information sharing across agencies.

state agency responsible for a food stamp program shares the names and SSNs of individuals to the Secretary of Agriculture, the Secretary will disclose that information to match with the National Directory of New Hires (NDNH) managed by SSA as a mechanism to locate non-custodial parents. This may be troubling if the state elects to discontinue benefits due to a false positive and if the applicant is not notified or correction is not made and communicated quickly.

Program Automation and the End User

Individuals may download the SNAP application form in only 30 of 50 states; three states support on-line application in just a few of their counties (USDA, 2011b). Like Medicaid, most states still require a personal visit to a field office.

The Food Stamp Program has transitioned from paper checks to nationally-standardized electronic debit cards (referred to as Electronic Benefit Transfers, or EBTs) as a method to

- Reduce the costs of administering the program

- Reduce unallowed purchases and overpayment

- Increase participation by low-income individuals and households

PRWORA reduced eligibility significantly but requires states to implement EBT capability by October 1, 2002. This method, first announced in 1990, is generally more secure for the recipient; a PIN number is required for use, and theft or misplacement allows the card to be cancelled or replaced more easily than cash or mail. It also gives government more control over how it (and the applicants' data) is used (Gore, A., 1996).

The use of EBTs has shown a positive impact on reducing the stigma of using food stamps, resulting in greater participation (Atasoy, Mills, & Parmeter, 2010; Weill &

Vollinger, 2009, p. 25). Further, payment errors and improper purchases have declined

due to states' ability to control how EBTs are used although the problems with fraud are

by no means resolved (GAO, 2010b). That said, some states are employing sophisticated

data-mining activities to identify patterns of fraud (e.g., pattern analysis of EBT use data

identified that 4% of Louisiana's $650 million SNAP budget was used fraudulently

(Walsh, 2004)).

Federal law (PRWORA, in particular) requires that recipients be notified that their

personal and transaction information may be shared with law enforcement, customs

enforcement, the IRS, and other agencies. If one component of an ethical surveillance is

that the individual is aware of the surveillance (Marx & Reichman, 1984), then one must

consider whether a recipient fully understands the extent to which her information may

be used for purposes beyond receiving benefits.

Temporary Assistance for Needy Families (TANF)

Temporary Assistance for Needy Families (TANF) (a.k.a. "welfare") is charged to

"help needy families achieve self-sufficiency" (ACF, n.d.a.). It is a block grant

federal/state/tribal partnership program that offers emergency cash assistance (transfers)

to near destitute working poor, students, and expectant mothers who do not have a drug

felony conviction, and who have complied with child support mandates, per PRWORA

(ACF, n.d.b.). Like SNAP, states set their own criteria although most states are required

to support families with children. As illustrated in Figure 7, TANF assistance alone

reduced the poverty rate only from 23.7% to 23.3% in 2007 but overall, TANF correlated

to reduced poverty rates from 12.7% to 10.7% from 1980 to 2007 (Figure 9), with a

significant drop to 9.2% in 2000 due to recipients reaching the maximum lifetime benefit

and number of years of assistance.

In 2010, TANF funding of $20,963,710,475 assisted 4,402,921 families (ACF, 2011) (a 269% increase over the 1,633,011 families in 2008 (ACF, 2009)); 50.5% of these sought assistance for children only. While the number of cases has decreased by 27% since 2000, the number of child-only cases has actually increased by 6% (GAO, 2011, p. 36), an indicator that childhood poverty has increased significantly, calling for greater urgency and efficiency in delivering assistance.

In 34 states, TANF benefits have dropped to pre-1996 levels due to the constraints of PRWORA and state benefit cuts; the number of families at the FPL who received welfare dropped from 68% in 1996 to 27% in 2009. Further decreased state funding, the expiration of ARRA support, and decrease in federal and state block grant support have further diminished its availability and support. Inflation has also eroded the impact of assistance. In all states, benefits fall below 50 percent of the FPL (Finch & Schott, 2011, November 21)

TANF History and Coverage Parameters

The Social Security Act launched Aid to Families and Dependent Children (AFDC), Emergency Assistance, and the Job Opportunities and Basic Skills (JOBS) programs via the Social Security Act of 1935 to bring crucial aid to Great Depression-ravaged communities. It was fully implemented by all states in 1940. It assured that aid was administered at the state level but the federal government provided high-level oversight through the Department of Health, Education, and Welfare (HEW, later HHS).

Through PRWORA in 1996, AFDC was repurposed as the much more restrictive Temporary Assistance for Needy Families (TANF). Whereas AFDC support

automatically included Medicaid coverage, PRWORA decoupled Medicaid coverage from TANF support, requiring essentially two separate applications and eligibility assessments. Unlike AFDC, TANF imposes lifetime limits of 60 months of assistance although states can either shorten the time limit or place no limits at all. By state, time limits may be affected by periods of employment, job-seeking or training activities, or some exemptions (e.g., people who have a disability, or are elderly, pregnant, or a victim of domestic violence). As block grants, state implementation is not uniform. An HHS Administration for Children & Families' (ACF) 2002 study of those who time out of TANF reported that by 2001, 231,000 TANF recipients had reached their lifetime limits (although about a quarter of these received a "good faith" extension with reduced benefits). After leaving the TANF program, the impacts to former recipients is fairly predictable: low-income, 50%-80% underemployment, large families, food insecure, distressed in housing, and difficulty in paying bills (Bloom, Farrell, & Fink, 2008). Since the 2008 economic downturn began, TANF support has been reduced by many states, serving 28 of every 100 families at the FPL (Pavetti, Trisi, & Schott, 2011).

Since 1994, Title IV-E of the Social Security Act has required that states that receive federal funding develop information sharing systems that support child welfare programs (e.g., TANF, State-Children's Health Insurance Program (S-CHIP), and child abuse and neglect registries) specifically design interfaces that support data sharing interoperability between state agencies and corresponding federal agencies. As of 2011, GAO cites "limited information sharing" between federal and state assistance programs, resulting in caseworkers disseminating inconsistent and delayed determinations for assistance eligibility, causing undue burden on applicants (2011, p. 29). This is due to several

factors, such as non-compliance by states, non-requirement by states that do not receive federal funding, state autonomy in determining how information is shared internally, intrastate, and with HHS, concerns over privacy, insufficient technology, and unclear policies between federal and state agencies (NASTA, p. 3). The ensuing disconnects impede information sharing that could bring assistance faster and more accurately.[44]

Applying for TANF

Methods to apply for TANF benefits vary by state. In most cases, applicants must appear in person at the states' field offices and complete applications manually, or on a digital form that is either printed or submitted via e-mail or on-line. If office visits are necessary, TANF does not usually cover reimbursements for travel costs, childcare, and possible lost wages.

States must apply for federal TANF funding by completing a *.doc* format, HTML, or *.pdf* form, and e-mail or fax it (along with a scanned or printed certification page) to HHS' ACF (2010). No on-line application process is available. While error- and delay-prone (and extremely cumbersome (NASTA, 2010, p. 5)), this process does technically meet the letter of the Paperwork Reduction Act of 1995 (44 USC 3501 *et seq.*). While the final *Reauthorization of the Temporary Assistance for Needy Families (TANF) Program: Final Rule* (HHS, 2008) (45 CFR Parts 261, 262, 263, and 265) incorporates public comments to support electronic verification of state and citizen participation, that rule has not been universally implemented.

---

[44] By 2011, 39 of 50 states reported that TANF case workers cannot access child welfare payment data. Oddly, child welfare case workers in 17 states can access TANF payment data (GAO, 2011, p. 30).

Additional Influences on Technology and the Poor

When one considers the broader implications of the intersection of e-government and the poor, it becomes evident that automating other areas of government information and service delivery has facilitated additional channels of information use. It is worth a brief mention of some of these implementations because they indirectly affect the design and delivery of services on-line, and on the part of the user, trust and acceptance. They can also introduce some unexpected consequences that may impede receiving assistance to eligible applicants.

E-government has helped evolve recordkeeping into a dynamic data-mining environment (including identification data, re-identification, pattern identification, and biometric data) (Cate, 2008; Ogura, 2006), expanding the ability to develop profiles to better serve the public, national security interests, and law enforcement. But these pose "significant legal and policy issues" (Cate, 2008, p. 437) and flawed data at any processing point, however, can deny employment, housing, or assistance (Wilson S. C., 2014). A look at several policies identifies some impacts.

Social Security Numbers, Data Sharing, and Data Mining

Social Security Numbers (SSN) are the common data point to identify the services for which an applicant is eligible. This can streamline service delivery as well as ease case management duties and agencies' financial tracking. The increasing breadth of use of SSNs, despite protections of the Privacy Act (and their controversial abridgment through the USA Patriot Act and FISA), allows agencies to create an integrated profile of individuals that crosscuts voting rights, the ability to rent or purchase housing, credit histories, employment, relief benefits, and every other personal engagement with the

government. Relative to receiving assistance, SSNs are used in some tangential ways (well-discussed in Swendiman (2008, pp. 15-34), such as determine eligibility to work or identify (by verifying against SSA's NDNH) non-custodial parents who fail to pay child or spousal support obligations. But unless the data is aggregated so that an accurate assessment of that person's eligibility for benefits can be made and that personal data cannot be re-identified if publicly released, reliance on a common key perhaps opens too much of a window on an individual's life that may impact her right to privacy. The applicant may also be putting her personal information at risk if she must use public computers to file applications or check their status.

Computer Matching

The Computer Matching and Privacy Protection Act of 1988 (CMPPA) (P.L. No. 100-503) allows agencies to match applicants' submitted data against federal payroll and income tax records to help states determine entitlement and reduce welfare fraud. CMPPA includes several protective mandates, including:

- Notifying individuals that their records would be matched, and that they can contest the results (although this was rescinded as part of the Omnibus Budget Reconciliation Act of 1990 (P.L. 101-508),

- Requiring Data Integrity Boards, and

- Requiring that the request be cost-effective.

Upon disposition, agencies cannot dispense assistance without

- Verifying the accuracy of the data used in the matching program and

- Notifying the individual that she has 30 days to contest the action.

Early implementation planning presumed that knowing that their information would be matched would deter an applicant from submitting false information (Campbell, 1982). Most agencies that provide services are obliged to match against law enforcement, homeland security, Social Security, and taxpayer databases, and others. Controversy occurs by juxtaposing privacy rights advocates' concern that personal information may be used for purposes than those which prompted its collection as an expedient way to stem fraud, as a violation of Fourth Amendment protections against warrantless search and seizure, and as an affront to the presumption of innocence, a concern voiced as early as 1984 (Shattuck, 1984). To further complicate the question, verifying an applicant's information is difficult since many government databases (such as SSA's NUMIDENT database) have come under scrutiny for high rates of error (Meissner & Rosenblum, 2009, p. 6). This aligns with Eubanks' subjects' concerns that the applicant is defined by the data collected about her, data that she cannot control, see, or in some cases, correct.

Computer Fraud and Abuse

The Computer Fraud and Abuse Act of 1986 (CFAA) (18 USC § 1030) provides guidance to prosecute anyone who "intentionally accesses a computer without authorization or exceeds authorized access, and thereby obtains . . . information from any protected computer if the conduct involved an interstate or foreign communication." This was amended in 2008 by the Identity Theft Enforcement and Restitution Act of 2008 (P.L. 100-326 § 201 *et seq*) to include anyone who conspires to commit data or identity theft (ILT, 2011). Thus, while a number of years in the future, increased networking of low-income benefits applications and data may redefine "computer" as any node that accesses that network. Thus, should an individual enter false information while seeking

assistance, she could be prosecuted pursuant to this act as well.

Requiring Government-Issued Identification

At face value, verifying a person's identity through government-issued identification helps to assure that recipients of public assistance meet residency requirements. This practice has received support from anti-immigrant groups and conservative groups such as the Federation for American Immigration Reform (FAIR) or the Heritage Foundation as a way to secure US borders and deter access to services and voting by illegal aliens (problems that very rarely occur). However, requiring government-issued IDs (GIID) has been much opposed by human and civil rights organizations, the libertarian Cato Institute, labor unions, good government and open government advocates, gun rights groups, and others. In particular, many states have pushed back due to implementation costs (Mittelstadt, et al, 2011, p. 7; Moran, 2011). Congressman Robert Barr (R-GA) commented on a particular impact on its G2C engagement:

> *"A person not possessing a Real ID Act-compliant identification card could not enter any federal building, or an office of his or her congressman or senator or the U.S. Capitol. This effectively denies that person their fundamental rights to assembly and to petition the government as guaranteed in the First Amendment"* (2008).

While implementation varies by state, procuring GIID usually requires that applicants present at least two documents that confirm the address of their primary residence, such as rental agreements or utility bills, and some proof of SSN, such as a paycheck stub or a Social Security card. This requirement can place significant burden on people who are homeless, unemployed, or poor: a person would have to apply either on-line (with issues of access and receiving mail) or at a field office (with incidences of stigmatization, access, transportation costs, time, and limited field office hours). Lack of identification

cuts these people off from public assistance and employment. From the perspective of government agencies, verifying the authenticity of these documents is difficult if not impossible, and government databases (such as SSA) have come under scrutiny for high rates of error.[45]

Frameworks

No single framework or collection of frameworks exists to address the research space posited by this study. Thus, the researcher has drawn on existing work in several ways, and recognizes that this study can have the ability to build out others (see *The Study's Potential Impacts*, page 310). What becomes apparent is that best practices are still emerging.

Inspirational Frameworks

These sources helped the researcher crystalize her thinking on the mesh of low-income people, e-government, and technology, and how to consider identifying and measuring what happens in that intersection.

- Chinni and Gimpel's *Our Patchwork Nation: The Surprising Truth About the*

---

[45] E-Verify, for example, is a controversial program managed by U.S. Citizenship and Immigration Services (USCIS) through the Comprehensive Immigration Reform Act of 2007 (CBO, 2007) to help the 7.4 million employers enrolled verify citizenship for new hires and existing employees (USCIS, 2011). However, its source data, SSA's NUMIDENT database, criticized for high error rates (Meissner & Rosenblum, 2009, p. 6), e-Verify cannot detect fraudulent papers (GAO, 2010a, p. 2), and USCIS does not require that the resolutions for incorrect records be documented or resolved consistently (GAO, 2010a, p. 37). The Congressional Budget Office (CBO) estimates that implementation will decrease tax revenues by $17.3 billion from 2008-2018, cost an additional $30 million for salaries for new federal judges, and will necessitate an additional 5,000 law enforcement officers (Orszag, 2008a) . CBO predicts that deploying e-Verify would encourage more "under-the-table," undocumented, low-wage employment (Orszag, 2008b) or open a cottage industry to create fraudulent documentation (Meissner & Rosenblum, 2009, p. 11). Implementing e-Verify has stretched SSA personnel that could be working on the increasing number of cases (from 41.9 million in 2006 to 44.4 million in 2008 (GAO, 2009, pp. 9-10) but are diverted in supporting e-Verify data verification, resulting in longer wait times and unanswered calls (p. 14).

"Real" America (2011)[i] looks at American demographics not from the traditional municipality, county, and state perspective but by the peoples' common traits, and the communities and environment in which they live. This approach roots out many facets of e-government that are ancillary but are no less critical to understanding the impact of the implementation of e-government on three state counties. While this model is not specifically employed in this study, it helped to set the tone in looking at public assistance programs with an eye towards looking across geopolitical boundaries as a different way to deliver assistance.

- John Gilliom's *Overseers of the Poor* (2001) captures the first-hand experiences of welfare mothers in eastern Ohio in the 1990s as they interact with the state social service system. These women reported that because they are poor, they had relinquished their basic rights to privacy, free association, work, and dignity. This study established some of the groundwork to begin to the question of whether e-government implementation has mitigated or exacerbated any of these concerns. Thus, Gilliom's work drives identifying the characteristics of public assistance information and applications from the perspective of the person who needs assistance.

- Virginia Eubanks' *Digital Dead End: Fighting for Social Justice in the Information Age* (2011) is the heir apparent to Gilliom's work. It addresses income inequality against the backdrop and foothold of the information technology age. Wherein technology access was touted as a great democratizing agent, Eubanks discovered by observing the gentrification in San Francisco during the 1990s technology boom and interactions with low-income women in

Troy, NY that technology has been implemented to build a different set of walls between applicants for assistance and the government systems that deliver.

- Several frameworks have been developed to evaluate the two primary aspects of citizen-focused on-line applications (Al-Adawi, Yousafzai, & Pallister, 2005; Melitski, 2003). Two prevailing evaluative perspectives emerge (corroborated by Klosterboer (2011)) are

  - **Infrastructure and presentation of government websites**. Most research and development has been performed on the technical aspects of designing and deploying more usable, flexible, and serviceable federal websites and applications. Melitski refers to this as the "IT paradigm."

  - **Citizen engagement with e-government and its impact for both the citizen and the organization**. Melitski refers to this as the "PA [public administration] paradigm." Generally, these have been most effective at local levels.

Inventory and Analytical Frameworks

- To guide inventory of on-line artifacts and application, Mossberger and Wu's (2012) study of e-government in the 75 largest cities in America, "Civic Engagement and Local E-Government: Social Networking Comes of Age," provides a serviceable model to support scope, structure, and evaluation in making an inventory of Internet-delivered artifacts and functionality, and evaluating their completeness and comparison across the three counties. To understand how e-government has matured in 75 large cities in the US, they evaluated the municipal websites and use of Web 2.0 technologies to engage the

public. This case study approach mirrors the approach the researcher of this study followed.

- Moon's five-stage framework to assess the sophistication of e-government implementation is defined in "The Evolution of E-Government Among Municipalities: Rhetoric or Reality?" It provides a model by which to assign quantitative values to the artifacts and applications delivered electronically (2002). Using this framework, the artifacts and the deploying website can be analyzed artifacts for their ability to reach their targeted audience. This framework influenced the analysis by providing a structure to compare the maturity of the statutory framework, and implementation by the state, the counties, and by the individual DSS. Briefly, the five Moon stages include:

  Stage One: One-way communication from the agency to the public (e.g., information dissemination, the website serving as a catalog, using simple Web technology, electronic BBS, etc.)

  Stage Two: Two-way communication between the agency and the public (e.g., taking and responding to requests for licenses, statements, or other services, using e-mail, electronic data exchange, and interactive platforms)

  Stage Three: Transaction support for service and financial activities (e.g., filing taxes on-line, receiving election funds, support for electronic funds transfers, using digital signatures, public key infrastructure, electronic data interchange, etc.)

> **Stage Four**: Vertical and horizontal integration for voter registration, automated payroll and leave tracking, applying for and tracking services and entitlements, vendor marketplace, using the integration of the panoply of technologies that support Stages One, Two, and Three)
>
> **Stage Five**: Political participation support for voting, brokering comments filed on-line, using more advanced integrated and Web 2.0 technologies.

- Karl Wieger's *Software Requirements* (2013) is a primer commonly used in industry for guide gathering and analysis of software functional and technical requirements. These are analogous to the data items that are coded, conceptualized, categorized, and divined into an evolving theory. As a technology project, building a requirements traceability matrix is a tool that helps the analyst (researcher, in this case) see the different relationships – vertical and horizontal – between the data items.

Frameworks that can be Influenced

While growing, the existing theories that address information inclusion and access are still limited in terms of speaking to the space where administrative information deployment meets the low-income user. These limitations include policy analysis and understanding policy impacts in this space, on the administrative side and on the user's ability to apply for and receive benefits. The results of this research can help build out several existing theories that address different aspects of the social (vs. the technology) perspective of information access and use. See *Impacts on Existing Frameworks*, page

316, for a discussion on how this research can further influence them.

- **Digital Inclusion** addresses how information is deliberately positioned and structured so that it "speaks" to the targeted user. This includes using multiple modes of technology (including print, telephonic, and brick-and-mortar venues), localized language, to reach users where they exist in the technology landscape. Inherent in Digital Inclusion, however, is identifying gaps – inadvertent or deliberate – that occur when inclusion falls short. Much of the precept of digital inclusion is based on diversity (Jaeger, Subramaniam, Jones, & Bertot, 2011); this includes income as a form of "othering."

- **Small Worlds** addresses the position of information – its access, production, use, ownership, interpretation – in defined societies, such as income classes, social groups, professions, virtual societies, and the like, whose members share characteristics of being a participant in those small worlds (Chatman, 1996). Small worlds theory also addresses normative behaviors toward information that evolve by members as well as the real or perceived characteristics – social types – of the members themselves (Burnett, Besant, & Chatman, 2001). Elfreda Chatman's work with small worlds, however, takes an in situ look within the boundaries within the communities themselves while not addressing that space where external information is injected into the community.

- **Information Poverty** is the condition when information access is impeded when information is unavailable or the individual or society cannot use the information that is available (Thompson & Afzal, 2011). Interestingly, income is not always a factor in information poverty; individuals can choose to be information poor

90

(Chatman, 1996) It addresses barriers to information access as contributors to poverty. Barriers include the medium (such as limited choices for news and educational information), the quality and accessibility of information itself (such as the ability to be translated), and intellectual access (such as information usability).

- **Information Worlds** considers information creation, use, and retirement in terms of the localized (micro), intermediate (meso), and at large (macro) – social influences that shape it (Jaeger & Burnett, 2010). These influences include media, technology, professional and familial institutions, politics and policy decisions, inter-/ intra-community social interactions, virtual and on-line societies, etc. Information worlds theory builds on Chatman's work with small worlds and Jürgen Habermas' work in examining information in the larger society, and examines the granular and ancillary aspects of information as it moves through different levels in its lifecycle, or lifeworld. Information Worlds theory, like an anticipated goal of e-government, presumes that open access to government is necessary to further democratization in society and by individuals because the information to make actionable decisions and interpretations of government actions (especially public policy decisions) is universally available, regardless of demographic, economic, educations, or accessibility boundaries.

- **Moon** (discussed in *Inventory and Analytical Frameworks*, page 87) and **Layne & Lee** (2001) are two of the voices in developing an e-government maturity model but little work in this sphere has taken place; certainly none has addressed the social implications that a maturity model could potentially address.

Conclusions from the Literature

Each factor noted that influences e-government adoption – technology, accessibility, and policy – is critical to fashioning a productive and flexible technology-brokered G2C relationship. Much research and implementation focuses on the complexities of technology such as information security, collection and storage, measuring volumes of data access, new applications developed and deployed by "citizen hactivists" which rely on government data, tracking crowdsourced solutions to public problems from suggestion to disposition and impacts, etc. Thanks to the targeted work in such areas as

- Access to government information brokered by e-government initiatives is an emerging research area (Bertot, et al., 2011; Burroughs, 2009),

- Multi-disciplinary and mixed-methods study focusing on how human and systems interact, and how human-made systems embody the biases, values, and presumptions of the developers (Winner, 1980; Fleischmann & Wallace, 2010), and

- The unique information needs and habits of non-mainstream populations (Sipior and Ward, 2005; Hershberger, 2002/03; Thompson, 2007; Eubanks, 2011),

the impacts of technology are now becoming better understood. However, significantly less research focuses on the issues faced by people at the poverty threshold as well as the agencies that provide services. At this point, there is little reliable data that captures how the poor are explicitly engaging with e-government programs and applications either from independent researchers or agencies themselves. This gap, coupled with documented difficulties in automating the "back-end" processes that support programs, suggests that the handshake between e-government implementation of

assistance programs and low-income people has not been assured.

In delivering assistance to eligible applicants, presumptions about applicants' inclination to commit fraud still exist. A number of statutes in the policy framework have underscored this presumption. The types of surveillance that Gilliom (2001) reports are raised as concerns by Eubanks (2011) as more systems are moved on-line to verify wage data, and that case information is shared with law enforcement (see *Program Legislation, and Automation History and Outputs*, page 73 and *Additional Influences on Technology and the Poor*, page 81), giving caseworkers access to a recipients personal life that may not be relevant to eligibility for assistance. In this respect, the same biases and presumptions appear to be "designed in" for automated service delivery systems.

One can assess the technical capability of sites in terms of availability throughput and meeting discrete requirements (if they are specifically captured) but until the acceptance criteria (suggested by the TAM, the Diffusion of Innovation model, and others) are evaluated and include consultation with low-income people to the extent they are for older adults, non-English speaking residents, or people with disabilities, public assistance agencies will not be able to evaluate whether the information and services delivered are actually being accessed and used to assure that agencies are meeting public needs rather than checking off a mandate. At this point, policy and implementation mandates have not flexed much muscle in meeting their outcomes assessment mandates. Further, the social impacts on applicants and the administrative agencies are not assessed.

Use of Internet, social, and mobile technologies are becoming more accepted and expected, with cost and availability diminishing as a reason for non-adoption across all demographics. The literature suggests that many federal, state, and county agency

websites and on-line systems were largely implemented by mandate without specifying standards and thresholds for effectiveness, maturity, or usefulness. There is no common standard of quality that baselines county assistance websites. Further, while vertical and horizontal integration of data is raised as a key method to reduce errors of duplicated information in siloed data stores, implementing this type of data interoperability has been slow. Until these concerns are addressed with incentives for compliance or penalties for non-compliance, state and county statutes and strategic plans form a requirement set by which to determine and evaluate how it uses technology to meet the DSS agency missions and expectations. Therefore, examining a cross-section of county assistance sites can help to identify some of these thresholds, identify "best practices," and thus, lay a groundwork to begin to examine their impact on the citizens that rely on them.

This research is a first step in a new research agenda in understanding the intersection of technology, government information and services, and low-income people. With an eye towards delivering assistance efficiently and respectfully to eligible applicants, the study discussed in the following chapters sets up a baseline understanding in the current practices for assistance delivery at the county level. With this understanding, future work can examine the impact of the current state on those who actually apply for and receive assistance, case workers, and taxpayers.

The research method that follows was developed to support creating this baseline of county practices and their alignment with the prevailing statutory framework.

Chapter 3. Research Method

As the literature suggests, the intersection of e-government and low-income people is a complex interplay of technology, policy, ethnography, civil rights, government and citizen accountability and responsibility, and a host of other factors. Each of these raises opportunities for insight and inadvertent oversight. Because some research into the information needs of the poor has been launched by practitioners in many domains, this study focuses on the information about Medicaid, SNAP, and TANF that each of three (3) Maryland counties makes available on-line, how it is made available and accessible, and the overarching statutory framework. The researcher chose the county level because applicants apply, and services are administratively managed and deployed, at the county level. The research also identifies the state-level statutory framework and the state and county strategic plans that are germane to digitally deploying information to the public in order to assess the alignment between the mandates, plans, and actual implementation.

Methods

This research explores, through case studies, the alignment between information and services deployed electronically and the intentions and expectations of policymakers at three (3) county social service agencies (a.k.a. Departments of Social Services, or DSS).[46]

The researcher used some grounded theory mechanisms described by Glaser and Strauss (1967) in performing this qualitative study, but does not use grounded theory as a content analysis method. This is appropriate because the research questions are focused

---

[46] The researcher uses the abbreviation DSS to refer generally to agencies that are responsible for social services, even though the agencies may have a different title.

not necessarily on designing a solution or capturing an absolute truth but on eliciting

understanding based on the information actually deployed. However, the researcher

looked for specific information about the programs and jurisdictions' policy framework

and strategic plans; this countermands the tenets of grounded theory that rely on open-

ended, non-bounded analysis of the data. Starting from state and county websites to dig

into the content they carry is a top-down approach; analyzing the content to identify

commonalities across counties' practices is a bottom-up analysis. In other words, the goal

of the study is not to capture data but to identify what that data suggests about the

organizations involved.

The data collection and analysis process is similar to some of the aspects of grounded

theory. It identifies the characteristics – the codes – that describe the different themes –

the concepts – that emerged from analyzing the policy (state and county statutes, IT and

DSS strategic plans, annual reports, budget documents, social services plans and

performance reviews, where available) and implementation (deployed information)

components under review. These codes and concepts when reviewed – the categories –

allowed the researcher to inductively draw some conclusions – the modifiable theory –

that will, when the on-line assistance information of other counties is analyzed, evolve

with the new data inputs. Thus, the results from this study are not a statistical analysis of

the findings but support development of a framework to support future analysis.

The researcher retrieved information that pertains to the programs and counties under

review in order to provide a relevant boundary to the information to retrieve and review.

Also, because the research questions focus on the nexus of policy and implementation,

those documents were reviewed. Other statutes, documents, and webpages retrieved that

were not relevant to that focus were not evaluated. Also, as mentioned in *Developing the Inventory*, page 98, the researcher contacted the librarian of the Maryland General Assembly for guidance on legislation.

In order to minimize bias and limiting the collection of source documentation of the information retrieved and analyzed, the researcher did not pre-review the information that the state of Maryland and counties deploy or the supporting policy structures before performing this study. This helped to ensure that the researcher did not know what she would find and thus, averted the influence of preconceptions as much as possible.

As noted above, the documents to analyze included state and county statutes and strategic plans (the policy component) to provide the policy underpinnings for the research questions, and the actual information that counties deploy on-line (the implementation component) about the assistance programs under review (see *Data Sources*, page 104). This aligns with the research questions' focus on understanding the alignment between policy and implementation. Because the study has a technology focus, the researcher considers that the policy component essentially correlates to requirements for implementation. Thus, the researcher followed industry techniques for structured software requirements design and analysis (Wiegers, 2013). This process supports iteratively reviewing requirements (the policy component) to define and guide the product creation (the implementation component) to generate the roadmap for testing it (the traceability matrix that cross-references all of the codes by the categories). By creating and cross-referencing the policy requirement set and implementation results, the researcher was able to identify the alignment and gaps in its implementation (the theory).

Developing the Inventory

The researcher performed a structured inventory of information in accordance with Mossberger and Wu's method described in "Civic Engagement and Local E-Government: Social Networking Comes of Age" (2012) and its precursor study "Can E-Government Promote Civic Engagement?" (Mossberger, Wu, & Jimenez, 2010) to identify and retrieve relevant web pages; Yagmurcu (2007) and Manoharan (2012) followed similar approaches.

Identifying the Statutes

To identify the statutes involved, particularly those that drive e-government policy in the state and county, as noted earlier, the researcher contacted the General Assembly of Maryland Department of Legislative Services.[ii] The librarian identified the overarching statutes, and provided the guidance that the Maryland Department of Information Technology is, by statute, the locus for digital government policy (see *Maryland's Approach to Digital Government*, page 117). To parse and analyze the content of the statutes and other policy-type documentation, however, the researcher used visual inspection and key word searches to find relevant content. Key words and phrases included "digital," "electronic," "web," "mobile," "social," "citizen," "information technology," "IT," "information," and "service."

Identifying the Data

To develop the inventory, the researcher took two tactics:

1. She used search terms that identify the programs under review from the state and counties' general and DSS websites to retrieve pages and documents that had

relevant data, and determine whether those pages included information about DSS-services and the programs under review. As she reviewed the pages' and documents' content, she realized that the program names were referenced by a number of synonyms; she amplified the list of search terms to include those. She also searched the general state program name (Family Investment Administration) and the agency name to find non-program-specific information such as budget and performance information.

2. Starting from the home page for the state and county DSS, she took a visual approach and looked for references on the pages, and in headers, footers, and menus, the search terms, the program names, and the general state program name to retrieve those pages and documents that were not returned from the search terms.

She considered the inventory set to be complete when no new pages or documents were returned while executing the search terms or perusing the state and county websites. The URLs for the websites and documents retrieved are listed in *URLs Referenced in the Text*, page 495.

The research questions (page 16) bound the study to information deployed on-line from the state and county websites only. Print material was not considered. Further, the researcher inventoried the state and county websites in August 2013 to provide a scoped time slice to mitigate the fluid nature of websites.

For manageability, the researcher originally planned to inventory information at the program home page level and two levels below; this is consistent with the accepted "three clicks" as the maximum number of clicks a user will perform before giving up (Stowers,

2002, p. 34). At the county level, this sufficed but at the state level, relevant information was sometimes four- and five-levels deep (see *Forms and Folders*, page 140) so to satisfy the research questions, the researcher dug deeper to retrieve information on-line, no matter how deeply it was buried. See *Limitations of the Study*, page 112 for more information.

Identifying the Counties

The researcher selected Garret, Montgomery, and Prince George's counties based on their differences to get a better cross-section of how the different classes of counties approach e-government relative to service delivery. The researcher divided the state's counties and Baltimore City into thirds; the difference in their demographics (e.g., racial, ethnic, language, education), median household income, and poverty rates resulted in each being in a different third, making each roughly representative for that group. This information is captured in Table 5 below and in the figures and tables in *Chapter 4*, and is discussed in more detail in *Comparison Across the Counties*, page 217.

Table 5: County Rankings by Median Income and Poverty Rates (all ages)

Rank	Median Household Income	$	Rank	Poverty Rate, All Ages	%	Rank	Poverty Rate, Under age 18	%
1	Allegany	37,083	1	Baltimore City	24.7	1	Baltimore City	34.3
2	Somerset	38,134	2	Somerset	19.3	2	Somerset	29.3
3	Baltimore City	38,186	3	Allegany	17.1	3	Dorchester	25.8
4	Dorchester	39,630	4	Wicomico	16.6	4	*Garrett*	*24.4*
5	*Garrett*	*43,637*	5	Dorchester	16.2	5	Allegany	23.9
6	Wicomico	47,702	6	*Garrett*	*15.1*	6	Wicomico	23.1
7	Kent	49,017	7	Kent	14.2	7	Kent	20.4
8	Washington	51,610	8	Caroline	13	8	Worcester	20.3
9	Caroline	55,480	9	Washington	11.4	9	Caroline	19.2
10	Worcester	55,492	10	Worcester	10.6	10	Washington	16.8
11	Talbot	56,806	11	Cecil	10.5	11	Talbot	14.9
12	Cecil	61,506	12	Talbot	9.7	12	Cecil	14.6
13	Baltimore	62,300	13	*Prince George's*	*9.4*	13	*Prince George's*	*12.3*
14	*Prince George's*	*69,524*	14	Baltimore	8.2	14	Baltimore	11
15	Harford	71,848	15	St. Mary's	7.5	15	St. Mary's	11
16	Queen Anne's	78,503	16	*Montgomery*	*7.5*	16	Queen Anne's	10.1
17	Frederick	80,216	17	Queen Anne's	7.3	17	*Montgomery*	*9.4*
18	Carroll	80,291	18	Harford	6.9	18	Harford	9.3
19	Anne Arundel	80,908	19	Anne Arundel	6.6	19	Anne Arundel	8.8
20	St. Mary's	81,559	20	Charles	6.2	20	Charles	8.5
21	Charles	83,078	21	Calvert	6.2	21	Calvert	7.9
22	Calvert	86,536	22	Frederick	5.6	22	Frederick	7.7
23	*Montgomery*	*88,559*	23	Carroll	5.4	23	Carroll	6.9
24	Howard	100,992	24	Howard	5.2	24	Howard	6

Data Item Collection and Analysis Process

Once the researcher had identified the state and county general and DSS websites and

the inventory, she followed the process below to collect the data items, that is, the

discrete items that are the candidates for a first-level abstraction for coding and
subsequent categorizing.

1. She parsed out each document or webpage for references to the programs or
   assistance in general, and the DSS. This separated the items from their context so
   that they could be assessed discretely.

2. She captured the results in an Excel spreadsheet and identified each item by
   jurisdiction, platform, and source document. This spreadsheet became the basis
   for the state and county profiles in *Chapter 4: Profiles of the State of Maryland,
   and Three Counties*, page 114.

3. She inventoried the elements in the DSS websites' headers, footers, and general
   information frames to catalog information, elements, and features that may be
   common across DSS websites and documentation.

4. She inventoried specific information about each program to identify the
   information conveyed, such as program descriptions, presence of eligibility
   requirements, links to additional information about the program, link to on-line
   application, contact information, and instructions on how to apply, and the
   process followed during and after the application is approved (Wiegers, 2013).
   These characteristics became the descriptors, or codes.

5. Through seven (7) review iterations, she refined the items' codes for their
   jurisdiction, classification, platform, the medium through which the information
   about the item was found, its focus or content, the medium through which the
   service or information is actually delivered, and the pertinent program(s). This
   iterative process, a mechanism of both grounded theory and software

requirements analysis, refined the resulting categories of concepts. Because of the nature of the content, an item could be identified by more than one descriptor per category. See

   a. *The Analysis Process*, page 235 for how the resulting pages and documents were analyzed to identify the data items, and how those were coded and categorized.

   b. *Appendix A: Item Categories and Descriptors*, page 332, for a list of the descriptors for each category.

   c. *Appendix B: Item Inventory Analysis with Descriptors*, page 334 for the items identified and how they were categorized and coded.

6. She sent the items to a colleague for independent review and coding (see *Inter-coder Reliability*, page 237, for a description of the colleague's credentials and qualifications as an inter-rater) through the benefit of fresh eyes. She reconciled discrepancies through review of the independent review.

7. She identified each item with an identification code based on the county or state abbreviation and unique number to easily identify the jurisdiction and platform involved with the item. These are captured in *Appendix B: Item Inventory Analysis with Descriptors*, page 334.

8. She built a traceability matrix of the items (by code and content) and item categories (Wiegers, 2013) in different Excel spreadsheet. She assigned each item code to each category and descriptor to which it had been determined to be relevant (see *Appendix C: Data Item Traceability Matrix*, page 420). She then wrote an Excel formula to output the data items that pertained to each code as a

way of determining which codes pertained to which data items. She manually

cross-checked 50 data items to ensure that the outputs were accurate.

9. She reviewed the items collection by their assigned descriptors and cross-
    references to identify common practices, different approaches to information
    delivery and content, and alignment with the policy documentation (statutes and
    strategic and implementation plans), and other characteristics that emerged when
    the items were compared. These are captured in the *Analysis Results*, page 240.

10. She searched the key search terms for each program (see *Search Term Analysis*,
    page 280) from the state and county DSS websites to capture the program-specific
    information retrieved to understand whether this technique would result in
    different findings of program-specific information from the inventory of the DSS
    web pages. See *Appendix D: Search Term Result Sets*, page 443 for the result sets.

11. She determined precision and recall rates for the search terms captured to begin to
    understand the levels of effort involved in finding program information and to get
    a sense of the breadth of information types returned for each. See *Search Term
    Analysis*, page 280, for the processes and formulas involved in their computation.

Data Sources

The researcher gleaned data from several sources to support the analysis required to address the research questions.

Population Data for Maryland and the Counties

The researcher used 2010 US Decennial Census Data housed in the American Community Survey to identify characteristics for each Maryland county and Baltimore

City. She captured differences in demographics (i.e., age, ethnicity), population size, income, education levels, languages, and disability rates. She captured each county's predominant industries and Internet penetration rates and mechanisms; these speak to a county's general level of prosperity which may not necessarily correlate to a county's e-government maturity, according to Yagmurcu (2007) and Manoharan (2012). She also captured each county's rankings by income and poverty rates in order to ensure that each county selected represented the top, middle, and lower third of counties.

The characteristics captured above are predictors of person's likelihood of living at or below the poverty threshold at some point in life, and provide an understanding of the breadth of poverty per county relative to its overall prosperity (Census, 2011a, 2012, 2012a, n.d.a., n.d.c.). This speaks to a level of need for services and the digital infrastructure that may deliver service-related information. They also generally align with Yagmurcu's quantitative analysis of e-government use at the county level (2007).

Statutes, and Strategic and Implementation Plans

As discussed above, the researcher retrieved the state-level statutes that pertain to digital government and digital information and services deployment, and to Medicaid, SNAP, and TANF as implemented in Maryland. The researcher also retrieved strategic and implementation plans, and where possible, requirements documents that the state and counties have established as their policy and implementation requirements for electronically-delivered information and services; this forms the policy component that should drive implementation. In the technology industry (and county websites are technology projects), such documentation implies a contract between the developer and the agency that level sets a common understanding of functionalities to deliver, system

thresholds and performance criteria, timelines, targeted user base, maintenance protocols, and the like. These also provide critical baselines of the agency's expectations in deploying assistance information from their county websites in terms of level of use, information maintenance, return on investment, budgets, marketing methods, and the like.

DSS-related Information

To help identify alignment between the policy and strategic requirements and implementation, the researcher reviewed any program evaluations, budget and funding documentation, and annual reports made available on-line to understand more of the background and mission of the DSS.

Digital Program Information

The researcher relied on county- and state-deployed information about Medicaid, SNAP, and TANF. The researcher retrieved, through the inventory of the state and county websites and by targeted searching, information on those services to identify what information is made available and through what media or mechanism.

Data Analysis

For each county, the researcher reviewed the information made available on-line, as noted in *Data Item Collection and Analysis Process*, page 101. She iteratively coded the findings with descriptors and categorized them in accordance with the characteristics each item's content. As noted earlier, she performed seven (7) iterations of review to refine the categorization and descriptors. She considered the analysis to be complete when no additional data was identified and no identifiable gaps appeared in the

traceability matrix (*Appendix C: Data Item Traceability Matrix*, page 420).

To increase the reliability of the assessment of websites and documentation, the researcher engaged a fellow doctoral student for inter-coder reliability to review the items identified, and their categorization and descriptors (see *Inter-coder Reliability*, page 237 for his credentials). She addressed discrepancies and modified the evaluation as needed.

Originally, the Medicaid, SNAP, and TANF programs were to serve as the unit of analysis but in analyzing the data items, the descriptors provided additional opportunities to identify similarities and differences in the counties' approaches, and their alignment with the state. For example, rather than focus on the program, one observation of interest is that two counties make access to Maryland SAIL (see page 130) available from their DSS websites so users can review eligibility criteria and apply for assistance but one does not. Another observation is that the state and two counties provide information in several languages but they are not the most common languages in the state; along the same lines, the *.pdf* application form to download is available in three languages from the State but they are not the same version or translations of the English version, and are not the most common languages in the state.

While the researcher had expected to review budget and financial information, particularly county costs on a per-case basis, this information was not made available uniformly, which made deep examination of operational efficiency and cost avoidance not possible.

Data Variables

The item categories and descriptors are captured in *Appendix A Item Categories and Descriptors*, page 332. These were identified during the process of coding the data items

and constantly comparing the items to refine the coding. They also helped to determine

which counties to select for analysis (see *Identifying the Counties*, page 100 for a

discussion on how they were selected).

The categorization and the descriptors assigned to each item are captured in *Appendix*

B Item Inventory Analysis with Descriptors, page 334.

The jurisdiction-specific variables listed below were also captured. Each speaks to a

characteristic of the counties and state in general that is an indicator of income potential

and Internet access.

Table 6: Data Variables

Variable	Purpose	Source
Population	County profile	Census
Median Income	County profile, indicator of technology access	Census
Poverty Rate, Number in Poverty	County profile, indicator of technology access	Census
Connectedness (High-speed Internet, dial-up Internet, Public broadband, e-mail, landline, cell)	County profile, indicator of technology access	Census
Ethnic distribution	County profile, indicator of income	Census
Age distribution	County profile, indicator of income	Census
Unique condition (type of disability, mental illness, chronic illness)	County profile, indicator of income	Census
Number of Recipients (Medicaid, SNAP, TANF)	County profile, indicator of volume of service delivery	Maryland Statistical Reports (State of Maryland, 2012).

Analysis Methods

The researcher used some existing methods to perform analysis; these are identified

in *Chapter 2: Literature Review*, page 85. She searched and retrieved information about

the programs under review and digital strategies from the state and counties' websites

following Mossberger and Wu's method (2012). She used grounded theory mechanisms

to identify characteristics of the content, code it, and categorize it. The particular

processes followed are discussed in *Methods*, page 95 and *The Analysis Process*, page

235.

She also used Wiegers (2013) models for software requirements analysis as the

structure to develop the traceability matrix to understand how the data items cross-

reference and align. This helped identify the similarities and differences between state

and county practices, and alignment between implementation and policy.

To compare the policy sets' maturity with that of the counties' technology

implementation in general and for assistance information in particular, she used Moon's

maturity model.

No model currently exists that supports examination of the policy framework with

implementation for social impacts. The researcher expects that this study will help to

develop such a model.

Data Security

Because no personally identifiable information (PII) or sensitive information was

captured, no security measures to safeguard the data or analysis results are required. All

data collected, however, is stored digitally on the researcher's personal computer, with a

backup copy in her password-protected Dropbox folder.

Challenges in Performing this Study

Because e-government as a domain, topology, architecture, and statutory

consideration is so new and quickly evolving, researchers are feeling their way through the salient questions that beg for best practices, thresholds, heuristics, and evaluative methods to determine answers. In contrast to static programs and automatic applications, the Internet environment is tremendously dynamic.

The fluid Web environment makes evaluating on-line information and services difficult. Information and applications are posted and removed without notice. Determining and verifying authenticity of digital documents and ensuring consistency in their versions are also of question. To carry out a case study of Web-delivered artifacts poses the hope that artifacts will stay posted long enough for verification and rechecking, or that an audit trail of information traffic will be made available. Even simply returning to an impermanent, previously-referenced URL may yield "Page not found" errors. The researcher performed the website inventories in August, 2013, and researched and analyzed on-line dynamic data sources (such as the National Broadband Map and the Recovery Accountability and Transparency Board[iii]) from June to September, 2013 to mitigate this fluidity and work from a relatively stable information foundation. Even at that, when cross-checking data, some of the dynamic data for that particular time period was difficult to find again.

None of the existing frameworks that support analysis and assessment of e-government initiatives and implementations have addressed the unique characteristics of the population of low-income people that make them hard to identify and classify: that poverty is cyclical and not an immutable characteristic. The evaluative frameworks have focused on the technology aspects of e-government, but not the social component of how low-income people use digital government information. Further, none of the prevailing

frameworks (see 85) accommodate the cyclical nature of being poor, or address the

difficulties in identifying poor people because their characteristics are not immutable; the

potential to expand existing theories to accommodate this and other considerations is

discussed more fully in *Chapter 6*. Thus, to perform this study, there was little to serve as

a defined model. The researcher, therefore, relied on independent courses of examination:

website inventory and analysis, and documents of policies that affect low-income

populations. The nexus in the e-government world is the point at which applicants

attempt to apply on-line or manage their cases digitally. Turning this around may yield a

different nexus entirely: the nexus in the assistance delivery world may be the point at

which e-government initiatives reach out to applicants instead. In either case, no single

existing framework comprehensively guided this study. Thus, the researcher kept in mind

the unique conditions involved in applying for assistance, being poor and on-line, and

simply being poor.

In performing the study, the researcher had originally received promises of

participation by the county representatives to be interviewed or complete a survey of their

county's strategic planning, case loads, funding, outreach methods, and the like. After

repeated e-mail and telephone messages, only one county returned the survey; all were

ultimately non-responsive (the approved Institutional Review Board (IRB) is included in

Appendix E). The researcher had to rely solely on documentation published on-line for

insight. This actually resulted in a study that better aligned with the research questions.

Another challenge was disambiguating conflicting data sources. For example, several

reports from advocacy groups may use the same census data but process it in different

ways to yield different results. The researcher returned to the source data where possible

to understand the differences between the published reports.

Conflicting data sources was a challenge. Different think tanks, for example, report different figures based on their particular agenda. Unless otherwise noted, the researcher worked with federally-, state-, and county-published figures from reports.

Finally, in interest of disclosure, the researcher's background posed a couple of challenges. First, she owns property in Montgomery and Garrett Counties and is an active part of the local communities. This gave her access to local representatives to consult although she did not do so to collect data for this study. She also had difficulty keeping the research focus solely trained on the information that the state and counties published, rather than sliding into a user study of how low-income people want and need information and access. This is work for a future study.

Limitations of the Study

This study is not a commentary on the programs themselves nor is it a study on usability. Further, it did not consider print or video material; only on-line information was assessed.

This study did not include a qualitative analysis of the content of every document and application that is web-delivered. However, documentation and webpages were reviewed and analyzed for the content they presented relative to the programs, content that intersected with income-predictive factors and information file formats.

Also, this study focused on the administrative perspective of electronically delivered assistance program information. While quite relevant, issues of usability were not deeply explored beyond Stowers' "three click" rubric (2002); even if this was jettisoned when trying to find and examine state-issued information that was published several layers

deep. However, the researcher plans to explore the user experience later. At that point, usability will be quite relevant and notionally, will draw on some of the work of Baker (2009), Stowers (2002), and Lazar & Jaeger (2011).

Because this study involves counties in one state, it is bounded by the statutory and procedural priorities of that state. This does not imply that the results are necessarily transferrable or scalable to other states. The framework that the researcher developed to perform this study, however, can be transferrable.

Expected Outcomes

The researcher approached this study with the expectation that information about the programs under review and the county DSS would be relatively easy to find. She found, however, much inconsistency in terminology, website layout and navigation protocols, volume and focus of information deployed, difficult levels of readability, and limitations in accessibility.

The researcher had expected the participation promised by the counties. Due to lack of response, she had to rely solely on information published on-line. This turned out to be an advantage in that it better supported the research questions (page 16).

The study did, however, meet the expectations of identifying the common practices and divergences between the counties in their approach to assistance information delivery and access. It also identified the alignment of implementation with prevailing policies and the gaps in how the policies are implemented for some populations but to different extents for others, i.e., low-income people.

Chapter 4. Profiles of the State of Maryland, and Three Counties

Each of the counties under review approaches electronically deploying information about the federal assistance programs in its own manner. Ultimately, all serve as a conduit for applications and information between the State Department of Human Resources (DHR) and applicants. Because applicants who apply on-line do so via the State website, eligibility criteria are set in State statute, and counties follow State guidance, it is appropriate to briefly discuss how information and services are made available about the programs under review at the state level. Thus, this profile of the state and counties' approaches to assistance information delivery serve as the compilation of the data retrieved through website inventories, and analysis of statutes, strategic plans, and other policy documentation. It is then possible to compare the approach the counties take, and how those approaches compare with the state's strategy and implementation. To convey a sense of the usership for each program, a summary of requests for assistance is included in each of the profiles.

In *Chapter 5*, the results are compared with the criteria that e-government researchers have identified that incline the public to use public digital information and websites. This also helps to understand how the state and county approaches align and provides an independent view to assess their effectiveness in information delivery.

Profile of the State of Maryland

This section describes the State of Maryland's demographics, Internet penetration, e-government strategies, and its approach to assistance information delivery.

Maryland in General

Maryland is forty-second state in land area (12,406.68 square miles) but nineteenth in

population (5,884,563 per July 2012 Census estimates). The fifth most densely populated

state (606.2 inhabitants per square mile), most of its residents are clustered between the

Washington, D.C. metropolitan area and Baltimore. It is the wealthiest state in the nation

($70,004 median household income in 2011)[47] (Census) and has a poverty rate of about

9% (compared to the US poverty rate of about 15%) (Census, 2012a). Even with its

proximity to Washington, DC, the lead federal employer, 80% of Maryland residents

work in the private sector. Nationally, Maryland ranks fourth in the concentration of

technology jobs (87 of every 1,000 private sector workers) (State of Maryland, 2011).

This implies, but does not guarantee a tech-savvy, population.

It is a diverse state in a number of aspects. By race and language proficiency,

Maryland's residents are distributed as illustrated in Table 7 (Census, 2012a) and Table 8

(MLA, 2010).

Table 7: Maryland Population Distribution by Race (percentage of population)

Race / Ethnicity	Maryland Percentage	US Percentage
White alone	60.8	77.9
Black or African American alone	30.0	13.1
Hispanic or Latino	8.7	16.9
Asian alone, percent	6.0	5.1
Two or More Races	2.5	2.4
American Indian and Alaska Native alone	0.5	1.2
Native Hawaiian and Other Pacific Islander alone	0.1	0.2

---

[47] The 2011 national median household income was $47,045, about 67 percent of Maryland's median
income (Census, n.d.a.).

Table 8. Maryland Population Distribution by Language

Language	Number of Speakers	Percentage
English	4,483,607	84.04
Spanish	345,308	6.47
French	47,591	0.89
Chinese	43,727	0.82
Korean	38,906	0.73
Kru, Ibo, Yoruba	30,288	0.57
Tagalog	27,782	0.52
German	22,225	0.42
Russian	19,892	0.37
Vietnamese	19,140	0.36
Amharic	18,343	0.34
Hindi	17,036	0.32
Arabic	12,433	0.23
Urdu	11,942	0.22
Italian	11,733	0.22
Persian	11,308	0.21
French Creole	11,114	0.21
Greek	10,211	0.19
Gujarathi	9,725	0.18
Portuguese	9,697	0.18
Mandarin	7,973	0.15
Japanese	7,341	0.14
Bengali	7,296	0.14
Telugu	6,571	0.12
Hebrew	6,556	0.12
Polish	5,151	0.10
Swahili	4,887	0.09
Tamil	4,758	0.09
Thai	4,259	0.08
Cantonese	4,188	0.08

The following discussion covers how Maryland approaches digital government in general and delivery of information and applications for FSP, TCA, and Medical Assistance in particular. The topics discussed include prevailing legislation, state strategic and implementation plans, as well as those characteristics discussed in *Chapter 2, Factors that Influence e-Government Adoption by the Public* (page 26) that are critical to deploying citizen-focused government websites. This understanding will provide a background to better understand the vertical relationship between the state and counties, and then horizontally across the counties when examining how assistance information and services are delivered electronically.

Maryland's Approach to Digital Government

The State does not have a specific mandate to "go digital" that is equivalent to the federal E-Government Act of 2002. However, §3A–101 of State Finance and Procurement Article of the Maryland Annotated Code (State of Maryland, 2013) addresses the State's Department of Information Technology (DoIT) as the principle department of State Government (§3A–201) to drive the State's digital initiatives.[48] Its Secretary is charged to "develop a statewide information technology master plan [ITMP]"[49] (§3A–304). Each unit (i.e., agency or department, such as DHR) is required to develop the following, which are required to align with the State's technology master plan:

---

[48] In the US government, the Office of E-Government & Information Technology is a component of Office of Management and Budget. In Maryland, the equivalent DoIT is a component of the Governor's cabinet.

[49] The initial statewide ITMP was mandated as a key goal to be developed for review and approval by the Executive Branch by June 30, 2004 by Maryland's FY 2005 State Budget (State of Maryland, 2005, pp. I-495).

"(1) information technology policies and standards;

(2) an information technology plan; and

(3) an annual project plan outlining the status of efforts to make information and services available to the public over the Internet" (§3A–305(a)).

The State's identified goals are stated in the first ITMP in its guidance to State agencies:

(a) to use technology to improve the quality of service to citizens; (b) to consolidate technology and collaborate information to increase the effectiveness of agency operations: and (c) implement appropriate security systems and procedures (State of Maryland, n.d.a., p. 4)

These align with the goals of e-government in general, particularly with respect to the government-to-citizen (G2C) relationship in service delivery. The ITMPs for each fiscal year reflect the watchwords of the State executive- and agency-technology focus – "consolidation, interoperability and standards" (State of Maryland, 2010, p. 1) – to reach these goals, and the agency ITMPs report their agency accomplishments that map back to these goals.

ITMPs are designed to provide guidance to operationalize the goals of cost-savings and efficiency in managing the programs that support all areas of state operations to provide better services to Maryland's citizens. Several example activities support this focus, such as migrating calendar and e-mail services to Google Apps for Government and implementing state-wide interoperable radio, developing an integrated case management system for cases that range "from those associated with offenders to those for citizens in need of State provided social services" (State of Maryland, 2010, p. 7). However, of particular relevance, although direction is set at the state level, mandates set in ITMPs do not necessarily filter into county-level mandates.

The FY 2014 ITMP sets a number of goals for its State-wide Internet and web-deployment presence, including consolidation of duplicated information and site content, quality control, and consistency. In particular, the FY 2014 ITMP reiterates that "The State has adopted a customer-centric focus to meet a growing demand for information and services to be available via the web" (State of Maryland, 2013, p. 9) but it would be at the agency level to identify expected thresholds of delivery or timetables (e.g., a certain number of transactional on-line applications will be deployed by a particular date for a particular agency or function).

For an example of citizen-orientedness, the ITMP requires that

> *"maryland.gov will partner with agencies to aggregate services and content by topic, geography, business or individual. Content will be simplified and written for the web consistent standards provided by the federal government (http://www.plainlanguage.gov)"* [50] *" (State of Maryland, 2013, p. 11)*

There is no specific state-level guidance that requires counties to move more assistance services and information from a generally manual, face-to-face operations drives to an on-line, interoperable topology. Maryland SAIL (page 130), for example, is available on-line but office visits and physical documentation are still required at the county level.

---

[50] The Federal Plain Language Guidelines do not specify a grade level to which to write (PLAIN, 2011) or other specific criteria; they focus on clarity and writing to the audience, and presumes that the writer knows who the audience is. The National Adult Literacy Survey reports that literacy correlates to economic status. 41-44% of people at the poverty threshold read at a "Level 1" level (i.e., "low-proficiency); 20-23% read at a "Level 2" level (i.e., a higher level of proficiency) (Kirsch, Jungeblut, Jenkins, & Kolstad, 2002, p. 60). The National Center for Education Statistics (NCES), however, considers that categorizing literacy levels of materials in terms of grade levels is "inappropriate;" (p. 3). Thus, determining the level of literacy for any population is difficult since there is no defined criteria.

Accessibility

Accessibility is discussed specifically in terms of people with visual impairments. No other accessibility deterrents, such mobility, neurological, logistical, or economic impairments are included:

> *"Web site design, functionality and content will adhere to the State regulations for non-visual accessibility." (State of Maryland, 2013, p. 11)*

That said, in accordance with Code of Maryland Regulations (COMAR) 14.33.02.01.02(B),[iv] accessibility is defined as "(a) Easy to get to; (b) Approachable; or (c) Available." Taking a broader view of the regulation as written, this implies that on-line services should be deployed so that they can be easily found. This requirement is vague, however, and does not clarify the extents, processes, or levels of effort necessary to search and find information easily, or that any service agreements (e.g., hours of availability) require that electronic information pages and services function without broken links or other defects.[51]

Digital Formats

The State makes information available through a number of digital formats, a best practice identified by Welch (2012) and others, but mainly through web pages. Under Maryland.gov's *Mobile Ready* sites, users can get information and updates on such topics as Civil War trails, the MVA Insurance Contact Registry and Driver and Vehicle Records Search, Department of Natural Resources (DNR) Fisheries, Motor Vehicles Administration (MVA) Wait Times, and Waste Kitchen Grease Transporter

---

[51] There is also no explicit mandate that the information must be current and accurate, nor must its source be cited.

Registration.[v] Like the counties reviewed, however, no information or access to

assistance services (e.g., Maryland SAIL) is available via mobile devices.

The State also has begun to develop a social media presence by making some of its

administrative components available on eNews, Facebook, Flickr, Google Plus, Pinterest,

Podcast, RSS, Twitter, and Video.[vi] Relative to the assistance programs under review, the

DHR's social media presence is limited to Facebook and Twitter (Figure 12).[52] It is

unclear how either of these social media environments is monitored or followed by DHR,

and whether DHR's response processes are set up to respond to the public.
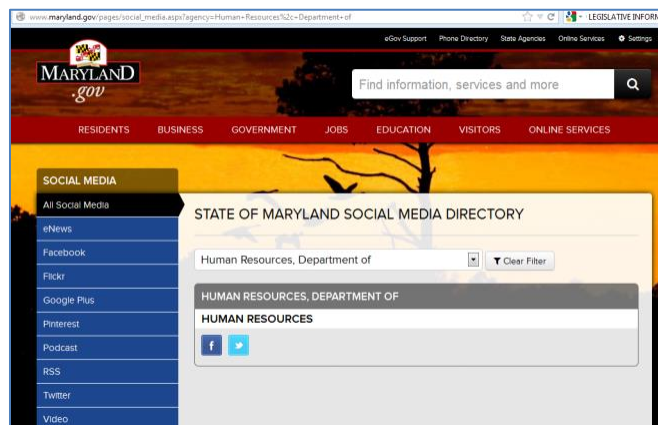
Figure 12: Maryland's Social Media Presence for DHR

The FY 2015 ITMP plans for a "mobile first" approach to providing web-delivered

information and services using mobile phone, tablets, and iPads, and other platforms

(e.g., social media and GIS applications) (State of Maryland, 2013, p. 5). This certainly

aligns with the growing position of mobile connectivity by citizens, regardless of their

economic status, as discussed in *Chapter 2: Connectedness in an On-line World, page 37*

---

[52] Between January 1 and August 1, 2013, DHR posted 70 tweets using @DHRtweets. On DHR's
Facebook page, citizens can post recommendations and can comment on posts made by DHR.

and *Government Information Needs and Habits of Poor Americans*, page 53.

Agency ITMPs and DHR

As noted, each agency is required to develop and update annually its own ITMP; this
is operationalized through a template that is updated annually by the Maryland DoIT.[53]
Each agency is required to address IT goals set in the past, as well as set goals for six
years out (State of Maryland, n.d.b.). As of the time of this writing, DHR has issued its
ITMP for FY 2009 (DHR, 2007). In particular, it calls out "Citizens' access to
information and services" as a key driver to move information and services on-line (p. 5).

Of particular relevance to this research, the FY 2015 ITMP reports that DHR has
implemented an enterprise content management to ease information sharing and business
processes through standardized infrastructure and processes (State of Maryland, 2013, p.
6). In the State's FY 2012 ITMP, the goal was to manage documentation content (e.g.,
digitized case records) "within the agency and with DHR's external business partners"
(State of Maryland, 2010, p. 12) but it is unclear whether this means its county partners
or other state agencies. Neither the FY 2014 nor FY 2015 ITMPs clarify this question. In
any case, no mention is made of direct citizen engagement (even though citizen focus is a
key theme) except in discussions of expanding the State's social media presence.

An administrative component of DHR is the Office of Technology for Human
Services (OTHS). OTHS[54] is charged to "develop, enhance, and maintain mission-critical
systems that support the delivery of social services, track activities, and manage

---

[53] While the template is updated annually, not all agencies are on the same schedule for updates.

[54] While Maryland DoIT has its own web page, OTHS does not. No information is made available by
or about OTHS except through published DHR reports.

outcomes" (DHR, 2007, p. 4) by procuring, managing, and maintaining the technology

components (i.e., hardware, software, and infrastructure) that support DHR, as described

in the FY 2009 DHR ITMP. OTHS does not develop policies, strategies, or plans to

implement the technology architecture that can broker services between counties and

applicants; this vertical integration (state-county-citizen) of service delivery and data is

not addressed. This implies that any policies and direction would have to come from

DHR and so far, there seems to be little movement (outside of Maryland SAIL) to open

information and transaction sharing simultaneously to all three levels.

Connected Maryland

At 99.2%, Maryland's wireless coverage slightly exceeds the national average of

98.7% (FCC, n.d.). As illustrated in Table 12 and Table 21, Internet access is available

through almost all of the community anchor institutions (CAI). In support of making

broadband connectivity available state-wide and in implementation of Md. State Finance

and Procurement Code Ann. §3A-404 (2013),[55] the FY 2014 ITMP reports progress in

building out the One Maryland Broadband Network (OMBN) to "[connect] 1006

Community Anchor Institutions [CAI] to high speed fiber optic cabling and [create] an

---

[55] §3A-404(a) recognizes the need to make Internet access available to underserved (specifically rural) areas. §3A-404 continues, in part, as follows:

(b) State telecommunication and computer network.

(1) The Department shall establish a telecommunication and computer network in the State.

(2) The network shall consist of:

(i) one or more connection facilities for telecommunication and computer connection in each local access transport area (LATA) in the State; and

(ii) facilities, auxiliary equipment, and services required to support the network in a reliable and secure manner.

(c) Accessibility. -- The network shall be accessible through direct connection and through local intra-LATA telecommunications to State and local governments and public and private educational institutions in the State.

intergovernmental data network joining all 24 of Maryland's counties" (State of Maryland, 2013, pp. 2-3).[56] This network of 1,257 miles of fiber-optic cabling has, to date, connected 890 of the 1,092 CAIs. As of June 30, 2013, 100% of the construction (including contract awards and permitting) to build power and communications lines, and connect CAIs has been completed in Garrett County; 95% of the work is completed for Montgomery and Prince George's Counties. All CAIs were expected to be connected by August 31, 2013 (State of Maryland, 2013, p. 2) and have met this goal (ICBN, n.d.; OMBN, 2013).

Assistance Information and Application in Maryland

Maryland's DHR is responsible for managing the State's assistance programs. Administratively, DHR is an executive department that answers to the Lt. Governor who, in turn, answers to the Governor on one organization chart[vii] but directly to the Governor on another.[viii] Under the purview of DHR, the federal programs under review are managed under the titles Temporary Cash Assistance (TCA), the Food Supplement Program (FSP), and Medical Assistance (MA), respectively although the terms are not used consistently at either the state or county levels (see the discussion *Search Term Analysis*, page 280).

The State Family Investment Program (FIP) [57] is the umbrella for administering these programs. Pursuant to the COMAR Family Investment Administration Title 07,

---

[56] As described in recovery.gov, OMBN is designed to connect 1,006 CAIs to 1,294 miles of fiber-optic cable. The ITMPs for FY 2014 and 2015 differ slightly in the number of CAIs and miles; the reasons for the differences are not explained.

[57] Variously referred to as the Family Investment Administration (FIA) and the Family Investment Division (FID).

Department of Human Resources, Subtitle 03 Family Investment Administration, Chapter

03 Family Investment Program (COMAR 07.03.03.00-.04),[58] the assistance programs are

managed at the local level:

> *"An individual is entitled to file an application" and "A local department[59] shall have*
> *available and distribute publications explaining program features and requirements,*
> *rights and responsibilities, and appeals procedures in understandable and simple*
> *language" (§04 Application Process,(1-2))[ix]*

The Act further prescribes that applications are received, verified, and assessed at the

county level, and that communications with applicants are similarly locally managed.

That said, the

> *"The local department shall establish and maintain a paper and an electronic TCA case*
> *record that contains: (1) Narration; (2) Verifications; and (3) Other documentation*
> *related to the TCA business unit." ((§04 Application Process, (F)).*

Per §5–311, applicants must periodically recertify their eligibility, this is also

managed at the local level.

The following discussion reflects the findings of an inventory and review of the State

of Maryland's web pages that provide information about,[60] or provide access to, the

programs under review. The characteristics that are highlighted relative to the State

website include those that are factors in income and the types of information that was

searched for through each of the county's websites.

---

[58] Under the authority of Human Services Article, §5-207 and Title 5, Subtitle 3, Annotated Code of
Maryland; Ch. 469, Acts of 2009

[59] The researcher interprets "Local department" as the county DSS or equivalent.

[60] The review does not include a detailed review of content beyond its relevance to the programs or
state electronic deployment. The quality of the information in terms of language complexity was not
assessed. Contradictions and inconsistencies in wording, however, are noted because they are a component
of the type of information made available.

Eligibility Criteria

As noted in the literature review, TCA, FSP, and Medical Assistance are federal and state partnership programs. Applicant eligibility is set by the state, as discussed here. Per COMAR 10.01.04.00 to 10.01.04.9999, an applicant may request a hearing to appeal a decision.[x]

In Maryland, COMAR 10.09.24.03-3 Medicare Savings Program Coverage[xi] defines the eligibility criteria for **Medical Assistance** for Maryland residents.[61] Overall, the eligibility criteria include eligibility for "hospital insurance benefits under Medicare Part A, or medical insurance benefits under Medicare Part B," non-enrollment in Maryland Children's Health Program (MCHP), or income that does not exceed two to three times the qualification for the federal Supplemental Security Income (SSI) program. Per §E-H, the different assistance programs that comprise Medical Assistance vary in income levels relative to the FPL (Table 9).

---

[61] Per PRWORA PL 104-193 §114(b)(2), states may lower the income criteria and use methodologies to determine eligibility that are less restrictive than the federal guidelines but cannot use criteria that is more restrictive.

Table 9: Income Levels for Medical Assistance Programs

Medical Assistance Program	Percent of Federal Poverty Level
Qualified Medicare Beneficiary (QMB)	100%
Specified Low-Income Medicare Beneficiary (SLMB)	"greater than 100 percent but less than 120 percent"
Qualifying Individual 1 (QI-1)	"at least 120 percent but less than 135 percent"
Qualified Disabled and Working Individual (QDWI)	"does not exceed 200 percent"

For the **Food Supplement Program**, Maryland follows the federal eligibility guidelines (COMAR 07.03.17.45) for income, deductions, and exceptions. The *Family Investment Program – Income Guidelines* indicate that, with some exceptions, an applicant's gross income limit is 130% of FPL[62],[xii] but neither the income guideline nor DHR FSP detail page (see *DHR*, page 134) indicates that this is assessed by household rather than individuals within a household, or that an applicant must meet both gross and net income limits. The maximum allowable payments for FY 2013 are captured in the *Estimated Minimum Living Levels for Temporary Cash Assistance Customers* (DHR, 2013, p. 12).

Like the other assistance programs, **TCA** recipients must be U.S. citizens or qualified immigrants. More than with FSP and Medical Assistance, as a block grant program (PL 104-193 §404; 42 USC 604), each state has very wide latitude in how it implement its version of TANF (PL 104-193 §413; 45 CFR §260.70, -.75) in eligibility requirements, time limits, work requirements, exemptions, etc. Thus, TCA's guiding regulations are

---

[62] Of the counties, only Montgomery County's infoMONTGOMERY assistance website iterates the 130% threshold.

unique to Maryland (COMAR 07.03.03). For TCA, the applicant (referred to as an "assistance unit" in COMAR 07.03.03.11) must be a resident of Maryland, or a minor in residence with a resident (COMAR 07.03.03.07) and not receive assistance from another state. Unlike FSP and Medical Assistance, Maryland does not use the FPL as a measure to guide determining eligibility thresholds. Maryland uses the Minimum Living Level (MLL) which uses additional criteria (beyond estimates of costs of food, housing, etc.) to determine the thresholds by which poverty is evaluated.

In terms of levels of funding, §5–316 requires that the

> *"Governor shall provide sufficient funds in the budget to: ensure that the value of temporary cash assistance, combined with federal food stamps, is equal to at least 61% of the State minimum living level."*[63]

These funds are apportioned and disseminated based on applicants' eligibility state-wide rather than allocated to each individual county. As is illustrated *Chapter 4*, the counties under review vary widely in their demographics, and individual and household income levels. This may skew funding towards less affluent areas, leaving out poor people in more well-heeled counties.

The eligibility criteria is a complicated assessment of income based on many factors, such as household composition and eligibility requirements, household size, (including the number of ineligible residents), countable and non-countable assets, allowed

---

[63] The State minimum living level (MLL) is updated annually by DHR in the *Estimated Minimum Living Levels for Temporary Cash Assistance Customers*. It is a calculation based on nine components: food, contract rent, utilities, household furnishings, clothing and cleaning, personal care, transportation, other family consumption, and medical care for one adult. In FY2012, the monthly minimum living level for a family of three is $1,773 (DHR, 2013, pp. 6-7). This yields a higher number of people who would qualify for assistance than if the FPL were used. ($1,590.80 per month for a family of three, based on the FY2013 poverty threshold of $19,090). (HHS, 2012).

deductions, relationship between residents (e.g., a child and stepparent vs. a child and foster parent), a percentage of gross income, the value of food stamps, calculations of income, etc. (COMAR 07.03.03.13). Determining the amount of the TCA monthly benefit is a similarly complicated calculation. Thus, specific threshold and eligibility criteria are not published.[64] The monthly allowable benefits are captured in COMAR 07.03.03.17[65] but according to the *Estimated Minimum Living Levels for Temporary Cash Assistance Customers*, they are updated annually (DHR, 2013).[66]

Countable income assets include income, Social Security benefits, 401K savings, balances in savings and checking accounts, etc. after some deductions. Countable household assets cannot exceed $2000; this does not factor into income assets. How these eligibility criteria are calculated is published in the Temporary Cash Assistance Manual, Section 900 (DHR, 2012),[67] and summarized in The People's Law Library of Maryland (Maryland Law Library, 2013).

The State does not publish estimates of the costs to manage each applicant's case so determining whether using technology "to improve the quality of service to citizens" meets the States goals of "increase the effectiveness of agency operations" (State of

---

[64] Eubanks' study of low-income women in Troy, NY, (2011) reports that many have deep and long-term association with their social services department. They report that how eligibility is determined appears to be arbitrary and random; two clients with seemingly similar circumstances may receive very different levels of assistance. The lack of transparency in the eligibility criteria and assessment algorithms seems to engender distrust of the assistance model and by extension, the Department of Social Services and government in general.

[65] The FIP monthly schedule for TCA in COMAR 07.03.03.17 reflects in statute the maximum allowable payments effective October 1, 2008.

[66] The maximum allowable payments for FY 2013 are captured in (DHR, 2013, p. 11). As noted above, the statute itself (COMAR 07.03.03.17) is not updated with each FY's figures.

[67] Each chapter and subsection of the Temporary Cash Assistance Manual is stored in separate folders; the content of each subsection is stored as a *.pdf* file. This can make finding the information very cumbersome.

Maryland, n.d.a.) and cost containment is not possible to independently assess.

On-line Program Information and Applications

Maryland deploys information about assistance and the capability to file on-line to some extent. Applying for assistance on-line generally involves any of several websites:

- Maryland's Service Access and Information Link, or SAIL (see *Maryland SAIL*, page 130)

- Consulting DHR's website for program descriptions and access to forms (see *DHR*, page 134)

- Through the State's homepage link to on-line services (see *Maryland's On-line Services*, page 150)

- Through Problem Solver (see *Problem Solver*, page 152)

Because of the state/county interaction, it is appropriate to look at how assistance program information is deployed through the each of these.

Maryland SAIL

The 2009 DHR ITMP highlights Maryland Service Access and Information Link (Maryland SAIL),[xiii] which was rolled out in 2007 (Figure 13). This application was designed specifically to be "a web-based, customer-service Internet tool for Maryland residents who have human services needs" (DHR, 2007, p. 30). Maryland SAIL makes applications, renewal, and change forms available for submission on-line by citizens, and includes a tool to determine eligibility. Users can also file for redeterminations, report changes in address or household composition, or print a verification form. It includes

information on food pantries and health offices (issued in *.pdf* format in English), and to

local service offices (via a link to DHR's map of service offices, which includes only the

primary offices for each county). That said, when people apply for assistance via

Maryland SAIL, office visits and physical documentation are still needed.

As will be discussed in later sections, Montgomery and Prince George's Counties'

DSS websites include links directly to Maryland SAIL for applicants who want to apply

on-line. Garrett County does not.
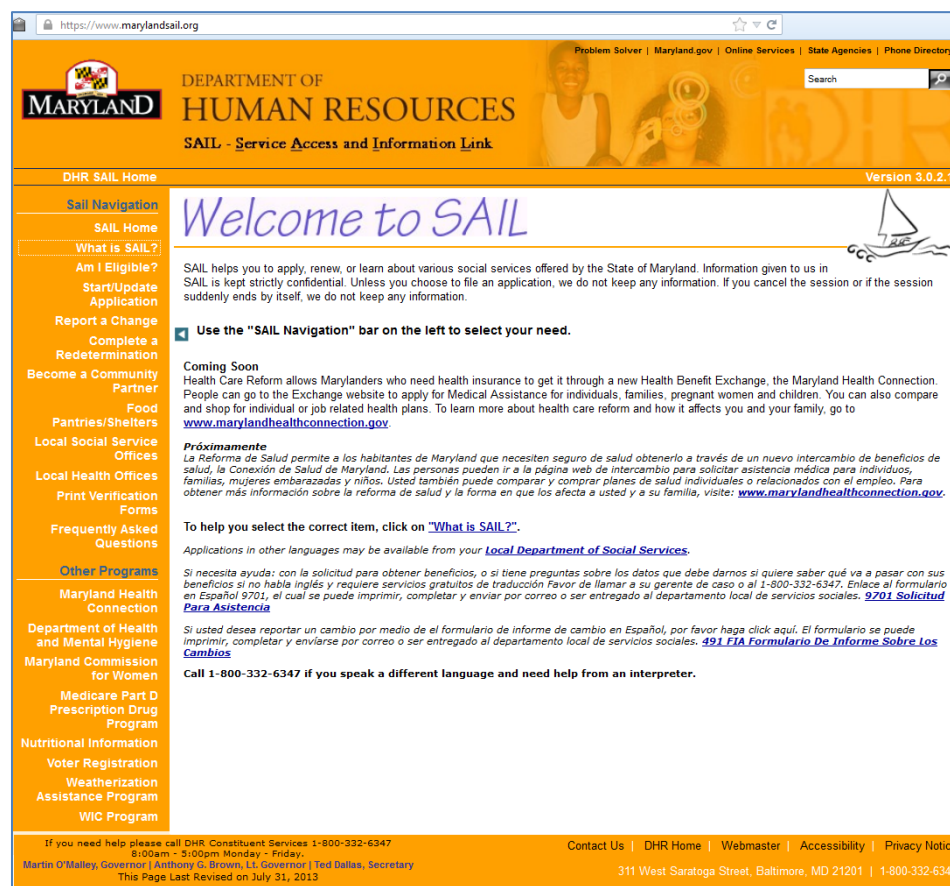
Figure 13: Maryland SAIL Home Page

Maryland SAIL's home page includes text to announce news that may affect

applicants (such changes introduced through the Patient Protection and Affordable Care

Act (PPACA) (P.L. 111-148) and the Health Care and Education Reconciliation Act of

2010 (collectively referred to variously as Health Care Reform, the Affordable Care Act, or Obamacare) (P.L. 111-152)). Each page includes a common left-hand frame, which allows access to particular functions and information sources. Each page that accepts manually-entered data (e.g., the application or the questionnaire to determine eligibility) iterates the DHR privacy policy. The Maryland SAIL home page has "Contact Us" link. This link opens a new message in Outlook, pre-addressed to dhrhelp@dhr.state.md.us.

Maryland SAIL includes a combination of interactive data entry pages (e.g., to apply for assistance, recertify, assess eligibility, or report changes), static information-deploying pages (e.g., the locations of food pantries, Local Departments of Social Services (LDSS), and links to forms to print. Most pages contain context-specific text but also include links to relevant topics (e.g., locations of LDSS or links to Maryland DHR's *Your Rights and Responsibilities*.)[xiv]

Applying through Maryland SAIL

Applying for assistance through Maryland SAIL is a prescriptive process. The user first accesses *What is SAIL?,* which explains the application process briefly and provides in-context links to determine eligibility and apply for assistance (these duplicate the links on the left-hand frame). If users want to know about the assistance programs themselves, links to the DHR pages are available via the program titles. The on-line capability, however, is only available in English. Spanish speakers are advised to download the forms in the appropriate language and send them to their county office (see *Forms and Folders*, page 140 for more on this). No support is available for other languages.

When a user applies through SAIL, a checklist of assistance programs for which a user can apply on-line displays.[xv] That said, not all programs are available. While a user

may apply for FSP and TCA, Medical Assistance is not specifically listed. A user would need to apply through the local field office using the FIA standard application form.

Maryland SAIL communicates loosely with Maryland's DHR website (Figure 14) for general descriptions of programs, information on eligibility, instructions on applying, and the applicant's rights and responsibilities; either the links navigate to information that is duplicated from DHR to SAIL or links navigate directly to pages in DHR. However, the static forms that are deployed through Maryland SAIL are not necessarily the same version as the same forms deployed through the DHR website (see *DHR*, page 134). For example, SAIL deploys forms in English and to some extent, Spanish, even if they are also available in Russian[68] through DHR. In the case of the primary application form, the DHR forms are more current than those deployed through SAIL (e.g., DHR Form 9701 is dated 8/10 but the Maryland SAIL version is 9/09; the *Your Rights and Responsibilities* forms are also different versions between the DHR and SAIL sites). Regardless, static forms are available only in *.pdf* format; this inhibits access by non-English speakers and are not always accessible to people with visual impairments.

When a user applies for assistance, submits changes, or recertifies via Maryland SAIL's on-line forms, notification is sent to the applicant's resident county office. An office visit is required (with exceptions made for those who physically cannot travel). Further, there is no provision in SAIL to push information to the public. Users must revisit the site to learn of updates or other changes.

---

[68] It is unclear why English, Russian, and Spanish are the only options since Chinese, Korean, Yoruba, Tagalog, and German are more common than Russian in Maryland (see *Language Support*, page 146).

DHR

Users can access information services on-line in several ways from the DHR

website.[69] Specifically, from the home page, the user can select *SERVICES*; from the

resulting drop-down, the user can select the desired assistance program (Figure 14).
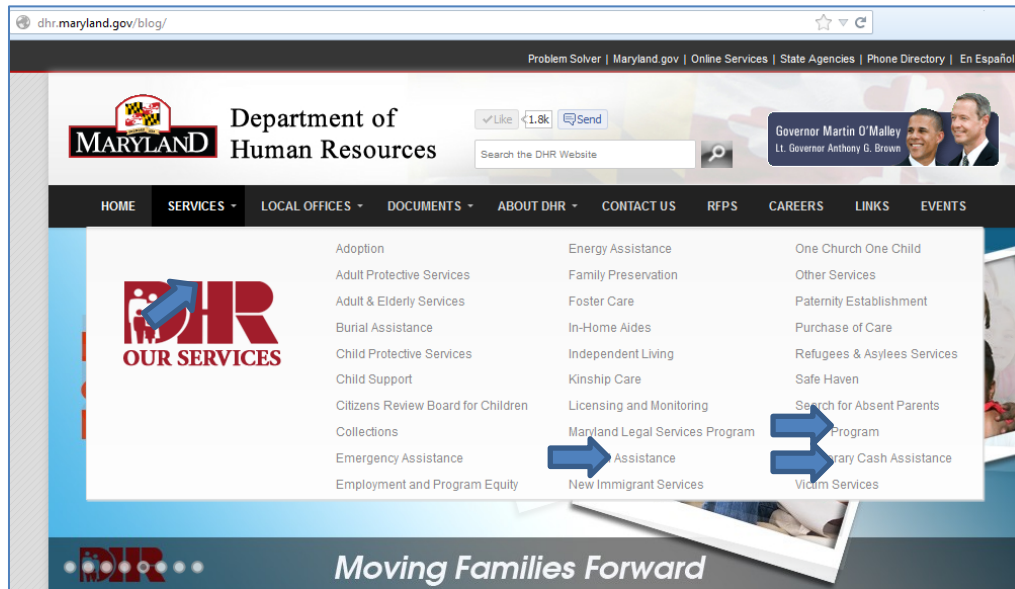
Figure 14: DHR Access Page for Services

The state of Maryland uses various nomenclature, often interchangeably, to refer to

the public assistance programs under review:

- Medicaid, referred to as Medical Assistance, Medicaid, or MA

- TANF, referred to as Temporary Cash Assistance, TCA, or welfare

- SNAP, referred to as the Food Supplement Program or Food Stamp Program,

  FS, or FSP

---

[69] There is no evident link to low-income services or other types of assistance directly from the State of Maryland's home page (www.maryland.gov). A user must use the search capability or know that information and access to forms is available through DHR.

Interestingly and inconsistently, the home page lists "Medical Assistance" and "Temporary Cash Assistance" (the state titles for the programs) but "SNAP Program" rather than Food Supplement Program.

Program Detail Pages

The DHR website's detail pages for Medical Assistance, FSP, and TCA generally are structured consistently (a tenant of good design is consistent and predictable page layout (Williams, 2000) and suggested by GSA's Usability guidelines (HHS, 2006)) with templated layout and common elements (Figure 15).

- In some cases, the left-hand frame mimics the list of services (although SNAP Program is now listed as SNAP Program/Food Stamps). In the case of SNAP, the left-hand frame includes links to more information about SNAP, such as eligibility rules, spending food supplement benefits, rights and responsibilities, and forms.

- The center frame describes the program itself, a link to a map of the local offices by county (but only the county's primary social service office is included (local offices that service the zip code areas are not included)), and brief instructions on how to apply.

- The right-hand frame includes sections for *Tools, Safety and Protection, Doing Business with DHR*, and *About DHR*.

- The footer contains

  - Driving directions to the main DHR office

- Navigation links to the DHR home page, Local Offices, Governor
  O'Malley's home page, and a Contact Us page

- State-focused links that are designated as important (e.g., links to a list
  of state agencies, a list of all state on-line services, a state employee
  phone directory, links to DHR-relevant proposed regulations, the
  accreditation manual, and the Problem Solver application (page 152)

- Language translations (see *Language Support*, page 146)

In terms of understanding the context of each page, the page titles consistently
reference the program name. However, the browser tabs do not identify the pages; they
are labeled *Maryland Department of Human Resources* rather than the page title itself.
Further, the URL itself does not include context; it includes page numbers instead which
may make retrieving a webpage by URL in the browser's history more cumbersome.
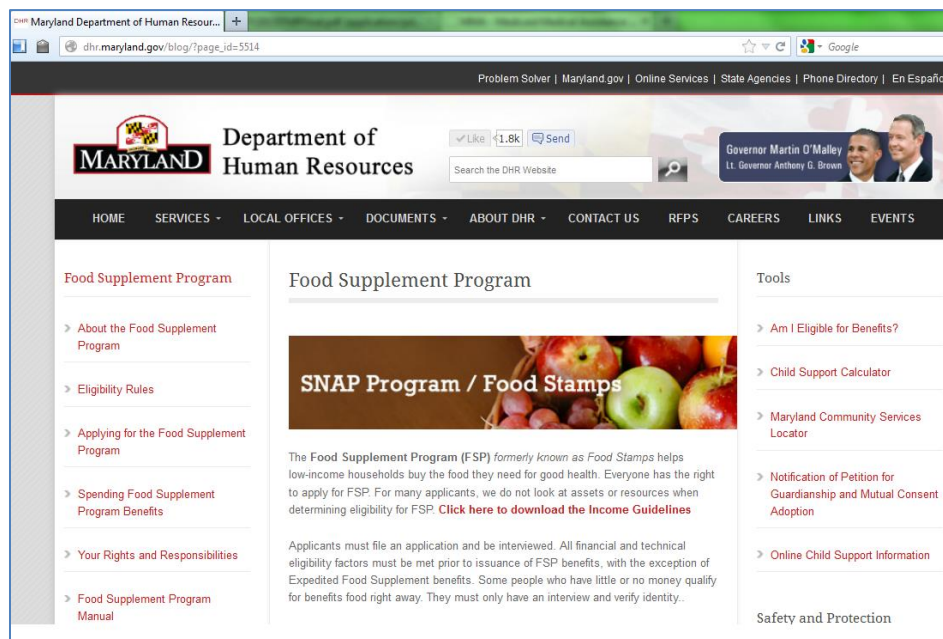
Figure 15: DHR Detail Page for the SNAP Program

Even though the programs are all managed through the Family Investment Program,

they are handled differently in terms of DHR-deployed information, scope of content,

detail, and access to services. This is discussed in the section *Program Descriptions*, page

137.

Program Descriptions

Each program's webpage includes a brief description of the program, its targeted

users, a high-level description of eligibility, and supplemental information. The text also

includes direction on how to apply. In all cases, the applicant is advised to apply at the

LDSS or on-line via Maryland SAIL. Hyperlinks to DHR local offices and Maryland

SAIL are included in the text.[70] Required documentation that must accompany an

application or a change is not listed generally. It is, however, available with the

application forms themselves (see *Forms and Folders*, page 140).

The entry for Medicaid is unique among the program detail pages in that it includes a

link to the application forms to complete in addition to a link to Maryland SAIL (see

Applying for Services, page 139).

In the case of FSP, the DHR site describes how to use the FSP benefits; similar

information is not included for TCA or Medical Assistance. FSP and TCA benefits are

issued through electronic benefits cards (EBT) referred to, in Maryland, as Independence

Cards. To check balances and transactions, users can call 1-800-997-2222 or consult the

state-contracted EBT website.[xvi] Information on EBTs is available in *.pdf* format in

---

[70] The descriptions indicate that application is managed at the local county level office, but county
websites require that applicants apply (or complete the application process) at the office that serves the
applicant's zip code. That DHR includes information only about the primary LDSS for the county
reinforces that the applicant should work at the county, not the state, level.

English, Spanish, Vietnamese, and Russian only[xvii] (see Table 8, page 115 and footnote 68, page 133).

The FSP page also includes a link to the Food Supplement Program Manual. Each chapter is issued in *.pdf* format, is stored in its own folder, and is not issued as a single document. This would make reviewing the manual fairly arduous, but it is the only program that makes this type of manual available within its context detail page. The TCA manual is only available through the Forms or Manuals folder (Figure 16 and Figure 17); like the FSP Manual, each subchapter is stored as a single *.pdf*. A similar manual for Medical Assistance either does not exist or is not available on-line.
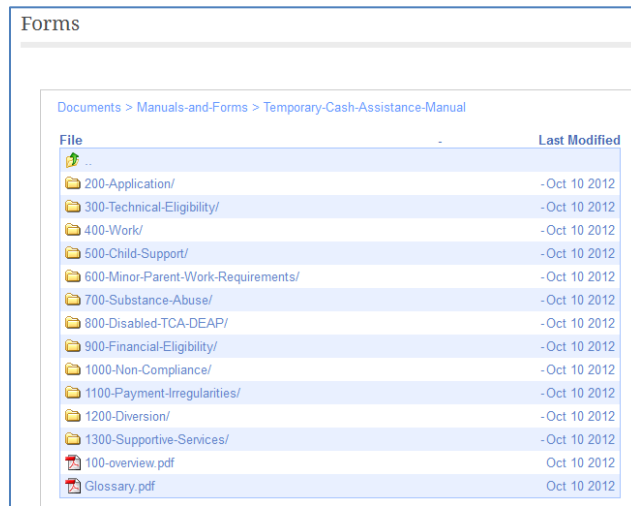
Figure 16: The TCA Manual – Chapter Folders
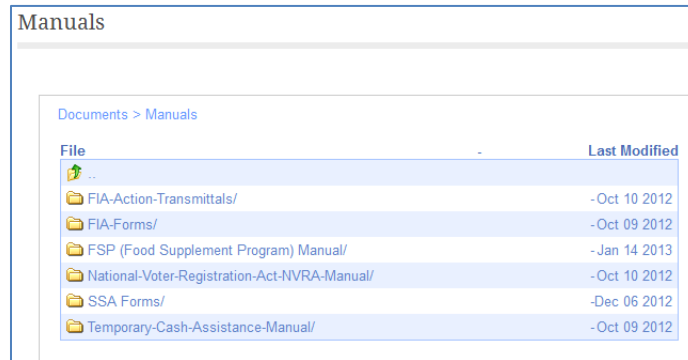
Figure 17: Assistance Manuals Folders

Applying for Services

All of the DHR assistance web pages recommend that applicants either file on-line

via SAIL or apply at the local service office. The instruction wording is similar:

Program	Wording
TCA[xviii]	"Apply at your Local *Department* of Social Services. Click here for a list of local departments to apply in person. You may also file an application by mail, fax or apply online at *www.marylandsail.org* (click on file your application)" [sic]
FSP[xix]	"File an application with your Local Department of Social Services. Click here for a list of local departments to apply in person. You may also file an application by mail, fax or to apply online, go to www.marylandsail.org."
Medical Assistance [xx]	"You must file an application to find out if you are eligible for Medicaid. To do this, you can go to The Local Department of Social Services (LDSS) in the city or county where you live or if you are applying for a child or a pregnant woman, you may apply at your Local Health Department. You can also file an application on line at www.marylandsail.org."

The Medical Assistance detail page is unique of the programs in that it directs the

user to forms that can be filled out prior to visiting the local office (see *Forms and*

Folders, page 140). The single application form is entitled "Family Investment

Administration Application For Assistance" (DHR/FIA CARES 9702 (Revised 8/10)).[71]

It allows an individual to apply for each or all of the programs under review, allows them

to designate how they want benefits handled, itemize their income and assets, self-

identify their immigration and working status, list insurance information, and the like.

Part of this page form includes the applicant's *Rights and Responsibilities*, which must be

signed; digital signatures (regardless of UETA, discussed beginning page 24) are not

accepted.

---

[71] There are separate versions for one person vs. a family applying (see
http://www.dhr.state.md.us/documents/Manuals-and-Forms/FIA-Forms/English/To-Apply-for-
Assistance/2--Fill-Out-App-for-Assistance/Application-for-Assistance-for-One-Person.pdf).

The application also directs the applicant to complete the form at the LDSS, or at their preference, complete it elsewhere and send it in later. They are advised, however, that the signed date is the date considered to be the official application date so eligibility would be determined based on that date. How eligibility is determined is not included on the form, however, nor is the process that takes place after the application is submitted published.

Forms and Folders

Some application and information forms are available not from the program descriptions but by searching through forms folders. It is unclear whether DHR intends that these forms be accessed and used primarily by state and county case workers because the link to the *Forms* folders is available from the Medical Assistance detail page; all of the application and information forms are available via the DOCUMENTS menu choice.

The process to find the application and information forms is illustrated here:

1. The user either

    a. Clicks *application* in the text (if seeking Medical Assistance forms) (Figure 18) or

Medicaid, also called **Medical Assistance (MA)** pays the medical bills of needy and low-income individuals. It is administered by the State and pays medical bills with Federal and State funds.

Medicaid coverage is granted to individuals receiving other public assistance, including Supplemental Security Income (SSI), Temporary Cash Assistance (TCA), and Foster Care. Low-income families, children, pregnant women, and aged, blind, or disabled adults may also qualify. You can have private health insurance and be eligible for Medicaid. If you need help paying your medical bills, you should find out for sure by filing an application at your Local Department of Social Services.

You must file an **application** to find out if you are eligible for Medicaid. To do this, you can go to **The Local Department of Social Services (LDSS)** in the city or county where you live or if you are applying for a child or a pregnant woman, you may apply at your Local Health Department. You can also file an application on line at www.marylandsail.org

Figure 18: Medicaid and Access to Application Forms

b. From the menu, clicks DOCUMENTS, *Forms* (Figure 19) to access the forms in English, Spanish, and Russian, or *Forms – Spanish and Russian* for those languages specifically.
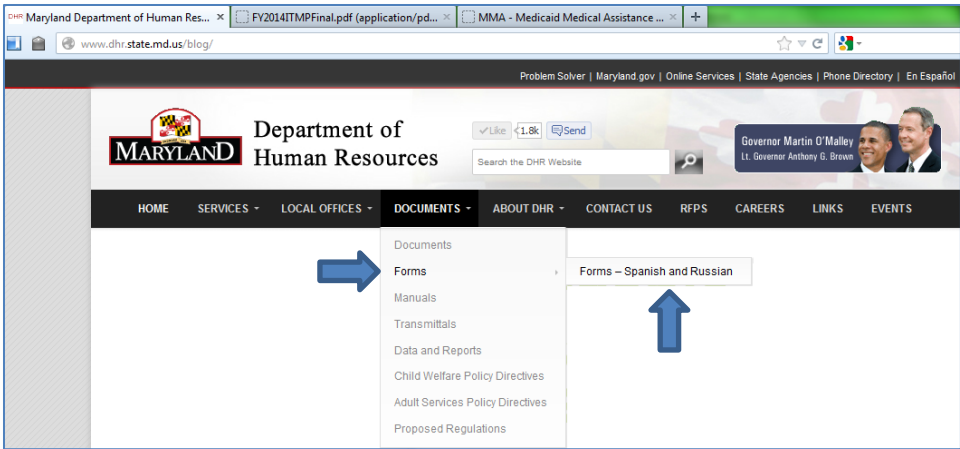
Figure 19: Access Forms from the DHR Menu

2. When activated, the link opens the first in a series of nested folders. The user must open the

a. FIA forms folder (Figure 20)
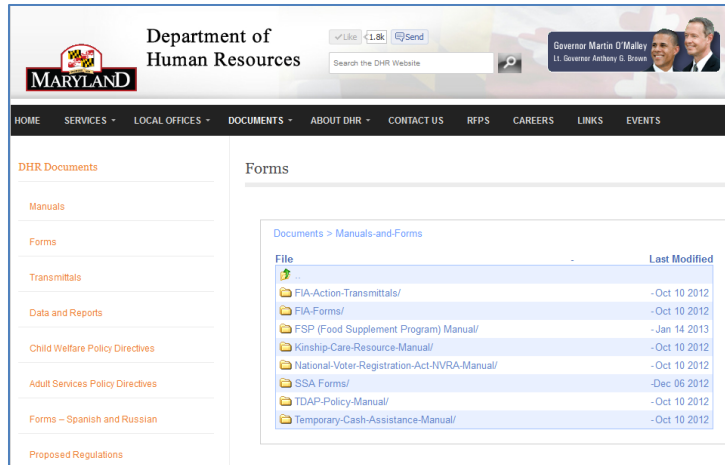
Figure 20: Access DHR Program Application Forms

b. Select the folder for the appropriate language (Figure 21).[72]

Figure 21: Language Options for Application Forms

c. The user must click on

    i. *Other Forms* to download forms that provide ancillary

        information, such as changes, requests for appeals, more

        information on FSP, and the like (Figure 22)[73] or

---

[72] The navigational path (a.k.a. "breadcrumbs") are text rather than hyperlinks, making navigation more cumbersome.

[73] The folders are labeled in accordance with the program abbreviations (e.g., FIA, QMB, SLMB); these may not be readily understandable by the applicant (see Table 9, page 127).
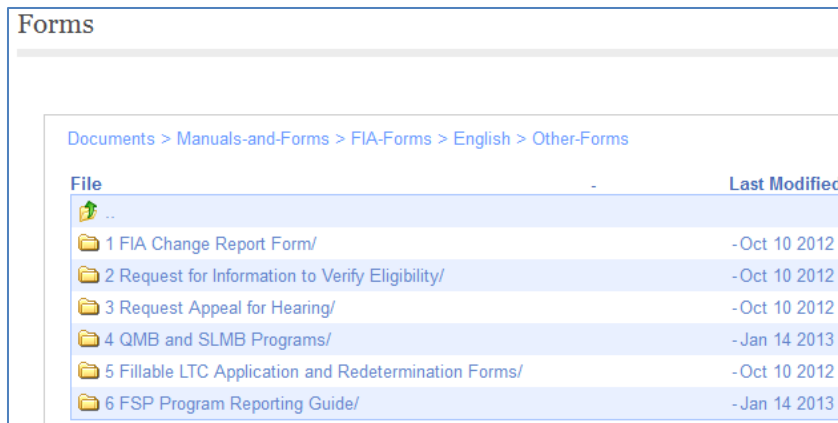
Figure 22: Forms for Support Information

ii. *To Apply for Assistance* to download forms that describe
     eligibility for TCA, FSP, and Medical Assistance; apply for
     assistance, or learn about their rights and responsibilities
     (Figure 23).

Figure 23: Forms to Explain the Programs, Apply, and Address Rights and Responsibilities

The application forms are available in *.doc* and/or *.pdf* format to download.[74] They

---

[74] The version of *.pdf* varies by department. For example, if an individual is applying for MCHIP or Medicaid for Families, the applicant accesses the form stored at DHMH's Maryland Children's Health Program (MCHP) page (http://mmcp.dhmh.maryland.gov/chp/docs/English-MA-Application-8-09.pdf). This form is an editable *.pdf*; the user can enter and save the typed information, and enter a digital signature, rather than printing it and completing it manually.

can then be printed, completed, and sent or taken to the LDSS. The versions of the *.doc*

and/or *.pdf* forms are older and do not support newer capabilities of Word 2007 or 2010

or updated *.pdf* formats that allow a user to enter and save information prior to printing or

e-mailing the saved digital file. Further, the files that are available for Russian and

Spanish differ in that not all of the files included in the English versions are included in

the other languages, the folders are not nested consistently, and the folder names are not

consistently representative of the language (Figure 24).
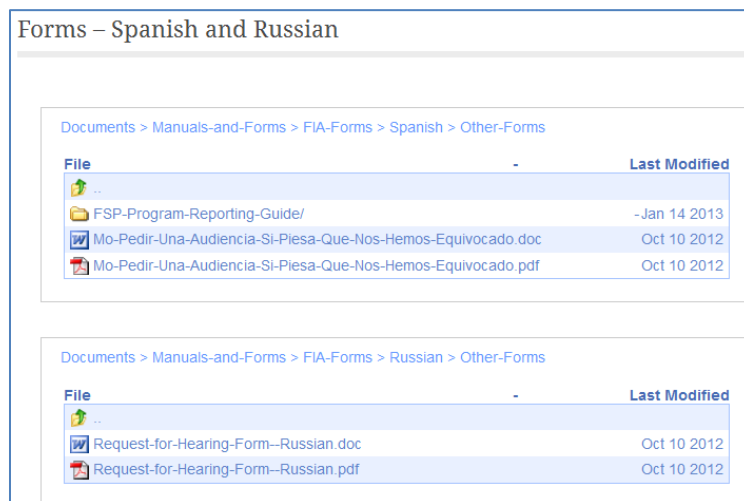
Figure 24: Inconsistencies in Form Folder Content and Language Use

Descriptions of corroborating documentation that the applicant must bring to the

interview are not included with the program description on the detail page; it is listed in

Forms folder, under *Brochures, FIA* (Figure 25).
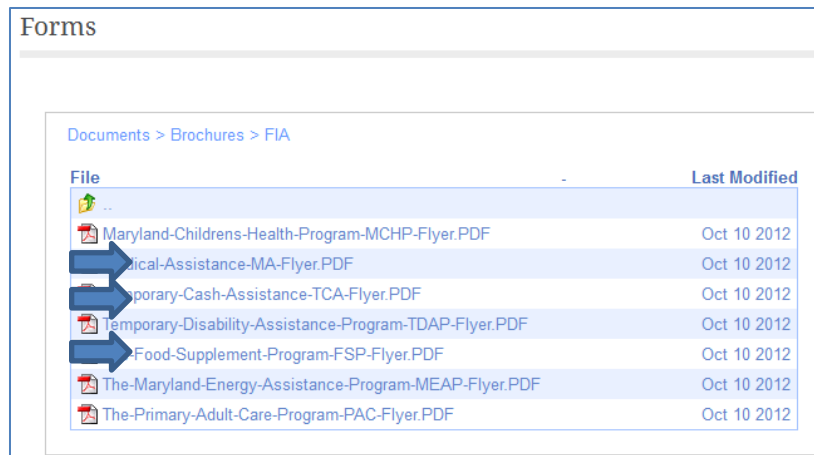
Figure 25: Brochures that Describe the Programs, Application Process, and Required Documentation

Also stored in the folders (although not referenced as part of the program

descriptions) is the application fact sheet *Facts You Should Know About Applying for*

Temporary Cash Assistance, Food Stamps and Medical Assistance (stored in *Documents,*

Manuals-and-Forms, *FIA-Forms, English, To-Apply-for-Assistance* , *1--Read-FIA-Fact-*

Sheet).[xxi] Like the other forms, it is issued in English, Russian, and Spanish (filed by the

respective language-identified folder) in *.pdf* or *.doc* formats. It is not included or

referenced on any of the detail HTML pages, and mixes the Maryland-specific with

federal program titles (e.g., the Food Supplement Program is referred to as Food Stamps

but Medical Assistance is not referred to as Medicaid).

Rights and Responsibilities

An applicant's rights and responsibilities are outlined on the *.pdf* form *Your Rights*

and Responsibilities[xxii] and the Family Investment Administration Application for

Assistance (see *Applying for Services*, page 139). This advises the applicant of rights to

written notice, privacy of personal information, time limits to appeal or receive a

response, the right to refuse assistance from religious organizations, and the like. It also

advises applicants of their responsibilities to provide accurate information, report changes, and maintain child support; the penalties for violation are also included.

Applicants are advised that a caseworker may help them write an appeal; this may create an uncomfortable conflict between the two.

<u>Language Support</u>

The DHR website uses the Google Translation tool for the general DHR Translation utility to translate the site into English, Spanish, Chinese, Taiwanese, French, Italian, Korean, Polish, and Vietnamese, even though these are not the most represented languages in Maryland (see Table 8, page 116). When invoked from a detail page, the site returns to the DHR home page rather than the page the user requested to be translated. Not all of the page content is translated (e.g., the header and other objects are not translated) (Figure 26). The user loses the context of the page from which the user requested translation. Also, the translated version re-renders the page so that some of the menus are less legible (e.g., changed from larger, all capital letters, white font on black background to smaller, mixed case red on black).

Figure 26: Translation Rendering

As noted in the discussion in *Forms and Folders* (page 140), the static documents

(*.doc* and *.pdf*), application forms are available only in English, Spanish, and Russian.

Eligibility Criteria

If the user wants to learn on-line the eligibility criteria for each program, the detail pages contain a link *Am I Eligible for Benefits?* that links to Maryland SAIL's *Eligibility Criteria* page. Selecting the program from that page's list of programs returns the user to the DHR detail page for that program; the user must scroll to the bottom of the page to use the Eligibility Calculator. However, the FSP detail page includes a link *Click here to download the Income Guidelines*, which opens the income guidelines for FSP and TCA (among others),[xxiii] and provides an obsolete link to the Medical Assistance eligibility criteria.[xxiv] The link to the income guidelines is not included on the TCA detail page (nor is the applicant directed to the MLL thresholds described in footnote 63, page 128). Further, the income guidelines for Medical Assistance are not available from the Medical Assistance page.[75] In any case, the eligibility criteria included on the DHR detail pages and via Maryland SAIL are less detailed than those referenced in the statutes.

Privacy

Maryland DHR's site and SAIL both include links in their footers to the DHR privacy statement.[xxv] This page references Maryland's Public Information Act (State Government Article, Section 10-601, et seq.) and iterates its parameters on collecting user data.

---

[75] The Monthly Income and Assets Guidelines for Medical Care Programs is published by the Department of Health Mental and Hygiene (DHMH) (https://mmcp.dhmh.maryland.gov/SiteAssets/SitePages/Monthly%20Income%20and%20Assets/Effective%207-1-12.pdf). Unlike MCHIP, Pregnant Women and Children program, and the Medicare Savings Program, eligibility is not based on a percentage of the FPL. The DHMH Medicaid Eligibility and Benefits page (https://mmcp.dhmh.maryland.gov/SitePages/Medicaid%20Eligibility%20and%20Benefits.aspx) includes a table of eligibility criteria for income and assets but its figures are different from those in its Monthly Income and Assets Guidelines for Medical Care Programs .pdf document (referenced above).

Push to the Public

While the DHR web pages have a "Like" button for Facebook and a Twitter feed (see *Digital Formats*, page 120), there is no provision to push information to the public through other mechanisms, such as RSS feeds or e-mail distribution lists.

Dated Information

The DHR detail pages are not dated so their currency cannot be verified. The forms, however, are dated.

Legal Responsibility

The applicants' legal responsibilities are published as separate files as well as appended to the application form.

Support Contact Information and Mechanism

Users can seek website support. From the page footer, users can select the Contact Us link to open the DHR Customer Service page.[xxvi] The user can click the Contact DHR link to open the page to submit questions or comments about the DHR website. The user enters the First and Last Names, e-mail address, and paragraph (for a question, comment, or description of the problem). Upon submission, the website notifies the user that the question is saved; no anticipated response time is included. Upon submitting a question, no confirmation e-mail is sent to the e-mail address. If the question is longer, users are advised to send a letter by mail. Telephone and TTY numbers are also included.

Users can post questions on-line about the Medical Assistance program. From the Medical Assistance detail page, users can enter the First and Last Names, e-mail address, telephone, and paragraph (presumably for a question description of the problem), and

respond to the two term CAPTCHA.[76] Upon submitting a question, no confirmation e-mail is sent to the e-mail address.

For questions about FSP, only telephone support is available is available through USDA hotlines.[xxvii] No on-line support is available specifically for TCA.

Maryland's On-line Services

Applicants who want to find out what on-line information is available for FSP, TCA, or Medical Assistance, she have several options. From the State home page,[xxviii] she can select *Online Services* from the menu to access the *Maryland State Online Services Directory* (Figure 27). Items relevant to TCA, FSP, and Medical Assistance include

- Assistance Application Forms: links to *.doc* and *.pdf* application forms and information (see *Forms and Folders*, page 140)

- Assistance Eligibility Calculator: links to Maryland SAIL

- County Social Service Offices: links to DHR Local Offices (duplicate of Maryland Local Departments of Social Services Locations)

- Health Care Services: links to the Department of Health and Mental Hygiene (DHMH) page of Health Care Services. Under "Maternal Care," the link for *Medicaid Application Process* results in "Page not found." Under "Health Plans & Providers," *Maryland Medical Assistance Program (Medicaid)* links

---

[76] CAPTCHAs can be inaccessible to individuals with certain types of disabilities, such as visual impairments combined with hearing deficits. They are a form of Turing Test to differentiate between human and non-human users. The W3C Working Group stresses that CAPTCHAs, even though they include both video and audio clues, they are not conclusively effective since they can be thwarted by external systems and that they are "unnecessarily damaging to the experience of users with disabilities" (W3C Working Group, 2005). The need to use them is unclear as well.

to the Maryland Medical Programs page[xxix]

- Maryland Local Departments of Social Services Locations: links to DHR
  Local Offices (duplicate of County Social Service Offices).
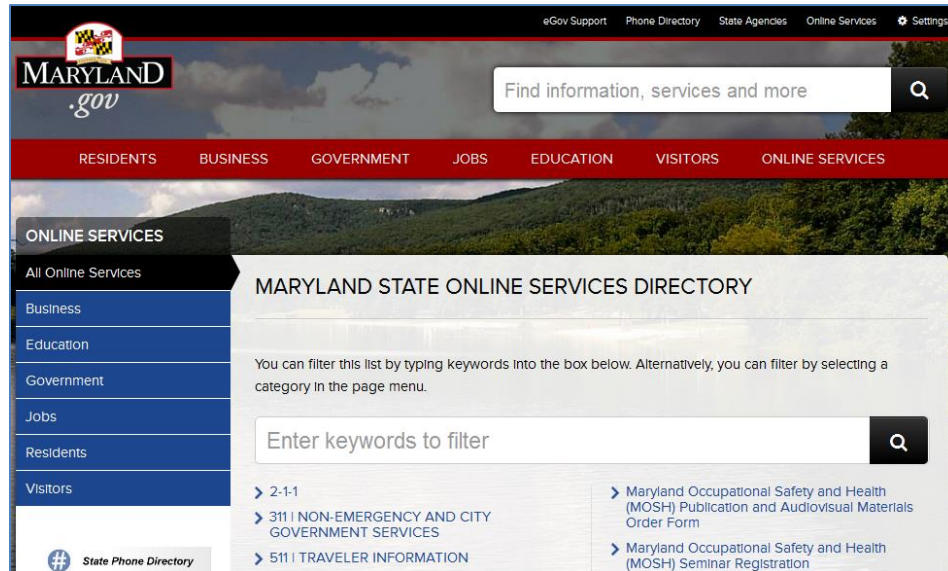
Figure 27: Maryland State Online Services Directory

From the DHR menu, the user can click *LINKS* and get access to assistance and information that is available outside of DHR (e.g., Transportation For People With Disabilities opens the relevant Maryland Transit Administration page). However, no text explains that the user is leaving the context of DHR. Thus, the state link Food and Nutrition Information Center (FNIC) takes the user to the federal USDA FNIC page, from which the user can (after two clicks) apply for FSP via a link to Maryland SAIL but the user has lost the DHR context. Similarly, the state link Maryland Medical Assistance Programs takes the user to DHMH's *Maryland Medical Programs* home page.[xxx] This also obviates the context of DHR. In addition to losing the "look and feel" of the DHR detail pages, DHMH uses different terminology (e.g., "Medicaid" vs. "Medical

Assistance"). This page includes a very high-level description of Medicaid (less detailed than the DHR page). In terms of applying for Medical Assistance, the user is advised to go to the LDSS (implying a face-to-face visit). No link to Maryland SAIL or to application forms is included.[77]

Problem Solver

From the DHR homepage, the *Problem Solver* link appears in the footer and inconsistently in the header. Through Problem Solver, users can access information about (or of interest to) Assistance Programs, Children and Parenting, Consumer Protection and Legal Advice, Health and Wellness, Housing, Paying Taxes, Public Safety, Senior Citizens, Transportation, Volunteerism, and Voting. This page is available only in English; no static or dynamic translation access is available. Information about the programs under review is available via the Assistance Programs link.

Requests for Assistance

To understand the amount of requests involved in assessing and dispensing benefits in the state, Maryland's total assistance requests are summarized here.[78]

- Medical Assistance (Community Care): Between July 2011 and June 2012, Maryland averaged 27,723 applications per month. An average of 17,319 applications were approved. The average number of cases under care was 307,955

---

[77] The DHMH page for Medicaid Medical Assistance Overview, however, is the only content for Medical Assistance (including information deployed through DHR) that describes which services are covered and what happens after the application is submitted. If the applicant is approved, this page advises how services will be accessed and delivered (https://mmcp.dhmh.maryland.gov/SitePages/Medicaid%20Medical%20Assistance%20Overview.aspx).

[78] These figures are not summarized in the Analysis because they are already represented in the county figures.

per month.

- TCA: Between July 2011 and June 2012, Maryland averaged 6,320 applications per month. An average of 2,764 cases were approved, 4,189 not approved, and 3,815 cases were closed. Average monthly participation was 21,229 adults and 51,153 children. The average monthly expenditure was $12,587,244.

- FSP: Between July 2011 and June 2012, Maryland averaged 27,380 applications per month. An average of 23,168 applications were approved, and 6,799 were not approved. Average monthly participation was 707,661 individuals.

Discussion of the State of Maryland's Approach

A review of how information about FSP, TCA, and Medical Assistance is made available digitally from the state level reveals several points. To begin, the on-line implementation is a step in meeting the State and DHR's goal to issue more information digitally. Maryland SAIL is an example of being able to apply for assistance and manage some aspects of an applicant's case on-line and is consistent with DHR's ITMP updates to move services online.

Some inconsistencies suggest that it is unclear who the intended audience is: the public, state employees, or someone else. Terminology is an example. Maryland DHR's list of services refers to SNAP, not FSP, and the documentation (e.g., forms and detail page contents) refers to food stamps. Assistance offices are variously referred to as Service Eligibility Units (SEU), local offices, Local Department of Social Services (LDSS), assistance offices, County Social Service Offices, service units, etc.; these do not always align with the county terminology.

Finding forms to download can be difficult for several reasons. For example, the forms made available from Maryland SAIL[xxxi] are often different versions from those available through DHR. In the case of Prince George's County (discussed in *Prince George's County*, page *198*)*,* forms that are available through the County's website are a different version still.[xxxii]

The map of county offices[xxxiii] does not include local offices that serve zip codes other than the primary county office. Because an office visit is always required, this would require the applicant to contact the primary county office, which would then refer the applicant to the local office.

The Medical Assistance instruction "You must file an <u>application</u> to find out if you are eligible for Medicaid" includes a link to a folder of folders (labeled "FIA") of forms in *.doc* and *.pdf* formats that are not identified as pertaining to medical assistance. This could be confusing when applicants want to download forms to prepare for an office visit. Also, the forms available through this instruction's link are also required to file for TCA and FSP, but the link is not available from the on-line information about those programs.

Finally, it is interesting that Maryland SAIL, the primary on-line application service, is not listed under Maryland's list of on-line services.[xxxiv] This suggests that perhaps, at the bureaucratic level, the term "service" is not fully defined.

See *Chapter 5* for a comparison with the counties and an analysis of the findings about the policies and infrastructure that join or separate low-income people from assistance information.

Profiles of the Counties

This section describes the counties under review. For each, it includes a brief overview of its population and location; its demographics, income and poverty levels, and Internet penetration levels. It discusses how the county deploys assistance information digitally and discusses the primary on-line locations where assistance information can be found. In addition to providing some context about each of the counties, the characteristics discussed are those that are in some way, predictors of poverty. This section also captures the numbers of people who request assistance, and how many of those requests are approved[79] in order to baseline an understanding of the depth of the population in need. The figures and tables that support these profiles are included in the section *Comparison Across the Counties*, page 217.

At the end of the section, these counties are compared to summarize an understanding of the similarities and differences in how they approach service delivery in general and digital delivery of assistance information.[80] In the Analysis chapter, the trends and themes that emerge from the assessment are explored.

Garrett County

Garrett County is situated in the extreme western corner of Maryland in the Allegany Mountains. Largely rural, in 2011, its population of about 30,000 people (Figure 51) is about 97% Caucasian (Figure 52) with a median household income of $45,760 (1,596[th] of

---

[79] The reasons for approval or denial of assistance are not captured here.

[80] While not a county, the State reports information about Baltimore City by the same characteristics (population, income, economic bases, Internet penetration, etc.). It also accesses services on-line through Maryland SAIL so for the purposes of this study, it is treated with the same considerations as counties.

the 3,146 U.S. counties) and a per capita median income of $24,779 (Figure 53). Almost 85% of its residents completed high school (Figure 54). Garrett County has a poverty rate of about 15.1% (Table 5) (693rd of the 3,146 U.S. counties) and has the highest disability rates of the counties under review (Figure 55).

Private sector employment is most heavily represented in trade and transportation (2,414 employees, or 21.3% of employed persons), education and health services (1,630 employees, or 14.4% of employed persons) (Garrett County Memorial Hospital is the county's largest private employer), and leisure and tourism (1,614 employees, or 14.2% of employed persons); local government employs 1,713 residents; unemployment averages about 7.5% (which is about par with the US unemployment rate). Mining jobs generally command the highest salaries; the county's 465 natural resource specialists and miners (4.1% of the county workforce) average $1,127 per week – almost twice the average county-based salaries (DEBD-Garrett, 2012). Leisure and hospitality (with tourism an economic focus in Garrett County's economic initiatives) is the second largest employment industry class (14.4% of employees) but averages $267 per week, the lowest average weekly wage in the county.

In terms of language distribution, English is predominant (95.65%), followed by German (1.21%),[81] Spanish (0.75%), French (0.30%), followed by, to lesser usage, Italian, Chinese, Polish, Laotian, Greek, Hungarian, Scandinavian languages, African languages, North American Indian languages, and Portuguese (MLA, 2010).

---

[81] Due to the presence of active Amish, Mennonite, Anabaptist, and Old Order communities who still use German and its patois in business and at home.

The State Finance and Procurement Article of the Maryland Annotated Code
recognizes in §2-207 that

> *"...many rural communities in the State face a host of difficult challenges relating to persistent unemployment and poverty, changing technological and economic conditions, an aging population and an out–migration of youth, inadequate access to quality housing, health care and other services, and deteriorating or inadequate transportation, communications, sanitation, and economic development infrastructure." (State of Maryland, 2013)*

which implies that the mission of social service departments – especially in rural areas – to serve the poor is a difficult one to meet. This suggests that re-examining existing processes, organizational infrastructure, and the potential to leverage different outreach and engagement tools could help address this problem.

The County can be contacted via the *Contact Us* link on its webpage; this opens an on-line form.[xxxv] A user selects the person to receive the note through a picklist of staff members by name (not department), includes their e-mail address, and the message.

Connectedness in Garrett County

Almost 95% of Garrett County residents has some form of Internet access (Table 11); this exceeds its economic strategic goal of 90% access by non-satellite broadband by 2014 (Garrett County, 2011, p. 15). As of 2012, Columbia Telecommunications Corporation (CTC) estimates Garrett County's Internet usage (both broadband and narrowband) to be about 80% of the population with in-home access at about 78% of households (CTC, 2012, pp. 7, 28); according to CTC, this level is considered to be "very high" usage. Broadband access is available in more than 60% of households. That said, the income levels of those connected households is not captured so it is unclear how many of these households are low-income. As of the time of this writing, Comcast's

Internet Essentials program (described in the section *Connectedness in Montgomery County*, page 163)) to provide low-cost Internet access to underserved people has not been marketed to Garrett County (CTC, 2012, p. 19).

Garrett County has deployed an alert system that sends emergency notifications and updates to an individual's e-mail address only. Text messages and other mechanisms are not supported.

Assistance Delivery in Garrett County

All assistances services are brokered between the County and applicants through office visits at an LDSS. This can be difficult for applicants in that the only public transportation available serves the city of Oakland and on an on-demand basis. (Maryland Transit Administration, n.d.) In fact, Garrett County's Department of Social Services (GCDSS) does not have a county-deployed website. To find the GDCSS website, the user must select the link from the homepage[82][xxxvi] (Figure 28); clicking the link for Social Services opens Maryland's DHR description of Garrett County's office locations and the services it provides.[xxxvii] Similarly, accessing social services from the Garrett County Chamber of Commerce's website[xxxviii] directs to the state DHR website (via a different URL)[xxxix] but yields a "page not found" result.

---

[82] Surprisingly, Garrett County's URL domain extension includes a *.org*, rather than *.gov* domain.
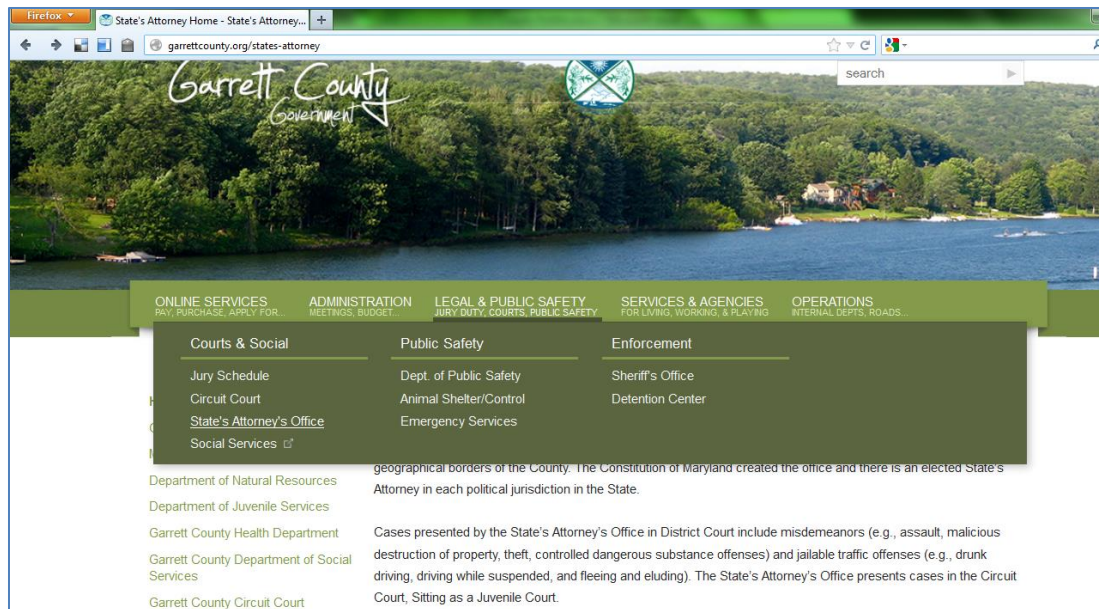
Figure 28: Garrett County Website Home Page

Administratively, where GCDSS resides within the County government structure is difficult to determine based on its web presence. GCDSS reports directly to the State DHR but on the County website, it is listed under *LEGAL & PUBLIC SAFETY Jury Duty, Courts, and Public Safety* (rather than with Services and Agencies) with the Garrett County's State's Attorney,[xl] implying that it is a function of the County's Legal and Public Safety organizations.[83] GCDSS is not represented on the County's electronically published organization chart.[xli]

For GCDSS, all digital assistance information defaults to the state, including control of e-mail addresses, directories, and program information. While the County publishes

---

[83] As described, part of the State's Attorney's Office mission includes:

"[build] partnerships with law enforcement agencies, service agencies, community organizations, and other community groups to implement strategies to detect, arrest and prosecute criminals in the county. Further, by working with these groups we can also find ways to formulate preventative and educational programs to deter criminal activity."

This could give the impression that Garrett County's focus on public assistance is centered first on law enforcement (relative to assistance applicants) and then, assistance delivery.

local maps in *.pdf* format on its website from the Office of Planning and Land Management,[xlii] one map to the County's primary LDSS in Oakland is published through DHR. Thus, no e-mail addresses for the Department's leadership or staff are published and are not shared with the client, although telephone and TTY numbers are included on the county's general website. Phone numbers to particular offices or case workers are not published or generally shared with applicants. There is no link to information on TCA, FSP, or Medical Assistance from Garrett County's website, nor is information about the programs made available electronically from other Garrett County sources.

Searching via Google for "'Garrett County, MD" and "Medical Assistance'," "Medicaid'," "Welfare'," "Cash Assistance," "Temporary Cash Assistance," "TCA'," "SNAP'," "Food Supplement Program," "Food Assistance," and "food stamps'" yields lists of providers, such as Catholic Charities, nursing homes, Medicare and Medicaid lawyers, local insurance brokers, food pantries, soup kitchens, and other private organizations.

Garrett County's public assistance programs are managed through the Maryland's Family Investment Program (FIP) (GCDSS, 2012, p. 7). In its approach to service delivery, Garrett County relies on face-to-face interviews. The suggestion to apply through Maryland SAIL is not made available in digital form via the county.

According to GCDSS' 2013 Annual Report (GCDSS, 2013) (which, like Prince George's County's similar report, is not available on-line through the Garrett County website but through Maryland's DHR website[xliii]), food stamp caseload has increased by 7% over 2012 to 4,450 recipients, the highest rate since 1994 (p. 6) and the TCA caseload was reduced by 25% to 167 recipients; no specific reasons were given for the changes.

The Medical Assistance caseload is unchanged since 2011 (GCDSS, 2012, p. 7) (22.5% of Garrett County's population has been involved in the medical assistance program but is expected to increase by 1,000 patients due to mandates from the Affordable Care Act (GCDSS, 2013, p. 7).

As noted, Garrett County's philosophy of service delivery remains face-to-face but Garrett County's high Internet penetration suggests that households and CAIs make Internet access available (see Table 11 and Table 21) and (especially given the rate of household access and usage) that there may be the interest and the technical literacy to apply for and manage more aspects of service information digitally.

Requests for Assistance

Garrett County's assistance requests between July 2011 and June 2012 are summarized here (State of Maryland, 2012). See the analysis for how these figures compare as percentages of the low-income populations across the counties (Figure 59, Figure 60, Figure 61, and *Appendix G: Assistance Program Applications and Caseloads per County*).

- Medical Assistance (Community Care): Between July 2011 and June 2012, Garrett County averaged 122 applications per month. An average of 93 applications were approved. The average number of cases under care was 1,773 per month.

- TCA: Between July 2011 and June 2012, Garrett County averaged 14 applications per month. An average of 8 cases were approved, 9 not approved, and 9 cases were closed. Average monthly participation was 77 adults and 162 children. The average monthly expenditure was $40,699.

- FSP: Between July 2011 and June 2012, Garrett County averaged 103 applications per month. An average of 87 applications were approved, and 25 were not approved. Average monthly participation was 4,412 individuals.

Montgomery County

Montgomery County is situated immediately northwest of the District of Columbia. Largely research and science-focused, in 2011, its population of about 1.04 million people (Figure 51) is about 47.8% Caucasian, 18.3% Black, and 17.9% Hispanic; 30% of its residents are foreign born (Figure 52). Montgomery County has a median household income of about $95,660 (12th of the 3,146 U.S. counties) and a per capita median income of $48,357 (Figure 53). The most highly educated of the counties under review, about 91% of its residents completed high school and 56% have a bachelor's degree or more (Figure 54). Montgomery County has a poverty rate of about 7.5% (Table 5) (54th of the 3,146 U.S. counties).

Private sector employment is most heavily represented in management, business, science, and the arts (289,045 employees, or 55.7% of employed persons), and sales and administrative office work (99,457 employees, or 19.2% of employed persons). Of the 22 primary employers (including federal agencies), seven specialize in health and medicine (NIH, Walter Reed National Military Medical Center, Adventist Health Care, Holy Cross Hospital, Kaiser Foundation Health Plan, Suburban Hospital, and the Henry M. Jackson Foundation for the Advancement of Military Medicine). Five focus on research (U.S. Food and Drug Administration, National Oceanic and Atmospheric Administration, NIST, Westat, and MedImmune) and three are technology-focused (Lockheed Martin, Nuclear Regulatory Commission, Department of Energy). After federal salaries ($2,023

per week), manufacturing (2.6% of the workforce) and information technology jobs (2.8% of the workforce) generally command the highest salaries. Manufacturing workers average $1,946 per week; IT specialists average $1,909 per week – about $700 higher than the average county-based salaries (DEBD-Montgomery, 2012). Like Garrett County, leisure and hospitality workers average $419 per week, the lowest average weekly wage in the county.

In terms of language distribution, English is predominant (62.46%), followed by Spanish (14.71%), Chinese (3.75%), African languages (2.58%), French (2.25%), Korean (1.71%), Vietnamese (1.08%), and at less than 1%, Persian, Tagalog, Russian, Hindi, Portuguese, German, Arabic, French Creole, Greek, Urdu, Gujarathi, Japanese, Hebrew, Italian, Thai, Polish, and Armenian (MLA, 2010).

Connectedness in Montgomery County

Almost 100% of Montgomery County residents have some form of broadband Internet availability (Table 11) either at home or through community anchor institutions. This is an increase over 2008 when 92% of households had Internet access (Toregas, 2011, March 24, p. 83).[84]

Montgomery County launched its e-government initiative in 1992. In response to the 2012 Montgomery County Open [Government] Data Act (Bill No. 23-12),[xliv] the County's digital strategy is outlined in *openMontgomery: Montgomery County Maryland's Digital Government Strategy*, and relies on four distinct components: accessMontgomery, dataMontgomery, mobileMontgomery, and engageMontgomery.

---

[84] The 2008 survey of in-residence Internet access is the most recently performed assessment.

Each is supported through emphasis on significant technology modernization to "securely exploit emerging disruptive mobile, social, cloud and information (analytics) technologies going forward" (Montgomery County, MD, 2012, pp. 1, 7). The strategic objectives are specifically intended to support information- and customer-centric foci and include shared platforms that are secure and private (pp. 5-6). While the county is addressing mobile technologies and its commitment to access and engage County residents and employees, MCDHHS is not taking part in these efforts.

The County's *openMontgomery* strategic objectives include:

1. "Enable County residents, businesses, partners and an increasingly mobile workforce to access high quality digital government information and services anywhere, anytime, and in multiple ways."

2. "Ensure that as the government adjusts to this new digital world, we seize the opportunity to procure and manage devices, applications, and data in smart, secure, and affordable ways."

3. "Unlock the power of government data to spur innovation, economic development, and improve the quality of services for Montgomery County residents and businesses."

4. "Facilitate and increase workforce, resident, non-profit and business participation in County government in all major demographic segments" (pp. 2-3).

These objectives have specific economic incentives. The County expects to improve electronic service delivery and realize benefits in two specific ways: 1) internal transparency by improved data sharing between departments and agencies and 2)

decrease the level of effort required to provide information to residents. To this end, the

County has already begun to use social media tools (Figure 29) (including county blogs,

Facebook,[85] Twitter, YouTube, Flickr, the County Calendar, and Really Simple

Syndication (RSS) feeds) as well as mobile devices as mechanisms for mass

communications channels and programs, and to engage citizens in dialog for more

"participatory governance and decision making" (Montgomery County, MD, 2012, p. 3).

Mobile access is available for Ride-on (bus service), libraries, MC311, News RSS feeds,

alerts, and county maps only. The County does not issue (via e-mail, social media, mobile

access, etc.) alerts about MCDHHS-related information, even though they could notify or

remind people to recertify for benefits, notify of changes in benefits, eligibility criteria,

and alerts about changes in assistance office hours and locations.

Figure 29: Montgomery County Use of Social Media

To help ensure communications reliability within the county's service departments,

the County serves as its own telecommunications company, owning and managing the

infrastructure and protocols that comprise its telecommunications platform. Among other

initiatives, it manages FiberNet, a 350-mile high-capacity fiber-optic broadband network

---

[85] The County's Facebook page (https://www.facebook.com/montgomerycountyinfo) page is more of a site to which the County posts information. The public may make recommendations and select a number of stars to indicate levels of satisfaction with "this place" (it is unclear whether "this place" refers to the Facebook page or the county). Some users have posted questions and comments but there does not appear to be any dialog between the public and the County, thus, perhaps missing an opportunity for engagement.

(Montgomery County, MD, 2012, p. 2) that supports multiple data formats (i.e., voice,

video and data (Montgomery County, MD, 2013, p. 59) that are expected to specifically

support "public safety and health services, traffic signal management, highly successful

Internet-based e-Government, back-office business applications, justice information

systems and education" (Montgomery County, MD, 2013, p. 58).[86] Social services are

not specifically called out as an entity for support.

In considering the customer-centric focus mandated by the County's Digital Strategy,

the word "customer" refers to both internal and external system users. It specifically

requires that the County

> *"...conduct research to understand the customer's business, needs and desires; make*
> *content more broadly available and accessible and present it through multiple channels*
> *in a program- and device-agnostic way; make content more accurate and understandable*
> *by maintaining plain language and content freshness standards; and offer easy paths for*
> *feedback to ensure the County continually improves service delivery" (Montgomery*
> *County, MD, 2012, p. 6)*

Implementation activities identified to build a customer-centric focus, activities to use

customer feedback to identify recommendations to improve the digital experience and

identify tools and guidance to measure customer satisfaction are the responsibilities of the

County's Department of Technical Services (DTS) and through CountyStat (the County's

statistical dashboard), not the Departments themselves. The Departments are expected to

ensure that *new* digital services follow guidelines; existing services are exempt from this

---

[86] By 2015, the County expects to be at least 67% complete with integrating FiberNet with State of
Maryland's Inter-County Broadband Network (ICBN) (a component of the One Maryland Broadband
Network (OMBN) (http://onemaryland-icbn.org/)) and the National Capital Region's network (NCRNet)
(http://www.ncrnet.us/) for more expansive communications capability and interoperability. Through $115
million in funding through BTOP, ICBN is made up of a consortium of 10 cities and counties (Annapolis,
Baltimore City, and Anne Arundel, Baltimore, Carroll, Harford, Montgomery, and Prince George's
Counties) and expects to connect 715 anchor institutions in Central Maryland (OMBN, 2010, December 7,
p. 35).

recommendation (Montgomery County, MD, 2012, p. 13).

In 2011, Comcast launched its *Internet Essentials* program in partnership with Montgomery County. This program allows households to purchase low-cost Internet access ($9.95 per month plus taxes and fees) and a low-cost pre-configured computer ($149.99), and receive "on line [sic], print and classroom based [sic] digital literacy training" (Toregas, 2011, October 6, p. 13). This program is available to households that meet these conditions:

- Are located where Comcast offers internet service

- Have at least one child receiving free meals through the National School Lunch program (NSLP)

- Have not subscribed to Comcast Internet service within the last 90 days

- Do not have an overdue Comcast bill or unreturned equipment (p. 13)

In FY 2011,[87] in Montgomery County, 78% of the students (i.e., 34,385 of the 44,231 eligible students participated) who are eligible for free and reduced-priced meals (FARMS) receive NSLP meal assistance (Renkema & Bonner-Tompkins, 2011, July 19, pp. 17-19).[88] Montgomery County reports that, based on this criteria, this means that about 30,000 families can qualify for the *Internet Essentials* program, assuming all other criteria are met (Toregas, 2011, October 6, p. 13). That said, the rates may still be prohibitively high for extremely poor families.

---

[87] This denotes the 2010-2011 school year. Eligibility is determined by the family's proximity to the FPL: families below 130% of the FPL qualify for free lunches; school children of families between 130% and 185% of the FPL receive lunches at reduced rates (Renkema & Bonner-Tompkins, 2011, July 19, p. 4).

[88] This participation figure shows a 6.5% increase in participation over FY10.

Montgomery County's Department of Health and Human Services

Montgomery County's Department of Health and Human Services (MCDHHS), with an operating budget of $242.1 million (Montgomery County, n.d., p. 5) serves 46,500 county residents (Montgomery County, MD, 2012, p. 11). Of the operating budget, $24.5 million is allocated to Administration and Support, the division that provides

> *"... overall leadership, administration and direction to the Department, while providing an efficient system of support services to assure effective management and delivery of services." (p. 7)*

Service delivery is structured as matrixed case worker teams to manage individual and family cases. Referred to as a "no wrong door" approach (Toregas, 2009, September 22, p. 2), this means that an applicant can get assistance from any office, regardless of the applicant's zip code.[89] This is expected to provide a "more coordinated, systematic and comprehensive approach to meeting the customer's needs" and realize efficiencies for better outcomes for clients (Montgomery County, MD, 2012, p. 5).

In 2006, Montgomery County identified a number of health and human services performance initiatives that allow the county to measure how closely it meets its Eight Priority Objectives[90] relative to peer counties.[91] Of these Objectives,[92] assessing poverty

---

[89] Dr. Costis Toregas, Montgomery County Concil's IT advisor, suggests that this approach "gives rise to possibilities of using portable devices and secure wireless networks to permit DHHS to become far more mobile in their intake and referral (I&R) functions," (Toregas, 2009, September 22, p. 2) an approach suggested in (Montgomery County, MD, 2012, pp. 1-2, 5). So far, DHHS has not made much specific progress in "going mobile."

[90] Neither Garrett County nor Prince George's County publish similar evaluation points for its DSS-related programs.

[91] In 2009, the County published its benchmarking methodology to evaluate results against peer jurisdictions (Montgomery County, MD, 2009). The peer jurisdictions have a poverty level are those that are +/- 5% of Montgomery County.

[92] Captured on http://www.montgomerycountymd.gov/countystat/objectives.html. Each department's performance reports include criteria that map to the eight priority objectives: A Responsive and

is an evaluative component of a "strong and vibrant economy." To address this,

MCDHHS identified several specific actions; each maps to one or more Priority

Objective. Those that pertain to service delivery of the assistance programs under review

are captured in Table 10 along with enabling factors and impediments identified in

MCDHHS' *FY2012 Performance and Accountability Report* and *FY12 Performance*

Plan (Montgomery County, n.d.) (Montgomery County, MD, 2012).[93] Several of these

have specific intersection with technology.

Table 10. Montgomery County Enablers and Impediments to Service Delivery

Strategy to Meet Priority Objectives	Enabling Factor	Impediment
Team-based Case Management	Team-based case management model supports staff coordination across programs. It articulates values and competencies and standardizes the approach and expectations for working within and across programs and services. This model is continually developed.	Inconsistent internal knowledge about service integration and the team-based case management model still exists.
	MCDHHS has highly trained and knowledgeable staff.	Additional work is required to standardize policies and provide on-going training.
	Staff proficiency in a number of non-English languages and in language resources supports communications and information sharing.	Large numbers of limited English proficiency (LEP) residents and large diversity in languages challenges communications and information dissemination.
		MCDHHS recognizes that impediments to equity and social justice and institutional racism exist in case management. MCDHHS still

Accountable County Government, Affordable Housing in an Inclusive Community, An Effective and Efficient Transportation Network, Children Prepared to Live and Learn, Healthy and Sustainable Communities, Safe Streets and Secure Neighborhoods, A Strong and Vibrant Economy, and Vital Living for All of Our Residents.

[93] Measurement and evaluation criteria are included in the FY2012 MCDHHS Performance and Accountability Report (Montgomery County, MD, n.d.a.).

Strategy to Meet Priority Objectives	Enabling Factor	Impediment
		needs to better address disparities in (and disproportionality among) residents needing and seeking certain services.
		Mis-alignment across program requirements and delivery (Montgomery County, MD, n.d., p. 11) impede coordinated teamwork.
Access to Health Care	MCDHHS-provided medical assistance and County healthcare programs, outreach, training, and activities serve specific geographical and cultural communities.	Large caseloads and insufficient staff impede processing applications within required timeframes, resulting in delays and additional expense to individuals, hospitals, and the County.[94]
		Funding for intensive long-term tracking of client outcomes was cut in the past so that only minimal follow-up of clients' employment status and job earnings now occurs
		Proof of citizenship or appropriate resident alien status that is required to obtain federal/state medical assistance presents challenges for applicants and additional work for staff.
	County residents may enroll in specific health care access programs at multiple sites	
	County leadership supports the current capacity for Montgomery Cares clinics for uninsured adults; a large number of volunteer medical providers contribute time to support Montgomery Cares; additional specialty care providers contribute discounted care; and local clinics and hospitals contribute services and facilities.	

---

[94] "26 SEU [Service Eligibility Unit] caseworkers are responsible for maintaining a monthly average of 1,707 cases each in order to sustain 42,664 federal and county actively enrolled cases."… "Eighty-seven caseworkers are responsible for handling these combined caseloads with an estimated 60,000 ongoing assistance units each month and an average of 2,280 new applications for medical assistance each month" (Montgomery County, MD, 2012, p. 34) .

Strategy to Meet Priority Objectives	Enabling Factor	Impediment
	Enrollment of eligible County residents in State and federally-funded health insurance programs leverages County dollars for enrollment workers with State and federal dollars to cover health care administrative costs.	Resources in staffing and funding from external sources are needed to make substantial progress on interoperability.
	Hospitals cover half the cost of County eligibility staff working in the hospitals, and State grants and federal reimbursement cover full or partial costs of many County eligibility staff.	
Direct MCDHHS Services		Cases include complex client needs and strain service delivery systems.
		The County lacks enough resources, particularly affordable housing, and resources for specialized needs.
		There is a need to streamline procedures for residents applying for programs.
Customer Satisfaction	MCDHHS has made greater use of a more user-friendly survey of customer satisfaction.	The impact of program and services resource guide information for staff, and the improved web site on customer service has not been evaluated.
	Development, testing and implementing the Quality Service Review (QSR) protocol for qualitative assessment has driven active planning to improve system performance.	Some of the evaluations are based on a small number of non-random samples so results may not be reliably understood.
	Following best practices for program management and service delivery.	Evidence-based practices that are empirically validated as effective in addressing some social problems are limited in number.
		There is insufficient capacity to collect, analyze, store and report data to support continuous improvement in service delivery.
MCDHHS Early Childhood Services and Programs		High cost of day care combined with the low earnings threshold to qualify for day care subsidies results in TCA participants' reluctance to find and keep jobs when they would lose the support systems they were

Strategy to Meet Priority Objectives	Enabling Factor	Impediment
		receiving under TCA.
Employment Services	Intensive case management and follow-up services provided to TCA applicants and recipients increase the likelihood that those eligible will be able to obtain and retain jobs that will enable them to become more economically independent.	
	MCDHHS contracts out the Employment Services program to vendors that are subject matter experts in employment support services.	
	Strong partnerships with other public agencies and with private sector partners (such as job placement resources) support program goals.	

As identified in Table 10, MCDHHS identifies several significant characteristics that allow it to deliver its services. A well-trained, knowledgeable staff, backing of county policymakers, some standardized methods to gauge performance, positive relationships with other county agencies and departments, and proficiency in multiple language all are reported as its most productive attributes.

Each positive attribute still needs improvement and may be parlayed to more success. Further, several impediments both internal and external to MCDHHS have negatively impacted service deliver. These can be broadly categorized thus:

- **Administrative and Cultural:** Candidly, MCDHHS notes its need to "work to increase equity by addressing disparities in service delivery" (Montgomery County, MD, n.d., p. 9). MCDHHS recognizes the need to "Evaluate impact of online Program and Services Resource Guide for staff, and improved Web

site, on customer service" (Montgomery County, MD, n.d., p. 8), a point very relevant to this research.

- **Outreach:** Many residents are not aware they are eligible for federal or state assistance. This results in higher unmet demand for County safety net programs. In determining caseloads and effectiveness of customer service strategies, clients who are active but who did not have a documented encounter with MCDHHS in FY2010 are not counted in numbers of cases managed.

- **Resources:** Limited funding has resulted in staff reductions that coincide with increased demand for services from clients. "Inconsistent internal knowledge about service integration and the team-based case management model" impedes effective and coordinated service delivery (Montgomery County, MD, n.d., p. 10); inconsistent and sometimes contradictory information is disseminated to clients.[95]

- **Policy:** State and federal agencies establish eligibility criteria (e.g., identification and citizen documentation) for assistance programs that limits enrollment.

- **Infrastructure:** Managing large caseloads is hampered by lack of a common database of clients and data standards. Non-interoperable IT systems makes it impossible to understand how many and which clients receive multiple

---

[95] This issue was identified as particularly relevant to the performance measure *Percent of reviewed HHS client cases that demonstrate beneficial impact from received services* although the sample size of cases reviewed was reported to be a "small, non-representative sample."

services (Montgomery County, MD, 2012, p. 5).[96] There is no searchable database of services, programs, and personnel with contact information, which inhibits knowledge of, and connections to, programs, services, and staff. There is also a lack of technology that can track performance on measures that drive program management and performance. Some models (such as Health Information Technologies, or HIT) exacerbate technology silos (Toregas, 2009, September 22, p. 5).

MCDHHS calls out functionally-designed technology as a key strategy in easing the administrative burdens that case workers endure, in outreach in information sharing with the public, in streamlining the application process, in making client and program / service information available in a unified repository to help align eligible applicants with assistance, in data collection to better determine program effectiveness, and in potentially supporting a more cost-effective service delivery infrastructure, thus providing more efficient delivery of assistance at less burden to tax payers.[97] A well-designed technology solution can also expand on MCDHHS' enabling practices, such as improving information sharing with external partners, automatically mapping application information against eligibility criteria, deriving greater decisional and diagnostic value from the QSR and other evaluation tools,

---

[96] Some client information is house in MCDHHS' Client Record System (CRS) database; other information is stored in other internal, and mandatory state or federal databases.

[97] Eubanks (2011) and others report that when aspects of service delivery are automated, other questions presumptions, inequities, and values are likewise automated. They suggest that counties may be well-served to question, when a process is to be automated, the assumptions inherent in the process itself.

The MCDHHS technology modernization effort is scheduled to begin in FY2013. In particular, mobile apps for MCDHHS are included for implementation (Montgomery County, MD, n.d., p. 31).

Assistance Delivery in Montgomery County

Unlike Garrett and Prince George's Counties, Montgomery County specifically bounds low-income as 150%-200% of FLP for the family size.[98] However, the eligibility criteria for the programs under review is established at the state level.

As noted above, case workers work in teams to provide coordinated services for applicants and recipients. To apply for TCA, FSP, and/or Medical Assistance, applicants are required to complete the state master FIA application, available from service offices, any of the three Neighborhood Opportunity Service Centers,[99] and submitted manually, via mail or fax, or on-line via Maryland SAIL. In all cases, a signed application and a face-to-face interview at a service office is required. Applicants who cannot get to a service office are advised to include a note with the application explaining why an office visit is not possible, and include a phone number where the applicant can be reached. As advised by MC311, processing an application may take 45 days; Medicaid applications may take longer to process.[xlv] Applicants are notified by mail of the decision, which could create difficulties for people without a permanent address.

---

[98] This definition appears only in the pop-up definition for "Low Income" in infoMONTGOMERY (http://www.infomontgomery.org) but is not included in information provided by MC311 (page 177) or MCDHHS (page 187).

[99] Of the 18 MCDHHS office buildings, nine are more than three blocks from a Metro subway station and require bus transportation.

Assistance Information Sources

Assistance information is made available through three primary county platforms: MC311 (see page 177), MCDHHS (see page 187), and infoMONTGOMERY (see page 195). To a lesser extent, information is available through the County's Housing Opportunities Commission (HOC) and Department of Transportation for housing and transportation assistance to low-income people, seniors, and people with disabilities. Each carries slightly different information about each program, such as how to apply, required supporting documentation, and contact information, and includes different levels of detail. Each platform is owned by a different administrative party. The MCDHHS site content is managed by MCDHHS, MC311 is managed by the Montgomery County Office of Public Information, and infoMONTGOMERY is managed by the non-profit Montgomery County Collaboration Council for Children, Youth and Families but receives coordination and governance through a steering committee of public-sector and non-profit representatives.

There are some inconsistencies in information delivery and content across the three platforms. For example, when applying for MCHP, the MCDHHS webpage[xlvi] provides a link to the State DHMH site; the user must search for the digital form (see *Forms and Folders*, page 140). However, MC311's analogous page "Maryland Children's Health Program MCHP or Medicaid for families - How to apply" has a direct link to Maryland SAIL. This information is not available through infoMONTGOMERY. That said, while having multiple go-to sources, an applicant may miss important or helpful information simply because s/he does not know to search each of the sites and does not know what she does not know.

None of the assistance pages includes a "Last Updated" date so it is difficult to ascertain how current the information is. Further, the driving statutes are published for MCDHHS' advisory boards[xlvii] and for disability access, none are published for the assistance programs themselves.

MC311

MC311 is deployed as a citizen's first on-line shop for many types of county information, not just for assistance. Managed by the Montgomery County Office of Public Information, MC311 is question-focused (i.e., "How do I…?") rather than designed to deliver information based on its initiating department. A low-bandwidth site (i.e., one that includes simple text, links, and images without animation or more system resource-intensive add-ins), the county can update its content quickly, especially to include emergency information such as weather events, water main breaks, or epidemics (although it is unclear whether MC311 has ever been used in this capacity).

Users can call MC311 Customer Service Representatives at 311 but the out-of-county phone number is listed only on the MC311 home page (Figure 30) and FAQs, not on the detail pages. Telephone and TTY assistance is available Monday through Friday, 7 a.m. to 7 p.m.[xlviii] Mobile access[100] and on-line service request submission is available for some activities.

---

[100] Mobile access to MC311 is not included on MC311's home page or on its Features, Phone Numbers, or FAQs (http://www3.montgomerycountymd.gov/311/AboutMC311.aspx); the detail page for MobileMontgomery must be searched using MC311's search mechanism. Mobile access is categorized as a component of openMontgomery (http://montgomerycountymd.gov/open/index.html), which is listed on the County's home page.
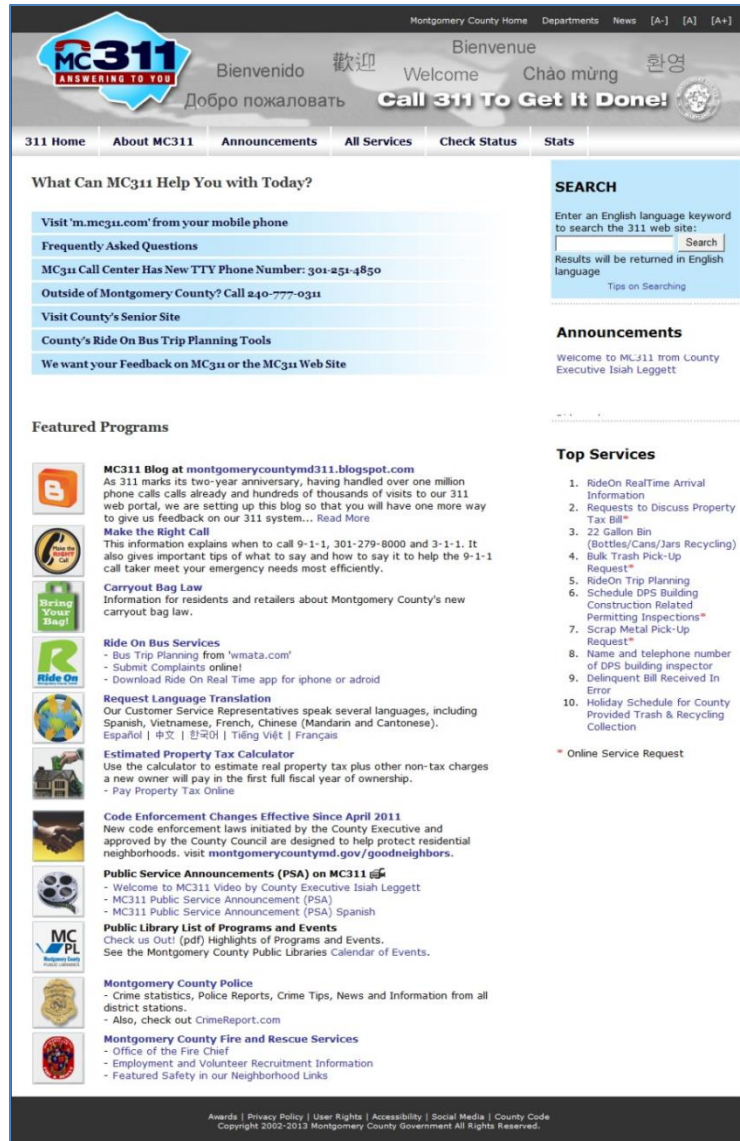
Figure 30: MC311 Home Page

MC311 detail pages (Figure 31) maintain MC311's headers, footers, menu, announcements, and the list of top services. Each detail page identifies the department of responsibility, includes descriptive information, and on occasion, a link to relevant information.[101] Content rarely exceeds one paragraph.

---

[101] For example, the pages Food Stamps Program and How to Apply for Germantown, Rockville, and

Figure 31: MC311 Detail Page

MC311's Privacy and Accessibility policies and User Rights link to the County

website's corresponding policies.[xlix]

TTY is available. However, when submitting service requests on-line, CAPTCHAs

are used which can put some people with visual, aural, cognitive disabilities, or a

combination of impairments, at a disadvantage.

Silver Spring include the link Food Stamp Program Info and Eligibility Guidelines, which links to the Maryland DHR *Food Supplement Program* web page (http://www.dhr.state.md.us/blog/?page_id=5514). From this page, users can follow the link Click here to download the Income Guidelines to open the *Family Investment Programs - Income Guidelines* (http://www.dhr.state.md.us/blog/wp-content/uploads/2012/10/iag.pdf).

MC311 is an English-only site in that there is no integration with an on-line translation application. To translate pages to other languages, the user must manually copy the page's URL to a translation program, such as Google Translate. The *About MC311* page includes links to translate to English, Spanish, Mandarin, Cantonese, Vietnamese, French, and Arabic. These links do not translate the page or the website; they open a translated page that advises that users can call MC311 and use their idiomatic language. FAQs and a palm card are issued in *.pdf* format in the language requested.[102] Alternatively, users can call MC311 and request a translation service to assist with their voice conversations with a Customer Service Representative.

No social media is supported beyond a user posting the site's URLs manually. This is counter to the County's digital strategy to "securely exploit emerging disruptive mobile, social, cloud and information (analytics) technologies" (Montgomery County, MD, 2012, p. 1) even though the "County has adopted the use of social media tools such as Facebook and Twitter" (p. 4) in other capacities. Like translating MC311 pages, to share an MC311 page with a social media application, users must paste the URL manually. The Office of Public Information uses the County's YouTube channel, RSS feeds, blogs (called "The Paperless Airplane"), and the County website to publish its press releases, videos, and reports. It does not monitor or follow Tweets or Facebook posts and thus, does not use those as more mechanisms for engagement with the public.

As reported by the MC311 Customer Service Representative, content is created by the department of responsibility, and is fit into the detail page template. There is no

---

[102] The translated palm cards include information that is inconsistent with the English language information. For example, Customer Service Representatives staff the phones from 7 a.m. to 7 p.m. but the translated information still references the old hours of 7 a.m. to 5 p.m. and include a different TTY number.

formal process to review content for its accuracy, consistency, currency, completeness, or

mechanical errors (e.g., misspellings and punctuation errors). It is not integrated in an

automated way with the information provided through MCDHHS (see page 187). There

is also no content management system or protocol to synchronize content updates. As

reported by MCDHHS and MC311 staff, MCDHHS requests its field offices to review

the MC311 content and submit updates, including frequent questions, to MCDHHS to

remand to the Office of Public Information, but this is not carried out routinely. If content

is received, the MC311 page is updated but information is not reviewed regularly for

accuracy or for responses from county workers.

MC311 allows a user to search or browse for information, create a service request

(e.g., remove downed trees), and check the status of that request (Figure 31).[103] Users can

- Browse *All Services*. This generates a list of the county departments (Figure
  34); clicking on a department displays a list of categorized links to specific
  questions or requests.

- Search for specific information (e.g., "welfare" or "food assistance") (Figure
  32, Figure 33). The search function is limited to content in the MC311
  website,[104] links to announcements (e.g., helpful tips and links to press
  releases), and to the "Top Services" included in MC311's website (although it
  is not clear what qualifies as a "top service"). It requires literal search strings

---

[103] Like the State DHR webpages, MC311 URLs are non-descriptive; they are not easily identifiable if being retrieved through a browser history. This may lead a user to re-search information that has already been searched and retrieved.

[104] This contrasts from searching through the County's general website, which retrieves information from MC311.

and imposes an "AND" logic (i.e., all search items must exist in the detail

page to be retrieved). Different but synonymous search terms (e.g., "welfare"

and "TCA") yield different results.[105]

For detail pages about food, cash, and medical assistance, users browse retrieved

pages. Generally, if information pertains to a particular field office, the detail page

includes only information that pertains to that service and location. As noted, similar

information is sometimes deployed inconsistently in content types and titles. For

example, the MC311 pages *Food Stamps Program and How to Apply* includes links to

zip codes for Rockville and Silver Spring but not Germantown.

Unlike the MCDHHS, assistance offered by non-profits (if the information has been

added to MC311) is retrieved in addition to the assistance information offered by the

County itself. This is consistent with MC311's "How do I…?" "Where do I…?"

approach. For example, similar to the results for a similar search in

infoMONTGOMERY, a search for information about food assistance retrieves entries

from private organizations, such as churches and the Salvation Army (Figure 32).

---

[105] For example, using the search strings "Food Assistance," "Food Stamps," "SNAP," "Supplemental
Nutrition," and "Food Supplement" varied significantly in number of hits, number of relevant hits, and
thus, precision and recall. Similarly, the search strings "Medicaid" and "Medical Assistance" varied, as did
"Welfare," "Temporary Cash Assistance," "TCA," and "Financial Assistance." See the *Search Term
Analysis*, page 280 for precision and recall for each.
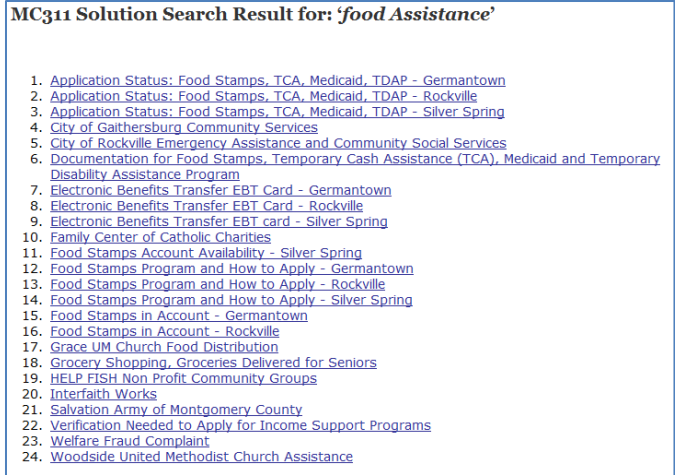
Figure 32: MC311 Search Results for Food Assistance

However, a search for welfare returns results for the broader concept of "welfare" (e.g., child well-being and safety and cash assistance) (Figure 33).

Figure 33: MC311 Search Results for Welfare

Program contact information is included inconsistently on the detail pages (e.g., the pages *Application Status: Food Stamps, TCA, Medicaid, TDAP* for Germantown and Rockville include office telephone and FAX numbers but the same page for Silver Spring includes only a FAX number. Further, equivalent pages may not always be titled equivalently. For example, "Food Stamps in Account" for Rockville, Silver Spring, and Germantown vary in title and content, and could be confusing when someone reviews the list:

- Food Stamps in Account - Rockville

- Food Stamps Account Availability - Silver Spring

- Food Stamps in Account - Germantown

In the cases of information about FSP, TCA, and Medical Assistance, most detail page titles are identified by field office so that applicants can find the office that is closest to them. Some include the telephone number, FAX number, and address for that or all LDSS. TTY numbers are generally not included.

If applicants apply for assistance via Maryland SAIL from MC311, no context (e.g., Medical Assistance, TCA, or FSP) is passed to SAIL; the user must search manually for assistance needed.
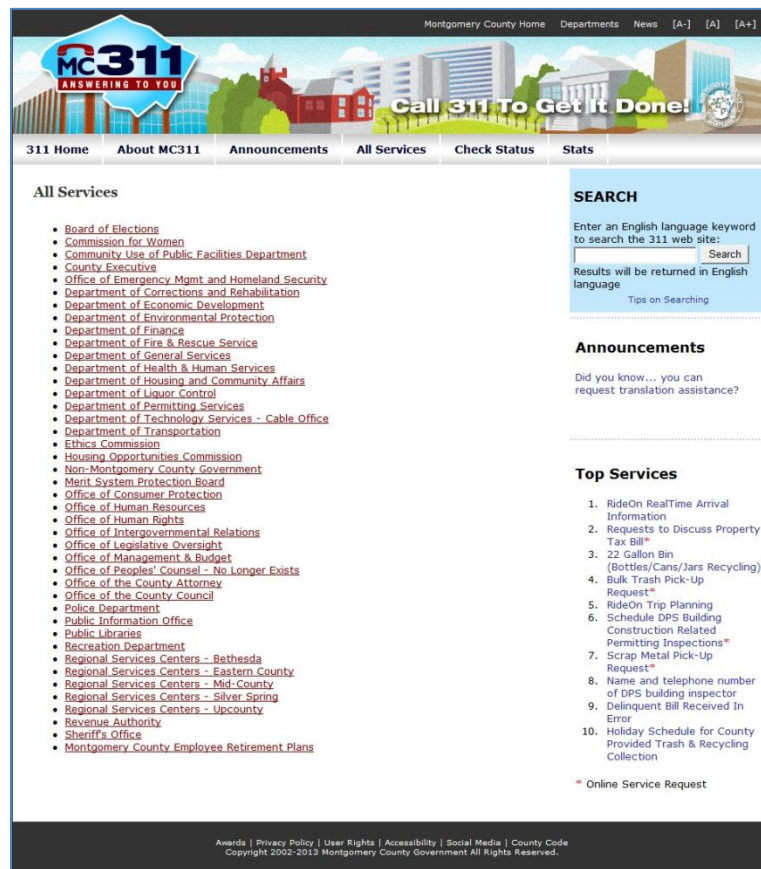
Figure 34: MC311 Services by Departments

In April, 2013, the public submitted 2,161 service requests to MCDHHS[106] via

MC311. The form requests the user's name and e-mail address (required), a contact

phone number, and separate required address fields (which could be challenging for a

homeless person). The form also requests (but does not require) the HHS case number,

case worker, the user's personal information such as social security number, age and date

of birth (which could be used to determine age, making entering the age superfluous and

a possible point of inconsistency), income, and the like (Figure 35). Requesting this

information on the form may be an expedient way to answer a user's request but may be

problematic if the user does not have an e-mail address or is homeless. Further, this may

expose personal information to county workers who are not caseworkers and may not

have a need to know the applicant's personal information. In addition, the required

CAPTCHA may be difficult for people with visual and hearing impairments to use.

---

[106] The only pages that pertain to the programs under review that allow a user to submit a service request are Food Stamps in Account - Rockville, Food Stamps Account Availability - Silver Spring, and Food Stamps in Account - Germantown.

Figure 35: MC311 Submit Service Request

In terms of system support contact information and mechanism, during business

hours, users can call the Customer Service Representative. In lieu of submitting a service

request, the user can click on the *We want your Feedback* [sic] *on MC311 or the MC311*

Web Site. This leaves the MC311 website and opens the *MC311 Experience Portal*

Feedback Survey deployed through Survey Monkey.[1]

MCDHHS

MCDHHS' website design has a "look and feel" that is different from the websites of

other departments, but draws some of its functionality from Montgomery County's

general website (Figure 36). The MCDHHS website cross-references information about

programs by one or more broad category:

- Crisis Services

- Disability Services

- Financial Assistance/ Housing Services

- Health Services

- Infants, Kids & Teen Services

- Senior Services

A particular service may not be listed in the summary, so a user may need to look in

several categories before understanding that assistance information may be found in

several spots.
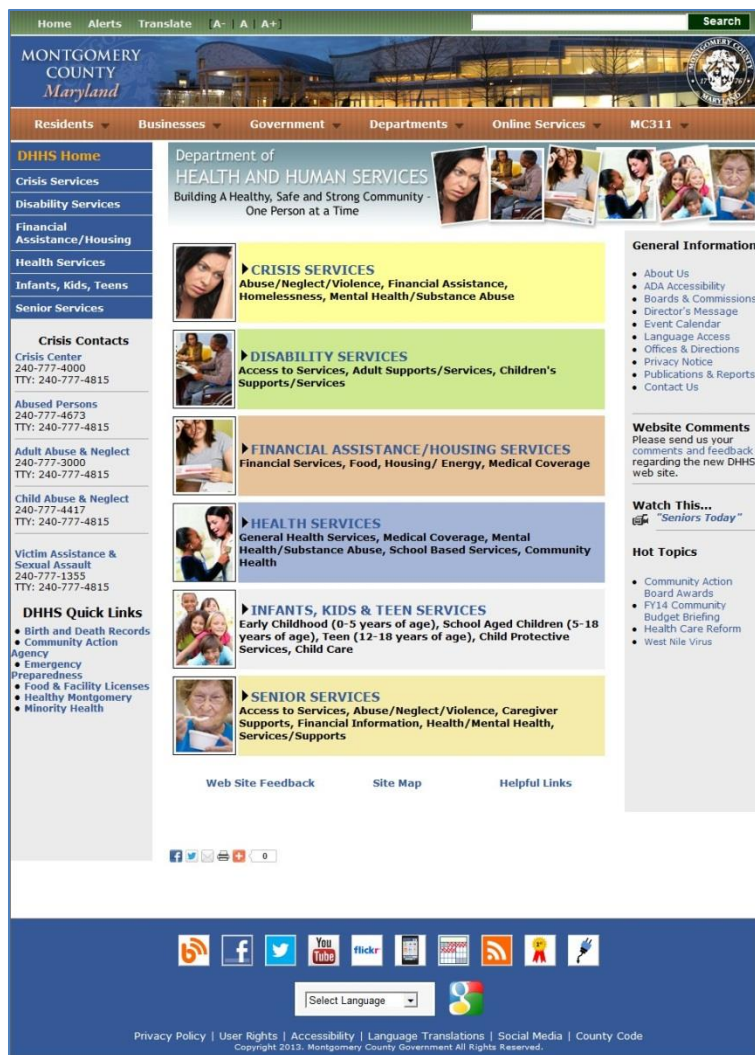
Figure 36: Montgomery County MCDHHS Home Page

The common headers and footers provide some overarching functionality and

information access including

- **Contact information:** A general MCDHHS contact phone, TTY, and e-mail

    address is available through the *Contact Us* page on MCDHHS home page.

    However, e-mail addresses for individual assistance offices and case workers

    are not published on-line. To find a case worker's telephone number or office

    address, users must open the County's *Contact Us* page to access the County

Phone Book (Figure 37), a directory of county personnel. 24-hour telephone

assistance (including TTY) for crisis center, abused persons, or victims

assistance is listed.

Figure 37: Montgomery County Phone Book

- **Language Translation:** The <u>Translate</u> link on the homepage header displays

  a popup message "Translate the website using Google. The Google

  Translation Tool is located in footer of the web page." Clicking on the

  <u>Translate</u> link navigates to the footer. Users must know to click on the

  <u>Language Translation</u> link; the popup message does not note the name of the

  link nor is the link highlighted when navigated to. Some documents (e.g.,

  Privacy Notice, ADA Access) are issued in *.pdf* format in different languages

  either from the website or by request to the respective office of interest. Thus,

  they are not dynamically translatable. Language translation services for

  applicants is available free of charge, during office visits, however.[li]

- **Accessibility:** The Montgomery County website includes telephone and TTY

numbers, and an e-mail address to request that information be issued in alternate formats.[lii] The website also includes an on-line form to request digital information (by individual URL) in alternate forms (Audio, Larger Print, Other, Text File, Voice Callback) and preferred medium (Callback, E-Mail Attachment, FAX, Other, Regular Mail, Text Message). Montgomery County asserts its "commitment to making its programs, services, activities, and facilities accessible to all members of the public, including qualified individuals with disabilities."[liii] The County will, where reasonable, make accommodation and provide access via different materials, etc.[liv] This information, however, differs slightly in content from the ADA Notice[lv] and the Grievance Procedure.[lvi] From MCDHHS, both forms are available in an English-only *.pdf*s.

- **Privacy**: The County posts its general digital privacy policy, including a reference to the overarching statute Maryland Public Information Act ("MPIA").[lvii] The MCDHHS *Notice of Privacy Practices* is posted in *.pdf* format only.[lviii] It is available in Amharic, Chinese, English, French, Korean, Spanish, and Vietnamese.[107] MCDHHS posts a paraphrase of the County privacy policy. There can be some confusion if the County and the Department publish similar information in questioning how they differ and why the county does not simply have one policy.

MCDHHS makes some non-program information available from its site.

---

[107] An earlier version of the MCDHHS website included privacy notices for the languages noted above in HTML, making them dynamically translatable.

For example,

- The mechanism for agency accountability and oversight are published on MCDHHS' *About Us* webpage[lix] includes the department organization chart.[lx]

- In addition to sharing pages by different social media sites, users can e-mail information pages to others via the e-mail capability. A message page appears into which a user can e-mail the link to the current page (Figure 38). The user, however, must complete a CAPTCHA before sending, which may frustrate individuals with visual impairments.
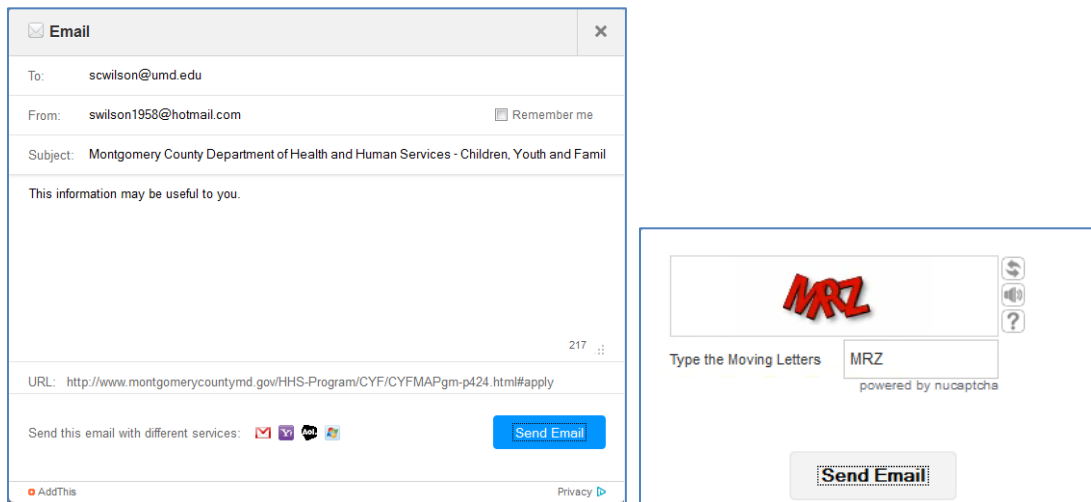
Figure 38: Montgomery County MCDHHS E-mail CAPTCHA

- For system support contact information and mechanism, a link for Website Feedback is included on the MCDHHS home page. This link opens a new message in Outlook, pre-addresses the note to DHHSWEBSITE@montgomerycountymd.gov, and presets the subject to "DHHS Web Site Feedback." No expectation of a time for response is published.

The left, center, and right frames include general assistance-focused categories (iterated in the center with examples), crisis center contacts, links to general county information, feedback mechanism about the MCDHHS website, a current video, and county "hot topics" (although it is not clear what constitutes a "hot topic").
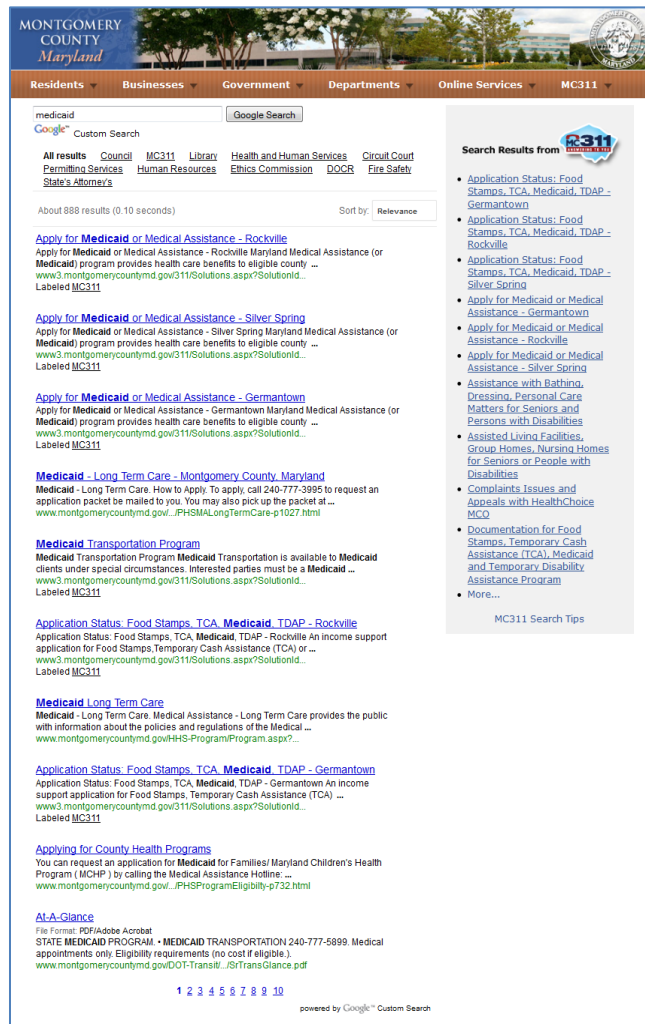
Figure 39: Montgomery County Search Results (example)

Unlike MC311, the MCDHHS website does not include domain-specific search capability. The search mechanism searches the County's entire website and content (including MC311 but not infoMONTGOMERY), and displays a count of all results.

Only 100 search results are made available, however, no matter how many search hits are

reported. The results can be filtered, however, by their sources (Figure 39).[108]

The detail pages for each of the programs and services represented on the MCDHHS

homepage follow a similar layout (Figure 40) with descriptive information, the service

category, target populations, contact telephone number, and locations (including phone

numbers, hours of operation, services provided at the individual offices, a static map

image, and directions via bus, Metro, and car). Much of the descriptive information about

programs is sourced from infoMONTGOMERY (see page 195), a general information

website not managed by Montgomery County.
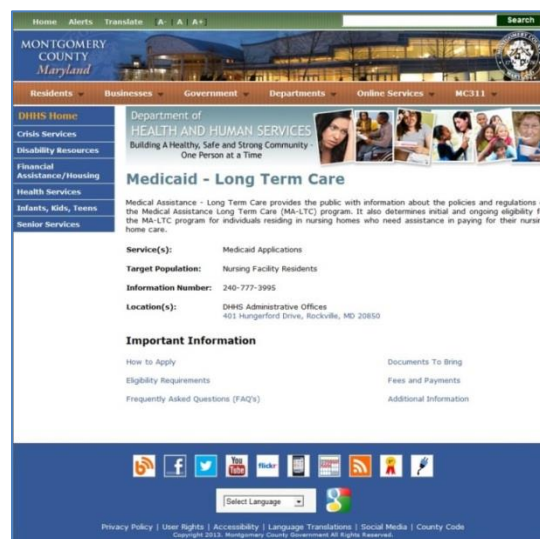
Figure 40: Montgomery County Medical Assistance Detail Page

After a description of the program, the detail page includes standardized links to more

information that is housed on a single, separate page (Figure 41).

---

[108] For the purposes of analysis, the researcher did not filter the search results because more than one domain (e.g., MCDHHS, Transportation, Law Enforcement, etc.) has information that pertains to the programs under review.

Figure 41: Montgomery County Medical Assistance (more information)

Because applicants who apply on-line do so via Maryland SAIL, the information on

How to Apply includes that link. Upon activating the link, the user leaves the MCDHHS

site website but, like MC311, no context (e.g., Medical Assistance, TCA, or FSP) is passed to SAIL; the user must search manually for assistance needed.

Within the on-line information about applying for services, MCDHHS uses a number of terms interchangeably such as "food stamps," "food supplement" and "food supplement program;" "Medicaid," Medical Assistance," and "MA;" but "Temporary Cash Assistance (TCA)" is used in lieu of the historical term "welfare." (See *Assistance Information Sources*, page 176) about the differences in the results of searching from the Montgomery County website and the *Chapter 5* for an interpretation of the results.)

infoMONTGOMERY

infoMONTGOMERY[lxi] is a county-deployed on-line resource of public- and private-sector providers of legal advice, food assistance, day care, medical help, assistance for the uninsured, and other topics for county residents. Users can browse content by targeted population, service type (e.g., Arts, Culture, & Recreation; Community Services & Information; Employment & Financial Assistance, etc.), provider organization, location, and languages. Not all county assistance programs are included (Figure 42).

As noted earlier, it is produced by the non-profit Montgomery County Collaboration Council for Children, Youth and Families; the County does not control its content. But given that some of its content is used as the seed content in the MCDHHS assistance program content, it is unclear which site is considered to be authoritative and where the responsibility for accuracy and comprehensiveness resides.
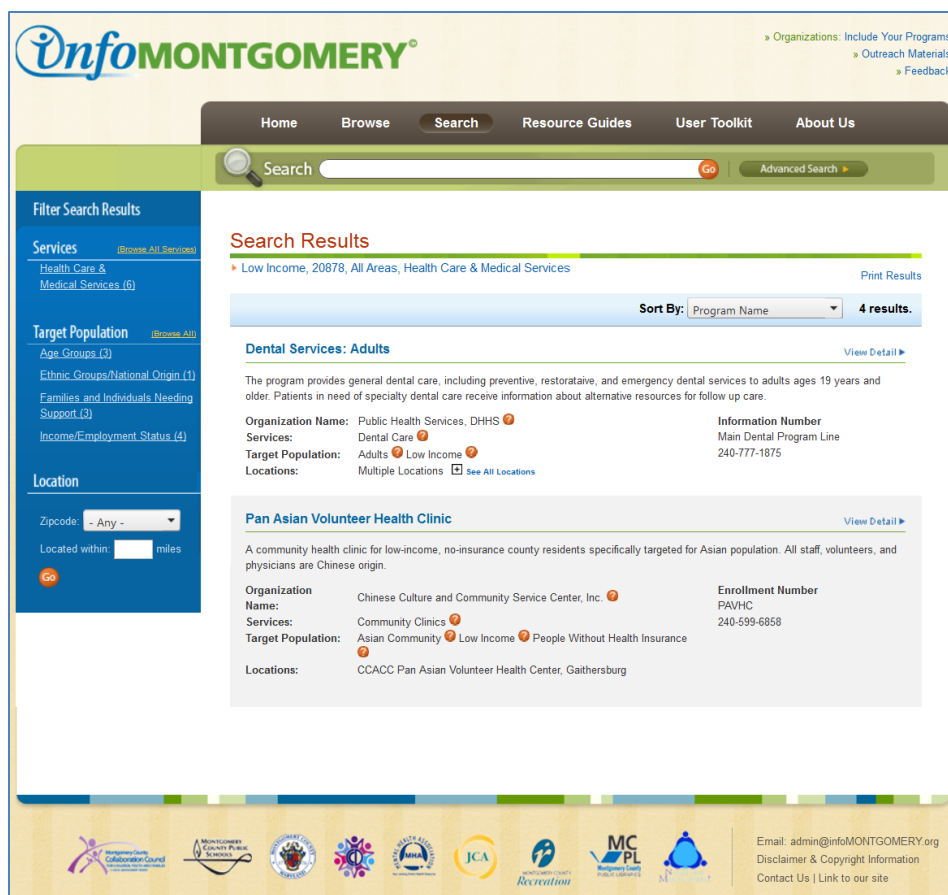
Figure 42: infoMONTGOMERY Result Set

InfoMONTGOMERY pages include static detail, such as office hours, intake and eligibility, languages available, and specific targeted populations (e.g., age, disability, income, occupations, military, etc.) but not links to more immediate information, such as the process to apply. Text searches are supported to search for a specific organization or program name; users use drop-down lists, checkboxes for scoped information such as Target Location or zip code. URLs are non-descriptive and non-specific; URLs for specific entries cannot be bookmarked except through the <u>Save as Bookmark</u> link.

InfoMONTGOMERY, however, does include help capabilities (indicated by the ❓ icon) adjacent to each result field to define terms; neither MC311 nor MCDHHS have a

similar capability. It also includes telephone numbers to MCDHHS and the TTY number for assistance with immediate crises.

Requests for Assistance

Montgomery County's assistance requests between July 2011 and June 2012 are summarized here (State of Maryland, 2012). See the analysis for how these figures compare as percentages of the low-income populations across the counties (Figure 59, Figure 60, Figure 61, and *Appendix G: Assistance Program Applications and Caseloads per County*).

- Medical Assistance (Community Care): Montgomery County averaged 3,357 applications per month. An average of 2,371 applications were approved. The average number of cases under care was 45,448 per month.

- TCA: Montgomery County averaged 524 applications per month. An average of 129 cases were approved, 460 not approved, and 155 cases were closed. Average monthly participation was 881 adults and 2,283 children. The average monthly expenditure was $536,458.

- FSP: Montgomery County averaged 2,337 applications per month. An average of 1,814 applications were approved, and 778 were not approved. Average monthly participation was 60,589 individuals.

Prince George's County

Prince George's County is an urban / suburban constituent of the National Capital Region, and is situated immediately east and south of Washington, DC. In 2011, its population of about 881,138 people (Figure 51) is majority Black at 65.3% (Figure 52) with a median household income of $73,447 (101st of the 3,146 U.S. counties) and a per capita median income of $32,117 (Figure 53). About 85% of its residents completed high school and 29% have at least a bachelor's degree (Figure 54).

Prince George's County has a poverty rate of about 9.4% (239 of the 3,146 U.S. counties) (Table 5) and a disability rate that is lower than the State of Maryland in general (Figure 55). The public sector makes up the majority of employers (employing 29% of employees), particularly represented by the University of Maryland System, military bases, and federal agencies. Private sector employment is most heavily represented in trade and transportation (56,984 employees, or 19.1% of employed persons), business and professional services (38,203 employees, or 12.8 % of employed persons), and education and health services (29,603 employees, or 9.9% of employed persons); local government employs 39,974, or about 13.4% of residents; unemployment averages about 7% (DEBD-Prince George's, 2012). After federal jobs (which employ about 9.2% of the workforce with an average weekly pay of $1,791), information technology jobs employ 1.8% of the county population with average weekly salaries of $1,264.

In terms of language distribution, English is predominant (80.43%), followed by Spanish (10.46%), African languages (2.70%), French (1.18%), Tagalog (0.82%), Chinese (0.54%), and with less representation, French Creole, Vietnamese, Hindi,

Korean, German, Arabic, Italian, Cambodian, Pacific Island languages, Portuguese, Russian, Japanese, Persian, Hebrew, Polish, and Yiddish (MLA, 2010).

Connectedness in Prince George's County

Almost 100% of Prince George's County residents has some form of Internet access (Table 11) either at home or through community anchor institutions. Of the 314,765 households in the County, almost 81% (254,185 households) have in-house Internet access of some form.

The County's information technology strategic plan affirms the Office of Information Technology's (OIT) commitment that "continuing exploitation of technology is a major tool as the County Government responds to the needs of its constituents and the business community" (Prince George's County, MD, 2012b, p. 3). It identifies "Support for Citizen Interaction" as its primary Major Theme,[109] in particular, participation in leveraging the One Maryland Broadband Network (OMBN) to support the Inter County Broadband Network (ICBN)[110] to make Internet access available to its community anchor institutions and households (p. 5). The Strategic Plan identifies the objectives that support specific county Objective Areas identified by the County Executive. Relevant to this research, OIT is obligated to

---

[109] The County's Major Themes are drivers for the County Executive's strategic direction. They include 1) Support for Citizen Interaction, 2) Infrastructure, 3) Enterprise IT Management, and 4) Developing the organization (Prince George's County, MD, 2012b, p. 5).

[110] Within County government agencies, Prince George's County Intergovernmental Network (I-Net) is a framework that supports information sharing and cost savings across government agencies, public facilities, and educational institutions, including those at several County municipalities (174 sites). This saves government and anchor institutions the costs of maintaining their own Internet infrastructures and is designed to alleviate barriers to information and data sharing that are inherent in siloed systems. The physical backbone was completed in 2002 but has been expanded to include fiber-optic and other upgrades through ICBN grants (PGINCCC, 2012). See footnote 86, page 166 for a description of ICBN.

- "Deliver an innovative technology environment that enables OITC to efficiently deliver services and information to the County government and the public" (Process Improvement),

- "Provide technology solutions that improve efficiency and enhance access to government information and services for citizens, businesses, visitors and external stakeholders" (Operational Efficiency/Effectiveness), and

- "Enable and enhance citizen access to government information and services" (Effective Communication (Internal and External)) (p. 7).

Of the three Objective Areas, only Effective Communication (Internal and External) includes specific strategies to deliver information and services on-line to the public.[111] In addition to deploying CountyClick 311 (see page 206), OIT pledges website redesign to address easing the barriers between County information and the public as part of its "E-Government expansion for customers" (p. 15) but no details about what that entails – what is redesigned, design decisions and underlying processes, stakeholders, deployment environments, etc. – are included.

Beyond its website, Prince George's County has taken a conservative approach to expanding information access through different ICT platforms. Mobile access is available in very limited capacities: the County's *Notify Me Prince George's*[lxii] alert notification

---

[111] The Objective Area Operational Efficiency/Effectiveness includes the project CountyStat to deliver county statistics on county vendor contracts, spending, mapping, CountyClick 311 service requests and crime statistics, library and inspection results to the public. These may be interesting to someone applying for assistance (such as assistance for housing in safe neighborhoods or close to a library) but do not include information that is specifically relevant to public assistance, such as the numbers of people who have applied for assistance and the disposition of those requests.

system that delivers emergency information to a user's cellphone via SMS, an e-mail account, or to a pager.

The County has established a social media presence using Twitter, Facebook, YouTube, and Flickr; clicking on the icons in pages' footers (Figure 43) opens a page with links to the different social media pages for some of the County's departments and program, such as Animal Management, CountyStat, Elections, Health Department, etc. (Figure 44). The County does not issue (via e-mail, social media, etc.) alerts or information about DSS-related information.

Figure 43: Prince George's County Social Media Icons

Figure 44: Prince George's County Social Media Sites

Like Montgomery County, Comcast's *Internet Essentials* program offers low-cost

Internet access to eligible county residents.[112] As of 2012, 71,000 (about 57%) of Prince

George's County's children were eligible for reduced meals (HSC, 2012) (Prince

---

[112] See *Connectedness in Montgomery County*, page 163, for a description of the Internet Essentials program.

George's County, MD, 2012a); enrollment in the school lunch program is a key criteria for eligibility.

Prince George's County's Department of Social Services

Prince George's County's Department of Social Services (PGCDSS) brokers delivery of Medical Assistance, FSP, and TCA to its residents. Administratively, it resides under the umbrella of the County's Department of Health and Human Services, which answers to the County's Chief Administrative Officer, according to the County organization chart.[lxiii] Its website is cross-referenced from the County's general homepage under <u>My Government</u> and <u>My Family</u>.

PGCDSS staffs its administrative office in Upper Marlboro and local offices in Landover, Temple Hills, and Hyattsville.[lxiv] That said, little administrative information on PGCDSS is published, such as the number of employees, how the department is structured, how case workers coordinate and manage services and with which external departments, how they interact with clients, and how service delivery is evaluated and managed. However, the approved FY 2014 budget anticipates 132 staff members (Prince George's County, MD, 2013, p. 533). However, the approved FY 2014 budged reduces PGCDSS' funding by $3,408,000 to $14,651, 300 from FY 2013 (an 18.9% decrease) (p. 519).[113] However, due to increased staffing, the particular budget for the FIA increased

---

[113] When the Strategic Plan was published, PGCDSS had about 600 employees and the caseloads have since increased (Prince George's County, MD, 2013, p. 525). Decrease in funding is coincident with the expectation that due to the implementation of the Affordable Care Act (P.L. 111-148), the need for services will increase such as an estimated increase of 20% of vulnerable households that will use integrated services (p. 524). Based on FY 2012 cases, the number of medical assistance cases is projected to increase from 54,753 to 58, 802; FSP assistance cases are also expected to increase from 44,129 to 47,127, but TCA cases are expected to decrease from 3,068 to 2,694 (p. 525) . Workloads per case worker are also expected to rise.

by 67.1% to $12,700,000, even though operating expenditures decreases by 77.6% due to overall decreased funding (p. 539).

Less public-focused information about PGCDSS, such as reports on performance evaluations and strategic plans are available not from the PGCDSS website but through the Maryland DHR; this explains why searching for such information through the County website yields no results. If an applicant or anyone else (such as a social advocate or policy researcher) needed to access these reports, s/he would need to know to search DHR or use a generic search engine to find them.

PGCDSS' most recent strategic plan was published for 2005-2009 (Prince George's County, MD, n.d.). Although the Department's vision statement and guiding principles are now published on the PGCDSS website (Prince George's County, MD, n.d., pp. 5-6), the mission statement has not changed:

> *"To partner with our customers, community and other service providers to stabilize and strengthen families, protect children and vulnerable adults, and encourage self-sufficiency and personal responsibility" (Prince George's County, MD, n.d., p. 5)*

Of particular relevance to this study, the PGDSS Strategic Plan lists many goals, objectives, and strategies to guide service delivery (Prince George's County, MD, n.d., pp. 9-13) but few actually focus on information sharing with applicant clients. To address the goal "Independence, stability, and safety from abuse & [sic] neglect," PGCDSS suggests "[Maximize] use of IT resources to gather and analyze data" to reduce recidivism.[114] None of the goals, objectives, and strategies to guide service delivery include a strategic plan to reach the public or provide more or better information about

---

[114] Like MCDHHS, PGCDSS recognizes the need for "Equity in application of rules and regulations" as an area to address in service delivery.

services to the public in any media, much less digitally.

Assistance Delivery in Prince George's County

Instructions on applying for assistance is found in two locations in the PGCDSS' website:

- Briefly, on the descriptive pages for each program,

- In a more amplified version, on PGCDSS' *Frequently Asked Questions* page,[lxv] available from the *About* and *Resource* menu options. This page informs applicants how to apply via Maryland SAIL, in person at a service office, or through the mail (also suggesting that all mail be sent certified with a signature receipt). It also advises how long applications generally take for processing, and what to do if assistance is needed before assistance is provided, and how to file an appeal or address change.

Like Montgomery and Garrett Counties, an office visit with a case worker is required. While the County publishes vector maps[lxvi] on its website from the Department of Information Technology for Councilmanic Maps, County Golf Courses, County Schools, Crime Mapping, Libraries, Police Stations, Fire Stations, Government Buildings, and Property and Zoning Maps, the icons for Government Buildings do not identify LDSS and no text listing is made available.

Assistance Information Sources

Assistance information is generally made available from the PGCDSS website and through CountyClick 311. The PGCDSS site content is managed by PGCDSS; CountyClick 311 was subcontracted to a third-party solution provider, QScend.[lxvii] The

sites are not integrated so a user would search both sites to find out information about assistance programs. Each carries slightly different information about the programs but both are succinctly written with brief information about the program, eligibility, and the application process.

None of the webpages carry a "Last Updated" date so it is difficult to ascertain how current the information is. Also, it is not clear, either through department reports or plans, or from website content, which County component is responsible for keeping information current. Users can, however report corrections or updates.

Finally, contact information for PGCDSS can be found in two places:

- **The County's *Contact Directory*:**[lxviii] from the County's *About PGC* menu choice, includes the general Social Services telephone number

- **The PGCDSS website:** the *Contact Us* page[lxix] includes contact names and telephone numbers for the different offices.

Physical addresses are available but no e-mail addresses or other methods of contact are included.

CountyClick 311

In delivering on the Strategic Plan, Prince George's County deployed CountyClick 311 in September, 2012 (Office of Community Relations, 2012). It is conceptually similar to MC311 in Montgomery County in that it makes information available on-line and through its call center that is open Monday through Friday, 7:00 a.m. through 7:00 p.m. (Figure 45). No TTY or extra-county numbers are listed, however, and like MC311, users are not explicitly told to dial the numbers 3-1-1; this may be confusing for users who do not know to do so. It is completely independent of the County website, except for

links between the two platforms. No data or visual branding is shared.

As noted above, CountyClick 311 was developed, implemented by the third-party vendor QScend[115] at a start-up cost of $1.5 million in 2012 (Connolly, 2012). It is managed by the Office of Community Relations and is budgeted for $1,923,500 in 2014 (Prince George's County, MD, 2013, p. 66). In its first year, the call center itself handled 184,000 calls; 136,000 service requests were filed on-line (White-Talbert, 2013). The 2014 approved budget forecasts that, after raising the number of Citizen Self Service specialists from 7 in 2012 to 55 in 2014, each specialist will handle 3,915.9 requests per year (Prince George's County, MD, 2013, p. 59).

The CountyClick 311 home page contains links to the County's webpage and Privacy page, but does not address accessibility, or include "How to use CountyClick 311" or "Contact us" types of information (Figure 45). In terms of mobile access, CountyClick 311 deploys free Smartphone mobile applications for iPhone and Android platforms from each CountyClick 311 page. Unlike MC311, however, CountyClick 311 can be translated to French, Spanish,[116] and English via Google Translate that is available from the CountyClick 311 page.

---

[115] QScend specializes in on-line and automated 311and Citizen Self Service solutions.

[116] African languages (e.g. Yoruba and Ibo) are more common primary languages in Prince George's County than French.
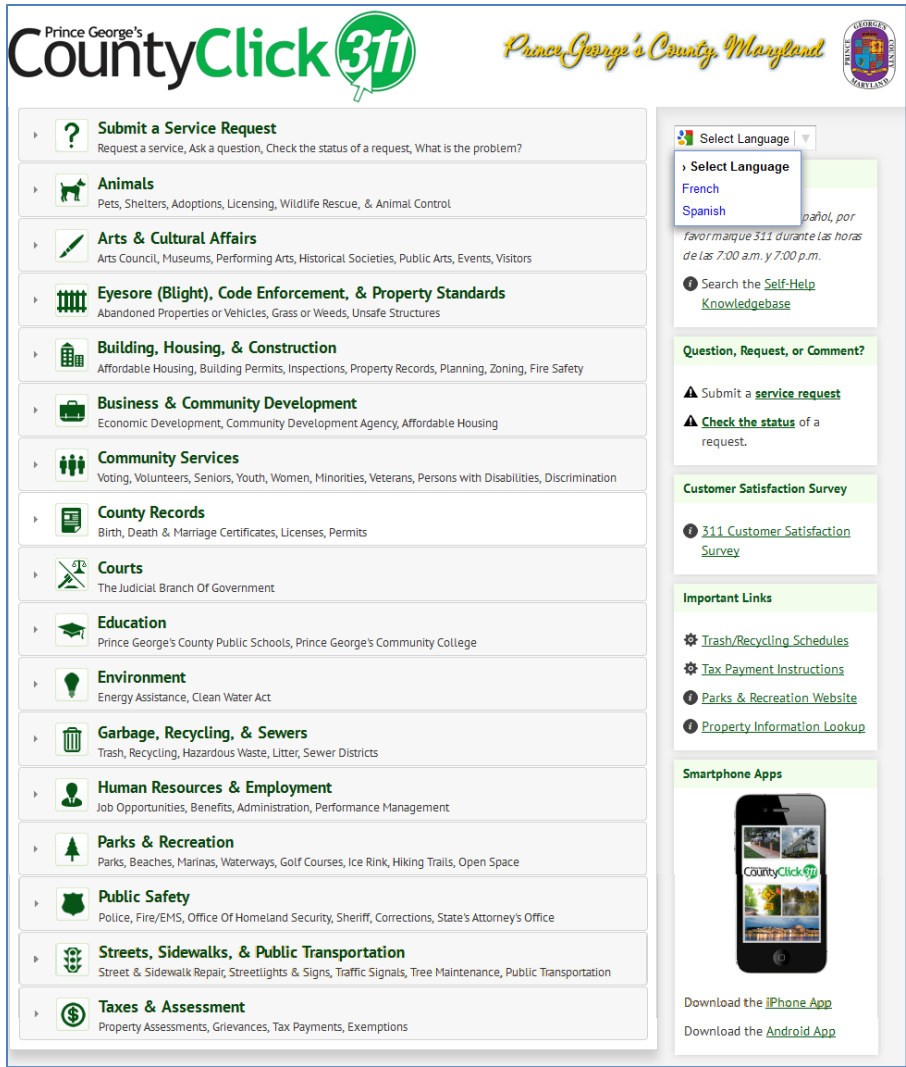
Figure 45: Prince George's County CountyClick 311

From the CountyClick 311home page, users can:

- **Browse categories:** Information about assistance services is found under the category Community Services, which includes links to the PGDSS and Family Investment pages (Figure 46).

- **Submit service requests and check their status:** including service requests that pertain to assistance applications.[117]
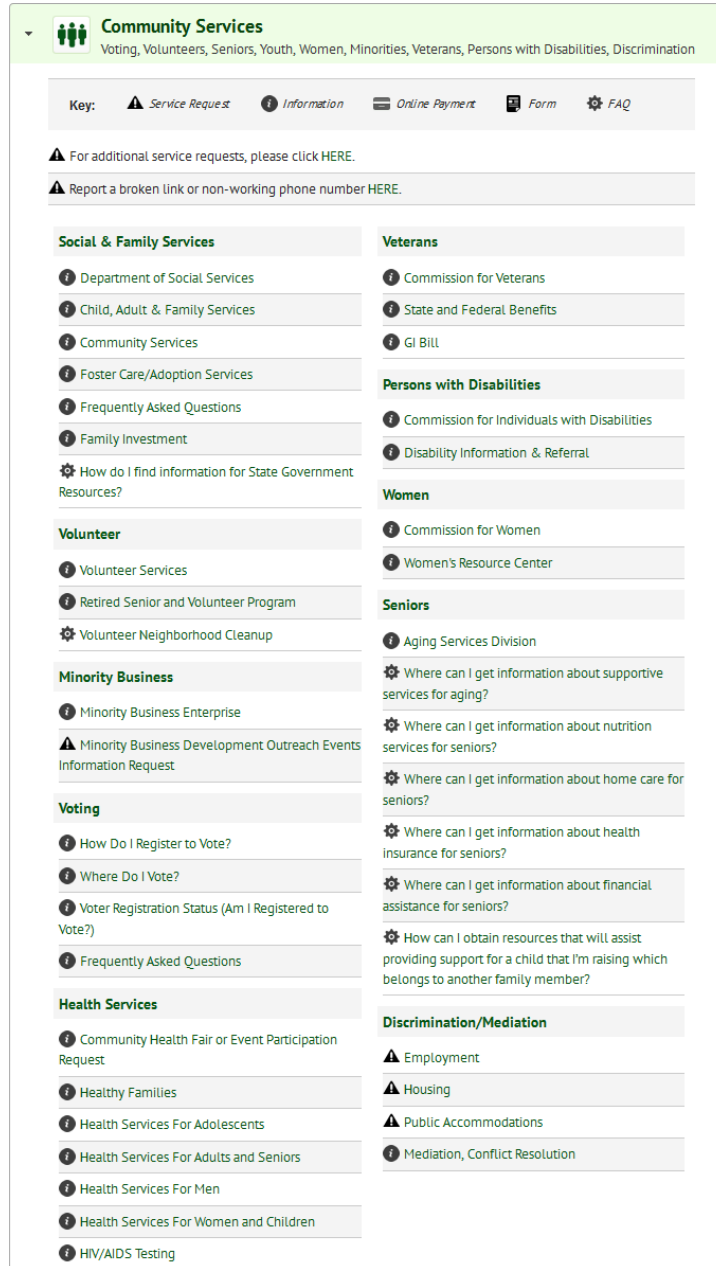
Figure 46: Prince George's County CountyClick 311 Categories

- **Access Important Links:** access such information as trash collection schedules and instructions on tax payment, but it is unclear how these links were determined to be important.

- **Complete a Customer Satisfaction Survey:** a Google document that requires a Google account.

- **Download CountyClick 311 apps:** for iPhone or Android smartphones.

- **Search the Citizen Self-Help Knowledgebase:** From this resource, users can get more specific information (e.g., "welfare" or "food assistance") (see Figure 46, Figure 47, and Figure 48). The search capability does not evaluate bounded search strings (e.g., "medical assistance") and ANDs the elements of the string nor does it search the Prince George's County website; results are those only contained within CountyClick311. It is unclear how pages are tagged or selected for retrieval, since some of the results are a bit afield of the search string.[118] The results are presented as scrolling lists that cannot be sorted, may be arduous for people with visual or neuro-muscular impairments, and must be rendered to print so the user may read the entire knowledge base page (see Figure 47). See the page 292 for more about precision and recall results for CountyClick 311 searches.

---

[118] For example, searching "food supplement program" returned results for How do I become a taxicab driver in Prince George's County?
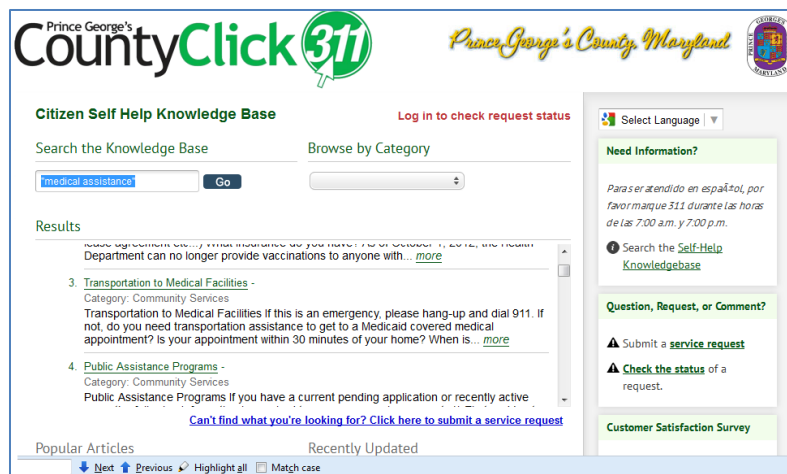
Figure 47: Prince George's County CountyClick 311 Knowledge Base
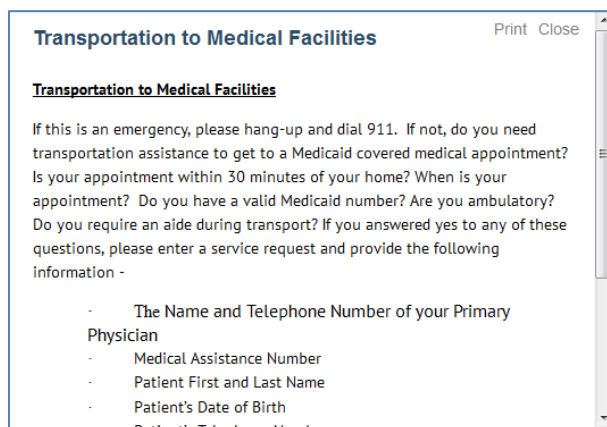
Figure 48: Prince George's County CountyClick 311 Knowledge Base Article

PGCDSS

The PGCDSS website[lxx] deploys information about the social services the County

provides or brokers. The County website generally carries citizen-focused information,

such as forms and directions on how to apply for assistance. It does not, however, make

more internally-focused information available, such as department performance

evaluations or strategic plans available. When searched for from any part of the County website, none of these are returned.[119]

The PGCDSS site draws some of its functionality from the County's general website. The common headers and footers provide some overarching functionality and information access including

- **Links to other County departments, CountyClick 311:** *Notify Me Prince George's*, and the search mechanism.

- **Privacy Policy:** The County posts its general digital privacy policy, and describes the types of information collected (e.g., IP addresses, domain name, user's Internet Service Provider (ISP), date and time of access, web pages accessed, and URL of site visited prior to accessing the County website), under which circumstances it is submitted to the County government, how user information is secured, the prohibition of storing "cookies" or Web Bugs (Web Beacons), and the like. As an HTML page, a user may translate, copy content, bookmark, or use screen readers as needed with more ease than if the information were issued as a *.pdf* (as does Montgomery County).

- **Disability Access (Accessibility):** Pursuant to Title II of the Americans with Disabilities Act, Prince George's County affirms that it "will not discriminate against qualified individuals with disabilities on the basis of disability in the County's services, programs, or activities."[lxxi] The County also posts its grievance procedure.[lxxii] To make information accessible on-line to people

---

[119] They are housed and deployed through the State's DHR website so a user would either need to know to look there or search through a browser without the context of the County.

with visual impairments and unique to this County, Prince George's County

provides a link to the freeware BrowseAloud screen reader. PGCDSS

provides translation through Google Translate inherited from the County

website. While some social media access is supported, none pertains to social

services (see page 199).

All other information conveyed is specific to PGCDSS:

- **Contact information:** A general PGCDSS contact phone and e-mail address
  is available through the "Contact us" page. Rather than an on-line form, e-
  mails are sent via Outlook. However, the Customer Service e-mail address is
  pgcdss@dhr.state.md.us, rather than a princegeorgescounty.gov domain. E-
  mail addresses and TTY numbers for individual assistance offices, programs,
  and case workers are not published on-line; only physical addresses, telephone
  and FAX numbers are published.[lxxiii]

- **Translation:** Users are advised to contact local offices if translation services
  are needed but on-line translation is not provided.

- **News headlines**

- **Top Links:** Links to some of the services available. A link to the Food
  Supplement Program is included, but not for Medical Assistance or
  Temporary Cash Assistance.

No system support information is published through the PGCDSS website.

On the PGCDSS website, information about Medical Assistance, FSP, and TCA is

available in two different places:

- Under *About*. This simple text page seems to take a citizen-focused, problem-solving approach to deploying information on-line. It presents visible links directly to descriptive information about each program, and access to Maryland SAIL and office locations. Because of the immediate visibility, little searching is necessary.

  "We assist our customers through such programs as; [sic] <u>*Temporary Cash Assistance,*</u> <u>*Food Supplement Program,*</u> <u>*Medical Assistance,*</u> <u>*Emergency Assistance,*</u> <u>*Child Care Subsidy Program and Foster Care and Adoption Service*</u>*."*

- Under the administrative category *Family Investment Division* (Figure 49), terminology is consistent with the State's classification of these services (i.e., Family Investment Administration).
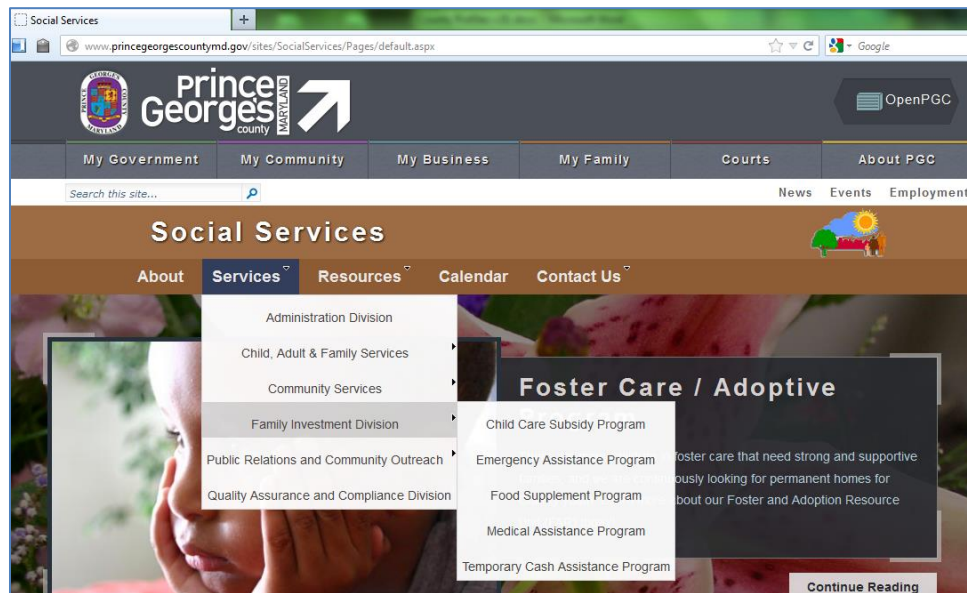
Figure 49: Prince George's County Social Services Home Page

The descriptive pages for each of the programs are similar in layout and content (Figure 50). Each includes high-level information about the program, its target recipients,

eligibility criteria, and links to Maryland SAIL and to the local assistance offices. They do not, however, include links to application forms.
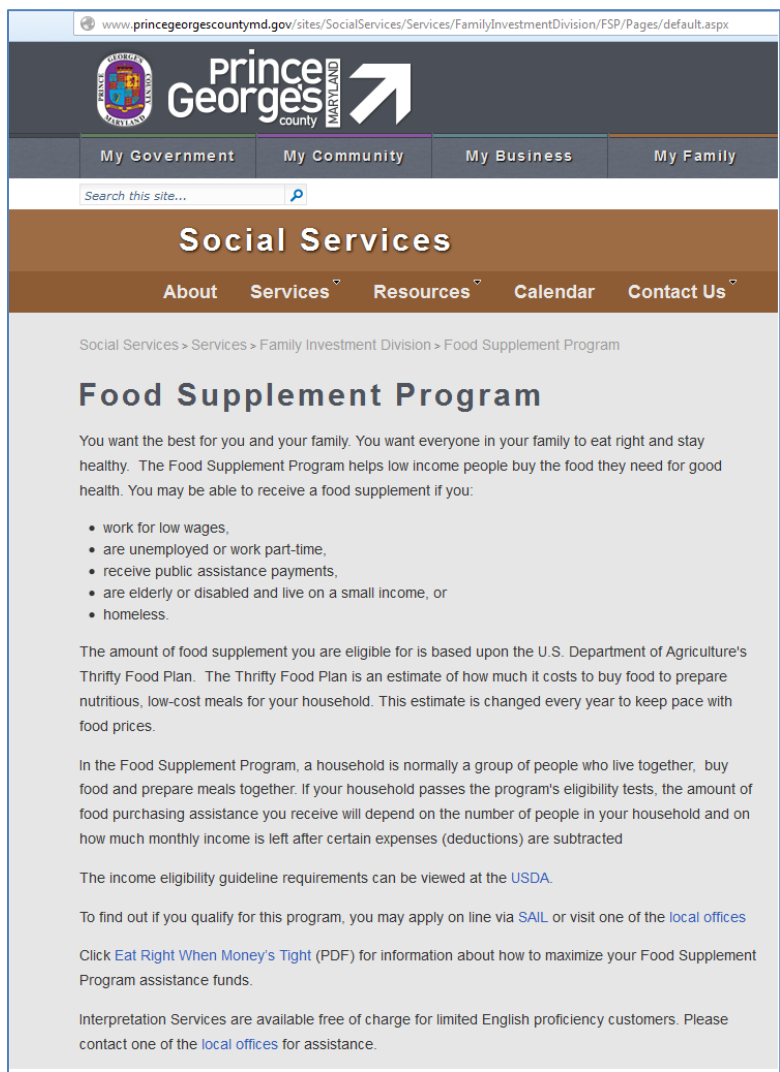
Figure 50: Prince George's County Program Detail Page

A few discrepancies in program identification exist. For example, the website references "Food Assistance" not as a synonym for the FSP but as a service – the Emergency Food Assistance Program.[lxxiv] A user must call the listed phone number or their case worker to receive a list of public pantries and soup kitchens; this list is not posted on-line. However, on the *Food Assistance* page, PGCDSS has included a link

labeled the vernacular "food stamps," which navigates to the Food Supplement Program page (although this page does not inform viewers that the program is the same as food stamps.

Some forms are made available although not through the programs' detail pages. Under *Resources*, the link <u>Online Forms </u>opens a page that makes available forms and reference documentation (including document numbers) to a number of programs. In particular, from this page, the user can directly access Maryland SAIL to apply for assistance. Further, a user can download these State of Maryland *.pdf* files in English or Spanish only. However, as noted in the current document dates in the brackets [], these forms are obsolete and have since been revised to include updated text and allow a user to complete and save the *.pdf* so it could be stored or e-mailed:

- *Your Rights and Responsibilities* (DHR/FIA CARES 9707) (Revised 05/03) [Revised 8/10[lxxv]]

- *Facts You Should Know About Applying for Temporary Cash Assistance, Food Stamps and Medical Assistance* (DHR/FIA CARES 9701A) (Revised 05/03) [consolidated 8/10 with DHR/FIA CARES 9701]

- *Maryland Department of Human Resources Family Investment Administration Application for Assistance* (DHR/FIA CARES 9701) (Revised 05/03) [Revised 8/10[lxxvi]]

- *Request for Hearing* (DHR/FIA 334) (Revised 04/02) [Revised 1-12][lxxvii]

- *Family Investment Division Change Report Form* (DHR/FIA 491) (Revised 12/04)

Requests for Assistance

Prince George's County's assistance requests between July 2011 and June 2012 are summarized here (State of Maryland, 2012). See the analysis for how these figures compare as percentages of the low-income populations across the counties (Figure 59, Figure 60, Figure 61, and *Appendix G: Assistance Program Applications and Caseloads per County*.

- Medical Assistance (Community Care): Prince George's County averaged 3,702 applications per month. An average of 2,994 applications were approved. The average number of cases under care was 54,753 per month.

- TCA: Prince George's County averaged 599 applications per month. An average of 251 cases were approved, 404 not approved, and 367 cases were closed. Average monthly participation was 2,088 adults and 5,660 children. The average monthly expenditure was $1,358,761.[120]

- FSP: Prince George's County averaged 3,933 applications per month. An average of 3,217 applications were approved, and 1,263 were not approved. Average monthly participation was 93,523 individuals.

Comparison Across the Counties

How similar and different are Garrett, Montgomery, and Prince George's in terms of their demographics, economic footprint and base, and digital access penetration? Some side-by-side comparisons can identify some common traits as well as some

---

[120] This is 2.5 times the expenditure amount than Montgomery County and 33 times the amount for Garrett County.

characteristics that can influence how assistance information is delivered. These characteristics are also important to consider because each is a predictor of economic and resource well-being.

Based on Census data (Census, 2011a, 2012, n.d.a., 2012a, 2012), one can readily see a number of key differences by:

- Population size (Figure 51)

- Demographics (Figure 52)

- Income (Figure 53)

- English language proficiency, education (Figure 54) (AECF, n.d.)

- Disability rates (Figure 55) (DisabilityPlanningData.com, n.d.)

- County rankings by income and poverty rates (Table 5)

- Information communications technology availability (ICT) coverage in homes (Table 11) and in community anchor institutions (Table 12) (FCC, n.d.b.)
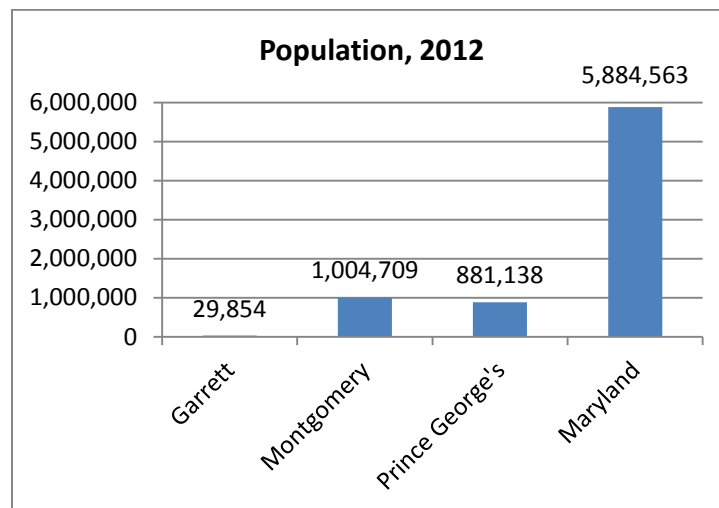
Figure 51: Populations
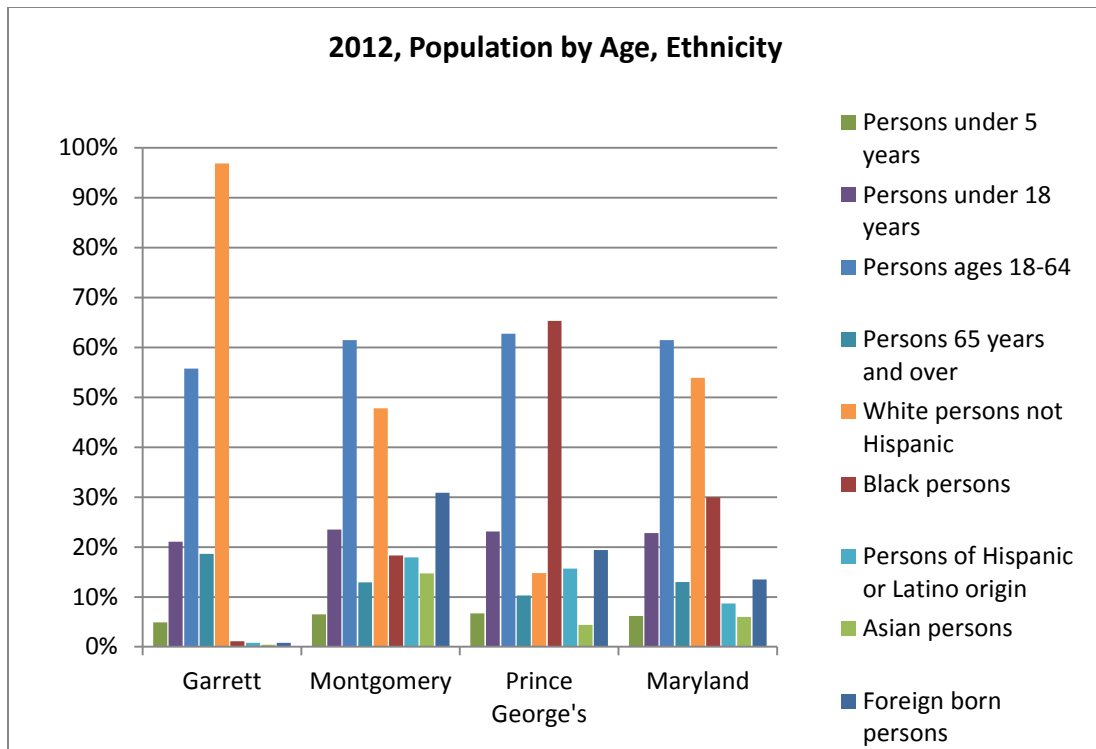
Figure 52: Percentage of Populations by Age, Ethnicity
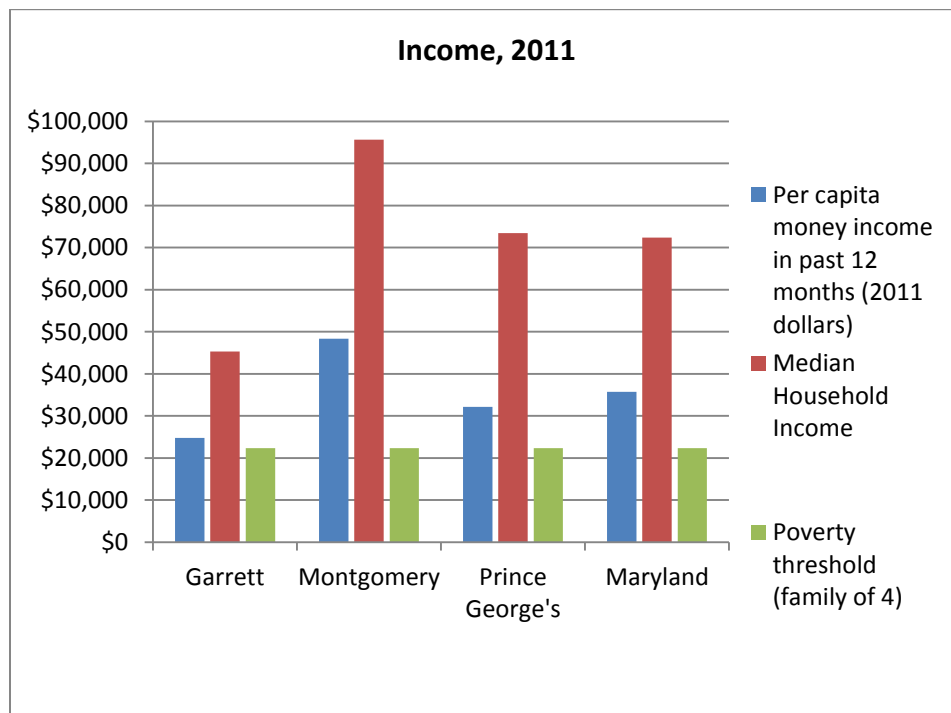
Figure 53: Income
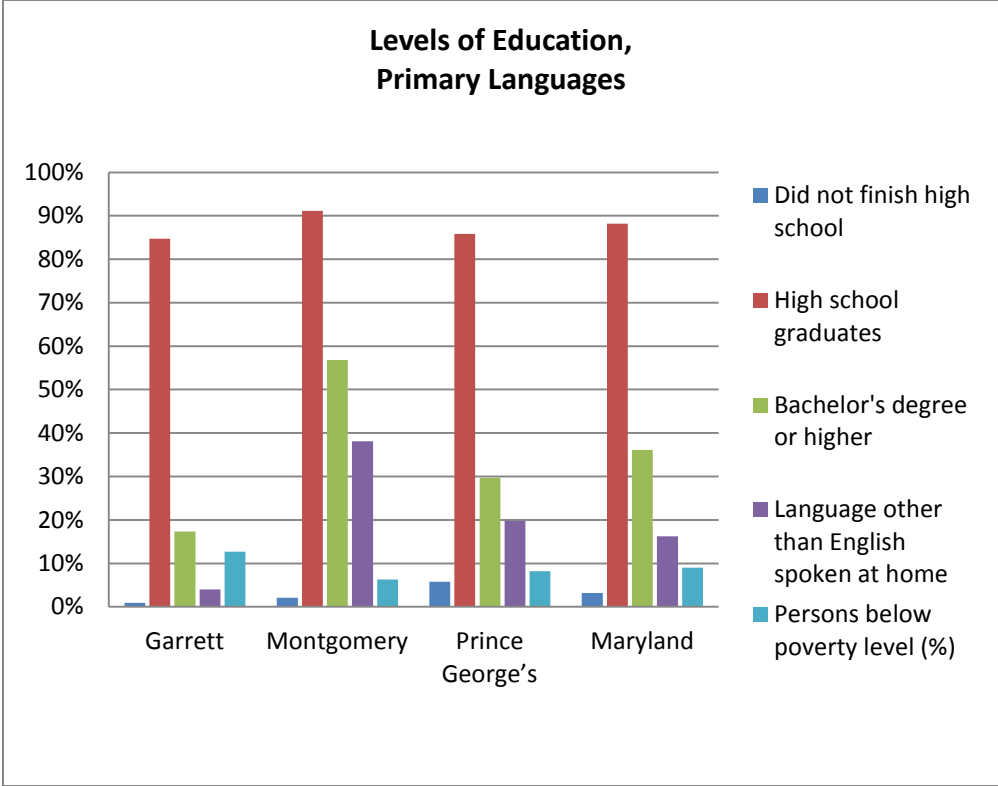
Figure 54: Percentage of Population by Levels of Education, Other Languages Spoken at Home
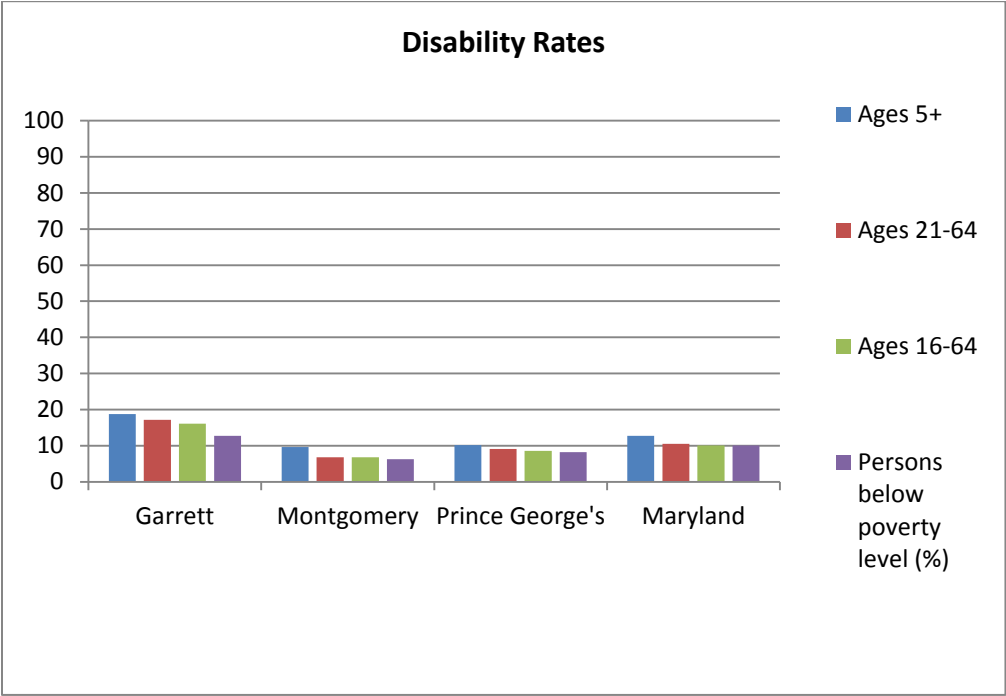
Figure 55: Percentage of Population by Disability Rates

Table 11: ICT Coverage (by percentage of population)

Rank	County	Technology Any Wireless	No. Wireless Providers (>4)	Speed[121] DL>3mbps UL>.7kbps	Technology Any Wireline
1	Baltimore City	100	100.0	100	100.0
2	Howard	100	100.0	100	99.7
3	*Montgomery*	*100*	*100.0*	*100*	*99.9*
4	*Prince George's*	*100*	*99.9*	*99.9*	*99.6*
5	Washington	100	98.5	99.1	92.8
6	Carroll	100	72.8	96.5	97.1
7	Caroline	100	0.0	75.6	82.1
8	Wicomico	99.9	80.0	93.1	93.7
9	Frederick	99.8	87.5	96.7	95.1
10	Harford	99.7	94.9	100	99.3
11	Baltimore County	99.5	98.4	99.6	99.6
12	Charles	99.5	90.7	95.1	94.0
13	Cecil	99.2	93.0	98.3	95.2
14	Allegany	99.1	0.0	85.1	88.3
15	Anne Arundel	96.7	100.0	100.0	99.7
16	Kent	96.6	53.0	86.0	77.5
17	Calvert	96.4	40.1	92.9	94.1
18	Somerset	96	31.5	66.7	71.9
19	Worcester	95.8	96.1	94.5	85.2
20	St. Mary's	95.7	3.0	98.4	99.1
21	*Garrett*	*94.8*	*0.0*	*68.3*	*77.4*
22	Dorchester	94.7	6.8	89.2	90.8
23	Talbot	92.9	24.5	85.7	90.7
24	Queen Anne's	89.7	58.9	90.9	90.0
	Maryland Average	*99.2*	*7.1*	*98.3*	*98.5*
	National Average	*98.7*	*28.8*	*96.7*	*96.3*

---

[121] DL: download; UL: upload; mbps: megabits per second; kbps: kilobits per second. Broadband speed and the numbers of providers correlate to broadband adoption in non-urban areas (Whitacre, Gallardo, & Strover, 2013, p. ii) but not necessarily satisfaction with broadband or "local individual economic development activities" (p. 6).

Table 12: Availability of Broadband in Community Anchor Institutions

Community Anchor Institutions[122]	Garrett			Montgomery			Prince George's			Maryland		
	Y	N	?	Y	N	?	Y	N	?	Y	N	?
Schools, K through 12	14	1	0	202	0	129	208	0	44	1,383	35	504
% CAI, w/ ?			93			61			83			72
% CAI, w/o ?			93			100			100			98
University, College, other post-secondary	4	0	0	5	0	9	13	0	3	50	0	61
% CAI, w/ ?			100			36			81			45
% CAI, w/o ?			100			100			100			100
Libraries	7	1	0	28	0	24	30	0	11	252	0	114
% CAI, w/ ?			88			54			73			69
% CAI, w/o ?			88			100			100			100
Medical/Health care	4	88	0	16	0	5,488	10	0	2,907	111	1	24,918
% CAI, w/ ?			4			0			0			0
% CAI, w/o ?			4			100			100			99
Public Safety	39	9	111	77	0	12	244	0	25	960	30	702
% CAI, w/ ?			25			87			91			57
% CAI, w/o ?			81			100			100			97
Community Centers - Government support	48	18	14	97	0	12	118	4	30	640	76	769
% CAI, w/ ?			60			89			78			43
% CAI, w/o ?			73			100			97			89
Community Centers - Non-Government support	4	0	43	3	0	212	1	0	158	66	8	2,605
% CAI, w/ ?			9			1			1			2
% CAI, w/o ?			100			100			100			89
Totals	120	117	172	428	0	5,889	624	4	3,182	3,462	150	29,676
CAI Coverage (%)			29			7			16			10

---

[122] Responses: Y=yes; N=no; ?=unknown broadband availability
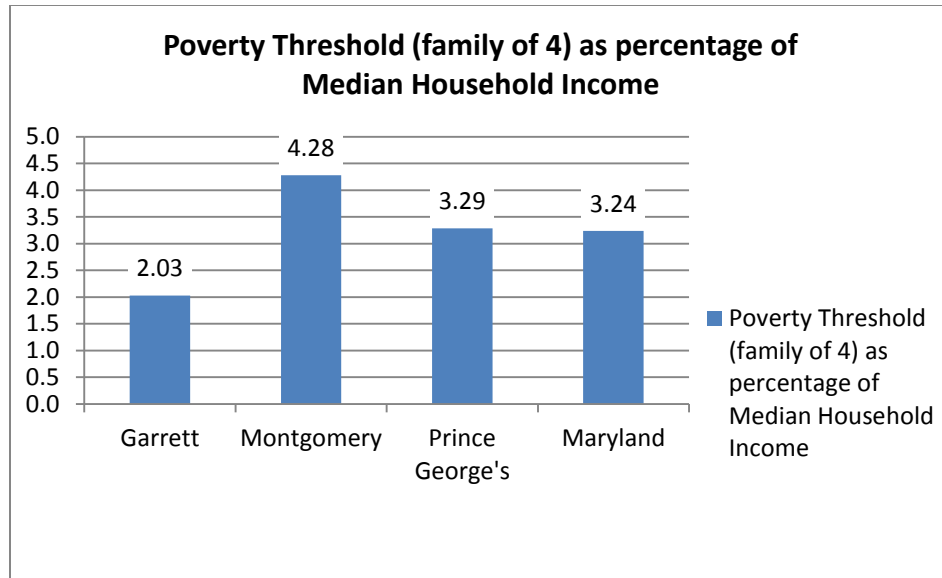
Figure 56: Poverty Threshold Ratio to Median Household Income

Findings from the Comparisons

As is illustrated in the figures and tables above, these counties differ widely in the characteristics noted above. Some key points emerge:

- **The disparity between the highest and lowest figures is at least 50%**. For example, Garrett County is the least populated and least densely populated county in Maryland; Montgomery County is the most populated and after Baltimore County, the most densely populated. Garrett County has about .03% of Montgomery County's population but half the income and twice the poverty rate, twice the percentage of Caucasians, and people with disabilities. There are more than 2.5 times as many African-Americans in Prince Georges' County as in Montgomery, but less than 1% of Garrett County's residents are black. While Garrett County has the highest poverty rate in the counties, it also has the lowest high school dropout rate of the counties. Each of these

points speaks to the differences inherent in each county. In considering income differences, in 2011, the poverty threshold for a family of four was $22,350 (Figure 53). For Garrett County, the median household income was 2.03 time that of the poverty threshold, Montgomery County was 4.28 times, Prince George's County was 3.29 times, and the State was 3.24 times (Figure 56).

- **County median income rank does not always correlate to the same rank for poverty rates** (Table 5). This can occur for many reasons. For example, the number of people at the county higher and lower income boundaries can pull the poverty rates up or down, a condition not factored into the median income representation. The counties under review, however, represent the midpoint of each third of states, regardless of sorting by median income or poverty rate. So while their rankings against each other show some real differences by the different characteristics described, they are not outliers for the state at large, which provides the background for a typical candidate county.

- **Internet access is fairly widely available.** Availability of Internet access influences how an individual approaches e-government. But mandates to offer information and services on-line can only be realistically implemented if coverage exists. The counties differ somewhat in topology, with Garrett County being situated in the Allegheny Mountains, and Montgomery and Prince George's Counties being relatively flat. All three counties have majority wireless coverage; the dead areas in Garrett County coincide with the

mountains' topology (Table 11). Almost all of Montgomery and Prince

George's Counties' CAIs subscribe to broadband, but fewer do in Garrett

County's medical/healthcare, public safety, and government-supported

community centers (Table 12). Thus, given Garrett County's higher poverty

and disability rates, and lower income levels, less Internet access through

public spaces and in the home can impede a resident's ability to access

assistance and information on-line reliably.

- **Not everyone at the FPL applies for assistance.** Figure 57 illustrates the

  percentage of people at the poverty threshold who actually apply for

  assistance in the different Maryland counties (July 2011 through June

  2012).[lxxviii] This figure suggests that not all those at the poverty threshold

  actually apply for assistance. Of particular note:

  - Overall, poor people in Garrett County appear to be less inclined to

    apply for assistance (except for FSP), and application rate is lower

    than the state averages by almost half.

  - A higher percentage of poor residents of Montgomery County apply

    for medical assistance than those in Prince George's County.

  - A third as many Prince George's County poor residents apply for food

    stamps.

  Many factors can account for these disparities, such as availability of and

  proximity to medical clinics, food pantries, or private assistance

  organizations. As Braun and Anderson (2006) suggest, social disposition to

  seek assistance may dissuade people from seeking services, and the

logistical difficulties in making office visits, arranging child care and

transportation, or missing work may also account for some of the disparity

between eligibility and actually applying for assistance.
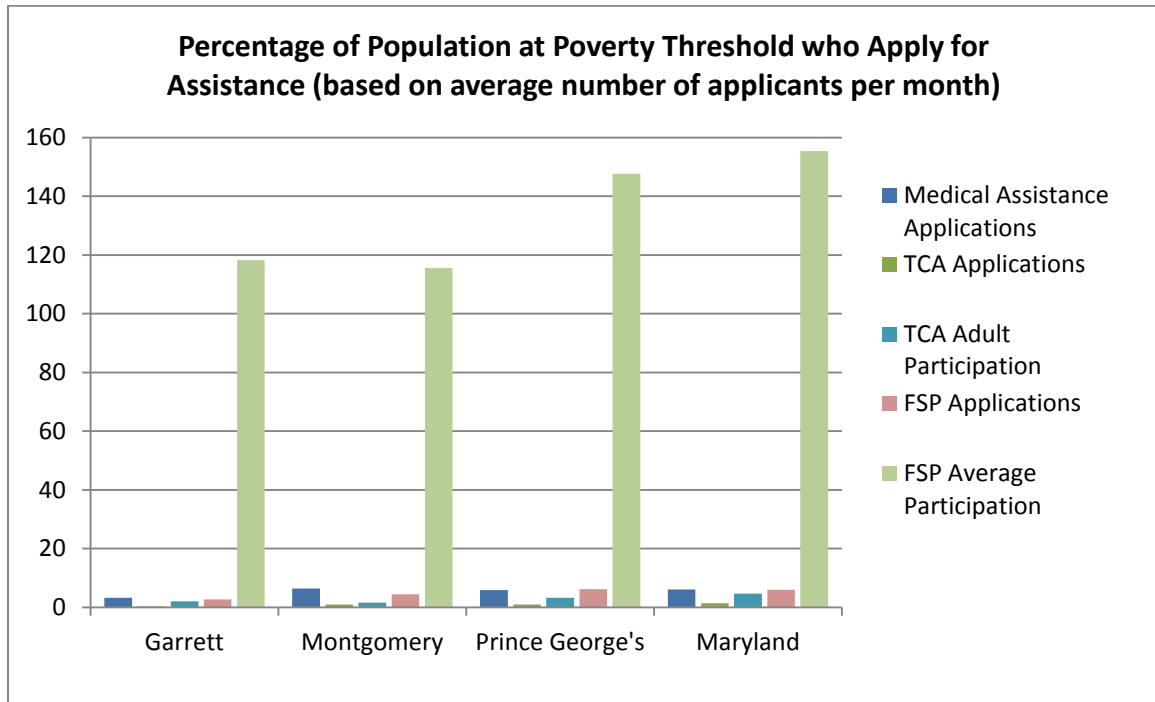
Figure 57: Percentage of Population at the Poverty Threshold Who Apply For Services

In looking at the average monthly recipients of services in terms of the entire county

population and the specific population at the FPL, some interesting trends emerge. These

are important because they suggest that that a county and the state consider the gap

between those who may be eligible to receive assistance and those who actually apply

and receive assistance, and that they consider strategies to address that gap.

- Figure 58 compares poverty rates and monthly participation of people at the

    FPL in Medical Assistance, TCA, and FSP (July 2011 through June 2012); the

    data is included in *Appendix G*. Note that

- The poverty rates and TCA participation track closely except for almost a 9.8% difference in Garrett County. Because eligibility criteria for TCA is not based on income and asset thresholds (as with Medical Assistance and FSP), the State statutory guidelines (including household size, evidence of job searching, and the 60-month limit to receive TCA assistance) influence.

- FSP participation exceeds 100% in some cases due in part to higher eligibility thresholds.

- Medical Assistance participation may be influence, by county, by the number of providers, transportation to providers and care (including availability of public transportation),[123] and as discussed in the literature review and by Eubanks (2011) and (Weill & Vollinger, 2009), simply the hassle of finding the time and resources to apply for assistance.

---

[123] In Garrett County, there is little public transportation so getting to providers, especially in cold, snowy winter conditions, can be difficult unless an emergency occurs.
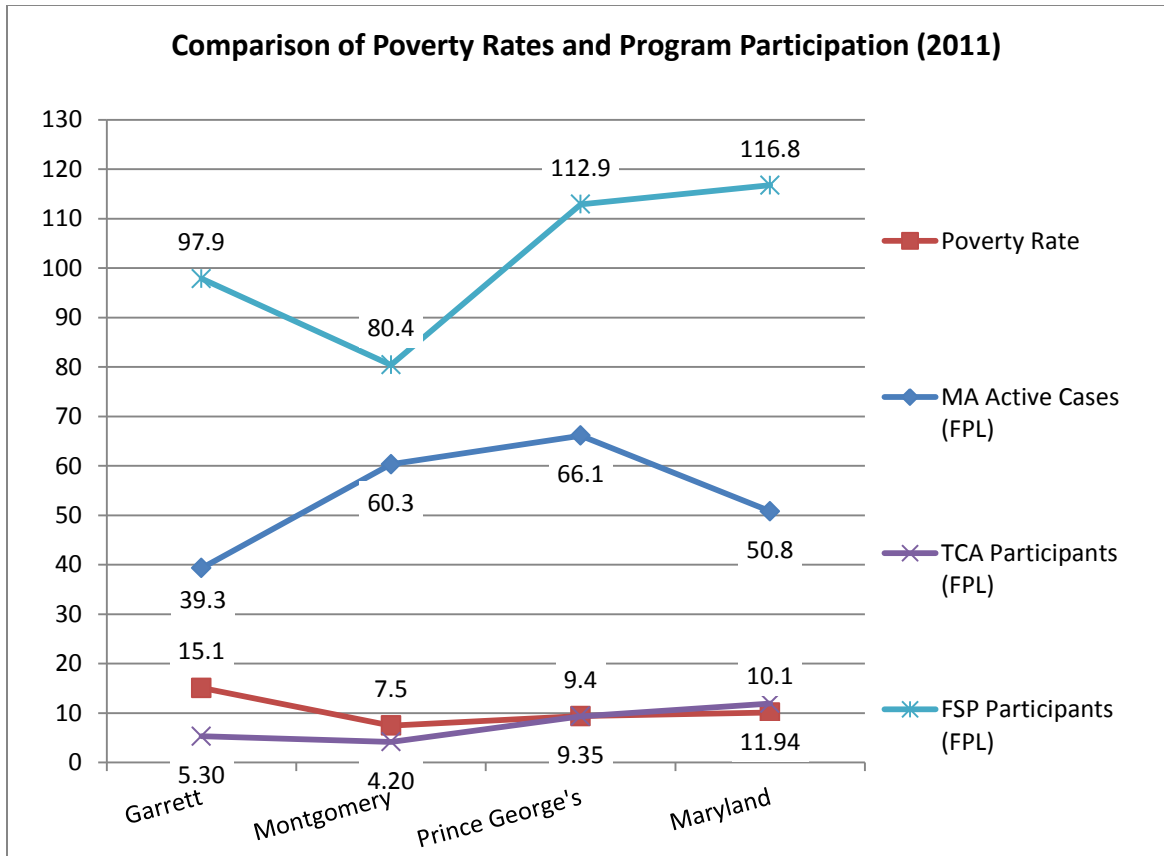
Figure 58: Comparison of Poverty Rates and Program Participation

The following figures decompose these findings by program participation.

- Figure 59 illustrates active participation in the Medical Assistance program (July 2011 through June 2012). Of note, as with the other program, not everyone at the poverty threshold participates in the programs. As a means-tested program, "Medicaid churn" – people moving in and out of eligibility due to periodic increases in income that make a person ineligible – may also explain the rate of participation on an annualized basis.

  – Two-thirds or less of people at the FPL are active Medical Assistance participants. 50.8% of Maryland residents at the FPL are current active Medical Assistance participants

- Montgomery County has the second highest percentage of residents at the FPL who receive Medical Assistance but the lowest percentage of general population. This suggests that access to providers, the number of providers, transportation, and ease of access may be more readily available than in Prince George's or Garrett Counties.

- Even though Garrett County has the highest poverty rate, it has the lowest active participation.

- The difference between the percentage of the population and the percentage of the population at the FPL who are active Medical Assistance recipients correlates to the poverty rate for each county.
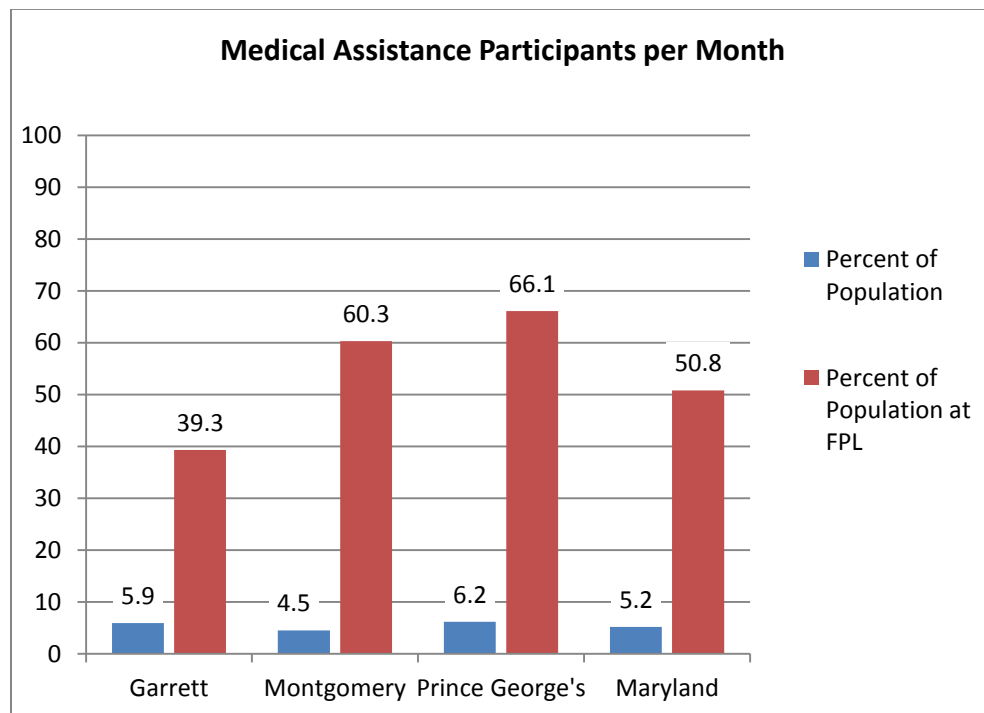
Figure 59: Medical Assistance Participants, Percentage of General Population, Population at FPL

- Figure 60 illustrates active participation in the TCA program. Of note:

    – Participation is a fairly low percentage of the people at the FPL. Several reasons can explain this, including the 60-month time limit to participation, intermittent cycles of participation and non-participation (often referred to as cycles of poverty), and assistance from multiple sources. As noted in the *Literature Review*, reluctance to participate may be due to the chore of transportation, arranging child care, inconvenience of office hours or locations, and stigma. None of the counties or the state track who, of potentially eligible residents, does *not* participate or why.

TCA Participants per Month
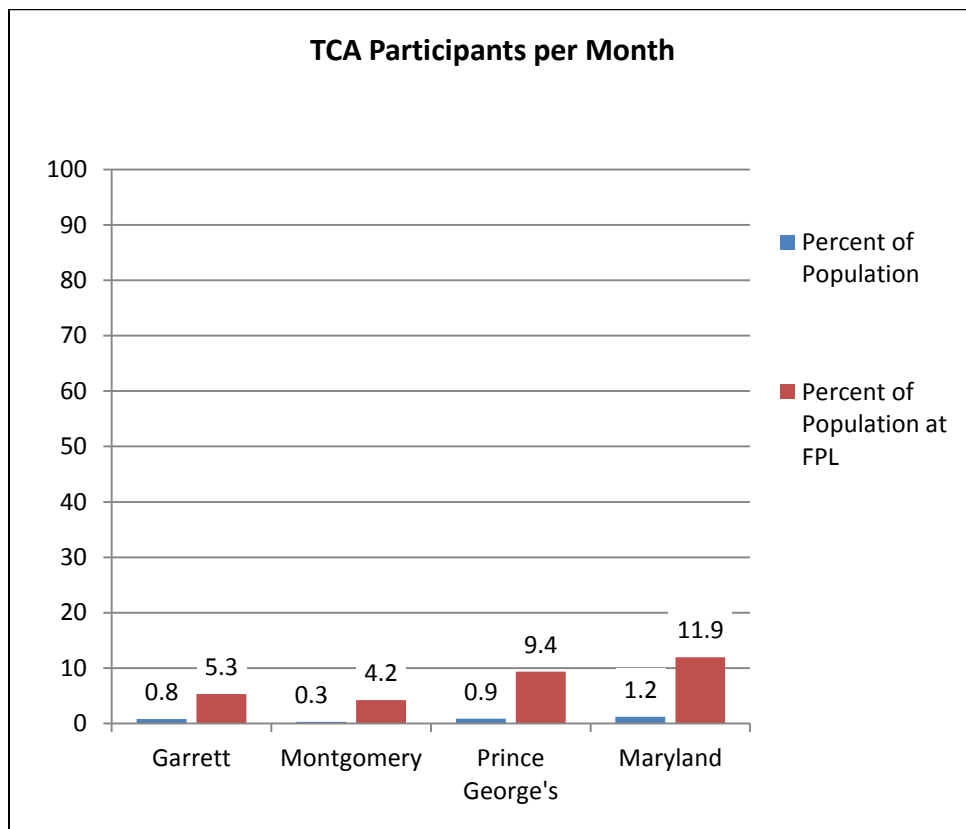
Figure 60: TCA Participants, Percentage of General Population, Population at FPL

- Figure 61 illustrates active participation in the FSP program. Of note:

  - Participation is very high. FSP has a higher eligibility threshold and through the use of EBTs, participation is safer, easier, and de-stigmatized.

  - FSP participation exceeds 100% in some cases due in part to higher eligibility thresholds (130% of the FPL).
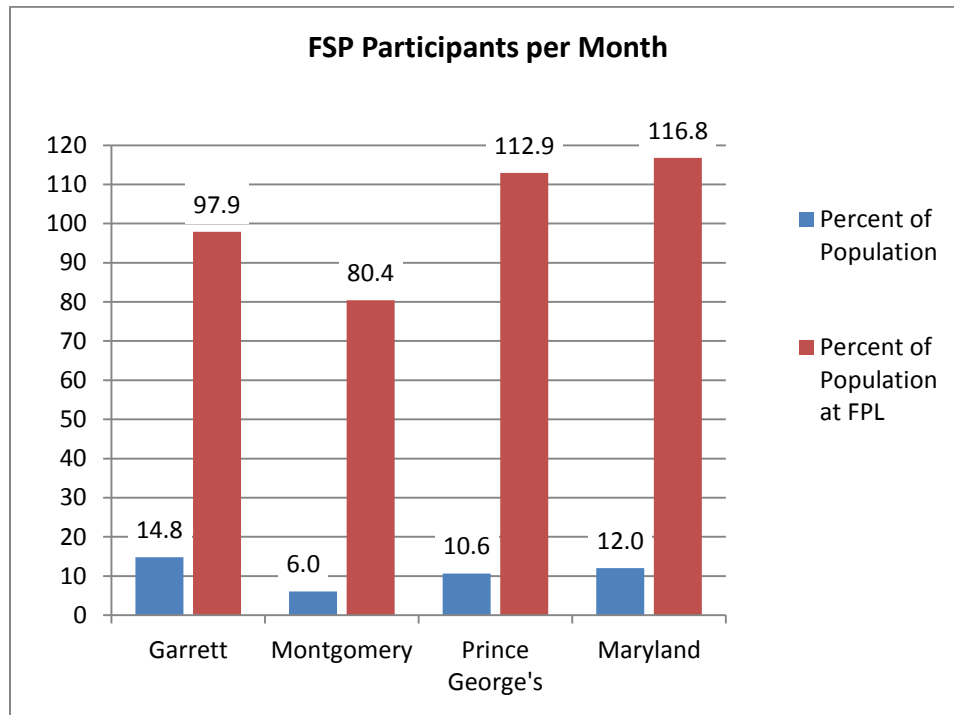
Figure 61: FSP Participants, Percentage of General Population, Population at FPL

The figures presented here suggest that there may be a disconnect between the numbers of potentially eligible assistance recipients and services and information available on-line. The comparison across the counties and the State suggest high levels of Internet access and use (which suggest technical literacy). Consistent with (Wei, 2012) and others (discussed in the *Literature Review*) that multiple modes of communication may incline people towards technology use, multiple channels of access may reach more

low-income people who may seek and receive the benefits and assistance to which they are entitled.

Chapter 5 will identify and explore the themes and trends that emerge when analyzing the findings across the counties and the State, and what those may suggest for the role of using technology to get out the word to low-income people.

Chapter 5. Analysis

As captured in the state and county profiles, each jurisdiction differs in demographics, poverty rates, Internet penetration, and the need for services. Each is just as unique in how it approaches service delivery. This chapter discusses the characteristics that were identified in reviewing county websites for information about the assistance programs and the counties' published documentation (e.g., strategic plans, budget information, etc.).

One difficulty in inventorying digital information for its presence, content, and availability is the fluid nature of websites. The websites inventoried for this study were reviewed initially in April, 2013 and again during the following August. Several changes were observed, such as default subjects in e-mails generated through county websites or documents that had been issued in HTML were converted to *.pdf* files. Thus, the researcher performed the website inventories in August, 2013, and researched and analyzed on-line dynamic data sources from June to September, 2013 to mitigate this fluidity and work from a relatively stable information baseline.

This chapter includes two types of analysis. First, it compares the state and counties, and their different information platforms discussed in *Chapter 4*. In particular, against the backdrop of FSP, TCA, and Medical Assistance, it focuses on the findings about each county and the state in terms of

- The types of information delivered on-line
- How it delivers assistance information, including the communications technologies and platforms involved (pages 245 through 251)

- How information deployment aligns with the counties' predominate languages, whether the information is accessible to people with disabilities, and how the counties publish accessibility guidelines (page 254)

- What types of contact information, on-line system assistance, and customer feedback mechanisms are in place (page 256)

- How the counties and state make applications for assistance available, and whether they publish instructions to apply and eligibility criteria (page 259)

- Levels and mechanisms for Internet access and connectivity (page 263)

- How guidelines for privacy protection, applicants' rights, and appeal procedures are published (page 265)

- Alignment between the overarching policy framework that is comprised of statutes and strategic plans, and the counties' digital communications landscape in general and assistance information through DSS in particular (page 268)

- Alignment between the findings and the research findings identified in the literature (page 271)

Second, the researcher analyzed the primary search terms for the programs under review to determine and compare precision and recall rates. This speaks to the ease at which the public can find information about the programs, and speaks to State policy on making information easy to find and use. See *Search Term Analysis*, page 281 for an explanation of how precision and recall were figured.

While there are many ways the findings can be discussed, the analyses focus on the characteristics that either enable or separate low-income people from assistance

information within each county's digital environment. At the end of this section, the researcher discusses common traits and trends captured through memoing the analysis as it evolved through constant comparison and re-factoring. These observations are critical for determining next steps for research and suggested solutions.

The Analysis Process

The researcher's goal was to identify the types of information about FSP, TCA, and Medical Assistance is deployed by the jurisdictions, through which platforms and media it is deployed, and any alignment between the jurisdictions' policy frameworks and the items themselves. This focus provided an initial boundary in how the researcher used grounded theory techniques to identify and code the information concepts found by specifically looking for these programs. However, because those programs served as a backdrop, the researcher found that their focus was not as necessary as the identified concepts, when categorized and compared with each other, created a substantial pool of data from which to draw out comparisons and conclusions across the counties and with the state.

The researcher performed two types of analysis:

- Identifying and analyzing the data items for common characteristics and practices across the counties and alignment between state mandates and implementation, and

- Determining precision and recall of search terms.

While these are introduced in *Chapter 3: Research Method*, the researcher will discuss how the data was identified, processed, validated, and analyzed here.

Identifying and Analyzing Data Items

Generating the Data

To generate the data for the analysis, the researcher used grounded theory

mechanisms (described in *Methods*, page 95) to parse the state overview and county

documents captured in inventory (i.e., statutes, strategic plans, policy documentation, and

website inventory findings) (see *Developing the Inventory*, page 98). To do so, she

visually searched using keywords each for all references to the programs, automation, e-

government, digital service deployment, citizen focus, digital initiatives, the Internet, and

the like. In doing so, she could identify the types of information and services about the

assistance programs that are made available digitally, the platforms from which

information is found, and the mechanisms by which the information and service

information is deployed. Each item found became an element of data.

Categorizing the Data

Through seven (7) iterations, the researcher coded the items with the descriptors that

became more and more refined. The descriptors for each category are included in

Appendix A. These descriptors are used to conceptualize items.

The codes were then grouped into categories that represent the collection of concepts,

a higher order of abstraction. As illustrated in *Appendix B*, each item can have more than

one descriptor per category (for example, an item can be described as both Information

and Instruction if its content is both descriptive and prescriptive).

The categories include:

Item: The unique data

Jurisdiction: The state or county entity

Item Class: The classification of characteristics that categorize the item

Platform: The platform from which the information or service is deployed

Item Delivery Medium: The infrastructure where the item was found

Focus: The descriptors that characterize the item

Service Delivery Medium: The infrastructure from which the item is deployed

Program: The assistance program to which the item pertains

The categories helped the researcher sort and analyze the data to identify their relationships. For example, if an item is classified with the Service Delivery descriptor "Form (static)" and the Focus descriptor "Apply for Services," the researcher can immediately determine which items involve applying for assistance using a static form. This would be worth considering due to issues with version control of *.pdf* files and their limitations in accessibility and language translation; these factors are barriers to reaching the public, especially since disability and non-English proficiency are indicators of low-income likelihood.

Inter-coder Reliability

Once the researcher had completed coding and categorizing the data items, she enlisted the help of a fellow doctoral student to review of the data items and their coding. This student, a researcher at the World Bank, has researched and published domestically and internationally on issues of electronic government, smart cities, and has collaborated in the past with the researcher on open government research. She sent the spreadsheet of the data items to him with the categories and codes. He returned the spreadsheet with

changes tracked. The researcher used percent agreement as the method to gauge appropriateness of the coding and categorization of each of the 244 data items. Other inter-coder reliability methods are commonly used in qualitative studies but those measure more abstract alignment among and across the data, such as likelihood of a behavior, trends, and intensity of response.

In this study, the researcher looked for whether a data item met some aspect of the policy component and what characteristics the data items had in common. These are more binary to analyze, e.g., whether the county make applications available via mobile applications, or whether information about the programs is available online and is so, in which formats and languages. This removed much of the subjectivity in interpreting the documents. The response is generally "yes/no" rather than more nuanced or open to interpretation. The study is more interested in grouping items by their characteristics, and their frequency and context (the platform or jurisdiction involved) wherein those characteristics occur. Thus, the independent review essentially assessed whether the researcher properly coded the items; that is, "got it right."

Upon receiving the results from her colleague, the researcher compared the document sent with her final coding; differences are identified through tracked changes (see *Appendix B: Item Inventory Analysis with Descriptors, Percent Agreement*). She determined percent agreement for the categories **Platform**, **Item Class**, **Focus**, and **Service Delivery** because these are the categories by which the data items were compared across counties and platforms and against the policy framework.

To figure the percent agreement, the researcher divided the total number of codes for each category by the number changed. See Table 13 for the results.

Table 13: Percent Agreement

	Platform	Item Class	Focus	Service Delivery
# Differences	4	8	33	20
Total Items	257	332	373	289
% Agreement	0.98	0.98	0.92	0.94

Each category exceeded 90 percent, an indicator of high reliability in the

classification and the descriptors (Lombard, Snyder-Duch, & Bracken, 2004, p. 3). As

noted above, there are a number of ways these items could be classified, the researcher

focused on the descriptors that characterize digital service delivery. Certainly, many other

classifications are important but of particular focus are the characteristics that bring

applicants and information together and those that separate applicants from the

information they need to apply for assistance.

The Traceability Matrix

The researcher assigned an identifier code to each item using a prefix that denotes the

item's jurisdiction identifier

> *G=Garrett County*   *M=Montgomery County*
> *P=Prince George's County*   *S=State*

and uniquely numbered each. As noted earlier, this method is commonly used in

software requirements analysis. For example, an item that involves language support as a

Focus descriptor may also involve applying for services through Maryland SAIL or a

downloaded form. That item code would be listed in the traceability matrix under the

Focus descriptors Language Support, Apply for Services and the **Service Delivery**

Mechanism descriptor Maryland SAIL. With this completed, the researcher was able to

build a traceability matrix (see *Appendix C*) in a separate Excel spreadsheet. By using a

formula that identified the data items based their unique identifier code, she could

determine which items involve or include the different characteristics, platforms, service

delivery media, assistance program, and policy mandate so she could identify how the

counties addressed different descriptors in implementation and draw comparisons across

the counties and state. This gives light to an early understanding of how digital media is

used to seek information and deliver services so that, with more research, it can be

correlated to the jurisdictions' Internet penetration levels and applicants' information

seeking needs. Finally, this method helped the researcher remove duplicate items.

Precision and Recall

The researcher determined the precision and recall rates based on key word that

describe the programs themselves to begin to understand how counties consider what

information to make available. This supports the research questions in assessing what

information is made available in that, if the information cannot be found or found with

great difficulty, its likelihood of being used is diminished. The researcher followed this

process to determine the recall and precision rates for the different search terms. See

section *Search Term Analysis*, page 280, for an analysis of the results.

Data Collection for Search Terms

To analyze the results of the explicit terms for the programs under review, the

researcher searched within each county's general and DSS websites for the specific terms

since the focus of this research is to understand the assistance and application information

that a county makes available digitally. The researcher performed these searches using

Google Chrome, Internet Explorer version 8, and Mozilla Firefox, version 9 to determine

whether different browsers yielded different results; the results were consistent across browsers.

The researcher used these search terms:

Medicaid	"Food Assistance"
"Medical Assistance"	Welfare
FSP	"Cash Assistance"
"Food Supplement Program"	TCA
"Food Supplement"	"Temporary Cash Assistance"
"Food Stamps"	

The researcher searched the terms (using specific AND strings, such as "Food Supplement" as opposed to Food Supplement, which should retrieve all occurrences of "food" and "supplement") and sorted the result set for each alphabetically. This allowed the researcher to quantify which terms were used more frequently for each type of assistance.

The researcher removed duplicate items from the returned items even though this somewhat skewed the precision and recall rates. This was challenging since an item may be a duplicate of another but be listed under a different title but resulted in a clean data set that could be analyzed without the noise of the duplicate items.

The results are summarized in Table 27 but are discussed throughout the rest of this section. The actual results pages are included in *Appendix D*.

In capturing the result set to analyze, the researcher reviewed each returned item, coding it (1) for relevant and (0) for not relevant.

- **Relevant items** are those that provide guidance to a person to apply for or

manage the assistance, such as program descriptions, instructions on how to

apply, a link to documentation and forms, eligibility criteria, locations of

offices, etc.

- **Not relevant items** are those that are not directly applicant- or public-focused,

  such as press releases, budget reports, or search terms that are used in

  different contexts (e.g., "medical assistance" may refer to the program or to

  the type of service that an emergency medical technician with the fire service

  would render), or internal correspondence.

Determining Precision and Recall

From the final results, the researcher determined recall and precision rates:

$$\text{Precision} = \text{\# relevant items} / \text{\# hits}$$

$$\text{Recall} = \text{\# returned items} / \text{\# hits}$$

These are useful indicators to determine how effective the counties' websites are in

allowing a user to correctly retrieve relevant pages and documents, and correctly reject

irrelevant items. But because the size of the information collection is unknown for each

county, these indicators could be misleading. It is not possible to assure that the relevant-

to-full-collection ratio as an indicator that the applicant is getting all of the information

she needs or wants, even without the noise of irrelevant hits.

To reduce variability in results over time, the searches were all performed on October

9, 2013 from the Counties' DSS home webpages.

<u>Analysis Results</u>

The analyses in this chapter summarize the items cross-referenced by their

descriptors. They align with the research goals of assessing alignment of digital

assistance information across counties, the state, and with the characteristics for e-

government acceptance by the public captured in the research literature, even though the

data can be sliced and analyzed in many other manners. As noted earlier, strategic plans,

department performance evaluations, marketing materials, and implementation goals

provide background and policy references and are thus, included in the study.

Brief Summary of Findings

The overarching themes that emerge from the analysis include the following:

- The state and counties have all emphasized moving more information and

  services on-line and on different platforms in their strategic plans and, to some

  extents, have done so. Making assistance service information and applications has

  lagged behind the jurisdictions' deployment of commercial- and general citizen-

  related services.

- The jurisdictions (except for Garrett County) have deployed different levels and

  types of static information about FSP, TCA, and Medical Assistance, and the

  ability to apply for assistance on-line through Maryland SAIL to some extent,

  even though citizen-focus is a goal in each jurisdiction's strategic planning.

- From the state and county levels, information and services for low-income people

  have been vaguely identified as items to move on-line, although many business,

  general public, and transactional services have been explicitly identified and

  automated.

- The jurisdictions have high Internet concentration and access but beyond

  Maryland SAIL, no on-line application mechanism exists beyond uploading or

243

updating an applicant's information. No transactional capabilities have been implemented, nor do counties push information to applicants and recipients, even general, non-case-specific information, though many of the existing technology platforms could be used by the counties to reach this particular audience.

- Each county has implemented different approaches to deploying information on-line; there is little commonality across them. In all cases, applying for services is still a largely manual process, and requires face-to-face interviews with case workers during office hours.

- Some forms for application and information about the programs, eligibility, and rights and responsibilities have been issued on-line but as *.pdf* and *.doc* formats. These are limited in their ability to be translated into other languages, pose issues of accessibility, and are inconsistent in date and version as those deployed by the State. In all cases, the applicant must search the county or state websites for them. The applicant must still download them, fill them in either by printing and filling them in manually or completing the *.doc* application file and either mail, fax, or hand-carry them with eligibility documentation to an LDSS.

The two types of analysis that follow thread through the findings to identify cross-county commonalities and differences, and alignment of state and county mandates, implementation, and findings from the prevailing e-government research. This is important because, with the push to realize citizen-focus and the economies of on-line service delivery intended by e-government and identified by each of the jurisdictions' strategic plans, identifying these points provides one baseline to consider whether the jurisdictions are meeting this goal.

The Analyses

The analyses do not include all of the descriptors identified about each item. Those described and discussed here specifically pertain to joining people and information – the applicant and the application. Thus it concentrates on what information the jurisdictions make available and how the applicant would find and use it.

The researcher found that when grouping the results in the sections that follow, the groupings align with the factors that are

- Predictors of poverty such as accessibility by people with disabilities or who are non-English proficient (Gilliom, 2001), (Iceland, 2006), (Harrington, 1993), (Shipler, 2005)

- User-centered design practices (Nielson, 1993); (Wiegers, 2013); HHS, 2006; van Velsen, et al, 2009)

- Indicators of successful e-Government design (Moon (2002); Prittipati (2003); Wei (2012);Sunstein (2010); Attewell (2001). Selwyn (2004); and Cohen (2006))

Information Delivery about Programs

By state mandate, the counties are responsible for managing the federal and state assistance programs but there is little guidance for how this is managed, what information is published either in print or on-line, how potential applicants are identified, the process followed after the application is submitted, office hours, or contact information for case workers. Not surprisingly, the counties take different approaches to delivering services. To a large extent, this makes sense given the diversity between and within the counties. However, there is not published a baseline for applications and service delivery, even

though state statute establishes baselines for eligibility.

In analyzing the items that pertain specifically to FSP, TCA, and Medical Assistance, some differences and similarities occur; these are summarized in Table 14. How information is delivered is summarized in Table 15. As is evident, Garrett County makes no information available on-line about FSP, TCA, or Medical Assistance. Montgomery County publishes much information about the programs, instructions on how to apply, links to apply through Maryland SAIL, and static forms to download. But because information published inconsistently (and sometimes in conflict) across three platforms, the applicant is not guaranteed to have a comprehensive picture of the information that she need to apply. Finally, Prince George's County provides similar information in two non-integrated platforms but the descriptions and links to Maryland SAIL are consistent and succinct.

The items summarized here are determined by the **Program** category's descriptors FSP, TCA, and Medical Assistance, and the **Focus** descriptor Program Description.

Table 14: Digital Information Delivered About Programs, by County

Jurisdiction	Information Provided
GCDSS	None.
MCDHHS	MCDHHS provides basic information about each program, including description, contact information for the LDSS, basic eligibility criteria. Applicants are notified by mail of decisions. Applicants can download the state master FIA application but it is not the same version as that made available directly from the state. As a static *.pdf*, it can be filled out and mailed or carried to the LDSS. This site contains links to Maryland SAIL.
MC311	When searching from the County website, MC311 is the default site for retrieving information about assistance, and includes non-county assistance programs. Pages pertain to particular offices or regions in the County when describing the service. Content is not always consistent and may conflict with information from MCDHHS. Links to relevant information may be included. This site contains links to Maryland SAIL.
infoMONTGOMERY	infoMONTGOMERY is not maintained by the county but seeds the basic information in the MCDHHS website about the programs. It primarily provides information about non-county programs, and is structured by targeted population, neighborhood, and interest.
PGCDSS	Information about the programs is presented very succinctly, and is accessed from links on the PGCDSS home page or from the subsection on the FID. Each page includes high-level information about the program, its target recipients, eligibility criteria, information on how to apply, and links to Maryland SAIL and to the local assistance offices. Static FIA application forms are available but they are not the same version as those deployed from the state DHR. The list of "top services" includes an entry for the FSP but not for TCA or Medical Assistance.
CountyClick 311	Basic information about the programs is included including how to apply and links to Maryland SAIL No application forms are included.

Jurisdiction	Information Provided
State DHR	The pages for each program include basic program information, instructions on how to apply, and maps to the Counties' DSS (main office). However, program descriptions are not consistent in the information they deploy; links to FIA forms and to Maryland SAIL are available directly from the Medical Assistance page but not from TCA or FSP. The DHR site describes how to use the FSP benefits but similar information is not included for TCA or Medical Assistance. Via an on-line form, users can post questions about the Medical Assistance program. The form uses CAPTCHAs for submission. Upon submission, the website notifies the user that the question is saved; no anticipated response time is included. Upon submitting a question, no confirmation e-mail is sent to the e-mail address. Only telephone assistance is available for FSP and TCA. In terms of program documentation, the FSP page also includes links to the FSP manual (issued in separate *.pdf* chapters in separate folders). The TCA manual is only available through the Forms or Manuals folder. Each subchapter is stored as a single *.pdf*. No manual is issued for Medical Assistance. Also stored in the folders (although not referenced as part of the program descriptions) is the application fact sheet *Facts You Should Know About Applying for Temporary Cash Assistance, Food Stamps and Medical Assistance*; these are available in the English, Russian, and Spanish folders in the appropriate language, but only in *.pdf* or *.doc* formats. Eligibility guidelines are available for FSP and TCA, but to determine eligibility for Medical Assistance, the user must go to Maryland SAIL.
Maryland SAIL	Maryland SAIL is the site for users to determine eligibility and apply for assistance. Applications are sent to the applicant's county of record to be completed during a face-to-face visit between the applicant and a case worker. The static forms that are deployed through Maryland SAIL are not all the same version as the same forms deployed through the DHR website.
Problem Solver	Basic information about the programs under review is available via the Assistance Programs link.

In addition to the information that describes TCA, FSP, and Medical Assistance, the state and counties take different approaches to making additional DSS agency-related information available.

Table 15: DSS-related Digital Information Delivered, by County

Jurisdiction	Additional Information Delivery
GCDSS	GCDSS makes its annual report available through DHR. The DHR site includes the name and phone number and address for the GCDSS director and a map to the primary office, but no information about how GCDSS is budgeted or structured, or how services are deployed is made available.
MCDHHS	MCDHHS publishes budget reports, strategic plans, program evaluations, case load plans, data analysis through CountyStat
PGCDSS	PGCDSS makes ancillary information (such as budget plans, strategic plans, etc.) available through DHR.
State DHR	DHR deploys program-specific reports for both itself and for certain counties, such as Prince George's and Garrett. DHS publishes its budget and ITMPs.

Mechanisms Involved in Assistance Information Delivery

The State and Counties deliver assistance information through several media. Except for Garrett County, the jurisdictions publish information about the assistance programs on-line but deliver information about the actual assistance by mail or through face-to-face LDSS visits.

The items summarized in Table 16 under **Mechanisms by which information is accessed** are determined by the descriptors in the **Item Delivery Medium** category to describe the mechanism through which the research learned about the information: Publication, Telephone, and Web. The items summarized under **Mechanisms by which information is delivered** are determined by **Service Delivery Medium** category's descriptors.

Table 16: Mechanisms used in Information and Service Delivery, County and State

Jurisdiction	Mechanisms by which information is accessed	Mechanisms by which information is delivered
GCDSS	Through face-to-face visits or telephone conversations with case workers.	Through face-to-face visits or telephone conversations with case workers. Determinations are delivered by mail.
MCDHHS	MCDHHS website	MCDHHS website, face-to-face visits, telephone conversations with case workers. Determinations are delivered by mail. Information is also delivered in static forms or may be faxed.
MC311	MC311 website. Users can search for information or relative to a specific case, complete a Service Request through an on-line form.	Through MC311, e-mail or mailed or emailed request to visit the LDSS
infoMONTGOMERY	InfoMONTGOMERY website	InfoMONTGOMERY website
PGCDSS	PGCDSS website	PGCDSS website. Determinations are delivered by mail.
CountyClick 311	CountyClick 311 website	CountyClick 311 website
State DHR	DHR website	DHR website. EBT information is delivered on-line or via telephone.
Maryland SAIL	Maryland SAIL	Face-to-Face with County LDSS.
Problem Solver	Problem Solver website	Problem Solver website

All jurisdictions require an office visit, *even though there is no statute that so requires*. Montgomery County, in fact, acknowledges in its program reviews that many residents are not aware they are eligible for federal or state assistance, resulting in higher unmet demands for County safety net programs. Moreover, this appears to be a missed opportunity to meet the mandate to deliver services on-line that each jurisdiction has identified as a strategic initiative for their jurisdiction's e-government strategy. Indeed, the state and counties deliver other services (e.g., driver's license renewals, fishing licenses, vendor solicitations, state park reservations, tax payment) but service delivery to low-income people is still a highly manual, non-digital process.

Communications Technologies

All of the counties have some manner of digital outreach for alert systems and problem reporting (i.e., e-mail alerts from Garrett County, MC311 in Montgomery County, and Prince George's County CountyClick 311). With high Internet coverage through CAIs (see Table 21) and access mechanisms such as *Internet Essentials*, this manner of outreach is efficient for the counties and for many residents. In each case, low-income-specific interests are absent. Eubanks suggests that underlying and unchallenged assumptions include lack of access or ability with technology but as suggested in Table 12 and in Table 17 below, the rate of Internet penetration, and the availability and future of connectivity through mobile devices belie these assumptions. Applications are available for pothole reporting but not to apply for TCA or emergency FSP assistance to help meet immediate needs. Juxtaposing the technologies used by the jurisdictions in general vs. those involved with assistance delivery suggests that assistance communication has not kept on par with services offered by the jurisdiction in general.

The items summarized in Table 17 and in Table 21 are determined by the **Service Delivery Medium** descriptors.[124] It is evident that the jurisdictions have implemented more methods of outreach and information sharing to the public at large except for assistance services. Social media, mobile and text alerts, and on-line forms have all been made available to some extent from the jurisdictions' websites but their use is very limited to non-existent from the social services agencies. Certainly, state mandate requires that assistance services be managed at the county level, but there is a disconnect

---

[124] Note that an item described as "No" indicates that the information is not published on-line from the jurisdiction, platform, or at the state level.

between the use of technology to manage services the county-level vs. assistance

services. Lack of on-line delivery further reinforces the need for applicants to apply for

assistance through an LDSS during office hours, regardless of the convenience or cost in

time, missed wages, transportation, child care, and other considerations to the applicant.

Table 17: Information Deployment Technologies by Jurisdiction and Platform

E-mail	Form (on-line)	Form (static)	GIS	Office	Mail	Mobile	Social Media	Tele-phone	TTY
Garrett County									
Emergency alerts only	*Contact Us* link	No	Local maps on county website	Yes	Yes	None	Facebook Twitter	Yes	No
GCDSS									
None	No	No	Yes, from DHR website	Yes, from DHR website	Yes	No	No	Yes, from DHR website	Yes, from DHR website
Montgomery County									
Emergency alerts; users can e-mail web pages	Common services (e.g., subscribe to alerts, vendor registration, renew licenses)	ADA access request forms	Inter-active map viewer from Dept. of Tech-nology Services	Yes	Yes	Emergency alerts	RSS Facebook Twitter YouTube Flickr	Yes	Yes
MCDHHS									
Internal communications	No	FIA forms ADA access request forms	Maps to LDSS	Yes	Yes	No	None, except for users who post MCDHHS pages	Yes	Yes
MC311									
Respond to service requests	Create service request	No	No	n/a	No	Yes	No	Yes	Yes

252

	E-mail	Form (on-line)	Form (static)	GIS	Office	Mail	Mobile	Social Media	Tele-phone	TTY
infoMONTGOMERY										
	None	No	No	Yes, if included by content provider	n/a	No	No	No	Yes	Publishes number for immediate crises
Prince George's County										
	Alerts only	Yes, limited	No	Yes but county maps of government buildings do not identify LDSS.	Yes	Yes	Yes, limited	Twitter Facebook YouTube Flickr	Yes	No
PGCDSS										
	Yes, can e-mail Customer Service at pgcdss@dhr.state.md.us[125]	No	FIA forms (different version than DHR-issued forms)	No	Yes	Yes	None	None	Yes	No
CountyClick311										
	No	Customer Satisfaction Survey	No	No	n/a	No	Yes	No	No	No
State of Maryland										
	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
DHR										
	No	Yes	FIA forms	Yes	Yes	Yes	No	Twitter Facebook Vimeo Flickr	Yes	Yes
Maryland SAIL										
	Yes	Yes	No	Yes, from DHR website	Yes, from DHR website	n/a	No	No	Yes, for DHR	No

[125] The researcher sent six (6) emails to Customer Service between June and September, 2013. None received a response.

E-mail	Form (on-line)	Form (static)	GIS	Office	Mail	Mobile	Social Media	Tele-phone	TTY
Problem Solver									
No	No	Yes, from DHR website	No	n/a	n/a	No	No	No	No

Language and Accessibility

Understanding how the state and the counties address accessibility and language support in both policy and implementation is an important analysis in several ways. To begin with, English language proficiency and disability are both predictors of income potential. Further, both align with Moore and Benbasat's Perceived Characteristics of Innovating (PCI) (1991) findings that the more successful e-government websites have been deployed with accessibility for all populations in mind, that they are compatible (i.e., they mimic) in how a person would interact with the system, and are perceived to be easy to use; this includes language accessibility. This is underscored by the state policy in COMAR 14.33.02.01.02(B) that accessibility is defined as "(a) Easy to get to; (b) Approachable; or (c) Available." These are characteristics that researchers have also identified as characteristics of effective e-government websites. This summary is based on the **Item Classification Focus** category's descriptors <u>Language Support</u> and <u>Accessibility</u>, and are captured in Table 18.

As discussed in *Chapter 4*, none of the counties or the state deploys information in the most common languages for that jurisdiction. When forms are issued in *.pdf* format (especially the forms that advise the public about requesting alternate formats for information presentation accessibility), they cannot be translated.

Garrett County provides no language or accessibility support in either policy or

implementation. Montgomery County provides TTY and telephone numbers, an e-mail address, and an on-line form so that users can request information in a number of formats but this is slanted towards people with visual impairments rather than including cognitive, neurological, or other impairments. Prince George's County, on the other hand, takes a more proactive approach to addressing the needs of many more people by making the BrowseAloud screen reader application specifically available from the county website. Both Montgomery and Prince George's Counties post their accessibility policies but generally in *.pdf* format only (such as Montgomery County's ADA policy) so screen readers may not be helpful in reading the policies. When completing an on-line application for other formats, the user must complete a CAPTCHA to submit. Ironically, this can undermine accessibility if the CAPTCHA is, for some, inaccessible.

In terms of language support, Montgomery County relies on Google Translate, which translates the current (and subsequent) pages in their context. MC311 does not include this same integrated translate; users instructed (via *.pdf*) to contact the Customer Support Representative and transact their business over the phone. Prince George's County also provides on-line translation through Google Translate but PGCDSS advises users to contact their LDSS. CountyClick 311, however, does include on-line translation via Google Translate to English, Spanish, and French, even though Ibo and Yoruba are more common than French.

At the state level, DHR has not embraced language support as much as Prince George's or Montgomery Counties. The DHR detail pages, when translated, are only partially rendered and the user is returned to the DHR home page, losing the context. Further, the state FIA application forms and supporting documentation are translated into

Spanish and Russian, and the translations are not equivalent. Maryland SAIL and

Problem Solver are English only, even though they are deployed as a first stop to on-line

application for service.

Table 18: Language Support and Accessibility

Jurisdiction	Language Support	Accessibility
Garrett County	None	None
GCDSS	n/a	n/a
Montgomery County	Dynamic translation through Google Translate	Publishes policy
MCDHHS	Dynamic translation through Google Translate	Publishes policy; other modes of access can be requested on-line
MC311	English only. User must call customer service for translation to other languages.	None
infoMONTGOMERY	None	None
Prince George's County	Dynamic translation through Google Translate	Publishes accessibility policy Makes BrowseAloud screen reader available from county website
PGCDSS	Dynamic translation through Google Translate	Publishes accessibility policy. Makes BrowseAloud screen reader available from county website
CountyClick 311	Dynamic translation through Google Translate	None
State of Maryland	Pages partially translated through Google Translate	Publishes accessibility policy
State DHR	Pages partially translated through Google Translate	Publishes accessibility policy
Maryland SAIL	English only	None
Problem Solver	English only	None

Contact, Help, Feedback, and Service Requests

These categories speak to some aspect of the mechanisms that an applicant might use

to get contact DSS, LDSS, and staff, get help with using the jurisdictions' digital toolsets,

and offer feedback to the sites' webmasters or LDSS. The counties manage contact

information for LDSS and staff in different ways and take different approaches to

providing help with using on-line websites and soliciting customer feedback. It is unclear how, for each county that so solicits, customer feedback is tracked, evaluated, and addressed. At this point, customer feedback surveys evaluate the current, face-to-face service deliver models rather than the DSS' on-line presence.

The items summarized in Table 19 are determined by the descriptors in the **Focus** category <u>Contact</u>, <u>Help</u>, and <u>Customer Feedback</u>. The items were identified based only on information found on-line.

As suggested, the LDSS provide minimal contact information for LDSS staff: the office address, general telephone number, and perhaps TTY and/or FAX numbers. In some cases, the names of case workers may be published through the general county directory but the applicant must know the name and office to find a telephone number. Because Garrett County only publishes the general telephone number for GCDSS, an applicant may have an especially difficult time reaching an office or case worker. If e-mail addresses are included, they are designed to open in Microsoft Outlook; this would not work for computers that are not configured with Outlook. Thus, finding out who to contact could be difficult; leaving a message in a general voice mail box may be unsettling (especially if personal information is involved); and for someone who is homeless or does not have telephone or reliable Internet access, contacting the assistance office and getting a response could be very difficult.

Little on-line help with using the jurisdictions' websites and platforms exists. This suggests that the jurisdictions assume that that technical support is not necessary or was just not included. This also further emphasizes the face-to-face service delivery model through LDSS. Only MCDHHS and Prince George's County's CountyClick 311 have a

mechanism to solicit and collect customer feedback.

Table 19: Contact Information, On-line System Help, and Customer Feedback

Jurisdiction	Contact Information	On-line System Help	Customer Feedback
GCDSS	Only the telephone and address for the Director is published; it is delivered through DHR	None	None
MCDHHS	A general MCDHHS contact phone, TTY, and e-mail address is available through the "Contact us" page on MCDHHS home page The County Directory of telephone number and addresses for staff is published through the County website Detail pages for the programs include contact information for the different LDSS	None	DHHS and provides a link to for Website Feedback. It opens a new message in Outlook, pre-addresses the note to DHHSWEBSITE@montgomerycountymd.gov, and presets the subject to "DHHS Web Site Feedback
MC311	Detail pages contain telephone and address information, and inconsistently, TTY numbers for the individual LDSS	Users call Customer Service Representatives at 311. Telephone and TTY assistance is available Monday through Friday, 7 a.m. to 7 p.m. Mobile access and on-line service request forms are available for some services.	MC311 includes a "We want your Feedback [sic] on MC311 or the MC311 Web Site." This opens the MC311 Experience Portal Feedback Survey deployed through Survey Monkey
infoMONTGOMERY	Includes contact information for each of the programs.	infoMONTGOMERY includes help capabilities adjacent to each result field to define terms; none of the other platforms do so.	None

Jurisdiction	Contact Information	On-line System Help	Customer Feedback
PGCDSS	A PGCDSS contact phone and e-mail address list for the different offices is available through the "Contact us" page. Rather than an on-line form, e-mails are sent via Outlook Physical addresses, and telephone and FAX numbers are published on-line; e-mail addresses and TTY for individual offices and case workers are not	None	None
CountyClick 311	None	None	Users can complete a Customer Satisfaction Survey
DHR	DHR website includes "Contact Us" page with telephone numbers and street address for the main office.	None	None
Maryland SAIL	Maryland SAIL has a "Contact Us" link which link opens a new message in Outlook. This does not work for computers that do not support Outlook No individual names or offices with telephone numbers or e-mail addresses are included	None	None
Problem Solver	None	None	None

Applications, Instruction, Eligibility Criteria, and Service Requests

These descriptors describe the logical flow of how an applicant learns how to apply

for assistance, learns about eligibility, applies, and tracks the application via an on-line

service request. In the on-line world, these descriptors would explicitly connect or bar

people and the information and access to apply for assistance.

259

The items summarized in Table 20 are determined by the **Item Classification** descriptor Instruction and the **Focus** descriptors Eligibility, Application, and Service Request. As is evident, the only on-line platform is Maryland SAIL. Garrett County publishes no information or access through its website or its DHR webpage. The other jurisdictions, however, publish a combination of instructions to apply, links to Maryland SAIL, and access to some version of the FIA forms in *.pdf* format.

Montgomery and Prince George's County residents can submit service requests to solicit information about their cases through MC311 and CountyClick 311 respectively. This poses an interesting paradox in that these are general assistance sites that are not integrated with their respective county sites, but a similar utility is not provided through MCDHHS or PGCDSS. Further, in completing a service request, people submit personal information to customer service representatives rather than a case worker; this can open concerns about privacy and information security. While MC311 cleaves to its County's privacy statutes, CountyClick 311 does not promise this. This can also underscore Eubanks' (2011) findings on the lower expectation of privacy for low-income people on the part of assistance and other public agencies. Finally, receiving a response may be very difficult if the requestor is homeless, or does not have reliable telephone or e-mail access.

Table 20: Instructions, Eligibility, Application, Service Request

Jurisdiction	Instructions	Eligibility	Application	Service Request
GCDSS	None	None	No application form nor link to Maryland SAIL is made available	None
MCDHHS	Instructions to apply via Maryland SAIL	Includes overview of eligibility requirements	Includes links to FIA forms (which are not the same version as those deployed through DHR). Applicants submit the form manually, via mail or fax, or can apply on-line via Maryland SAIL	None
MC311	Applicants are advised to visit their LDSS to apply. Instructions on how to apply are included, identified by LDSS	Links to eligibility criteria are included for FSP and Medical Assistance	Includes links to Maryland SAIL but not links to FIA forms	Users can submit service requests to check the status of their cases. They must submit the names, addresses, HHS case number, email address, contact information, their birthday and social security number, the case worker's name and contact information. Upon submission, a CAPTCHA is used; this may thwart someone with some impairment.
infoMONTGOMERY	None	None	None	None

Jurisdiction	Instructions	Eligibility	Application	Service Request
PGCDSS	Instructions to apply for assistance are on program descriptions and the FAQ page. This page informs applicants how to apply via Maryland SAIL, in person at a service office, or through the mail. It also suggests that all mail be sent certified with a signature receipt, an additional cost to the applicant.	Includes eligibility criteria	Includes links to Maryland SAIL. The applicant must search for these (which are not the same version as those deployed through DHR).	None
CountyClick 311	None; includes link to the PGDSS Family Investment Program page	None	Includes link to the PGDSS Family Investment Program page.	Users can submit service requests and check their status, including service requests that pertain to assistance applications. Users must set up secure accounts to do so.
DHR	The detail pages include instructions on how to apply, suggesting that an applicant do so via Maryland SAIL or by completing the FIA form and taking it to the LDSS.	Detail pages include high-level eligibility requirements and links to Maryland SAIL's eligibility page.	Includes a link to Maryland SAIL but the detail pages do not include links to the FIA forms.	None

Jurisdiction	Instructions	Eligibility	Application	Service Request
Maryland SAIL	Maryland SAIL is a prescriptive application. Instructions to file on-line are included.	The "Am I Eligible" page is referred to by Montgomery and Prince George's County, DHR, and Problem Solver as the eligibility determination website.	Maryland SAIL allows an applicant to file on-line. The application is automatically remanded to the applicant's LDSS.	None
Problem Solver	None; user must search for program which links to the appropriate DHR webpage.	Includes links to Maryland SAIL's "Am I Eligible" page.	Includes links to assistance application forms are available. The user must navigate the file folder layout.	None

Internet Access and Connectivity

Each jurisdiction supports Internet access through different implementation strategies.
As discussed in the *Chapter 4*, Maryland has high Internet penetration across multiple
platforms. Through the One Maryland Broadband Network (OMBN), almost all
community anchor institutions are broadband-enabled. The *Internet Essentials* program
operates in Montgomery and Prince George's Counties but has not been marketed to
Garrett County.

As discussed in the *Chapter 4* (and summarized in Table 21) illustrate the high level
of connectivity both in-home and in CAIs in the jurisdictions. While the number of
unknown (?) CAIs with broadband access was factored into the percentage with access,
the number of CAIs without access is very low, relative to the number of CAIs that do

have access.[126] This underscores that lack of Internet access as a barrier to electronic

assistance information and access to on-line applications is on its way to being resolved

in Maryland. Factoring that against the levels of on-line activity by populations, it is also

likely that actual use of the Internet and government applications (as discussed in *Factors

that Influence e-Government Adoption by the Public*, page 26) will continue to increase,

building a stronger case for making more information electronically accessible to the

public.

Table 21: Internet Access Mechanisms and Levels of Connectivity

Approaches to Connectivity	Wireless Coverage (% of population)	% CAI with Broadband Access		
			including ?	excluding ?
Garrett County				
None	94.8	Schools, K–12	93	93
		University, College, other post-secondary	100	100
		Libraries	88	88
		Community Centers–Government support	60	73
		Community Centers–Non-Government support	9	100
Montgomery County				
Internet Essentials OMBN ICBN NCRNet	100	Schools, K–12	61	100
		University, College, other post-secondary	36	100
		Libraries	54	100
		Community Centers–Government support	89	100
		Community Centers–Non-Government support	1	100

---

[126] Table 21 includes Schools, K through 12; University, College, other post-secondary; Libraries; Community Centers - Government support; and Community Centers - Non-Government support because these are more public-facing/public-accessible for Internet access than Medical/Healthcare Centers and Public Safety facilities.

Approaches to Connectivity	Wireless Coverage (% of population)	% CAI with Broadband Access		
			including ?	excluding ?
Prince George's County				
Internet Essentials OMBN ICBN NCRNet	100	Schools, K–12	83	100
		University, College, other post-secondary	81	100
		Libraries	73	100
		Community Centers–Government support	78	97
		Community Centers–Non-Government support	1	100
State of Maryland				
OMBN	99.2	Schools, K–12	74	98
		University, College, other post-secondary	45	100
		Libraries	69	100
		Community Centers–Government support	43	89
		Community Centers–Non-Government support	2	89

Note: ? indicates CAIs for which broadband connectivity is not verified.

Privacy, Rights, and Appeals

Each of the jurisdictions (except Garrett County) have made policy statements and/or

information about privacy policies and appeal processes available digitally, and in some

cases, the applicants' rights and responsibilities. This is important because if applicants

use public computers or if they upload or e-mail sensitive and personal information to

their case worker, they have some assurance that their privacy will be respected, that they

have stated rights that they can expect to be upheld, and they can file an appeal. This also

lets applicants know that they have the right to appeal a decision although it is not clear

how many appeals are found and whether there are trends in the outcomes of those

appeals.

The items summarized in Table 22 are determined by the **Focus** category descriptors Privacy, Rights, and Appeal. Generally, privacy addresses use and release of an individual's data, but only the State advises applicants that their e-mails, as correspondence, may be treated as a public record. Similarly, the State publishes the *.pdf Your Rights and Responsibilities*, the only document that advises an applicant that she has the right to appeal a decision, written notice of determination, not suffer discrimination, a timely decision, privacy, and to not put oneself or one's family in danger. This is not made available on-line through any of the counties but is the fundamental statement in applicants' rights and responsibilities.

Table 22: Privacy, Rights, and Appeal

Jurisdiction	Privacy	Rights	Appeal
Garrett	None	None	None
GCDSS	None	None	None
Montgomery	The County posts its general digital privacy policy, including a reference to the overarching statute Maryland Public Information; this discusses only what PII is collected, whether cookies are used, etc. It publishes that the County follows rigorous security and privacy procedures to thwart data breaches but does not publish what those procedures or standards are.	User rights essentially describes the "terms of service" and responsibilities involved in using the county website.	None

Jurisdiction	Privacy	Rights	Appeal
MCDHHS	The MCDHHS Notice of Privacy Practices, a paraphrase of the County privacy policy, is posted in English, Amharic, Chinese, English, French, Korean, Spanish, and Vietnamese. As *.pdf* files, they cannot be translated to other languages.	Defaults to the County User Rights policy	The County publishes grievance procedures for appealing problems with accessibility. This information, however, differs slightly in content from the ADA Notice and the Grievance Procedure. No procedure is published to appeal a determination.
MC311	MC311's Privacy and Accessibility policies and User Rights link to the County website's corresponding policies.	Defaults to the County User Rights policy.	The appeal form is available in an English-only *.pdf* files. The language differs slightly from the County appeal procedure.
infoMONTGOMERY	None	None	None
Prince George's	The County posts its general digital privacy policy, and describes the types of information collected. As an HTML page, a user can translate, copy content, bookmark, or use screen readers with more ease than if the information were issued as a *.pdf*.	None	The County publishes grievance procedures for appealing problems with accessibility.
PGCDSS	Defaults to the County privacy policy	None	Instructions to apply for assistance advise applicants how to appeal a determination.
CountyClick 311	Defaults to the County privacy policy	None	None

Jurisdiction	Privacy	Rights	Appeal
State of Maryland	In the general privacy policy, users are advised that not all state agencies have the privacy policy. The policy describes what PII is collected and that any e-mail sent may be considered to be a public record which may be disclosed as allowed by law.	None	Per COMAR 10.01.04.00 to 10.01.04.9999, an applicant may request a hearing to appeal a decision.
DHR	The DHR privacy policy iterates and paraphrases the State privacy policy.	An applicant's rights and responsibilities are outlined on the form *Your Rights and Responsibilities* and in the FIA application, which must be signed.	Applicants are advised that a case worker may help them write an appeal.
Maryland SAIL	Links to the DHR privacy policy.	Links to Maryland DHR's *Your Rights and Responsibilities*	None
Problem Solver	None	None	None

Alignment Between Policy Frameworks and Implementation

An underpinning of strategic policy and tactical implementation, theoretically, drive how the State and the Counties use technology to meet citizens' needs and operational delivery of services. It is instructive, therefore, to assess how closely the state and county policies align, and in turn, how policy aligns with the actual implementation.

As noted in the *Chapter 4*, many of the statutes and strategic initiatives have not been fully realized in implementation of the State goals of "consolidation, interoperability and standards," especially with regards to the county levels and assistance delivery. For example,

- The state mandate to "go digital" in interactions with the public do not result in similar mandates for counties. The state and counties do not necessarily

align in e-government policy or focus, and in implementation, automated

integrated systems of state programs (except for Maryland SAIL) are managed

at the county level.

- Maryland has moved a number of its services to mobile platforms based on
  the mandate in the FY 2015 ITMP to "go mobile" but Maryland SAIL
  remains web-delivered, and almost all assistance services require face-to-face
  office visits.

- The State FY 2014 ITMP requires agencies to simplify content and make it
  consistent with federal guidelines published by GSA's
  www.plainlanguage.gov. But either content about social services is generally
  non-existent (Garrett County) or suffers from uncoordinated, unproofed, and
  hard-to-find delivery (Montgomery County and DHR); PGCDSS seems to
  most effectively meet this mandate.

- The State's FY 2012 ITMP publishes the goal was to manage documentation
  content (e.g., digitized case records) "within the agency and with DHR's
  external business partners." At this point, there are no common, integrated
  client and service databases either within agencies (such as MCDHHS) or
  vertically across the state/county alignment.

There are no specific guidelines published that help counties design and implement

content and transaction on-line systems that allow applicants apply and manage their

cases. That said, it bears repeating that the State's identified goals in the first ITMP

include direction for agencies:

> *(a) to use technology to improve the quality of service to citizens; (b) to consolidate technology and collaborate information to increase the effectiveness of agency operations: and (c) implement appropriate security systems and procedures (State of Maryland, n.d.a., p. 4).*

But ITMPs from the state and state agency level do not necessarily set direction at the county level. Social services automation has lagged behind other citizen services, even though outreach through expanding technologies is a clearly-identified goal in the State and DHR ITMPs. The differences are captured in Table 23.

Montgomery County has, in its *OpenGovernment* component of the *Montgomery County Maryland's Digital Government Strategy* pledged to "securely exploit emerging disruptive mobile, social, cloud and information (analytics) technologies going forward" but MCDHHS has not participated. *OpenGovernment* further entreats the County to "conduct research to understand the customer's business, needs and desires; make content more broadly available and accessible and present it through multiple channels in a program- and device-agnostic way;[127] make content more accurate and understandable by maintaining plain language and content freshness standards; and offer easy paths for feedback to ensure the County continually improves service delivery." MCDHHS makes much information available with very low precision and recall (see page 281) through web pages or office visits only, rather than through device-agnostic and Web 2.0 technologies. Other county departments have made much more progress.

Along similar lines, Prince George's County's information technology strategic plan affirms the commitment that "continuing exploitation of technology is a major tool as the

---

[127] This aligns with a key characteristic of effective e-government delivery: multi-mode delivery.

County Government responds to the needs of its constituents and the business community." The County digital strategic plan emphasizes using "technology solutions that improve efficiency and enhance access to government information and services for citizens, businesses, visitors and external stakeholder" and "Enable and enhance citizen access to government information and services." As illustrated in Table 17, PGDSS has leveraged almost no technology outreach beyond making FIA forms available on-line and using e-mail to reach customer service, even as the County itself has pushed more services on-line. That said, however, even though office visits are still required, PGCDSS does make the information about programs very concise with links to Maryland SAIL.

Alignment of Findings with the Literature

The research literature's definition of e-government – *"… the use of information technology to support government operations, engage citizens, and provide government services"* (Dawes, 2002) – aligns with the state and county goals as defined by their respective statutory mandates and strategic plans. The promised benefits of greater cost management, operational efficiency, and citizen engagement are still not fully realized but in terms of implementation, have gotten a start for a number of the State and County e-government initiatives that make more services available on-line.

The literature identifies a number of characteristics that encourage e-government adoption by the public (e.g., Prittipati, 2003; Wei, 2012; Sunstein, 2010; Attewell, 2001; Selwyn, 2004; Cohen, 2006, p. 56). Understanding how the state and county policy frameworks and their implementation align with those characteristics can provide a method by public administrators to evaluate how their digital presence can address the needs of their citizens. One may consider that if the research literature findings, policy

frameworks, and implementations align, then this may be an indicator that the targeted

population – low-income people, in this case – may be served. It is unclear whether

public administrators have performed user studies or surveyed low-income applicants to

understand their needs and habits.

Table 23 identifies the characteristics of access that pertain to individuals, rather than

communities, juxtaposed against the overarching policies and state and county

implementations. It is evident that these characteristics have been captured for the general

public but not to deliver services or engage with low-income people. Implementing

services for one set of citizens but not for another set who, at core, differ primarily by

income level suggest that the stigma against poor people is still in play, even though a

goal of e-government is to level-set and democratize G2C interactions. In a real sense,

this, arguably, undermines equal protection guarantees (Merriam-Webster, n.d.) by not

extending the same access and considerations to low-income people.

Table 23: Alignment between Research Literature, Policy, and Implementation

Characteristic Identified by Research	State Policy	Examples of Implementation by Jurisdiction	Examples of Implementation by DSS
Digital delivery services to citizens (i.e., operational efficiency, such as integrated case management)	Md. State Finance and Procurement Code Ann. § 3A-305 State ITMP, FY 2007 State ITMP, FY 2014	State: File taxes on-line, reserve campsites in state parks, renew contractor licenses Garrett: Pay water bill, pay property taxes, buy a landfill sticker Montgomery: Download library e-books, report potholes, register as a vendor, access county maps Prince George's: Pay taxes and traffic tickets, bid at public auctions, access the public library through mobile apps and download materials	DHR: File initial application for assistance through Maryland SAIL, download FIA forms, estimate eligibility, look up DSS office locations and contact information GCDSS: None MCDHHS: Read information about programs, link to Maryland SAIL, contact LDSS PGCDSS: Read information about programs, link to Maryland SAIL, contact LDSS

Characteristic Identified by Research	State Policy	Examples of Implementation by Jurisdiction	Examples of Implementation by DSS
Information Accessibility			
Internet Accessibility	State of Md. State Finance and Procurement Code Ann. §3A-404	State: OMBN Garrett: OMBN through CAIs Montgomery: OMBN, IDBN Prince George's: OMBN, IDBN	DHR: n/a GCDSS: n/a MCDHHS: OMBN, *Internet Essentials* PGCDSS: OMBN, *Internet Essentials*
Cost of access	State of Md. State Finance and Procurement Code Ann. §3A-404	State: OMBN Garrett: OMBN through CAIs Montgomery: OMBN, IDBN Prince George's: OMBN, IDBN	DHR: n/a GCDSS: n/a MCDHHS: n/a PGCDSS: n/a
Website / Information System Available	State ITMP, FY 2007	State: www.maryland.gov Garrett: www.garrettcounty.org Montgomery: www.montgomerycountymd.gov Prince George's: www.princegeorgescountymd.gov	DHR: www.dhr.state.md.us/ GCDSS: None MCDHHS: www.montgomerycountymd.gov/hhs PGCDSS: www.princegeorgescountymd.gov/sites/socialservices

Language Support	MD Code State Govt. § 10-1103	State: None
		Garrett: None
		Montgomery: Google Translate
		Prince George's: Google Translate
			DHR:
			  DHR: on-line: English, Spanish, Chinese, Taiwanese, French, Italian, Korean, Polish, and Vietnamese
			  FIA forms (*.pdf*): English, Spanish, Russian
			  Maryland SAIL: English-only
			GCDSS: None
			MCDHHS:
			  MCDHHS: Google Translate
			  MC311: English-only
			PGCDSS:
			  PGCDSS: Google Translate
			  CountyClick 311: English, French, Spanish

Accessibility	COMAR 14.33.02.01.02(B) COMAR 07.03.03.00-.04	State: Can request information in alternate formats Garrett: None Montgomery: Can request information in alternative formats Prince George's: Provides BrowseAloud software for screen reading	DHR: Can request information in alternate formats GCDSS: None MCDHHS: Can request information in alternate formats PGCDSS: Can request information in alternate formats

Characteristic Identified by Research	State Policy	Examples of Implementation by Jurisdiction	Examples of Implementation by DSS
Multi-mode outreach and access			
Connectedness (High-speed Internet, dial-up Internet, Public broadband, e-mail, landline, cell, multiple communications platforms)	State of Md. State Finance and Procurement Code Ann. §3A-404	<u>State</u>: Mobile, Social media <u>Garrett</u>: Emergency alerts to e-mail <u>Montgomery</u>: Emergency alerts to multiple platforms, mobile applications <u>Prince George's</u>: Social media, mobile, mail, office visit	<u>DHR</u>: Social media, telephone, TTY <u>GCDSS</u>: LDSS <u>MCDHHS</u>: Telephone, TTY, mail, LDSS <u>PGCDSS</u>: Telephone, mail, LDSS
Information quality			
Information Relevance	COMAR 07.03.03.04	<u>State</u>: Descriptions of programs and services <u>Garrett</u>: Descriptions of some public-facing services <u>Montgomery</u>: Descriptions of public-facing services <u>Prince George's</u>: Descriptions of public-facing services	<u>DHR</u>: Descriptions of programs, how to apply <u>GCDSS</u>: None <u>MCDHHS</u>: Descriptions of programs, how to apply <u>PGCDSS</u>: Descriptions of programs, how to apply
Information Conciseness	State ITMP, FY 2014	<u>State</u>: None <u>Garrett</u>: None <u>Montgomery</u>: None <u>Prince George's</u>: None	<u>DHR</u>: Descriptions of programs, how to apply <u>GCDSS</u>: None <u>MCDHHS</u>: Descriptions of programs, how to apply, distributed over multiple sources <u>PGCDSS</u>: Descriptions of programs, how to apply
Predictable format	State ITMP, FY 2014 The Research-Based Web Design & Usability Guidelines (GSA's Usability guidelines)	<u>State</u>: None <u>Garrett</u>: None <u>Montgomery</u>: Common layout, headers, footers, navigation with occasional links to non-updated, older pages <u>Prince George's</u>: Common layout, headers, footers, navigation with occasional links to non-updated, older pages	<u>DHR</u>: Descriptions of programs, how to apply, inconsistent form and folder structure <u>GCDSS</u>: None <u>MCDHHS</u>: Templated descriptions, how to apply, distributed over multiple sources <u>PGCDSS</u>: Templated descriptions, how to apply
Information Currency		<u>State</u>: Web pages not dated <u>Garrett</u>: Web pages not dated <u>Montgomery</u>: Web pages not dated <u>Prince George's</u>: Web pages not dated	<u>DHR</u>: Web pages not dated <u>GCDSS</u>: Web pages not dated <u>MCDHHS</u>: Web pages not dated; FIA forms dated but obsolete <u>PGCDSS</u>: Web pages not dated; FIA forms dated but obsolete

These differences can be reinterpreted to compare the policy position, the agency

perspective, and the user perspective. Agencies, as interpreters and agents of policy, may

technically meet policy mandates but the user base may not receive the result of the

policy intent (see Table 24).

Table 24: Comparison between Policy, Agency Perspective, and User Perspectives

Characteristic Identified by Research	State Policy	DSS Agency Interpretation	Public Perspective
Digital delivery services to citizens (i.e., operational efficiency, such as integrated case management)	Md. State Finance and Procurement Code Ann. § 3A-305 State ITMP, FY 2007 State ITMP, FY 2014	DHR: Provides Maryland SAIL GCDSS: None MCDHHS: Application forms deployed, link to Maryland SAIL PGCDSS: Application forms deployed, link to Maryland SAIL	DHR: Application forms, Maryland SAIL DSS office locations and contact information GCDSS: None MCDHHS: Application forms, link to Maryland, SAIL, contact for LDSS, no access to applicant's own case information PGCDSS: Application forms, link to Maryland SAIL, contact for LDSS, no access to applicant's own case information
Information Accessibility			
Website / Information System Available	State ITMP, FY 2007	DHR: www.maryland.gov GCDSS: www.garrettcounty.org MCDHHS: www.montgomerycountymd.gov PGCDSS: www.princegeorgescountymd.gov	DHR: www.dhr.state.md.us/ GCDSS: None MCDHHS: www.montgomerycountymd.gov/hhs PGCDSS: www.princegeorgescountymd.gov/sites/socialservices

Characteristic Identified by Research	State Policy	DSS Agency Interpretation	Public Perspective
Language Support	MD Code State Govt. § 10-1103	<u>DHR</u>: provide some language support *Maryland SAIL*: English-only <u>Garrett</u>: None <u>MCDHHS</u>: *MCDHHS*: Google Translate *MC311*: English-only <u>PGCDSS</u>: *PGCDSS*: Google Translate *CountyClick 311*: English, French, Spanish	<u>DHR</u>: *.pdf* forms are not translatable; do not represent the most common languages. On-line translation does not translate text in images, loses context when invoked <u>GCDSS</u>: None <u>MCDHHS</u>: MCDHHS: Can translate dynamically MC311: English-only; must call Customer Support for language assistance <u>PGCDSS</u>: PGCDSS: Can translate dynamically CountyClick 311: limited translations to not the most common languages
Accessibility	COMAR 14.33.02.01.02(B) COMAR 07.03.03.00-.04	<u>DHR</u>: Makes information in alternate formats on request <u>GCDSS</u>: None MCDHHS: Makes information in alternate formats on request PGCDSS: Makes information in alternate formats on request. Makes BrowseAloud screen reader available for download	<u>DHR</u>: Must request information in alternate formats <u>GCDSS</u>: None <u>MCDHHS</u>: Must request information in alternate formats <u>PGCDSS</u>: Must request information in alternate formats. Can download BrowseAloud screen reader.
Multi-mode outreach and access			
Connectedness (High-speed Internet, dial-up Internet, Public broadband, e-mail, landline, cell, multiple communications platforms)	State of Md. State Finance and Procurement Code Ann. §3A-404	<u>DHR</u>: Social media (user can paste URL in social media platform), telephone, TTY <u>GCDSS</u>: LDSS <u>MCDHHS</u>: Telephone, TTY, mail, LDSS <u>PGCDSS</u>: Telephone, mail, LDSS	<u>DHR</u>: Dynamic communication is limited to telephone, TTY. No information is pushed to user. <u>GCDSS</u>: LDSS <u>MCDHHS</u>: Social media (user can paste URL in social media platform), dynamic communication is limited to telephone, TTY. No information is pushed to user. <u>PGCDSS</u>: Dynamic communication is limited to telephone, TTY. No information is pushed to user.

Characteristic Identified by Research	State Policy	DSS Agency Interpretation	Public Perspective
Information quality			
Information Relevance	COMAR 07.03.03.04	DHR: Descriptions of programs, how to apply GCDSS: None MCDHHS: Descriptions of programs, how to apply PGCDSS: Descriptions of programs, how to apply	DHR: Single page of program description; DHR and DHMH publishes different types of information about Medical Assistance. Application forms are difficult to find and not available directly from the program descriptions. GCDSS: None MCDHHS: Program information is included in three non-integrated platforms, which deliver inconsistent information PGCDSS: Program information is included in two non-integrated platforms that deliver synchronized information
Information Conciseness	State ITMP, FY 2014	DHR: Descriptions of programs, how to apply GCDSS: None MCDHHS: Descriptions of programs, how to apply, available from multiple sources PGCDSS: Descriptions of programs, how to apply	DHR: Descriptions of programs, instructions on how to apply. Information about the programs themselves (program manuals) are issued as *.pdf* files in separate chapter folders. GCDSS: None MCDHHS: Descriptions of programs, instructions on how to apply, distributed over multiple sources so user must consult multiple sources PGCDSS: Succinct programs description on a single page for each, instructions on how to apply
Predictable format	State ITMP, FY 2014 The Research-Based Web Design & Usability Guidelines (GSA's Usability guidelines)	DHR: Similar layout and information for each program page GCDSS: None MCDHHS: Common layout for each programs' information PGCDSS: Common layout for each programs' information	DHR: Descriptions of programs, instructions on how to apply, inconsistent form and folder structure, inconsistent program page naming / identification GCDSS: None MCDHHS: Templated descriptions, instructions on how to apply, distributed over multiple sources, consistent with County's website's look-and-feel PGCDSS: Templated descriptions, instructions on how to apply

In mapping to an existing evaluative framework as a mechanism for summarizing the maturity of the policy and implementation, Moon (2002) has identified five stages of e-government maturity; each stage builds on its successor. By augmenting it by specifically calling out DSS maturity, it illustrates consideration paid to the information by the unique demographic of low-income people. Table 25 captures the analysis of the policy framework, and implementation by jurisdiction and by DSS to illustrate through Moon's model that the policy framework and the implementations by jurisdiction are substantially more mature than implementation by or for DSS. The assessments are based on the finding in the *Analysis Results* discussion, page 240. "√" indicates that the information deployed meets the criteria for that particular stage; "−" indicates that it does not or does not deploy information digitally.

Table 25: Maturity Assessment of Policy, Implementation by Jurisdiction, and Implementation by DSS

Moon Stage	Policy Maturity	Jurisdiction Maturity	DSS Maturity
Stage One: One-way communication from the agency to the public (e.g., non-interactive websites, electronic BBS)	√	State: √ Garrett: √ Montgomery: √ Prince George's: √	DHR: √ GCDSS: − MCDHHS: √ PGCDSS: √
Stage Two Two-way communication between the agency and the public (e.g., on-line responding to requests, e-mail)	√	State: √ Garrett: √ Montgomery: √ Prince George's: √	DHR: √ GCDSS: − MCDHHS: √ PGCDSS: √
Stage Three Transaction support for service and financial activities (e.g., filing taxes on-line)	√	State: √ Garrett: √ Montgomery: √ Prince George's: √	DHR: − GCDSS: − MCDHHS: − PGCDSS: −
Stage Four Vertical and horizontal integration of transactions (e.g., motor-voter registration)	−	−	−
Stage Five Political participation support for voting, brokering comments filed on-line, using more advanced integrated and Web 2.0 technologies	−	−	−

In accordance with Moon, implementing transaction services in particular – such as applying for assistance and managing one's own case on-line – is a hallmark of an e-government website's maturity. Indeed, the state and counties have made some transactional services available on-line. This also aligns with the State policies of operational efficiency as a cost management measurement. However, this has not been implemented for assistance services.

Search Term Analysis

While the State has implemented its own terms for the programs under review, the State and the Counties all, to greater or lesser extent, revert to the older terms "Medicaid," "Welfare," and "Food Stamps." This is discussed in greater detail in the section _Search Term Analysis_, page 281. Several tenets of e-government address e-government trust and adoption by the public. Compatibility in user/system interaction (Carter and Bélanger (2005) and consistency in predictable layout and design (Williams, 2000); GSA's Usability guidelines (HHS, 2006)) are key concepts. These concepts can apply to terminology. For example, the terms "Medicaid," "welfare," and "food stamps" have been used for over 50 years in parlance and would be over familiar and habitual, even over the newer federal acronyms TANF and SNAP.

Other terms are also not used consistently, even within the same document or webpage, and may not be as familiar. For example, LDSS, SEU, service unit, county office, and social services office all denote the office where an applicant must go. Similarly, applicants are referred to as clients, customer, applicants, and assistance units. Even the overarching program name, "Family Investment Administration (FIA)" is variously referred to as the "Family Investment Program (FIP)" and "Family Investment Division (FID)." Finding the balance between use of formal terms and colloquialisms may be difficult, and depending on the context of their use, confusing.

Brief Summary of Findings

The overarching themes that emerge from the terminology analysis include the following:

- The three counties take very different approaches in their search and retrieval

models so that they vary greatly in precision and recall rates.

- Garrett and Montgomery Counties' search mechanism retrieve information based on the search strings but the precision rate is extremely low; suggesting that the level of effort involved in finding relevant information is very high. Prince George's County's search mechanisms, however, retrieves a few documents but generally about half are relevant.

- The counties vary in the types of information returned. Garrett County makes no program or DSS-related information available. Montgomery County returns budget and department performance reports, application forms, and information about the programs, even from other departments. Prince George's County returns just program information; budget and department information are only available by searching the State DHR.

- The county search mechanisms do not treat synonymous search strings synonymously. Users would need to use different search strings to get a full complement of information about a single program.

- Some of the information retrieved may be returned in mis-matched groupings that, taken together, could be dismissive or pejorative.

Search Term Analysis

This analysis is informed by two methods: manual inspection of counties' websites and by performing searches for specific terms and analyzing the results. Both methods were necessary to develop an understanding of how the counties deploy assistance information to the public and suggest how an applicant would search for that information.

Search Parameters and Logic

Searches inconsistently (across and within the counties) comb the county's entire website in some cases, not just those areas that pertain to social services. For example,

- Garrett County result sets include information on recycling programs and business development initiatives but nothing about FSP, TCA, or Medical Assistance.

- Montgomery County returns information (including program DSS information, budget reports, plans, job descriptions, and correspondence) from its MCDHHS, its Department of Transportation (e.g., reduced bus rates and taxi service for low-income people and those with disabilities), and the Housing Opportunities Commission (e.g., low-income housing assistance) websites, and MC311 but not infoMONTGOMERY.

- PGCDSS searches retrieve information about the assistance programs from PGCDSS but not from the overarching County website or from CountyClick 311; budget and department information must be separately searched and retrieved from the State DHR. This suggests that information about assistance may be distributed across multiple, non-integrated (information infrastructure-wise) departments.

As noted *Chapter 4*, each county's search mechanism functions differently. None of the county's search mechanisms support Boolean search operators so combining search terms (e.g., welfare and "food stamps") is not an option to raise the recall sensitivity of result sets; this correlates to an increased level of effort to retrieve and review relevant items. Finally, as in the case of Montgomery County, not all search results are made

available.

In this discussion, thresholds for recall and precision rates are captured in Table 26. Absent other guidance in industry or in the research literature, the researcher identified these thresholds based on dividing 100% rates into quadrants.

Table 26: Thresholds for Recall and Precision Rates

Description	Range
High	<.75
Moderately High	.50-.74
Moderately Low	.25-.49
Low	>.25

Search Term Analysis Results

The results of the search term analysis[128] are summarized in Table 27 and illustrated in Figure 62 and Figure 63. The trends for each county and across counties are discussed in the following subsections.

---

[128] Relative to searches for information about food assistance, the researcher did not use the string "SNAP" because the context of the term is too broad to be helpful.

Table 27: Precision and Recall Rates per Search Term by County

	Garrett		Montgomery		Prince George's	
	(precision)	(recall)	(precision)	(recall)	(precision)	(recall)
Medicaid	.000	.000	.087	.107	.500	1.000
"Medical Assistance"	.000	1.000	.140	.189	.400	.600
FSP	.000	.000	.050	1.000	.000	.000
"Food Supplement Program"	.000	1.000	.526	.895	.462	.538
"Food Supplement"	.013	1.000	.257	.743	.462	.462
"Food Stamps"	.000	1.000	.278	.544	.167	.167
"Food Assistance"	.000	1.000	.116	.783	.500	.500
Welfare	.000	1.000	.011	.035	.000	.938
"Cash Assistance"	.000	1.000	.189	.456	.500	.500
TCA	.000	1.000	.231	.471	.500	.500
"Temporary Cash Assistance"	.000	1.000	.208	.534	.500	.500
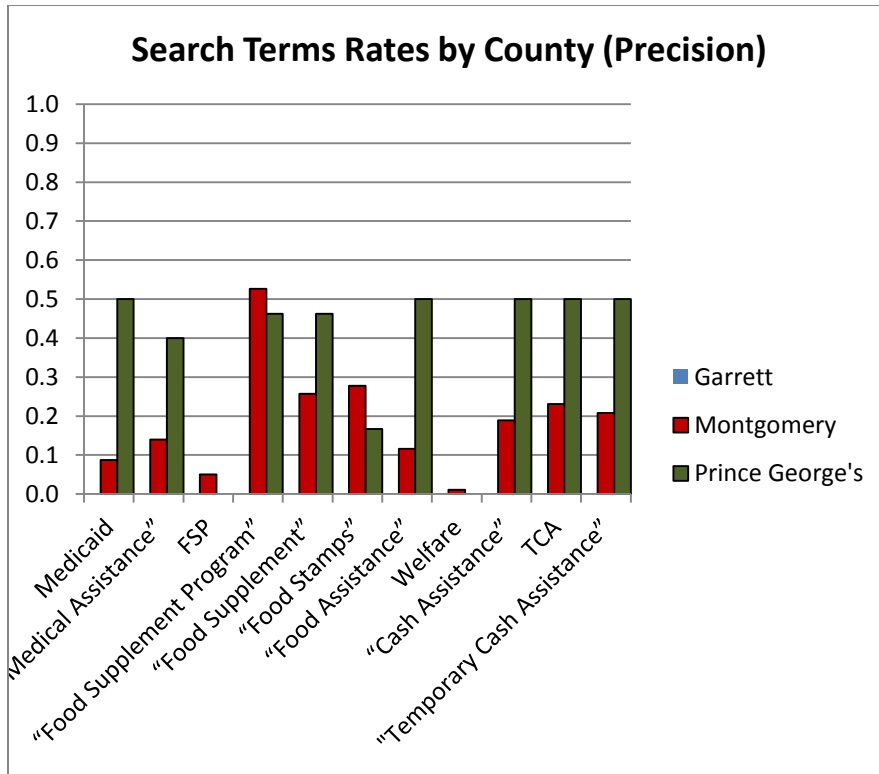
Figure 62: Search Terms by County (Precision Rates)
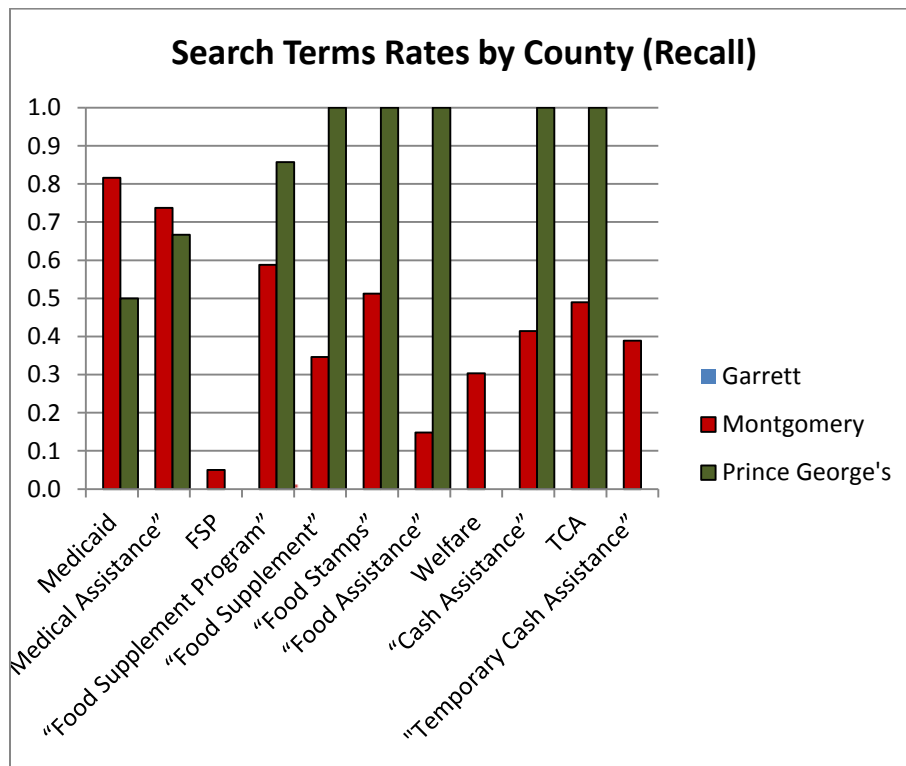
Figure 63: Search Terms by County (Recall Rates)

Garrett County

Garrett County's search mechanism retrieves discrete terms. Strings in quotation marks result in an error message, and Boolean operators are not supported. Thus, the figures illustrated in Table 28 reflect searches for which context and word proximity are not factored into rendering the result set.

- The precision is near 0 but the recall rate is near 100%. This indicates that based on manually searching data, but only one (1) relevant item was returned: "Food Supplement." While all of the hit items were returned, almost none were relevant to information about the programs under review. Examples of returned items include inmate programs, electronics recycling, the juror qualification form, and the annual energy outlook white paper.

- When aggregating the totals of hits, number of items returned, and the number of relevant items returned, the precision rate is .004.

Table 28: Garrett County Search Term Hits, Returns, and Relevant Items

Search Term	Total Number Hits	Number Returned	Number Relevant	Percentage Returned	Precision	Recall
Medicaid	0	0	0	0	**0**	**0**
Medical Assistance	31	31	0	100	**0**	**1.000**
FSP	0	0	0	0	**0**	**0**
"Food Supplement Program"	25	25	0	100	**0**	**1.000**
"Food Supplement"	76	76	1	100	**.013**	**1.000**
"Food Stamps"	16	16	0	100	**0**	**1.000**
"Food Assistance"	36	36	0	100	**0**	**1.000**
Welfare	9	9	0	100	**0**	**1.000**
"Cash Assistance"	31	31	0	100	**0**	**1.000**
TCA	1	1	0	100	**0**	**1.000**
"Temporary Cash Assistance"	33	33	0	100	**0**	**1.000**
Total	258	258	1		**.004**	**1.000**

Montgomery County

Analyzing search results for Montgomery County was made more complicated by the County's return of hits. While the county may report the number of hits for a search string (e.g., the County website reported that 237 hits for "Food Stamps" were found but only 129 were returned), it is unclear whether a hit refers to each instance of the string in an item (which may result in multiple instances per item) or each discrete item.

Considering what was returned by searching opens a question of how synonymous

terms are used and with what frequency.[129, 130] The low number of the same hits for

search terms suggests that the terms are not used in tandem. For example, searching FSP,

"Food Stamps," "Food Supplement," "Food Supplement Program," and "Food

Assistance" did not yield similar results. The recall results range from 100% for FSP to

.544 for "Food Stamps." This indicates that the formal program name FSP abbreviation is

very efficient for getting hits, but when considering the .050 precision rate, fairly arduous

for finding relevant information. The full program name "Food Supplement Program,"

however, had a lower recall rate of .895 but the highest precision rate of .526; about half

of the returned items are relevant. Search terms may yield different results. For example,

in Montgomery County, the search term "food stamps" retrieved the MC311 page for

<u>Electronic Benefits Transfer EBT Card</u> for Germantown but not for Rockville or Silver

Spring, even though those pages exist. The same term also retrieved information on the

<u>Food, Nutrition, Meals on Wheels (MOW), Senior Lunch Program</u>, but the corollary

search strings "FSP," "Food Supplement," and "Food Supplement Program" did not. The

lack of consistency in information stored and search protocols in Montgomery County's

separate websites can give the end user a misleading sense of the information available.

Variability arose from the use of certain words and phrases (e.g., "medical assistance"

can refer to the Medical Assistance program or a job description or service that includes

delivery of medical assistance. Another variability factor arose from the different ways

that different platforms support search functions. Some (such as MC311) perform

---

[129] It is interesting that (while not factored into the precision and recall rates) that MCDHHS does not use the terms interchangeably within their reports, planning document, analyses, press releases, and other documents but does use synonyms across those documents.

[130] Montgomery County's search capability is a text-based search. Documents are stored but are not fully meta-tagged or cross-referenced.

searches with a presumed AND of the search terms, with no evaluation of the order of the search terms. Thus, "Cash Assistance" would return a page that includes the terms "cash" and "assistance" regardless of their proximity to each other but not, for example "Financial Assistance" even though it is the intent of the search.

How words are bounded by stop characters (e.g., spaces, tabs, hard returns, periods, colons, or semi-colons) appears to influence what is returned. For example, the term "food stamp" returned 71 results but "food stamps" (which presumably would include "food stamp") returned 238 results. In looking at the pages returned, "food stamp" appears in the body content of the returned pages but "food stamps" appears only in the titles of the same pages. This suggests that the singular form of the word "stamp" retrieved 70% fewer hits than the plural rather than more.

Some anomalies occurred when searching, such as returning inconsistent results based on when the search was executed. For example, searching "Medicaid" on October 9, 2013 returned hits for the program Care for Kids, which has pages in MC311 for Germantown and Silver Spring. The same search executed on October 22, 2013 returned pages for Care for Kids for Germantown, Silver Spring, and Rockville. It is unclear whether the page content changed since the pages are not dated.

As noted earlier, Montgomery County deploys three information platforms that include sometimes duplicated the non-integrated content: the County website, MC311, and the private-sector infoMONTGOMERY; the County website's search mechanism does not search infoMONTGOMERY, although its content serves as seed content for the program descriptions for the MCDHHS pages.

For each of the types of services, different terms (of those items that were assessed as

"relevant") produced different precision and recall rates; these are captured in Table 29.

- **Medical Assistance**: The precision and recall rates are quite low for both search terms. The term "Medicaid" is used less frequently and produced lower recall (.087) than "Medical Assistance" (.189), the State's name for the program." However, in terms of precision, "Medicaid" is only .087 vs. "Medical Assistance" (.140); both are obviously lower than the recall rate. This suggests that users will have to expend substantial effort to find relevant information.

- **Food Assistance**: For the searches that pertain to food assistance (i.e., FSP, "Food Supplement Program," "Food Supplement," "Food Stamps," and "Food Assistance"), recall varied from .544 for "Food Stamps" to 1.000 for "FSP" although the precision rates for both are quite low, indicating a high level of effort needed to find relevant information. The strings "FSP" and "Food Supplement Program" returned high recall rates but lower precision rates. This suggests that the terms are not used synonymously but when considered with the synonymous terms, are used in public or internal communications.

    Predictably, the string "Food Supplement" yielded more hits and returns than "Food Supplement Program" since the former subsumes the latter. However, the precision for "Food Supplement" (.257) was slightly less than half as precise (48.8%) as that for "Food Supplement Program" (.526); this suggests that the broader search context of "Food Supplement" almost doubles the amount of effort in finding relevant information over using the program's formal name "Food Supplement Program."

- **Financial Assistance**: Of the terms that indicate the need for financial assistance

290

(i.e., Welfare, "Cash Assistance," TCA, and "Temporary Cash Assistance"), the

term "welfare" produced by far the most number of hits (2,850), many dealing

with the context of child welfare, the health and welfare of neighborhoods, etc.

However, low precision and moderately low recall sensitivity indicates that less

than 25% of the items retrieved will actually provide guidance to someone

seeking assistance.

Searching the strings "Cash Assistance" and "Temporary Cash Assistance"

resulted in moderate recall and low precision rates. A searcher would need to

know to use the full program name to lessen the labor in finding information.

Table 29: Montgomery County Search Term Hits, Returns, and Relevant Items

Search Term	Total Number Hits	Number Returned	Number Relevant	Percentage Returned	Precision	Recall
Medicaid	919	98	80	11	.087	.107
"Medical Assistance"	523	99	73	19	.140	.189
FSP	20	20	1	100	.050	1.000
"Food Supplement Program"	19	17	10	89	.526	.895
"Food Supplement"	35	26	9	74	.257	.743
"Food Stamps"	237	129	66	54	.278	.544
"Food Assistance"	69	54	8	78	.116	.783
Welfare	2,850	99	30	3	.011	.035
"Cash Assistance"	217	99	41	46	.189	.456
TCA	208	98	48	47	.231	.471
"Temporary Cash Assistance"	178	95	37	53	.208	.534
Total	5,275	834	403		0.076	0.158

Prince George's County

Unlike Montgomery County, Prince George's result sets are quite small in quantity but with relatively high precision and recall. Also, whereas Montgomery County returns results from both its County and MC311 sites, Prince George's County's search does not return results from CountyClick 311 (Table 30); users much search that site separately (Table 31). In almost every case, users are advised that if they want to apply on-line, that can do so from Maryland SAIL; the PGCDSS webpage contains a hyperlink. For each of the types of services, different terms (of those items that were assessed as "relevant") produced different precision and recall rates; these are captured in Table 30.

- **Medical Assistance**: The term "Medicaid" is used frequently and produced a higher recall (1.000) than "Medical Assistance" (.600); this more aligns with the vernacular term for the program itself. However, in terms of precision, "Medicaid" is higher (.500) than "Medical Assistance" (.400). This suggests that the limited amount of information returned by the searches may make finding relevant information not very burdensome.

- **Food Assistance**: Except for FSP and "Food Stamps," all of the search strings that support food assistance result in moderate recall and precision rates. Slightly less than 50% of the few documents that are returned are, in fact, relevant. However, no results were returned for FSP, indicating that the term is not used. The term "Food Stamps" returned a low recall rate but .167 precision rate. This suggests that the component words are not used in tandem or proximity to refine the search. It is unclear why "Food Supplement Program" returned more hits than "Food Supplement."

292

- **Financial Assistance**: Of the terms that indicate the need for financial assistance (i.e., Welfare, "Cash Assistance," TCA, and "Temporary Cash Assistance"), the term "welfare" produced by most number of hits (16), but none were relevant; most deal with the context of child welfare, the health and welfare of neighborhoods, etc. However, all of the other search strings returned moderate recall rates and precision rates (.500), suggesting that relevant information can be found with little effort.

Table 30: Prince George's County Search Term Hits, Returns, and Relevant Items

Search Term	Total Number Hits	Number Returned	Number Relevant	Percentage Returned	Precision	Recall
Medicaid	2	2	1	100	**.500**	**1.000**
"Medical Assistance"	5	3	2	60	**.400**	**.600**
FSP	0	0	0	0	**0**	**0**
"Food Supplement Program"	13	7	6	54	**.462**	**.538**
"Food Supplement"	13	6	6	46	**.462**	**.462**
"Food Stamps"	12	2	2	17	**.167**	**.167**
"Food Assistance"	4	2	2	50	**.500**	**.500**
Welfare	16	15	0	94	**0**	**.938**
"Cash Assistance"	6	3	3	50	**.500**	**.500**
TCA	4	2	2	50	**.500**	**.500**
"Temporary Cash Assistance"	6	3	3	50	**.500**	**.500**
Total	81	45	27		**0.333**	**0.556**

The same search terms when used in CountyClick 311 yield lower recall and precision rates than that of the PGCDSS searches. The relatively low recall rates of the search strings for the programs under review (except for Medicaid) indicate that

synonymous terms are not used synonymously and the formal program titles are not used at all; this is illustrated in Table 31. For example, a user has a 100% chance of finding information about "temporary cash assistance" by searching for the colloquial term "welfare" (and 50% of it will be relevant) but will need to review 39 items to find the 8 that provide information, a 20% effort rate.

Table 31: Prince George's County CountyClick 311 Recall and Precision

Search Term	Total Number Hits	Number Returned	Number Relevant	Percentage Returned	Precision	Recall
Medicaid	1	1	1	100	**1.000**	**1.000**
"Medical Assistance"	38	38	7	100	**0.184**	**1.000**
FSP	0	0	0	0	**0**	**0**
"Food Supplement Program"	43	43	7	100	**0.163**	**1.000**
"Food Supplement"	8	8	2	100	**0.250**	**1.000**
"Food Stamps"	14	14	2	100	**0.143**	**1.000**
"Food Assistance"	35	35	9	100	**0.257**	**1.000**
Welfare	2	2	1	100	**0.500**	**1.000**
"Cash Assistance"	39	39	8	100	**0.205**	**1.000**
TCA	0	0	0	0	**0**	**0**
"Temporary Cash Assistance"	39	39	8	100	**0.205**	**1.000**

Observations about Searching for Assistance Information

As is evident, each county approaches searching differently by platform, scope (within or in addition to the current platform), and search logic. Several types of observations came from the analysis.

Precision and Recall Implications

To find assistance on-line, the user in Garrett County would find too little relevant information. The Montgomery County resident would need to spend much energy searching, given the very low rates for both recall (0.158) and precision (.076), but the Prince George's resident would find relevant information with little effort. Of all of the counties, while Montgomery County resulted in greater hits and relevant documents, Prince George's County showed the highest precision (.556) but Garrett County showed the highest overall recall sensitivity (1.000) and. The precision results for Garrett County, however, emphasize the posture that for assistance service delivery, the County takes a face-to-face approach with very little digital engagement; this can be difficult in a county with extremely limited public transportation (which serves only Oakland on an on-demand basis). It also does not address the income levels of Internet penetration at its CAIs and in households.

Prince George's County platforms deploy a smaller collection of information than those of Montgomery County. But a user would expend about 72% more effort searching for assistance information in Montgomery County, given its overall recall rate of .158.[131] Precision-wise, Montgomery County's .076 rate is about 23% of Prince George's County's. In other words, Prince George's County deploys a few, very specific pages of information from its website, each concisely pointing to unduplicated content about each program. Conversely, Montgomery County deploys much information with much

---

[131] This was figured based on

$$100 - \left(\frac{\text{Montgomery County's recall rate of .158}}{\text{Prince George's County's recall rate of .556}} \right)$$

duplication across three information environments (i.e., MCDHHS, MC311, and infoMONTGOMERY), requiring a greater amount to find relevant, complete, and non-contradictory information.

Measuring precision and recall does not tell the whole story of finding information through searches. The names of items retrieved impact the level of effort involved in finding relevant information, and not all items' names do not reflect the information contained. For example, in Montgomery County, relevant hits for "Food Stamps" include Documentation for Food Stamps, Temporary Cash Assistance (TCA), Food Stamps Account Availability - Montgomery County, Maryland, Housing Programs, and Food, Nutrition, Meals on Wheels (MOW), Senior Lunch Program, and Living & Thriving in MC (revised 9-12-11):Layout 1, but also this site, Valerie Ervin - Councilmember, District 5, Federal/State Program Income Test Test Notes, and download flyer in pdf format - Montgomery County, Maryland. Each of these is considered to be relevant; someone seeking information about applying for assistance may be confounded by the titles. In Prince George's County's result sets, items are more succinctly entitled; About, Contact Us, and Calendar may be a bit cryptic but with very few hits in the result set, less effort would be required to review the items.

Unfortunate Result Sets

Another consideration is what was retrieved relative to other hits. The result sets can produce some peculiar groupings of information. For example, searching "TTY" from the Montgomery County website to find out which offices and webpages include TTY numbers resulted in these hits, all from MC311:

- Maryland Relay or TTY

- Montgomery County Government Maryland Relay and TTY Access Telephone Numbers

- Reporting Nuisance or Aggressive Animals

Garrett County returned hits for energy, recycling, and inmate programs but almost nothing for the programs under review. While presumably not intended, grouping these items together may be interpreted as a rather pejorative or dismissive commentary on the use or users of TTY or searchers for assistance information.[132] While these types of situations may be unavoidable, carefully designed taxonomies for tagging items and more mature search mechanisms can perhaps forestall these types of retrievals and return results with higher precision and recall rates.

What Is Not Retrieved

As interesting a point as what was retrieved through searches is what is *not* retrieved. By and large, Montgomery County makes brochures, reports, budget analyses, correspondence, and program evaluations available from its MCDHHS website (in addition to information about FSP, TCA, and Medical Assistance). Prince George's County deploys only assistance program-related information; reports and budget analyses are searched for and retrieved from the State DHR's website rather than PGCDSS.

The manual inventory of county DSS revealed that Montgomery and Prince George's Counties have links to application forms available on-line, primarily in *.pdf* format. The

---

[132] Given that the link to GCDSS is listed along with the court system and the sheriff's office, associating social assistance with inmate programs could be an uncomfortable coincidence or perceived a further description of how assistance applicants are viewed.

searches, however, did not produce any of these. Thus, users who want to review the forms before filling them out and submitting them must also know to search for them and how to search for the process to apply, eligibility criteria, and other relevant information.

Conversely, brochures and guides for citizens retrieved by the manual searches are not listed on county department websites. Programs available to Prince George's County current and former TCA recipients is discussed in the Job Opportunities Task Force Special Report (2013, p. 27) but are not noted in County-issued reports. This may be a product of how the websites are organized (e.g., links to brochures may be available from a general "reports" section in the website but are not explicitly located on the same page as the assistance information or how items are tagged for searching.

What does all of this mean? By county mandates, users still must finalize their applications for assistance by visiting a county office. But except for Prince George's County, finding out what is required to apply and what rights and responsibilities attend receiving assistance requires a good amount of effort to self-educate at a time most convenient to the applicant. This seems to contradict Montgomery County's Digital Strategy and does not seem to take advantage of the Internet penetration in almost 80% of households and 100% of community anchor institutions (and presumed use and literacy) in Garrett County. In other words, high Internet availability and use of mobile technologies would seem to indicate that citizens are ready to begin to use more on-line services, on their time, but the counties have made not that move as far as assistance information is concerned.

Discussion

This discussion identifies and examines some of the impacts of the findings from the analysis itself, and from the research study in general.

Findings from the Analyses

The State and the Counties' digital strategies all discuss public-facing capabilities as critical but the recall and precision rates suggest that inconsistent or little attention is paid for assistance services. Each county already has in its digital strategic plans and in implementation some method of outreach for alerts and county services. Based on the results captured in Table 23 and the foregoing analysis, how what is deployed maps to the findings of research and goals of the strategic plans tells a different story. This type of engagement and outreach to low-income people has not been addressed in research or in policy.

Impacts of Resistance to Implement State Policy

None of the counties or the state explicitly express resistance to implementing the state policy in any of their strategic planning documents. Lack of implementation seems to occur because there is little explicit advantage in doing so and no penalty for non-compliance. Thus, more questions arise than are resolved in this study. At the policy level, the mandate is to "go digital." But none of the implementing guidelines at the state or county levels provide a clear definition of the audiences to reach, identified and targeted anticipated outcomes, the policy is implemented for some populations (this is illustrated in Table 23) and not others, nor how the policy is to be measured or improved.

Indeed, the profiles of the counties, especially their digital plans, makes very clear

that more services are to be deployed and efforts are to be focused on economic development and general public purposes; this aligns with the precepts of e-government. But little is specifically focused on delivery of services for low-income people and when considering alignment of e-government, this falls short on addressing information relevance, perceived ease of use (PEOU), and accessibility beyond people with visual impairment. This certainly correlates to Pew's findings on the increase of non-adoption based on relevance and usability (Table 2). Also, this omission speaks to the perception of just how citizenship is regarded based on income: who or what is valued and thus, worthy of the rights of citizenship.

There is a clear drop-off in what is deployed for DSS information and low precision rates for two counties further underscores inaccessibility to information.

Lack of Information Awareness

While Maryland SAIL is available, low-income people in Garrett County are not made aware of it through on-line means. By not providing information, county administrators truly control the content and boundaries of information about assistance by creating a barrier to information access. But even when applicants use Maryland SAIL, they still need to go to an LDSS to apply. This does not really resolve the issues, the hassles identified by applicants, of time waiting in offices, costs of transportation, and the sense of distrust and patronizing by case managers; Maryland SAIL could be considered to answer the letter of "go digital" but certainly impedes realizing the spirit of the e-government's anticipated benefits.

Inconsistent Information Deployment

Lack of considered implementation has resulted in inconsistent information deployed, which makes that information unreliable. As is illustrated in *The Analyses*, page 243, Montgomery and Prince George's Counties' multiple platforms deploy different and sometime conflicting or incomplete information about programs, how to apply, how to contact the DSS, and the process to apply. The applicant may easily no know that he must consult multiple online sources to get a full understanding of the programs and application protocols. Further, since the webpages are not dated, it is difficult for the applicant to gauge how current the information is.

The disparity in the versions of the online forms made available from the counties and the state poses yet another barrier in both accessibility (in language translation and to people with visual impairments) and, if an applicant uses obsolete forms, she must re-apply which costs her time and delays evaluation for eligibility.

Lack of Accountability and Efficiency in Communications

Lack of implementation impedes communication sharing and accountability. For example, DSS rely on snail mail to notify clients of eligibility, the need to recertify, and other communications; this results in several disadvantages. There is no chronology of communications so if mail is not received and the applicant does not recertify, her benefits are affected and she has no way to prove that it was not received. This can create an adversarial conversation with the case manager who holds some power for determining eligibility over the client; implementation could keep an audit trail so that both the client and the case manager are accountable for their requests, communications, actions, and responses. Further, for homeless people, receiving mail is inherently a

haphazard option.

State statute identifies multiple modes of communication as a component of its e-government policy. And this is being implemented for emergency alerts, service request filings and status assessment, and other tasks. However, the jurisdictions' DSS generally restrict communications to telephone, TTY, mail, and office visits. Social media, mobile communications, broadcast voice mail messages, and other mechanisms could be used to notify applicants of time-sensitive information, such as critical application dates, changes in eligibility criteria, changes in legislation, and other information that the applicant must deliberately seek. This holds even less liability in accountability since these communications are considered to be public records on the same order as printed mail, and are thus, discoverable if liability in use of these mechanisms is a concern.

Telephonic communications are bounded by office hours. If the applicant cannot communicate during those hours, communications are hampered by delays in responding to voice mail (if voice mail is an option), which can result in delays in determination.

Unrealized Operational Efficiencies

State statutes and the ITMPs call for automation to increase operational efficiencies, particularly through integrated case management. This can be perceived as threatening to case managers as tantamount to reducing positions, replacing them with systems. By maintaining the status quo for systems, protocols, client interaction, and recordkeeping, administrators and case managers maintain control with reduced accountability and oversight that automation, when well-designed, can bring for the agency, its clients, and tax payers. However, when counties automate analogous non-DSS services, non-implementation positions an applicant as a second-class of citizen.

Technology can be used to expand accessibility. But issuing forms in *.pdf* formats, by not curating and tagging information artifacts to result in higher precision rates (see *Search Term Analysis Results*, page 283), by not addressing the incompatibilities across platforms, by not aligning the jurisdictions' prevailing languages with appropriate translations (such as requiring non-English speakers to call customer service for translation, as in the case of MC311), accessibility to assistance information is reduced, which correlates to lower usage.

Why Gaps in Implementation Exist

When one considers the role of citizenship as a prerequisite for receiving benefits to which one is legally entitled, and that the State has mandated digital G2C outreach and communications, then it follows that removing barriers to digital information is not just a question of accessibility by the public but strategically making credible information available. There is no evidence in the strategic, business, or implementation plans or annual reports that either the State or the Counties have reached out to residents to learn about their assistance and information needs, and, given the ubiquity of technology in each of the counties, what a citizen-focus vs. technology-focused technology solution would look like.

These gaps beg the question "Why do these gaps exist?" but from the state and county documentation, no rationale is given. Further, the gaps between the deployment of general services and those from DSS is not addressed one way or the other, either

- As a constraint of budget or resources for social services (even though equivalent automation for social services could reduce costs and workload),

- An explicit decision to explicitly deciding to *not* invest in program
  automation, or

- Not seeing social services as a component of "citizen focus."

The lack of policy and implementation attention in this direction is troubling especially since there seems to be no "teeth" for ignoring this aspect of state and county digital policy. Given the high rate of Internet access and the identified "hassles" of the current, face-to-face process to the applicants, these gaps indicate missed opportunities for the county governments to serve all of its citizens, possibly reducing the costs and effort involved in that service.

Findings from the Study

Some of the key findings from this study include:

- Identifying that gaps exist between the state policy to "go digital" and use
  multiple modes of technology to engage the citizen through a "citizen focus"
  and implementation at the county level for DSS and assistance services.
  However, counties support more and more sophisticated implementation for
  non-DSS and assistance services.

- Counties do not make complete information about a program, the application
  process, and eligibility criteria available in a central place. Users must look in
  several places to find information.

- Lack of implementation perpetuates some of the difficulties applicants face in
  applying for assistance in person during LDSS' office hours. These
  difficulties persist even if an applicant uses Maryland SAIL; the office visit is
  still required.

- Cost and availability of Internet access and connectivity have been reduced due to broadband access at CAIs and programs such as *Internet Essential* but counties are not commensurately making assistance available on-line.

- The forms made available can be difficult to find, are not editable, may not be the most current available, and are not translated into the counties' predominant languages. This reinforces the requirement for office visits by applicants.

One cannot ignore the shift in reasons for non-Internet adoption between 2009 and 2013. Cost and availability have been significantly replaced by relevance and usability (Table 2). Were these shifts predicted in counties' digital deployment strategies? It does not appear to be so because using these counties as cross-sections, their responses are so different and none publish web traffic statistics to assess how heavily their on-line presence is. However, did counties expect the rise in Internet usage especially through public- and in-home computers and mobile technology regardless of income? Apparently they have although, even for routine services offered by relatively wealthy counties, multiple modes for information delivery have been approached slowly, and almost not at all for assistance services.

Manoharan suggests that budgets to not correlate to or predict better or more citizen-oriented information deployment by counties (2012). That said, in terms of citizen-focus, the fairly affluent Montgomery and Prince George's Counties appear to publish static information – a pull system of delivery – rather than use multiple modes of ICTs to push information to targeted populations. At a high-level, this supports Manoharan's assertion. Further, neither Prince George's nor Garrett Counties publish their IT budgets or social

services budget on a per-case basis. Montgomery County publishes its IT budget but not its per-case budget so in any of these cases, it is not possible to determine cost savings/cost avoidance through technology implementation.

Eubanks suggests that the issue of service access is not one of technology literacy but distrust of the increased surveillance and presumption of dishonesty that has been exacerbated in the more digitized world. This, perhaps, speaks to the rise of relevance for Internet non-adoption. This suggests that for all of the stated intentions to make information available, the state and counties' "technology solution first" is bypassing the overriding concerns of applicants; this mirrors the slogan heard in policy commentary by people with disabilities "Nothing about us without us." Without the target audience brought wholly into the conversation of solution design (and absolutely before the technology aspects are discussed), then deploying information and perhaps applications digitally misses an opportunity to address the applicants' true, rather than presumed, needs. This would address the issues of relevancy and usability. A hallmark of Internet adoption, as noted, is compatibility. Clearly, the counties have automated to a minor the difficult-to-negotiate manual process. If this is not effective of productive, it calls the basic process into question about usability.

Automating pre-existing processes without questioning whether those processes and information models are appropriate and bias-free; otherwise, those same perceptions are further ingrained in the service delivery mechanism. Perhaps as Eubanks suggests (2011), the answer is a "technology for people" approach – a model in which counties and citizens co-produce the processes and solution to solve a problem and identify the desired outcomes, and only then, brainstorm the role of technology in implementing the solution.

At this point, there is no evidence that the jurisdictions involve low-income people in evaluating their information deployment sites. As the research affirms, the characteristics that result in a website that meets the needs of the end user depends very much on who that end user is. If DSS see public applicants as end users, the strategic and tactical focus could be one of public engagement and problem-solving. This would include ensuring ease of access and use, relevant information deployed, and compatibility with how a user would assume to access the service. It can also, as Eubanks suggests, increase levels of trust of DSS by applicants. However, if the end user is the DSS itself, then the information may be deployed with less attention to those same characteristics.

Internet access and connectivity cost and availability are often posited as deficits of low-income people; indeed, cost and availability have declined as reasons for non-adoption. But as is discussed in the state overview and the county profiles, almost 100% of CAIs are broadband accessible and the in-home rate of access is fairly high. In Montgomery and Prince George's Counties, the cost of in-home access is mitigated by the *Internet Essentials* program; this reduces one barrier to access. Mobile technology is widely available across income lines.

___The Analysis Findings and the Research Questions___

This analysis wraps up the research questions neatly by using the findings captured in the state and county profiles.

- It identifies the types of assistance information about FSP, TCA, and Medical assistance at the state and county levels (**RQ1**), summarized in *Analysis Results*, page 240.

- It compares the state's and counties' approaches to deploying assistance information digitally (**RQ2**), summarized in *Analysis Results*, page 240, including the practices in finding information.

- It compares the state and county digital strategies (**RQ3**), summarized in *Alignment Between Policy Frameworks and Implementation*, page 268.

- It compares the state and county implementations against their prevailing policies and general research findings (**RQ4**), summarized in *Alignment of Findings with the Literature*, page 271.

- It identifies ways that current information theory models can be expanded (**RQ5)** based on examination of the space between digital deployment of information and its access by the end user, discussed in *The Study's Potential Impacts*, page 310.

As suggested in this chapter, the gaps between policy, implementation, and research are heady. They present many launch points in further research, policymaking, and implementation introspection.

The points noted throughout the literature review about the characteristics of good e-government implementation (e.g., ease of access to information, ease of use, relevant information, costs, and availability) parallel enablers and deterrents to Internet adoption. Further, there is increasing Internet usage to access government information, especially at the local levels. This collides with the difficulties low-income people face in applying for and receiving information and applications (e.g., "hassles" of office hours, stigma, transportation, missed wages, childcare, and intrusive surveillance). The next chapter

suggests a solution that, if fully planned and implemented, may bring benefit to

applicants and caseworkers alike.

Chapter 6. Potential Impacts of the Research and a Suggested Solution

Very few studies exist that focus on the intersection of low-income people and receiving government services in digital environments. However, a key tenet of the Obama administration's *Open Government Directive* is the role of collaboration in the G2C relationship; Eubanks echoes this in her research participants' insistence that they, the end user, be involved in the automation design. Further, user engagement in design is a key tenet of "citizen-focused" design and enhances adoption and usability.

The Study's Potential Impacts

This study has laid out a framework to begin to study the many other aspects introduced by the nexus of income, class, policy, digital government, technology, and civil rights. A few points are included here as fodder for research in policy issues and implementation.

Impacts for Policy Analysis

A key contribution of this study is that the results suggest that tensions and disconnects exist between the promises of e-government (which varies by audience), what e-government users need, and what e-government actually delivers and for whom. This is not a question simply of implementation but one of a critical policy issue. Each of the points identified in this section (and many others) merit significant analysis for their impacts and potential for policy, technology, social, and theoretical expansion, and identification of ways to measure and leverage those impacts for all stakeholders.

As illustrated in the *Analysis Results* (page 240) and summarized in Table 23, the policies born of state statute and strategic planning have not been fully realized. One may opine that political wrangling and compromise, funding, special and conflicting interests, and other factors may be stated reasons for this lack of implementation. But those reasons fall quite short when, , that information deployment, transaction systems, and other mechanisms have been deployed for some economic and social classes of citizens but not others, specifically low-income people. Nothing in state statute or strategic planning specifically identifies assistance services to *not* be treated with the same tactical implementation consideration as for deployed information and services for citizens with greater privilege. But this has clearly occurred: these policy goals are not being universally met, effectively further "othering" low-income people.

Several problems occur within the policies themselves. To begin with, the criteria for success are not defined in terms of impacts on people. Certainly, setting 100% of CAIs as a goal for broadband access, for example, is one measure but it is a quantitative, technology goal; it does not speak to how those CAIs and the people who use them for access are changed, or how those changes would be identified and analyzed. Without this criteria, it is not possible to determine whether policy goals have been met.

Another problem with the state's e-government policies and strategic plans themselves is that there are no penalties for non-compliance nor incentives for compliance. No delivery dates for compliance plans and their implementation, or instruction on how non- or deficient compliance will be dealt with are included and thus, cannot be enforced. Neither the agencies nor the state establish those promises of e-government (e.g., greater cost savings, administrative efficiencies, greater G2C

engagement, greater accountability and transparency, etc.) as incentives although they are regularly held up as examples of benefits. This suggests several things; a few are mentioned here.

1. These "benefits" may be threatening to administrators and case managers who perceive them as reasons to increase case loads, reduce professional and administrative staff, or as license to imbue the work place and work habits with greater intrusion and surveillance. The lack of compliance teeth makes administrative pushback quite possible.

2. Not mandating compliance obviates an opportunity for agencies to examine their current policies and procedures for efficiencies and waste, a frequently difficult chore. Automating existing manual, face-to-face processes can automate any existing biases, presumptions, and values, thus perpetuating them, rather than addressing them front and center.

3. There are economic costs in compliance but none of the state or county strategic plans address the costs in *not* complying. The study results suggest that if e-government is implemented for one class of citizen, one may presume that a cost / benefit analysis (a typical task in project design and project management) has been performed and implementation has proven to be beneficial. But this begs several questions that require more research in the nuances they present, the outcomes they realize or avoid, and the reasons or conditions that allow this gap to occur. If implementation is beneficial to one class, why and what factors would cause it to *not* benefit a different class? Is it not in the interests of citizens and taxpayers to make government services

312

more efficient? What is the tipping point at which the social impacts are more costly than the efficiencies and how would those costs be identified and measured?

4. The questions of whether policy and implementation impact usage arise. The literature suggests that multiple modes of implementation expand usage of ICTs. This meshes well with Montgomery County's "no wrong door" to assistance services posture that supports multiple access points but this is not supported by multiple media platforms. While this study did not measure usage, the gap in implementation for the different groups of user suggests that if the policy structure were designed encourage usage by administrators and end users, then it may have a direct impact on usage. This assumes that the actual implementation both encourages usage (perhaps through push systems); removes social, technological, and content barriers to access; rewards usage; and does not punish or disenfranchise those for whom usage is not possible or comfortable.

5. There are social costs for non-compliance. As suggested by the literature review, analysis, and results, well-designed automation (one is suggested in *A Suggested Solution*, page 310) can help applicants apply for assistance without the temporal or geographic constraints which come at economic and social costs. Along the same lines, there are cost avoidance opportunities through compliance for applicants by reducing or eliminating the costs of transportation, child care, missed wages, and stigma but the current policy structure does not explicitly address these.

6. As one county observed in its agency performance report, it does not know who is *not* being served. This perpetuates an invisible class who might, if the application process were more accessible, help to resolve this for the agency and the applicant. If members of this invisible class are eligible for assistance and are not receiving it, this abridges their citizen rights. Addressing ways to understand who is not being service can pave the way to consider service delivery and can begin to develop one tactic to measure some level of social impact.

7. There appears to be a disconnect in policymakers' understanding of levels of Internet access through home, workspaces, and CAIs by low-income people and the appropriateness of moving more DSS-related services on-line. With cost and available reduced, policymakers could focus on understanding the needs and access capabilities of the targeted population, on usability and relevance of information deployed., and on leveraging appropriate media. Exploring this by policymakers may well identify areas of design and implement that would benefit greatly from deliberate citizen engagement. Not doing so runs counter to President Obama's call for greater transparency, partnership, and collaboration to better solve real problems, in this case, delivering services and information, recognizing poor peoples' rights of citizenship, and demonstrating responsibility to taxpayers.

This study does not answer these questions but its results in terms of the policy and implementation gaps, and assessments of the findability and accessibility of information can open the critical conversations to address them.

Impacts for Future Research Projects

The researcher suggests that this study can serve as a foundation that can be used along several lines:

1. Study how low-income people actually search for assistance information on-line, receive it off-line, and find out how technology can help bridge the gap between needs and information.

2. Use this knowledge to help inform local and state policy makers of the delta between policy and implementation, and the estimates of the impacts.

3. Begin to design a cost model of the impacts of moving some service delivery more on-line to multiple platforms (similar to the EBT model) so that low-income people can ease their dependency on caseworkers, and understand the cost impact on time and operational efficiency to service delivery.

4. Study how DSS are using mobile and social media (especially since low-income people are more rapidly using these different platforms) and if not, why and are low-income peoples' needs being met.

5. Study the impacts of redistricting to digital information dissemination.

6. Investigate the role of private/public-sector partnership between DSS and multiple platforms for delivery.

Impacts on Existing Frameworks

The results of this research can help build out several existing theories that address different aspects of the social (vs. the technology) perspective of information access and use. See *Frameworks that can be Influenced*, page 89 for a brief description of these frameworks.

In common for these frameworks is that they do not fully accommodate the cyclical nature of poverty. Poor people slide into and out of poverty, which changes their membership in their social and benefits administration communities and the presumed characteristics about them. This research can help inform these theories by applying the gap analysis between policy and implementation to identify who is included and who is left out of critical information assets, and begin to address the nuances of social membership changes. This understanding can also help to address some of the values that are not questioned when systems are automated.

- **Digital Inclusion** can be expanded to examine how low-income people are deliberately included in designing the mechanisms through which information is deployed, and understanding the social impacts of that inclusion and exclusion, such as changes in levels of trust in the agency and its information or increased political advocacy. It can help inform administrative impacts in terms of the case manager / client relationship, and how the agency responds when the greater transparency into it decision-making is introduced. This research can also provide a mechanism to expanding work in digital inclusion to identify policy / implementation gaps and their impacts, such as understanding who is *not* served and when, and which conditions make this possible.

- **Small Worlds** theory can be expanded to address the temporal and cyclical aspect of poverty vs. a static group membership. Unlike groups that are characterized by specific characteristics (such as inmates or language-specific communities), low-income people cut across all education, race, age, gender, and disability graphics which would require an individual vs. a small world / community introspection, particularly in terms of understanding normative behaviors. This research can also influence how administrators perceive the end users as well as start to understand how digital assistance information is received by the target audience.

- **Information Poverty** can be expanded by identifying more of the administrative characteristics that are contributors to information poverty, such as developing a measurement to determine thresholds of information availability (including findability), physical and cognitive access (including understanding levels of effort to use deployed information), and ways to measure the characteristics of relevance that would incline an individual to deliberately seek that information. By continuing the discussion of reliability of information deployed (such as inconsistency in content), this study can also help to examine the encouraging and dissuasive characteristics of the information that raises the level of effort so high that applicants for assistance simply give up searching for, and trying to use, digital information based on the quality of its content.

- **Information Worlds** theory can be expanded to further examine the consequences of policy decisions for making digital information available, their impacts on implementation, and how those decisions shape information lifeworlds in the communities of case managers, administrators, individual applicants, and

the communities in which they live. Expanding this theory through work such as this study can speaks to the impacts of deliberate engagement of low-income people to make information unfettered and available.

- **Moon's, Layne & Lee's, and others**' work in e-government maturity modeling can be expanded by incorporating an analysis of the impacts on the end user as different maturity and sophistication levels are reached. These can be expanded to clearly identify (as this study does) who is included but also who is left out of the e-government conversation.

A Suggested Solution

Deliberately designing technology and interfaces with clear goals in mind and engagement with the end users – low income people and case workers, in this case – can ease the burdens of delivering information and services by reducing the amount of time and paperwork required by face-to-face office visits. It can also make information more easily available to applicants and better ensure that it is findable, accurate, and understandable. Both the case workers and recipients could benefit, but the tax payers may benefit as well.

This study focuses on the assistance information and services that jurisdictions make available on-line; the proposed solution is focused accordingly. The suggested solution can help meet a number of the issues that were identified in the course of the study. In particular, it can help mitigate or support

1. Constraints and direct and indirect costs in the requirements of office visits by 24/7 availability.

2. Conveying one single description of each of the program, including eligibility requirements, documentation, and how the application is processed.

3. Deploying data entry forms on-line (rather than *.pdf* files) so that users can

    a. Fill them out on-line.

    b. Save the forms for future use and completion.

    c. Be translated through on-line translation programs.

    d. Be read by screen reading software or input by voice-to-text applications.

    e. Be assured that the form is the current and only available version.

4. Determining eligibility based on information input into a single on-line application.

5. Multiple modes of communication by querying the applicant for preferred mode of communication and information and application deployment on multiple platforms.

6. Issuing transaction confirmations so that applicants and case workers can confirm that information and corroborating documentation are successfully uploaded.

Solution Design

Implementing a new solution means change, and change can be difficult to accept within organizations. However, several models for information and service brokering already exist in the commercial sector. Conceptually, an on-line mortgage application system (taking the profit motive out of the equation), for example, parallels the tasks of the non-automated process for applying for assistance, also a transactional system. It also

meets the criteria for Internet acceptance of compatibility by leveraging the conceptual

and procedural familiarity with a commonly used transaction system.

Mortgage systems (like other commercial transaction systems) are set up as

workflows that guide the user through the logical path to apply for the mortgage. Table

32 captures this workflow and its corresponding tasks based on the Maryland counties'

current process.

Table 32: Comparison of On-line Transaction Model with the Current Assistance Application Process

Mortgage System	Assistance Application Manual Process
1. User sets up an account.	
2. User requests application.	User downloads FIA application from Maryland SAIL, county, or state, or receives it in hardcopy from DSS.
3. User completes the application.	User fills out the FIA application manually.
4. System error-checks application for valid information. Users correct fields.	
5. System notifies user of the corroborating documentation required, based on the inputs.	
6. User scans and uploads corroborating documentation.	User compiles paper copies of corroborating documentation.
7. User affirms the veracity of the inputs through digital signature or agreement checkbox.	User signs the application.
8. User submits an application.	User submits the application by mail or at the DSS.
9. System issues acknowledgement that the application was submitted successfully.	DSS issues acknowledgement letter by mail.
	DSS evaluates the application. DSS notifies the applicant by mail if changes must be made.
10. System evaluates the inputs and determines the user's risk for repayment.	DSS evaluates applicant's history of receiving benefits.

Mortgage System	Assistance Application Manual Process
11. System estimates mortgage products and amount of mortgage limits based on an eligibility table, assessed risk, and neighborhood values.	DSS estimates types of assistance and amount of benefit to which the applicant is eligible.
12. System responds with a preliminary acceptance and repayment requirements or rejection.	DSS sends decision via mail.
13. System responds with steps to proceed and a process to appeal on-line.	User can appeal decision if desired.
14. Mortgage broker issues amount of mortgage to the seller.	User is notified of the amount of benefits.
15. Mortgage broker updates user account with current mortgage balance.	User contacts EBT (through Citibank) of the amount of FSP benefit and the DSS to track TCA benefits.
16. System notifies user of upcoming payments, amortization, and any changes in interest rate or repayment requirements.	
17. Users can make payments on-line.	
18. Users can update their account profiles on-line.	
19. Users can request changes to their mortgages, including refinancing, on-line.	
20. Mortgage broker announces news, new products, changes in laws and regulations through social media, mortgage broker's website, application, text message, e-mail)	Users contact the DSS to find out about changes in regulations, laws, and other impacts to benefits and eligibility.

The mortgage system provides a measure of privacy protection (except for concerns about data theft) by allowing users to establish user identification and passwords, submit and manage the account at a location of their choice, possibly in the home or by a mobile device. This is an advantage that visits to DSS do not afford. Further, the mortgage system usually provides communications mechanisms such as on-line chat and video access for customer support. Communications are carried out through the user's account,

e-mail, text messages, or other mechanism, as the user prefers. Each communication –

application receipt, payment, change in account, additional information uploaded –

generates an automated response to create an audit trail for the mortgage broker and the

user.

Many of the components of the mortgage system already exist conceptually in the

current assistance application model; these are captured in Table 33. With some tweaking

(perhaps through a partnership with an organization such as Code for America, Chicks

Can Code, or a service program with a community college), these could be met at little

expense to taxpayers or squeezed DSS budgets.

Table 33: Common Components between the On-line Transaction Model and the Current Assistance Application Process

Mortgage System Components	Assistance Application Components
1. User Accounts	Applicant Account
2. User Interface	Maryland SAIL
3. User credit history access	Applicant assistance history
4. User financial viability	Applicant wages, assets repositories access
5. Data Entry form(s)	FIA application form
6. Mortgage Products	Assistance Programs
7. Customer Support	Case Workers
8. Communications Mechanisms (e-mail, text, account messaging, on-line chat, video)	Communications Mechanisms (mail, telephone, TTY)
9. Eligibility Criteria	Eligibility Criteria
10. Internet Access	Internet access (not leveraged; relies on office visits)
11. Regulatory framework for oversight, practices	State, county mandates to move information and services on-line

It is technically possible to re-tool these existing components to mimic the mortgage

system components, especially since Maryland's and the Counties' statutory mandates

and strategic plans are explicit in their direction to support greater citizen focus and "go

digital." Such a re-jiggering of the current processes is suggested in Table 34 and

presumes that Maryland SAIL is still the on-line application site but its capabilities have

been expanded. Because Maryland SAIL, the FIA application, eligibility criteria, and

statutes and mandates already exist, the process to automate the user-interface would not

be challenging.

Table 34: Suggested Assistance Application Process with Automation

Mortgage System	Assistance Application Manual Process	Maryland SAIL New Functionality?
1. User sets up an account.	Applicant sets up account, including preferred mode of communication.	√
2. User requests application.	Applicant requests application.	
3. User completes application.	Applicant completes application.	
4. System error-checks the application for valid information. Users correct fields.	Maryland SAIL error-checks the application for valid information. Users correct fields.	
5. System notifies user of the corroborating documentation required, based on the inputs.	Maryland SAIL notifies user of corroborating documentation.	
6. User scans and uploads corroborating documentation.	Applicant scans and uploads corroborating documentation.	√
7. User affirms the veracity of the inputs through digital signature or agreement checkbox.	Applicant affirms the veracity of the inputs through digital signature or agreement checkbox.	
8. User submits an application.	Applicant submits the application.	
9. System issues acknowledgement that the application was submitted successfully.	Maryland SAIL issues acknowledgement that the application was submitted successfully.	√

Mortgage System	Assistance Application Manual Process	Maryland SAIL New Functionality?
10. System evaluates the inputs and determines the user's risk for repayment.	Through an eligibility criteria "truth table," Maryland SAIL evaluates the application for wage and asset data input, family structure, benefits history, and other eligibility determination factors against applicant information databases.	√
11. System estimates mortgage products and amount of mortgage limits based on an eligibility table, assessed risk, and neighborhood values.	Maryland SAIL determines the types of assistance and amount of benefit to which the applicant should be eligible based on inputs and applicant data.	
	Maryland SAIL notifies the applicant's LDSS that the application and corroborating information can be accessed.	
	LDSS reviews the application and determinations.	
12. System responds with a preliminary acceptance and repayment requirements or rejection.	LDSS notifies applicants through Maryland SAIL account of decision	√
13. System responds with steps to proceed and a process to appeal on-line.	LDSS notifies applicants through Maryland SAIL of steps to proceed and a process to appeal.	
14. Mortgage broker issues amount of mortgage to the seller.	LDSS enacts benefits to be issued.	
15. Mortgage broker updates user account with current mortgage balance.	Maryland SAIL updates user account with current mortgage balance.	√
16. System notifies user of upcoming payments, amortization, and any changes in interest rate or repayment requirements.	Maryland SAIL notifies applicant of upcoming deadlines to recertify or for more information.	√
17. Users can make payments on-line.	Applicants can track account balances and transactions on-line.	√

Mortgage System	Assistance Application Manual Process	Maryland SAIL New Functionality?
18. Users can update their account profiles on-line.	Applicants can update their account profiles in Maryland SAIL.	
19. Users can request changes to their mortgages, including refinancing, on-line.	Applicants can update their addresses, changes in wages, family structure, and other factors in eligibility.	
20. Mortgage broker announces news, new products, changes in laws and regulations through social media, mortgage broker's website, application, text message, e-mail)	Maryland SAIL announces news, new programs, changes in laws and benefits through social media, Maryland SAIL, application, text message, e-mail)	

The suggested workflow for assistance evaluation does not fully automate the process, nor is it intended to. It does not take evaluation fully out of the hands of the counties since the statutes require that services be managed at the county level. Also, to replace case workers with systems may even further de-humanize the process of applying for assistance, the stigma of the current process notwithstanding. But if some automation would relieve some of the chore of 1) applying for assistance and 2) managing the administrative components of accepting the application and making the determination easier and more transparent, then both the applicant and case worker could be better served.

Reasons to Institute a More Automated Solution

Automation would not solve accessibility and "hassle" issues for all applicants but could benefit many. DSS would still need to assist those without technology access or who are less-inclined to use automated systems. However, automating some aspects of the application process may

1. Reach more applicants outside of the confines of office spaces and visits. This would help reduce the costs and energy expended by at least some applicants.

2. Instill a single source of information, resolving concerns about not deploying one authoritative source, and reducing concerns about the arbitrariness of benefits determination.

3. Narrow the technology gaps in services that are offered in kind to some citizens (e.g., apply for licenses, file taxes) but not others, even though the implementation types of services (e.g., uploading files, transactional services) already exist.

4. For homeless applicants, not having a fixed address undermines an applicant's ability to receive determinations of benefits, file appeals, and carry out correspondence that DSS only delivers by mail. Submitting applications on-line and dispensing benefits electronically through EBTs and electronic vouchers (such as for housing subsidies) could mitigate the difficulties of not having a permanent address.

In this automation scenario, much of the face-to-face time and the attendant costs (e.g., childcare, transportation, missed wages) for many applicants may be obviated if some or most of the application process were made easier by allowing the applicant apply at a preferred time and location and over a preferred platform. The result could be a system that meets more needs at a lower cost in time and money. Secure e-mail can be set up for case worker / recipient conversations. This would also leave an audit trail of communications and record of submitting the digital paperwork. One may expect that the occurrence of lost paperwork may be reduced.

Difficulties and Limitations in Implementing the Proposed Solution

The proposed solution should not suggest that the entire service delivery protocol be digitized. The proposed solution does not resolve the most intractable problems identified in the literature: making bureaucratic process changes and involving the actual end users in the design. The greatest challenge, perhaps, might be the issue of change. It is unclear whether the DSS will change how they engages target audiences, put more information on-line, or openly examine the current processes for biases and efficiencies. However, a private-public partnership could develop common interfaces as a front-end to the manual case management process in manners that leverage Maryland SAIL, and the existing applications and eligibility criteria and ease the process of change. Databases of applicant wage and asset information already exist and can be tapped into for verification.

Deliberately involving case workers and applicants in co-designing such a solution introduces these concerns:

- Challenging the technologists' "technology first" presumptions.
- Challenging the assumptions that are inherent in the service delivery model, independent of technology.

This suggests that while designing a functionality-based system may help but without an open and candid review of the policy structure and the presumptions that underscore it, many of the same concerns that Gilliom and Eubanks reports will simply be perpetuated but in a more digital (and perhaps insidious) way.

In automating the current process, still several items would need to be worked out, from a technology standpoint. To start with, applying for assistance on public computers (such as at assistance offices or libraries) opens questions of Internet security in

transmitting and tracking personal information. Also, while technology literacy is improving, many people would still need assistance in navigating an on-line application system.

If well-considered at the state level, the state may consider whether the policy framework actually supports the current models of service delivery. Counties can see quantitatively what is actually delivered and consider whether the current use of technology is an effective use of tax dollars.

Most fundamentally and perhaps with the greatest difficulty, counties would have to take a hard look at the position of influence and franchise by low-income people and consider whether from a policy and implementation perspective, low-income people receive the respect and credence – that is, full rights – of citizenship. As it stands now, because so much less effort has been expended by the state and counties to make assistance information available (and lack of information is truly a barrier to fully functioning in society), then the imposition of second-class status calls basic civil rights into question. The lack of attention paid to this aspect of administrative automation to comply with state and county statute and strategic plans suggests the level of value that county administrators place on some of its citizens but not all.

Some Final Thoughts

The United Nations has declared that the rights to government access (United Nations, 1948) and to Internet access (United Nations General Assembly, 2011) are fundamental human rights. In considering the civil rights aspect of the gaps between policy and implementation, and implementation for some but not all, one is struck by the barriers to information that the counties, by inaction or little action, have put been in

place that separate low-income people from the locus of G2C interaction. In Maryland, the right to Internet access is being addressed and that Internet penetration will only broaden and become less expensive. But how does one address the human rights/civil rights component of the question?

The findings suggest that many of the state and policy frameworks support moving more services and information on-line; the counties have done so for mainstream populations but have done very little for the services and information directed towards low-income people who seek assistance. This passes an opportunity to use technology to "do more with less" for a population who could benefit from the same consideration and attention showed to more affluent people and businesses. This double-standard for service delivery is quite troubling in that it perpetuates a "second class" status in which people's access to government information and services – their right as citizens – is cordoned off due to their incomes. This opens the question of whether separate is equal. Given the findings, separate does not appear to be equal at all.

As discussed in the solution, many of the pieces of infrastructure and policy and expertise already exist and with some deliberate tweaking, could join applicants and information together in ways that can save the applicant (and presumably, caseworker) time, effort, dignity, and efficiency. So why has this not happened? It has been implemented for other services that are no more or less complicated for other county residents.

This is the very question that has made the study both interesting and confounding. Is it legal or ethical to deny information about public services and entrée to those services by fiat or through barriers – benefits to which citizens who meet defined criteria are

entitled based on their income – but facilitate ease of access to benefits for other citizens who happen to be on the high side of the poverty threshold? Returning to the definition of poverty – "*the pronounced deprivation in well-being*" (World Bank, 2000) as a condition that restricts the capability to fully function in the prevailing society (United Nations, 2010) – then not providing information and access on an equitable basis is a deliberate decision on the part of policymakers that maintains a separate and less-than-worthy class. This fundamentally denies low-income people the right of access to the same government systems that others enjoy, an abridgment of their civil rights. So while the suggested solution does not address the policy decisions that create and perpetuate this class inequality (a stream of further research and advocacy), it, at minimum, provides equal information on an equal footing for all citizens in Maryland.

So what would it take to change the policy framework? It appears that the currently, policy makers are not interested in truly examining the ethics and civil rights-type values that are part and parcel of the current system of delivery. Changing future practices, if making real change is the goal, would involve external public advocacy and advertisement of the current state of affairs. This would involve alliances across groups that focus on income, advocacy, immigration, technology, labor, and many others to deliver a compelling demand for equal access to equivalent information and services for all county citizens. This demand for that difficult policy conversation would need to be based on solid research and figures that include the impacts of change on both applicants and administrators in terms of cost and workload saving, as well as a very clear statement of how the statutory and digital strategy policy should read and be implemented. But more fundamentally, this consortium of advocates would need to capture the needs and

experiences of applicants, including their technology access capabilities and abridgments of their civil right to information and services based on eligibility rather than presumption, and to speak the language of bureaucrats, make the case to policymakers so clearly and publicly that ignoring that conversation could result in their public embarrassment or increased sympathy for applicants. The researcher suggests that the makeup of such a consortium already has the skills of public advocacy, but by aligning with technologists (such as the organizations listed earlier), the research community to provide the rigor of data to the discussion, public policy advocates to help define the problem and solution, and low-income people themselves as key stakeholders and subject matter experts, a practical solution is well within grasp and one that could be maintained.

In recent remarks, the director of the Stanford Center on Poverty and Inequality David B. Grusky observed that one myth of understanding poverty is that is complicated (Grusky, 2014). The causes and costs of poverty are well-known. Solutions (such as jobs programs, training, education, health care, focused interventions, and targeted legislated mandates) are well-known. But when the upstream causes and conditions that create poverty receive the public conversation they deserve, their downstream effects can be addressed through practical, considered solutions. The policy levels can be turned. The consortium suggested by the researcher would have the skills and the drive to do so.

And that is a step towards building a more just G2C relationship, a goal of e-government.

Appendix A. Item Categories and Descriptors

The item categories and their sets of descriptors were developed based on the results

of analyzing the inventory of website content and policy documents, such as statutes,

strategic plans, budgets, program evaluations, etc.

Item Category	Definition	Descriptors
Jurisdiction	The state or county entity	DHR, Garrett, GCDSS, MCDHHS, Montgomery, PGCDSS, Prince George's, State
Item Classification[133]	The classification of characteristics that categorize the item	Admin[134], Application, Communication[135], Connectivity[136], Implementation, Information[137], Instruction[138], Language[139], Links[140], Policy[141]
Platform	The platform from which the information or service is deployed	CountyClick 311, DHR, Garrett website, infoMONTGOMERY, LDSS, Maryland SAIL, MC311, MCDHHS, Montgomery website, Non-County, Non-DHR, PGCDSS, Prince George's website, Problem Solver, State website
Item Delivery Medium[142]	The infrastructure where the item was found	Publication, Telephone, Web[143]

---

[133] Item Class – denotes the general nature of the item.

[134] Admin – describes some aspect of program administration or department information

[135] Communication – pertains to some mechanism for communication between applicants and assistance offices

[136] Connectivity – a mechanism that supports internet connectivity

[137] Information – descriptive information about the assistance program itself and its delivery

[138] Instruction – provides specific directions on how to apply for assistance

[139] Language – pertains to language translation and support

[140] Links – moves the user out of the context of the current domain

[141] Policy – includes statutes; noted as Publication in Item Delivery Medium

[142] Item Delivery Medium – denotes where the item was discovered

[143] Web – implies that the item was discovered and retrieved from one of the domain websites

Item Category	Definition	Descriptors
Focus	The descriptors that characterize the item	Access Mechanism, Accessibility, Appeal, Apply for Service[144], Contact, Customer Feedback, Design, Digital-Citizen focus, Digital-Content, Digital-Service Delivery, Digital Strategy, EBT, Eligibility, GIS, Help, Information Currency, Information Push, Internet Coverage, Language Support, Navigation[145], Operational Efficiency, Privacy, Private Assistance Orgs, Program Administration, Program Description, Rights[146], Search, Security, Service Costs, Service Delivery, Service Request, Terminology
Service Delivery Medium[147]	The infrastructure from which the item is deployed	E-mail, FAX, Form (on-line) [148,] Form (static) [149,] GIS, Internet[150], LDSS, Mail, Maryland SAIL, Mobile, None, Problem Solver, Social Media[151], Telephone, TTY
Programs	The assistance program to which the item pertains	FSP, TCA, Medical Assistance

---

[144] Apply for Service – provides the ability to apply for assistance

[145] Navigation – denotes a webpage with links that when activated, take the user out of the current domain and into another

[146] Rights includes responsibilities

[147] Service Delivery Medium – denotes the medium through which the item is deployed

[148] Form (on-line) – a form that can be filled in and submitted on-line

[149] Form (static) – a form that must be downloaded and completed, and cannot be submitted on-line

[150] Internet – implies that the item is delivered over the Internet but not necessarily through a website.

[151] Social Media – includes any social media mechanism such as Twitter, Facebook, Pinterest, YouTube, etc.

Appendix B. Item Inventory Analysis with Descriptors, Percent Agreement

Total Data Item: 244

	Platform	Item Class	Focus	Service Delivery
# Differences	4	8	33	20
Total Items	257	332	373	289
% Agreement	0.98	0.98	0.92	0.94

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
G1	Garrett County's public assistance programs are managed through the Maryland's Family Investment Program (FIP)	DHR	Information	GCDSS DHR		Publication	Program Administration	~~LDSS~~	TCA FSP Medical Assistance
G2	Administratively, GCDSS reports directly to the State DHR but on the County website, it is listed under LEGAL & PUBLIC SAFETY Jury Duty, Courts, and Public Safety (rather than with Services and Agencies) with the Garrett County's State's Attorney	Garrett website	Admin	GCDSS	implying that it is a function of the County's Legal and Public Safety organizations	Web Telephone	Service Delivery	? ?	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
G3	GCDSS is not represented on the County's electronically published organization chart	Garrett website	Admin	GCDSS		Web	Program Administration		
G4	There is no link to information on TCA, FSP, or Medical Assistance from Garrett County's website, nor is information about the programs made available electronically	Garrett website	Information	GCDSS		Web	Apply for Service Program Description Service Delivery	None	TCA FSP Medical Assistance
G5	Searching via Google for "'Garrett County, MD" and "Medical Assistance'," "Medicaid'," "Welfare'," "Cash Assistance," "Temporary Cash Assistance," "TCA'," "SNAP'," "Food Supplement Program," "Food Assistance," and "food stamps'" yields lists of providers, such as Catholic Charities, nursing homes, Medicare and Medicaid lawyers, local insurance brokers, food pantries, soup kitchens, and other private organizations. Most	Garrett website	Information	GCDSS		Web	Search Private Assistance Orgs	Internet	FSP Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	assistance is provided by the private sector in the county.								
G6	Clients who wish to apply for assistance on-line are advised to apply through Maryland SAIL, although this suggestion is not made available in digital form via the county. There is no link to Maryland SAIL.	LDSS	Application	GCDSS		Telephone	Apply for Service	LDSS	TCA
						~~LDSS~~	~~Digital service delivery?~~	~~Form (online)~~	FSP
									Medical Assistance
G7	Almost 95% of Garrett County residents has some form of Internet access	Garrett website	Connectivity	Garrett	suggests that households and CAIs make Internet access available and that there may be interest and the technical literacy to apply for and manage more aspects of service information digitally	Publication	Internet Coverage	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	Garrett County's Internet usage (both broadband and narrowband) to be about 80% of the population with in-home access at about 78% of households; according to CTC, this level is considered to be "very high" usage. Broadband access is available in more than 60% of households				income levels of those connected households is not captured so it is unclear how many of these households are low-income				
G8	Internet Essentials program to provide low-cost Internet access to underserved people has not been marketed to Garrett County	Garrett website	Connectivity	Garrett		Publication	Access Mechanism	None ~~Internet?~~	
G9	County does not publish estimates of the costs to manage each application's case		Information	GCDSS		Publication	Service Costs	None	

337

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
G10	Alert system that sends emergency notifications and updates to an individual's e-mail address only. Text messages and other mechanisms are not supported.	Garrett website	Communication	Garrett		Web	Information Push	E-mail	
G11	Maryland.gov's Mobile Ready; Like the counties reviewed, however, no information or access to assistance services (e.g., Maryland SAIL) is available via mobile devices.	State website	Policy Implementation	Garrett		Web	Information Push	Mobile	
G12	Garrett County relies on face-to-face interviews.	LDSS	Information	GCDSS	this builds familiarity between staff at the service units and the applicants; client needs are well-known.	LDSS Telephone	Service Delivery Apply for Service	LDSS	TCA FSP

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
									Medical Assistance
G13	Garrett County's Department of Social Services (GCDSS) does not have a county-deployed website,); clicking the link for Social Services opens Maryland's DHR description of Garrett County's office locations and the services it provides.	DHR Garrett website	Implementation Admin	GCDSS		Web	Service Delivery GIS + Program Descrtiption ?	Internet	
G14	All digital assistance information defaults to the state, including control of e-mail addresses, directories, and program information. Phone numbers to particular offices or case workers are not published or generally shared with applicants.	DHR	Information	GCDSS	Can make it difficult to reach case workers	Telephone	Contact	None	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
G15	The County can be contacted via the Contact Us link on its webpage; this opens an on-line form. A user selects the person to receive the note through a picklist of staff members by name (not department), includes their e-mail address, and the message.	Garrett website	Communication	Garrett		Web	Contact	Form (on-line)	
M1	None of the assistance pages includes a "Last Updated" date	MC311	Information	MCDHHS	it is difficult to ascertain how current the information is	Web	Information Currency	Internet	
M2	None of the assistance pages includes a "Last Updated" date	MCDHHS	Information	MCDHHS	it is difficult to ascertain how current the information is	Web	Information Currency	Internet	
M3	None of the assistance pages includes a "Last Updated" date	infoMONTGOMERY	Information	MCDHHS	it is difficult to ascertain how current the information is	Web	Information Currency	Internet	
M4	MC311 is question-focused (i.e., "How do I…?") rather than designed to deliver information based on its initiating department	MC311	Information	MCDHHS		Web	Search Program Description	Internet	TCA FSP Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M5	the user can click on the We want your Feedback [sic] on MC311 or the MC311 Web Site. This leaves the MC311 website and opens the MC311 Experience Portal Feedback Survey deployed through Survey Monkey.	MC311	Information	MCDHHS	No login or account is required	Web	Customer Feedback	Internet	
M6	Service delivery is structured as matrixed case worker teams to manage individual and family cases. Referred to as a "no wrong door" approach, this approach means that an applicant can get assistance from any office, regardless of the applicant's zip code.	MCDHHS	Admin	MCDHHS	this approach "gives rise to possibilities of using portable devices and secure wireless networks to permit DHHS to become far more mobile in their intake and referral (I&R) functions,"	Publication	Service Delivery	LDSS	
M7	DHHS site content is managed by DHHS	MCDHHS	Admin	MCDHHS		Web	Program Description	Internet	
M8	mechanism for agency accountability and oversight are published on DHHS' About Us webpage	MCDHHS	Information	MCDHHS		Web	Program Administration	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M9	DHHS' About Us webpage includes the department organization chart	MCDHHS	Admin	MCDHHS		Web	Program Administration	Internet	
M10	In addition to sharing pages by different social media sites, users can e-mail information pages to others via the e-mail capability. A message page appears into which a user can e-mail the link to the current page.	MCDHHS	Communication	MCDHHS	The user, however, must complete a CAPTCHA before sending, which may inhibit use by individuals with visual impairments.	Web	Information Push	Internet Social Media E-mail	
M11	Administrative and Cultural: Candidly, DHHS notes its need to "work to increase equity by addressing disparities in service delivery." DHHS, however, recognizes the need to "Evaluate impact of online Program and Services Resource Guide for staff, and improved Web site, on customer service," a point very relevant to this research	MCDHHS	Implementation	MCDHHS		Publication	Digital-Service Delivery Program Administration Digital-citizen focus Operational Efficiency Digital-content	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
							Customer Feedback		
M12	DHHS search searches entire County website, including MC311 but not infoMONTGOMERY.	MCDHHS MC311	Information	MCDHHS		Web	Search	Internet	
M13	Outreach: Many residents are not aware they are eligible for federal or state assistance. This results in higher unmet demand for County safety net programs.	~~Montgomery website~~ MCDHHS	Information	MCDHHS		Publication	Service Delivery Eligibility		
M14	DHHS' website design has a "look and feel" that is different from the websites of other departments, but draws some of its functionality from Montgomery County's general website	MCDHHS	Information	MCDHHS		Web	Design	Internet	
M15	The DHHS website cross-references information about programs by one or more broad category	MCDHHS	Information	MCDHHS		Web	~~Design~~ ~~Navigation~~ Search Program Description	Internet	

343

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M16	Contact information: A general DHHS contact phone, TTY, and e-mail address is available through the "Contact us" page on DHHS home page. To find a case worker's telephone number or office address, users must open the County's "Contact Us" page to access the County Phone Book, a directory of county personnel.	MCDHHS	Information	MCDHHS	Publishes County Phone Book	Web	Contact	Internet E-mail TTY Telephone	
M17	Accessibility: The Montgomery County website includes telephone and TTY numbers, and an e-mail address to request that information be issued in alternate formats.	Montgomery website	Information Communication	Montgomery	The website includes an on-line form to request digital information (by individual URL) in alternate forms.	Web	Accessibility	Internet Telephone E-mail TTY Form (on-line)	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M18	The County will, where reasonable, make accommodation and provide access via different materials, etc. This information, however, differs slightly in content from the ADA Notice and the Grievance Procedure. From DHHS, both forms are available in an English-only .pdfs.	MCDHHS	Information Policy	MCDHHS		Web	Accessibility Appeal	Form (static)	
M19	Privacy: The County posts its general digital privacy policy, including a reference to the overarching statute Maryland Public Information Act ("MPIA"). The DHHS Notice of Privacy Practices is posted in .pdf format only.	MCDHHS	Information	MCDHHS	It is available in Amharic, Chinese, English, French, Korean, Spanish, and Vietnamese As .pdfs, not translatable.	Web	Privacy	Form (static)	
M20	system support contact information and mechanism, a link for Website Feedback is included on the DHHS home page. This link opens a new message in Outlook, pre-addresses the note to DHHSWEBSITE@montgomerycountymd.gov, and presets the subject to "DHHS Web Site Feedback."	MCDHHS	Information Communication?	MCDHHS		Web	Contact Customer Feedback	E-mail	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M21	Search. The results can be filtered, however, by their sources	MCDHHS	Information	MCDHHS	Only 100 search results are made available, however, no matter how many search hits are reported	Web	Search	Internet	
M22	detail pages for each of the programs and services represented on the DHHS homepage follow a similar layout with descriptive information, the service category, target populations, contact telephone number, and locations (including phone numbers, hours of operation, services provided at the individual offices, a static map image, and directions via bus, Metro, and car).	MCDHHS	Information	MCDHHS	much of the descriptive information about programs is sourced from infoMONTGO MERY, a general information website not managed by Montgomery County	Web	Program Description Contact GIS	Internet	TCA FSP Medical Assistance
M23	After a description of the program, the detail page includes standardized links to more information that is housed on a single, separate page. · How to Apply	MCDHHS Maryland SAIL	Information Instruction	MCDHHS	information on How to Apply includes link to Maryland SAIL	Web	Program Description Contact	Internet	FCP TCA

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	· Documents To Bring · Eligibility Requirements · Fees and Payments · Frequently Asked Questions (FAQ's) · Additional Information						Eligibility Apply for Service Navigation		Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M24	Infrastructure: Managing large caseloads is hampered by lack of a common database of clients and data standards. Non-interoperable IT systems makes it impossible to understand how many and which clients receive multiple services. There is no searchable database of services, programs, and personnel with contact information, which inhibits knowledge of, and connections to, programs, services, and staff.	MCDHHS	Implementation	MCDHHS		Publication	Operational Efficiency		

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	There is also a lack of technology that can track performance on measures that drive program management and performance. Some models (such as Health Information Technologies, or HIT) exacerbate technology silos.						Digital-Service Delivery Program Administration Service Delivery		
M25	DHHS uses a number of terms interchangeably, such as "food stamps," "food supplement" and "food supplement program;" "Medicaid," Medical Assistance," and "MA;" but "Temporary Cash Assistance (TCA)" is used in lieu of the historical term "welfare."	MCDHHS	Information	MCDHHS		Web	Terminology	Internet	FSP TCA Medical Assistance
M26	Language Translation: The Translate link on the homepage header displays a popup message "Translate the website using Google. The Google	MCDHHS	Language	MCDHHS	Some documents are issued in .pdf format in different languages either from the	Web	Language Support	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	Translation Tool is located in footer of the web page." Clicking on the <u>Translate</u> link navigates to the footer. Users must know to click on the <u>Language Translation</u> link; the popup message does not note the name of the link nor is the link highlighted when navigated to.				website or by request to the respective office of interest. Thus, they are not dynamically translatable.		Design	<u>Form (static)</u>	
M27	Emergency Alerts issued through Alert Montgomery. The County does not issue (via e-mail, social media, mobile access, etc.) alerts about DHHS-related information. This implies that engaging low-income people is not a priority or more specifically, and audience to engage.	Montgomery website	Communication	Montgomery		Web	Information Push	Mobile Internet E-mail Social Media	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M28	County has already begun to use social media tools (including county blogs, Facebook, Twitter, YouTube, Flickr, the County Calendar, and Really Simple Syndication (RSS) feeds) as well as mobile devices as mechanisms for mass communications channels and programs, and to engage citizens in dialog for more "participatory governance and decision making"	Montgomery website	Communication	Montgomery	Mobile access is available for Ride-on (bus service), libraries, MC311, News RSS feeds, alerts, and county maps only	Web	Information Push	Mobile	
	No social media support about DHHS-related information. This implies that engaging low-income people is not a priority or more specifically, and audience to engage.		Policy				Digital-Citizen focus	Social Media	
							GIS	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M29	County's Facebook page (https://www.facebook.com/montgomerycountyinfo) page is more of a site to which the County posts information.	Montgomery website	Communication	Montgomery		Web	Information Push	Social Media	
M30	100% of Montgomery County residents have some form of broadband Internet availability either at home or through community anchor institutions. As of 2008, 92% of households have Internet access	Montgomery website	Connectivity	Montgomery		Publication	Internet Coverage	Internet	
M31	In 2011, Comcast launched its Internet Essentials program in partnership with Montgomery County.	Montgomery website	Connectivity	Montgomery	about 30,000 families can qualify for the Internet Essentials program, assuming all other criteria are met. The rates may still be prohibitively high for extremely poor families	Publication	Access Mechanism	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M32	County serves as its own telecommunications company, owning and managing the infrastructure and protocols that comprise its telecommunications platform.	Montgomery website	Implementation Communication Connectivity	Montgomery	Social services are not specifically called out as an entity for support.	Publication	Operational Efficiency Digital Strategy	Mobile Internet E-mail FAX Telephone TTY	
M33	County does not publish estimates of the costs to manage each application's case	MCDHHS	Information	MCDHHS		Publication	Service Costs	None	
M34	DHHS calls out functionally-designed technology as a key strategy in easing the administrative burdens that case workers endure, in outreach in information sharing with the public, in streamlining the Application process-, in making client and program / service information available in a unified repository to help align eligible applicants with assistance, in data collection to better	MCDHHS	Implementation	MCDHHS		Publication	Operational Efficiency Digital-Service Delivery Program Administration Digital-citizen focus		

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	determine program effectiveness, and in potentially supporting a more cost-effective service delivery infrastructure, thus providing more efficient delivery of assistance at less of a burden to tax payers.								
M35	Montgomery County launched its e-government initiative in 1992	Montgomery website	Policy	Montgomery		Publication	Digital Strategy	Internet	
M36	Each strategic objective is supported through emphasis on significant technology modernization to "securely exploit emerging disruptive mobile, social, cloud and information (analytics) technologies going forward"	Montgomery website	Policy	Montgomery		Publication	Digital Strategy	Internet Mobile E-mail Social Media	
M37	The County's openMontgomery strategic objectives include:	Montgomery website	Policy	Montgomery	economic incentives. The County expects to improve	Publication	Digital Strategy	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	1. "Enable County residents, businesses, partners and an increasingly mobile workforce to access high quality digital government information and services anywhere, anytime, and in multiple ways." 2. "Ensure that as the government adjusts to this new digital world, we seize the opportunity to procure and manage devices, applications, and data in smart, secure, and affordable ways." 3. "Unlock the power of government data to spur innovation, economic development, and improve the quality of services for Montgomery County residents and businesses."				electronic service delivery and realize benefits in two specific ways: 1) internal transparency by improved data sharing between departments and agencies and 2) decrease the level of effort required to provide information to residents.		Digital-Service Delivery Operational Efficiency Digital-citizen focus		

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	4. "Facilitate and increase workforce, resident, non-profit and business participation in County government in all major demographic segments".								
M38	In considering the customer-centric focus mandated by the County's Digital Strategy, the word "customer" refers to both internal and external system users. It specifically requires that the County	Montgomery website	Policy	Montgomery		Publication	Digital-citizen focus	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	"…conduct research to understand the customer's business, needs and desires; make content more broadly available and accessible and present it through multiple channels in a program- and device-agnostic way; make content more accurate and understandable by maintaining plain language and content freshness standards; and offer easy paths for feedback to ensure the County continually improves service delivery"						Digital-content Digital-Service Delivery Customer Feedback		
M39	In response to the 2012 Montgomery County Open [Government] Data Act (Bill No. 23-12), the County's digital strategy is outlined in openMontgomery:	Montgomery website	Policy	Montgomery		Publication	Digital Strategy	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M40	State of Maryland's Inter-County Broadband Network (ICBN) (a component of the One Maryland Broadband Network (OMBN) and the National Capital Region's network (NCRNet) is available	Montgomery website	Connectivity	Montgomery		Publication	Internet Coverage	Internet	
M41	InfoMONTGOMERY is managed by the non-profit Montgomery County Collaboration Council for Children, Youth and Families but receives coordination and governance through a steering committee of public-sector and non-profit representatives	InfoMONTGOMERY	Admin	Montgomery		Web	Program Administration	Internet	
M42	similar to the results for a similar search in infoMONTGOMERY. a search for information about food assistance retrieves entries from private organizations, such as churches and the Salvation Army	InfoMONTGOMERY	Information	Montgomery	MC311, infoMONTGOMERY, and the Garrett County websites retrieve non-public assistance organization information	Web	Program Description Search Private Assistance Orgs	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M43	infoMONTGOMERY is a county-deployed on-line resource of public- and private-sector providers of legal advice, food assistance, day care, medical help, assistance for the uninsured, and other topics for county residents.	infoMONTGOMERY	Information	Montgomery	Not managed by Montgomery county but provides seed info to DHHS.	Web	Program Description Private Assistance Orgs	Internet	
M44	InfoMONTGOMERY pages include static detail, such as office hours, intake and eligibility, languages available, and specific targeted populations	infoMONTGOMERY	Information	Montgomery	not links to more immediate information, such as the process to apply	Web	Program Description Contact Eligibility Language Support	Internet	
M45	DHHS technology modernization effort is scheduled to begin in FY 2013.	MCDHHS	Implementation	MCDHHS	private citizens and potential clients have not participated in the functional requirements gathering and design processes or decisions	Publication	~~Design~~ Digital-citizen focus Digital-Service Delivery		

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M46	Text searches are supported to search for a specific organization or program name; users use drop-down lists, checkboxes for scoped information such as Target Location or zip code.	infoMONT GOMERY	Information	Montgomery		Web	Search	Internet	
M47	URLs are non-descriptive and non-specific; URLs for specific entries cannot be bookmarked except through the "Save as Bookmark" link	infoMONT GOMERY	Information	Montgomery		Web	Design Navigation	Internet	
M48	InfoMONTGOMERY includes help capabilities adjacent to each result field to define terms; neither	infoMONT GOMERY	Information	Montgomery	MC311 nor DHHS have a help capability	Web	Help	Internet	
M49	MC311 Managed by the Montgomery County Office of Public Information (OPI)	MC311	Admin	Montgomery		Web	Program Administration	Internet	
M50	TTY is available.	MC311	Communication	Montgomery		Web	Accessibility	TTY	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M51	When submitting service requests on-line, CAPTCHAs are used	MC311	Communication	Montgomery	they are not conclusively effective since they can be thwarted by external systems and that they are "unnecessarily damaging to the experience of users with disabilities"	Web	Accessibility Service Request Security	Internet	
M52	No social media is supported beyond a user posting the site's URLs manually	MC311	Communication	Montgomery	This is counter to the County's digital strategy to "securely exploit emerging disruptive mobile, social, cloud and information (analytics) technologies"	Web	Information Push	Social Media None	
M53	Office of Public Information uses the County's YouTube channel, RSS feeds, blogs (called "The Paperless Airplane"), and the County website to publish its press releases, videos, and reports but not services.	MC311	Communication	Montgomery	does not monitor or follow Tweets or Facebook posts and thus, does not use those as more mechanisms for engagement with the public.	Web	Information Push	Social Media Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M54	MC311 allows a user to create a service request and check the status of that request. The form requests the user's name and e-mail address, a contact phone number, and separate required address fields. The form requests the HHS case number, case worker, the user's personal information such as social security number, age and date of birth, income, and the like.	MC311	Information Communication	Montgomery	CAPTCHA may be difficult for people with visual and hearing impairments to use.	Web	Service Delivery Service Request Security Accessibility	Internet Form (on-line)	
M55	Assistance information is made available through three primary county websites: MC311, DHHS, and infoMONTGOMERY.	MC311 MCDHHS infoMONTGOMERY	Information Instruction Application	Montgomery	Even though there is much overlap in their content, there is no formal coordination in maintaining their content. There are inconsistencies in information content and its delivery across MC311, DHHS, and infoMONTGOMERY.	Web	Service Delivery Program Description Apply for Service	Internet	TCA FSP Medical Assistance
M56	Applicants are notified by mail of the decision	MCDHHS	Information	MCDHHS		Web	Service Delivery	Mail	TCA FSP

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
									Medical Assistance
M57	Users can call MC311 Customer Service Representatives at 311. Telephone and TTY assistance is available Monday through Friday, 7 a.m. to 7 p.m. Mobile access and on-line service request submission is available for some activities.	MC311	Information Communication	Montgomery		Web	Contact Help Service Request?	Internet Telephone TTY Mobile	
M58	MC311 allows a user to search or browse for information. Searches just MC311.	MC311	Information	Montgomery		Web	Search	Internet	
M59	Each detail page identifies the department of responsibility, includes descriptive information, and on occasion, a link to relevant information	MC311	Information Links	Montgomery		Web	Service Delivery Design Program Description	Internet	FSP TCA Medical Assistance
M60	MC311's Privacy and Accessibility policies and User Rights link to the County website's corresponding policies	MC311	Information Links Policy	Montgomery		Web	Privacy Accessibility Rights	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M61	content is created by the department of responsibility, and is fit into the detail page template	MC311	Information	Montgomery	There is no formal process to review content for its accuracy, consistency, currency, completeness, or mechanical errors (e.g., misspellings and punctuation errors). It is not integrated in an automated way with the information provided through DHHS. There is also no content management system or protocol to synchronize content updates.	Web	Digital Content	Internet	
M62	If information pertains to a particular field office, the detail page includes only information that pertains to that service and location. Some include the telephone number, FAX number, and address for that SEU or all SEUs.	MC311	Information	Montgomery	Helps user find localized information

TTY numbers are generally not included. | Web | Program Description

Service Delivery | Internet

Telephone | FSP

TCA |

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
					Similar information is sometimes deployed inconsistently in content types and titles.		Contact GIS	FAX Mail	Medical Assistance
M63	Unlike the DHHS, assistance offered by non-profits (if the information has been added to MC311) is retrieved in addition to the assistance information offered by the County itself.	MC311	Information	Montgomery		Web	Program Description Search Private Assistance Orgs	Internet	FSP TCA Medical Assistance
M64	If applicants want to apply for assistance via Maryland SAIL from MC311, no context (e.g., Medical Assistance, TCA, or FSP) is passed to Maryland SAIL	MC311	Information Links	Montgomery	the user must search manually for assistance needed	Web	Apply for Service Navigation	Internet	FSP TCA Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M65	MC311 is almost wholly English-only site in that there is no integration with an on-line translation application.	MC311	Language	Montgomery	To translate pages to other languages, the user must manually copy the page's URL to a translation program, such as Google Translate.	Web	Language Support	Internet	
M66	About MC311 page includes links to translate to English, Spanish, Mandarin, Cantonese, Vietnamese, French, and Arabic.	MC311	Language	Montgomery	These are not the most common languages in Montgomery County. In each jurisdiction, the languages supported in static forms are not the most common languages in the jurisdiction. These links do not translate the page or the website; they open a translated page that advises that users can call MC311 and use their idiomatic language.	Web	Language Support	Internet Telephone	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M67	the county is addressing mobile technologies and its commitment to access and engage County residents and employees. DHHS is not taking part in these efforts	Montgomery website	Policy Implementation	MCDHHS		Web	Digital-citizen focus	Mobile	
M68	DHHS retrieves assistance information about services provided by the County and State.	MCDHHS	Information	MCDHHS		Web	Program Description Search	Internet	FSP TCA Medical Assistance
M69	Maryland.gov's Mobile Ready; Like the counties reviewed, however, no information or access to assistance services (e.g., Maryland SAIL) is available via mobile devices.	Montgomery website	Policy Implementation	Montgomery		Web	Information Push	Mobile	
M70	MCDHHS' administratively answers to the County Executive.	Montgomery website	Admin	Montgomery		Web	Program Administration ~~Service delivery~~		
M71	infoMONTGOMERY searches only infoMONTGOMERY site.	infoMONTGOMERY	Information	Montgomery		Web	Search	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M72	Different but synonymous search terms (e.g., "welfare" and "TCA") yield different results	MC311	Information	Montgomery		Web	Terminology ~~Search also?~~	Internet	
M73	To apply for TCA, FSP, and/or Medical Assistance, applicants are required to complete the state master Family Investment Administration (or FIA) application, available from service offices, any of the three Neighborhood Opportunity Service Centers, and submitted manually, via mail or fax, or on-line via Maryland SAIL.	MCDHHS	Application Information Instruction	MCDHHS	a signed Application and a face-to-face interview at a service office is required. Applicants who cannot get to a service office are advised to include a note with the Application explaining why an office visit is not possible, and include a phone number where the applicant can be reached.	Web	Apply for Service Service Delivery	LDSS ~~Web~~ Form (static) FAX Form (on-line) Mail	FSP TCA Medical Assistance
M74	Link to Maryland SAIL from County website	<u>MCDHHS</u> Maryland SAIL	Links	MCDHHS	Garrett County does not provide this link	Web	Apply for Service Navigation	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M75	<u>The page "Food Stamps Program and How to Apply" includes links to Maryland SAIL (Apply for Food Stamps on Line) and to eligibility guidelines (DHR).</u>	MC311	Link	Montgomery		Web	Apply for Service Eligibility	Internet Maryland SAIL	FSP
M76	The page "Apply for Medicaid or Medical Assistance" includes links to Maryland SAIL and to eligibility guidelines (DHR).	MC311	Link	Montgomery		Web	Apply for Service Eligibility	Internet Maryland SAIL	Medical Assistance
M77	The page "Temporary Cash Assistance (TCA) Program, and How to Apply" includes links to Maryland SAIL and to eligibility guidelines (DHR).	MC311	Link	Montgomery		Web	Apply for Service	Internet Maryland SAIL	TCA
M78	infoMONTGOMERY includes telephone numbers to MCDHHS and the TTY number for assistance with immediate crises	infoMONTGOMERY	Communication	Montgomery		Web	Accessibility	TTY	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
M79	User rights essentially describes the "terms of service" and responsibilities involved in using the county website.	Montgomery Website	Information	Montgomery		Web	Rights	Internet	
P1	State of Maryland's Inter-County Broadband Network (ICBN) (a component of the One Maryland Broadband Network (OMBN) and the National Capital Region's network (NCRNet) is available	Prince George's website	Connectivity	Prince George's		Publication	Internet Coverage	<u>Internet</u>	
P2	PGCDSS site draws some of its functionality from the County's general website. Links to other County departments, CountyClick 311	PGCDSS	Information <u>Instruction</u> Links	PGCDSS		Web	Design Navigation	Internet	
P3	Prince George's County provide a link to the freeware BrowseAloud screen reader.	PGCDSS	Information	PGCDSS		Web	Accessibility	Internet	
P4	The County posts its grievance procedure	PGCDSS	Information Instruction	PGCDSS		Web	Appeal	Internet	
P5	No social media access includes to social services	PGCDSS	Information	PGCDSS		Web	Information Push	<u>None</u>	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
			Communication						
P6	Contact information: A general PGCDSS contact phone and e-mail address is available through the "Contact us" page. Rather than an on-line form, e-mails are sent via Outlook.	PGCDSS	Information Communication	PGCDSS	However, the Customer Service e-mail address is pgcdss@dhr.state.md.us,	Web	Contact	E-mail	
P7	E-mail addresses and TTY numbers for individual assistance offices, programs, and case workers are not published on-line; only physical addresses, telephone and FAX numbers are published	PGCDSS	Information Communication	PGCDSS		Web	Contact	E-mail Mail Telephone FAX TTY	
P8	Top Links: Links to some of the services available. A link to the Food Supplement Program is included, but not for Medical Assistance or Temporary Cash Assistance	PGCDSS	Information Links	PGCDSS	A link to the Food Supplement Program is included, but not for Medical Assistance or Temporary Cash Assistance	Web	Program Description Navigation	Internet	FSP

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
P9	No system support information is published through the PGCDSS website	PGCDSS	Information	PGCDSS		Web	Help	None	
P10	Under About. This simple text page seems to take a citizen-focused, problem-solving approach to deploying information on-line. It presents visible links directly to descriptive information about each program, and access to Maryland SAIL and office locations.	PGCDSS	Information ~~Application~~ Instruction Links	PGCDSS		Web	Program Description Navigation ~~Digital citizen focus?~~	Internet	FSP TCA Medical Assistance
P11	Under the administrative category Family Investment Division, descriptive pages for each of the programs are similar in layout and content. Each includes high-level information about the program, its target recipients, eligibility criteria, and links to Maryland SAIL and to the local assistance offices.	PGCDSS	Information Application	PGCDSS	terminology is consistent with the State's classification of these services They do not include links to Application forms.	Web	Design Eligibility	Internet Form (on-line)	FSP TCA

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
			Instruction		A few discrepancies in program identification exist		Program Description		Medical Assistance
			Links				Navigation Apply for Service		
P12	Instructions to apply for assistance are found in two locations in the PGCDSS' website: pages about programs and FAQ page. This page informs applicants how to apply via Maryland SAIL, in person at a service office, or through the mail (also suggesting that all mail be sent certified with a signature receipt).	PGCDSS	Instruction Application Information	PGCDSS	It also advises how long applications generally take for processing, and what to do if assistance is needed before assistance is provided, and how to file an appeal or address change. No other county does this	Web	Apply for Service Appeal	Internet LDSS Mail	FSP TCA Medical Assistance
P13	PGCDSS provides translation through Google Translate inherited from the County website.	PGCDSS	Language	PGCDSS		Web	Language Support	None	
P14	Translation: Users are advised to contact local offices if translation services are needed but on-line translation is not provided	PGCDSS	Language	PGCDSS		Web	Language Support	LDSS Telephone	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
P15	The County posts its general digital privacy policy, and describes the types of information collected	PGCDSS	Policy Information	PGCDSS	As an HTML page, a user may translate, copy content, bookmark, or use screen readers as needed with more ease than if the information were issued as a .pdf (as does Montgomery County).	Web	Privacy	Internet	
P16	Almost 100% of Prince George's County residents has some form of Internet access either at home or through community anchor institutions. Of the 314,765 households in the County, almost 81% (254,185 households) have in-house Internet access of some form	Prince George's website	Connectivity	Prince George's		Publication	Internet Coverage	Internet	
P17	Comcast's Internet Essentials program offers low-cost Internet access to eligible county residents.	Prince George's website	Connectivity	Prince George's		Publication	Access Mechanism	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
P18	CountyClick 311 deploys free Smartphone mobile applications for iPhone and Android platforms	CountyClick 311	Implementation Communication	Prince George's	Unlike MC311	Web	Information Push [Access Mechanism?]	Mobile	
P19	None of the webpages carry a "Last Updated" date	CountyClick 311	Information	Prince George's	difficult to ascertain how current the information is	Web	Information Currency	Internet	FSP TCA Medical Assistance
P20	CountyClick 311 makes information available on-line and through its call center	CountyClick 311	Information Communication	Prince George's	No TTY	Web	Information Push	Internet Telephone TTY	
P21	PGCDSS, administratively, resides under the umbrella of the County's Department of Health and Human Services, which answers to the County's Chief Administrative Officer	Prince George's	Admin	PGCDSS	little administrative information on PGCDSS is published, such as the number of employees, how the department is structured, how case workers coordinate and manage services and with which external departments, how they	Web	Program Administration		

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
					interact with clients, and how service delivery is evaluated and managed.		~~Service Delivery~~		
P22	CountyClick 311 home page contains links to the County's webpage and Privacy page	CountyClick 311	Information Links	Prince George's		Web	Privacy Navigation	Internet	
P23	CountyClick 311 does not address accessibility, or include "How to use CountyClick 311" or "Contact us"	CountyClick 311	Information	Prince George's		Web	Contact Help Accessibility	None	
P24	Browse categories. Information about assistance services is found under the category Community Services, which includes links to the PGDSS and Family Investment pages	CountyClick 311	Information Links	Prince George's		Web	Search Navigation	Internet	
P25	Submit service requests and check their status, including service requests that pertain to assistance applications	CountyClick 311	Information ~~Communication~~	Prince George's		Web	Service Request Apply for Service	Internet Form (on-line)	
P26	Complete a Customer Satisfaction Survey	CountyClick 311	Information	Prince George's	Google document that requires a Google account	Web	Customer Feedback	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
P27	Search the Citizen Self-Help Knowledgebase	CountyClick 311	Information	Prince George's	Pure text search; ANDs elements results are presented as scrolling lists that cannot be sorted, may be arduous for people with visual or neuro-muscular impairments, and must be rendered to print so the user may read the entire knowledge base page relatively low recall rates of the search strings for the programs under review indicate that synonymous terms are not used synonymously and the formal program titles are not used at all	Web	Search	Internet	
P28	Unlike MC311, however, CountyClick	CountyClick 311	Language	Prince George's	Unlike MC311	Web	Language Support	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	311 can be translated to French, Spanish, and English via Google Translate that is available from the CountyClick 311 link				African languages (e.g. Yoruba and Ibo) are more common primary languages in Prince George's County than French				
P29	County identifies "Support for Citizen Interaction" as its primary Major Theme, in particular, participation in leveraging the One Maryland Broadband Network (OMBN) to support the Inter County Broadband Network (ICBN) to make Internet access available to its community anchor institutions and households	Prince George's website	Connectivity	Prince George's		Publication	Internet Coverage Digital-Citizen focus	Internet	
P30	Two information websites: PGCDSS and CountyClick 311	PGCDSS	Application	Prince George's	The sites are not integrated so a user must search both sites to find out information about assistance programs. Similar to MoCo	Web	Program Description	Internet	FSP

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
		CountyClick 311	Information		it is not clear, either which County component is responsible for keeping information current. Users can, however report corrections or updates.				TCA
			Instruction						Medical Assistance
P31	The County's Notify Me Prince George's alert notification system that delivers emergency information to a user's cellphone via SMS, an e-mail account, or to a pager. The County does not issue (via e-mail, social media, mobile access, etc.) alerts about DHHS-related information. This implies that engaging low-income people is not a priority or more specifically, and audience to engage.	Prince George's website	Communication	Prince George's		Web	Information Push	Mobile Email	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
P32	Less public-focused information about PGCDSS, such as reports on performance evaluations and strategic plans are available not from the PGCDSS website but through the Maryland DHR	DHR	Policy / Information	PGCDSS / DHR		Publication	Program Administration	Internet	
P33	County has established a social media presence using Twitter, Facebook, YouTube, and Flickr / No social media support for DHHS-related information. This implies that engaging low-income people is not a priority or more specifically, and audience to engage.	Prince George's website / PGCDSS	Communication	Prince George's	The County does not issue (via e-mail, social media, etc.) alerts or information about PGCDSS-related information	Web	Information Push	Social Media / None	
P34	Maryland.gov's Mobile Ready; Like the counties reviewed, however, no information or access to assistance services (e.g., Maryland SAIL) is available via mobile devices.	Prince George's website	Policy / Communication	Prince George's		Web	Information Push	Mobile / None	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
P35	County's information technology strategic plan affirms the Office of Information Technology's (OIT) commitment that "continuing exploitation of technology is a major tool as the County Government responds to the needs of its constituents and the business community"	Prince George's website	Policy	Prince George's		Publication	Digital-citizen focus Digital-Service Delivery		
P36	The Strategic Plan identifies the objectives that support specific county Objective Areas identified by the County Executive. Relevant to this research, OIT is obligated to · "Deliver an innovative technology environment that enables OITC to efficiently deliver services and information to the County government and the public" (Process Improvement),	Prince George's website	Policy	Prince George's		Publication	Digital-Service Delivery Operational Efficiency	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	· "Provide technology solutions that improve efficiency and enhance access to government information and services for citizens, businesses, visitors and external stakeholders" (Operational Efficiency/ Effectiveness), and · "Enable and enhance citizen access to government information and services" (Effective Communication (Internal and External).						Digital-citizen focus ~~Digital-strategy~~		
P37	Of the three Objective Areas, only Effective Communication (Internal and External) includes specific strategies to deliver information and services on-line to the public	Prince George's website	Policy	Prince George's		Publication	Service Delivery Digital-Strategy		
P38	Prince George's County publishes its administrative organization chart.	Prince George's website	Admin	Prince George's		Web	Program Administration	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
P39	County does not publish estimates of the costs to manage each application's case	PGCDSS	Information	PGCDSS		Publication	Service Costs	None	
P40	Contact information for PGCDSS can be found in two places: · The County's Contact Directory: from the County's About PGC menu choice, includes the general Social Services telephone number · The PGCDSS website: the Contact Us page includes contact names and telephone numbers for the different offices. Physical addresses are available but no e-mail addresses or other methods of contact are included.	PGCDSS Prince George's website	Information	PGCDSS		Web	Contact	Internet	
P41	Information about Medical Assistance, FSP, and TCA is available in two different places: About and Family Investment Division	PGCDSS	Information	PGCDSS		Web	Program Description	Internet	FSP TCA

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
									Medical Assistance
P42	PGDSS Strategic Plan lists many goals, objectives, and strategies to guide service delivery	DHR	Policy	PGCDSS	but few actually focus on information sharing with applicant clients.	Publication	Digital-Service Delivery	Internet	
P43	Link to Maryland SAIL from County website	Maryland SAIL PGCDSS	Links	PGCDSS	Garrett County does not provide this link	Web	Apply for Service Navigation	Internet	
P44	Some forms are made available although not through the programs' detail pages. a user can download these State of Maryland .pdf files	PGCDSS	Application	PGCDSS	Forms in in English or Spanish only these forms are obsolete	Web	Apply for Service	Internet Form (static)	FSP TCA Medical Assistance
P45	PGCDSS website deploys information about the social services the County provides or brokers	PGCDSS	Information	PGCDSS		Web	Program Description	Internet	FSP TCA Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
P46	County website generally carries citizen-focused information, such as forms and directions on how to apply for assistance	PGCDSS	Information	PGCDSS	It does not, however, make more internally-focused information available, such as department performance evaluations or strategic plans available. These are stored at DHR.	Web	Apply for Service	Internet	FSP
			Instruction				Program Description		TCA
							~~Digital Citizen focus?~~		Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
P47	While the County publishes vector maps on its website from the Department of Information Technology for Councilmanic Maps, County Golf Courses, County Schools, Crime Mapping, Libraries, Police Stations, Fire Stations, Government Buildings, and Property and Zoning Maps, the icons for Government Buildings do not identify LDSS and no text listing is made available.	Prince George's County	Information	Prince George's		Web	GIS	GIS	
S1	FY 2015 ITMP reports that DHR has implemented an enterprise content management (ECM) to ease information sharing and business processes through standardized infrastructure and processes	DHR	Implementation	DHR		Publication	Operational Efficiency		

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S2	State does not publish estimates of the costs to manage each application's case	DHR	Information	DHR	Impossible to determine whether using technology "to improve the quality of service to citizens" meets the States goals of "increase the effectiveness of agency operations" and cost containment.	Publication	Service Costs	None	
S3	Maryland uses various nomenclature, often interchangeably, to refer to the public assistance programs under review Medicaid, referred to as Medical Assistance, Medicaid, or MA TANF, referred to as Temporary Cash Assistance, TCA, or welfare SNAP, referred to as the Food Supplement Program or Food Stamp Program, or FS, or FSP	DHR	Information	DHR		Web	Terminology	Internet	FSP TCA Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S4	DHR website's detail pages for MA, FSP, and TCA generally are structured consistently as suggested by GSA's Usability guidelines	DHR	Information	DHR		Web	Design	Internet	
S5	Templated contents includes list of **services**, **program-specific information**, describes the program itself, a **link to a map** of the local offices by county, and brief instructions on **how to apply**, sections for Tools, Safety and Protection, Doing Business with DHR, and About DHR, directions to the main DHR office, Navigation links to the DHR home page, Local Offices, Governor O'Malley's home page, and a **Contact Us** page, State-focused links that are designated as important (e.g., links to a list of state agencies, a list of all state on-line services, a state **employee phone directory**, **links to DHR-relevant proposed regulations**, the	DHR	Information Instruction Links Application	DHR	Describes only the county's primary social service office is included (local offices that service the zip code areas are not included)	Web	Design Apply for Service Program Description Contact Navigation	Internet GIS	FSP TCA Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	accreditation manual, and Maryland SAIL application								
S6	browser tabs do not identify the pages; they are labeled Maryland Department of Human Resources rather than the page title itself	DHR	Information	DHR		Web	Design	Internet	
S7	the URL itself does not include context; it includes page numbers instead	DHR	Information	DHR	may make retrieving a webpage by URL in the browser's history more cumbersome	Web	Design	Internet	
S8	Each program's webpage includes a brief description of the program, its targeted users, a high-level description of eligibility, and supplemental information. The text also includes direction on how to apply	DHR	Information Instruction	DHR		Web	Service Delivery Program Description	Internet	FSP TCA Medical Assistance
S9	In all cases, the applicant is advised to apply at the LDSS or on-line via Maryland SAIL. Hyperlinks to DHR local offices and Maryland SAIL are included in the text.	DHR	Information Instruction Links	DHR		Web	Service Delivery Apply for Service Eligibility	Maryland SAIL LDSS	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S10	Required documentation that must accompany an Application or a change is not listed generally. It is, however, available with the Application forms themselves	DHR	Information	DHR		Web	Apply for Service Eligibility	Internet Form (static)	
S11	entry for Medicaid is unique among the program detail pages in that it includes a link to the Application forms to complete in addition to a link to Maryland SAIL	DHR	Information Links	DHR		Web	Apply for Service Navigation Program Description	Internet Maryland SAIL	Medical Assistance
S12	The single digital Application form is entitled "Family Investment Administration Application For Assistance" (DHR/FIA CARES 9702 (Revised 8/10)	DHR	Application Instruction	DHR		Web	Apply for Service Service Delivery Program Administration	Form (static)	FSP TCA Medical Assistance
S13	DHR site describes how to use the FSP benefits; similar information is not included for TCA or	DHR	Information	DHR		Web	Service Delivery	Internet	FSP

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	Medical Assistance		Instruction						
S14	DHR site does not include how to use TCA or Medical Assistance benefits	DHR	Information	DHR		Web	Service Delivery	None	TCA Medical Assistance
S15	The FSP page also includes a link to the Food Supplement Program Manual. Each chapter is issued in .pdf format, is stored in its own folder, and is not issued as a single document	DHR	Information Instruction	DHR	would make reviewing the manual fairly arduous, but it is the only program that makes this type of manual available within its context detail page	Web	Program Administration Program Description	Form (static)	FSP
S16	The TCA manual is only available through the Forms or Manuals folder. Each subchapter is stored as a single .pdf.	DHR	Information Instruction	DHR	would make reviewing the manual fairly arduous	Web	Program Administration Program Description	Form (static)	TCA
S17	No Medical Assistance manual is issued	DHR	Information	DHR		Web	Program Administration	None	Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
			Instruction				Program Description		
S18	FSP and TCA benefits are issued through electronic benefits cards (EBT) referred to, in Maryland, as Independence Cards. To check balances and transactions, users can call 1-800-997-2222 or consult the state-contracted EBT website.	DHR	Implementation	DHR		Web	EBT Service Delivery	Internet Telephone	FSP TCA
S19	Also stored in the folders (although not referenced as part of the program descriptions) is the Application fact sheet Facts You Should Know About Applying for Temporary Cash Assistance, Food Stamps and Medical Assistance (stored in Documents, Manuals-and-Forms, FIA-Forms, English, To-Apply-for-Assistance , 1--Read-FIA-Fact-Sheet). This is available in the English, Russian, and Spanish folders in the appropriate language, but only in .pdf or .doc formats.	DHR	Information Instruction	DHR	It is not included or referenced on any of the detail HTML pages, and mixes the Maryland-specific with federal program titles (e.g., the Food Supplement Program is referred to as Food Stamps but Medical Assistance is not referred to as Medicaid).	Web	Apply for Service Language Support Eligibility Terminology	Form (static)	FSP TCA Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S20	An applicant's rights and responsibilities are outlined on the form Your Rights and Responsibilities and the Family Investment Administration Application for Assistance, which must be signed.	DHR	Information Policy Application	DHR		Web	Rights	Internet	
S21	Applicants are advised that a caseworker may help them write an appeal.	DHR	Instruction Application	DHR		Web	Appeal	Internet	
S22	detail pages contain a link Am I Eligible for Benefits? that links to Maryland SAIL's Eligibility Criteria page	DHR Maryland SAIL	Information Links	DHR	the eligibility criteria included on the DHR detail pages and via Maryland SAIL are less detailed than those referenced in the statutes	Web	Eligibility Apply for Service Navigation Maryland SAIL	Internet	FSP TCA Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S23	The Application also directs the applicant to complete the form at the LDSS, or at their preference, complete it elsewhere and send it in later.	DHR	Application Instruction	DHR		Web ~~LDSS~~	Apply for Service	LDSS Mail	FSP TCA Medical Assistance
S24	<u>FSP detail page includes a link Click here to download the Income Guidelines, which opens the income guidelines for FSP and TCA (among others), and provides an obsolete link to the Medical Assistance eligibility criteria.</u>	DHR	Information Links	DHR		Web	Eligibility Navigation	Internet	FSP TCA
S25	The link to the income guidelines is not included on the TCA detail page nor are the income guidelines for Medical Assistance available from the Medical Assistance page.	DHR	Information Links	DHR		Web	Eligibility	None	TCA Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S26	Maryland DHR's site and SAIL both include links in their footers to the DHR privacy statement. This page references Maryland's Public Information Act (State Government Article, Section 10-601, et seq.) and iterates its parameters on collecting user data.	DHR Maryland SAIL	Information Policy	DHR		Web	Privacy	Internet	
S27	DHR web pages have a "Like" button for Facebook and a Twitter feed, there is no provision to push information to the public through other mechanisms, such as RSS feeds or e-mail distribution lists	DHR	Information	DHR		Web	Information Push	Internet Social Media	
S28	The DHR detail pages are not dated so their currency cannot be verified.	DHR	Information	DHR		Web	Information Currency	Internet	
S29	The forms deployed from DHR, however, are dated.	DHR	Information	DHR		Web	Information Currency	Form (static)	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S30	The applicants' legal responsibilities are published as separate files as well as appended to the Application form	DHR	Information Policy	DHR		Web	Rights	Form (static)	
S31	Users can post questions on-line about the Medical Assistance program. From the Medical Assistance detail page, users can enter the First and Last Names, e-mail address, telephone, and paragraph, and respond to the two term CAPTCHA. Upon submitting a question, no confirmation e-mail is sent to the e-mail address.	DHR	Information Communication	DHR		Web	Contact Help Accessibility Security	Form (on-line) E-mail	Medical Assistance
S32	For questions about FSP, only telephone support is available is available through USDA hotlines.	DHR	Information Communication	DHR		Web	Contact Help	Telephone	FSP
S33	No on-line support is available specifically for TCA, only telephone.	DHR	Information	DHR		Web	Contact	Telephone	TCA

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
			Communication				Help		
S34	Users can seek website support. From the page footer, users can select the Contact Us link to open the DHR Customer Service page	DHR	Information Communication	DHR		Web	Help	Internet	
S35	Online Services from the menu to access the Maryland State Online Services Directory	DHR	Information	DHR	Maryland SAIL, the primary on-line Application service, is not listed under Maryland's list of on-line services	Web	Service Delivery Program Description	Internet None	FSP TCA Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S36	the user can click LINKS and get access to assistance and information that is available outside of DHR (e.g., Transportation For People With Disabilities opens the relevant Maryland Transit Administration page).	DHR	Information Links	DHR	no text explains that the user is leaving the context of DHR	Web	Service Delivery Navigation	Internet	
S37	Assistance offices are variously referred to as Service Eligibility Units (SEU), local offices, Local Department of Social Services (LDSS), assistance offices, County Social Service Offices, service units, etc.; these do not always align with the county terminology.	DHR Maryland SAIL	Information	DHR	Terminology is used inconsistently	Web	Terminology	Internet	
S38	The map of county offices does not include local offices that serve zip codes other than the primary county office.	DHR	Information	DHR	This would be possible with dynamic vector maps	Web	GIS	LDSS GIS	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S39	Medical Assistance instruction "You must file an Application to find out if you are eligible for Medicaid" includes a link to a folder of folders (labeled "FIA") of forms in .doc and .pdf formats that are not identified as pertaining to medical assistance.	DHR	Instruction Links	DHR	This could be confusing. Finding forms to download can be difficult The forms available through Medical Assistance instruction's link are also required to file for TCA and FSP, but the link is not available from the on-line information about those programs.	Web	Navigation Terminology - Eligibility Apply for Service	Form (static)	FSP TCA Medical Assistance
S40	Medical Assistance detail page is unique of the programs in that it directs the user to forms that can be filled out prior to visiting the local office	DHR	Instruction	DHR		Web	Apply for Service Navigation Program Description	Internet LDSS Form (static)	Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
								Form (on-line)	
S41	DHR webpages provide some support for other languages	DHR	Language	DHR		Web	Language Support	Internet	
S42	Information on EBTs is available in .pdf format in English, Spanish, Vietnamese, and Russian only	DHR	Language	DHR	Forms are available in English, Russian, and Spanish but the versions and translations are not consistent.	Web	Language Support	Internet	FSP
			Information		No all English files are available in Russian and Spanish, the folders are not nested consistently, and the folder names are not consistently representative of the language			~~EBT~~	TCA
								Form (static)	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S43	DHR website uses Google Translation used within the general DHR Translation utility to translate the site into English, Spanish, Chinese, Taiwanese, French, Italian, Korean, Polish, and Vietnamese, even though these are not the most represented languages in Maryland. When invoked from a detail page, the site returns to the DHR home page rather than the page the user requested to be translated.	DHR	Language	DHR	Not all of the page content is translated. The user loses the context of the page from which the user requested translation. Also, the translated version re-renders the page so that some of the menus are less legible (e.g., changed from larger, all capital letters, white font on black background to smaller, mixed case red on black).	Web	Language Support	Internet	
S44	Upon submission, the website notifies the user that the question is saved; no anticipated response time is included. Upon submitting a question, no confirmation e-mail is sent to the e-mail address.	DHR	Communication	DHR		Web	Help	Internet Form (on-line)	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S45	DHR's social media presence is limited to Facebook and Twitter	DHR	Communication	DHR	It is unclear how either of these social media environments is monitored or followed by DHR, and whether DHR's response processes are set up to respond to the public.	Web	Information Push	Social Media	
S46	Applying for assistance through Maryland SAIL is a prescriptive process	Maryland SAIL	Application Instruction	DHR		Web	Apply for Service	Internet	
S47	Maryland deploys information about assistance and the capability to file on-line through any of several state websites: DHR and Problem Solver and Maryland SAIL	Maryland SAIL	Application	DHR	office visits and physical documentation are still needed	Web	Service Delivery	Maryland SAIL	TSA
		DHR	Information				Program Description	Internet	FSP

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
		Problem Solver						<u>Problem Solver</u>	Medical Assistance
S48	Maryland SAIL Application was designed specifically to be "a web-based, customer-service Internet tool for Maryland residents who have human services needs"	Maryland SAIL	Information Implementati on	DHR		Web	~~Service Delivery~~ ~~Digital citizen focus~~ Apply for Service	<u>Maryland SAIL</u>	
S49	Maryland SAIL makes applications, renewal, and change forms available for submission on-line by citizens, and includes a tool to determine eligibility. Users can also file for redeterminations, report changes in address or household composition, or print a verification form. Uses interactive data-entry pages. It includes information on food pantries and health offices (issued in .pdf format in English), and to local service offices	Maryland SAIL	Information Application	DHR		Web	Eligibility Service Delivery	Internet ~~LDSS~~	TSA FSP

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
							Apply for Service Program Description	Form (on-line)	Medical Assistance
S50	links to Maryland DHR's Your Rights and Responsibilities.	Maryland SAIL	Information Policy	DHR		Web	Rights	Internet	
S51	includes text to announce news that may affect applicants (such changes introduced through the Patient Protection and Affordable Care Act	Maryland SAIL	Information	DHR		Web	Information Push	Internet	
S52	Each page that accepts manually-entered data (e.g., the Application or the questionnaire to determine eligibility) iterates the DHR privacy policy	Maryland SAIL	Information	DHR		Web	Privacy Eligibility Apply for Service	Internet Form (on-line)	
S53	"Contact Us" link. This link opens a new message in Outlook	Maryland SAIL	Information Communication	DHR		Web	Contact	 E-mail	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S54	not all programs are listed on Maryland SAIL	Maryland SAIL	Information	DHR	A user may apply for FSP and TCA, Medical Assistance is not specifically listed.	Web	Apply for Service	~~Web~~	FSP
			Application				Program Description	-	TCA
								Maryland SAIL	
S55	the static forms that are deployed through Maryland SAIL are not necessarily the same version as the same forms deployed through the DHR website	Maryland SAIL	Information	DHR	static forms are available only in .pdf format	Web	Apply for Service	~~Internet~~	FSP
		DHR						Form (static)	TCA
									Medical Assistance
S56	All of the Application and information forms are available via the DOCUMENTS menu choice and on some detail pages.	DHR	Links	DHR	Process to access forms may be arduous	Web	Apply for Service	Internet	FSP
			Application				Navigation	Form (static)	TCA

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
			Information Instruction						Medical Assistance
S57	there is no provision in SAIL to push information to the public except through the SAIL website	Maryland SAIL	Information	DHR		Web	Information Push	Maryland SAIL	
S58	A user would need to apply through the local field office using the FIA standard Application form.	Maryland SAIL	Instruction Application	DHR		Web	Apply for Service	LDSS Form (static)	FSP TCA Medical Assistance
S59	on-line capability, however, is only available in English	Maryland SAIL	Language	DHR	No support is available for other languages.	Web	Language Support	Internet	
S60	Spanish speakers are advised to download the appropriate forms and send them to their county office	Maryland SAIL	Language	DHR		Web	Language Support	Internet LDSS Form (static)	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S61	Through Problem Solver, users can access information about Assistance Programs, Children and Parenting, Consumer Protection and Legal Advice, Health and Wellness, Housing, Paying Taxes, Public Safety, Senior Citizens, Transportation, Volunteerism, and Voting. Information about the programs under review is available via the Assistance Programs link.	Problem Solver	Information	DHR		Web	Program Description	Internet	FSP TCA Medical Assistance
S62	This page is available only in English; no static or dynamic translation access is available.	Problem Solver	Information Language	DHR		Web	Language Support	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S63	Maryland.gov's Mobile Ready; Like the counties reviewed, however, no information or access to assistance services (e.g., Maryland SAIL) is available via mobile devices.	State website	Policy	DHR		Web	Information Push	Mobile	
S64	In the State's FY 2012 ITMP, the goal was to manage documentation content (e.g., digitized case records) "within the agency and with DHR's external business partners"	State website	Policy	DHR	no mention is made of direct citizen engagement (even though citizen focus is a key theme) except in discussions of expanding the State's social media presence	Publication	~~Collaboration~~ Digital-content ~~Digital-strategy?~~	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S65	An administrative component of DHR is the Office of Technology for Human Services (OTHS), charged to "develop, enhance, and maintain mission-critical systems that support the delivery of social services, track activities, and manage outcomes"	State website	Admin	DHR	vertical integration (state-county-citizen) of service delivery and data is not addressed	Publication	Digital-Service Delivery		
S66	eligibility criteria is a complicated assessment (COMAR 07.03.03.13, 17)	State website	Policy	DHR		Publication	Eligibility		TCA
S67	Forms folders are labeled in accordance with the program abbreviations (e.g., FIA, QMB, SLMB); these may not be readily understandable by the applicant	DHR	Application Information Instruction	DHR		Web	Apply for Service ~~Accessibility ?~~	Internet Form (static)	FSP TCA Medical Assistance
S68	At 99.2%, Maryland's wireless coverage slightly exceeds the national average of 98.7%	State website	Connectivity	State		Publication	Internet Coverage	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S69	FY 2014 ITMP reports progress in building out the One Maryland Broadband Network (OMBN) to "[connect] 1006 Community Anchor Institutions [CAI] to high speed fiber optic cabling and [create] an intergovernmental data network joining all 24 of Maryland's counties"	State website	Connectivity	State		Publication	Internet Coverage	Internet	
S70	no specific state-level guidance that requires counties to move more assistance services to digital environments or deployment	State website	Policy	State		Web	Accessibility	None	
S71	Maryland uses the Minimum Living Level (MLL) rather than the FPL	State website	Policy	State		Publication	Eligibility		FSP TCA Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S72	In the US government, the Office of E-Government & Information Technology is a component of Office of Management and Budget. In Maryland, the equivalent DoIT is component of the Governor's cabinet.	State website	Admin	State		Web	Digital Strategy ~~Program ?~~		
S73	The State does not have a specific mandate to "go digital" that is equivalent to the federal E-Government Act of 2002.	State website	Policy	State		Publication	Digital Strategy	None	
S74	Its Secretary is charged to "develop a statewide information technology master plan [ITMP]" (§3A–304)	State website	Policy	State		Publication	Digital Strategy		
S75	ITMP in its guidance to State agencies: (a) to use technology to improve the quality of service to citizens;	State website	Policy	State	developing an integrated case management system for cases that	Publication	Digital-citizen focus Operational Efficiency		

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	(b) to consolidate technology and collaborate information to increase the effectiveness of agency operations: and (c) implement appropriate security systems and procedures (State of Maryland, n.d., p. 4)				range "from those associated with offenders to those for citizens in need of State provided social services"		Security ~~Digital Strategy~~		
S76	ITMPs for each fiscal year reflect the watchwords of the State executive- and agency-technology focus – "consolidation, interoperability and standards"	State website	Policy	State		Publication	Digital-citizen focus Operational Efficiency		
S77	"The State has adopted a customer-centric focus to meet a growing demand for information and services to be available via the web" but it would be at the agency level to identify expected thresholds of delivery or timetables	State website	Policy	State		Publication	Digital-citizen focus		
S78	the ITMP requires that	State	Policy	State		Publication			

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	"maryland.gov will partner with agencies to aggregate services and content by topic, geography, business or individual. Content will be simplified and written for the web consistent standards provided by the federal government (http://www.plainlanguage.gov)	website					Digital-~~Collaboration~~ content		
S79	The Application forms are available in .doc and/or .pdf format	DHR	Information Application	DHR		Web	Apply for Service	Internet Form (static)	FSP TCA Medical Assistance
S80	Accessibility is discussed specifically in terms of people with visual impairment	State website	Policy	State		Web	Accessibility		
S81	State also has begun to develop a social media presence by making some of its administrative components available on eNews, Facebook, Flickr, Google Plus, Pinterest, Podcast,	State website	Policy	State		Web	Information Push	Social Media	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
	RSS, Twitter, and Video		~~Communication~~						
S82	FY 2015 ITMP plans for a "mobile first" approach to providing web-delivered information and services using mobile phone, tablets, and iPads, and other platforms (e.g., social media and GIS applications)	State website	Policy	State	aligns with the growing position of mobile connectivity by citizens, regardless of their economic status	Publication	Information Push	Mobile GIS Social Media	
S83	Each agency is required to address IT goals set in the past, as well as set goals for six years out	State website	Policy	State		Publication	Digital Strategy ~~Oversight?~~		
S84	State Family Investment Program (FIP) is the umbrella for administering these programs.	State website	Policy	State		Publication	Program Administration		FSP TCA Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S85	§3A–101 of State Finance and Procurement Article of the Maryland Annotated Code addresses the State's Department of Information Technology (DoIT) as the principle department of State Government (§3A–201) to drive the State's digital initiatives.	State website	Policy	State		Publication	Digital Strategy	Internet Mobile	
S86	Each unit is required to develop the following, which are required to align with the State's technology master plan: "(1) information technology policies and standards; (2) an information technology plan; and (3) an annual project plan outlining the status of efforts to make information and services available to the public over the Internet" (§3A–305(a)).	State website	Policy	State	align with the goals of e-government in general, particularly with respect to the government-to-citizen (G2C) relationship in service delivery	Publication	Digital Strategy Operational Efficiency	Internet	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S87	(COMAR) 14.33.02.01.02(B), accessibility is defined as "(a) Easy to get to; (b) Approachable; or (c) Available."	State website	Policy	State	implies that on-line services should be deployed so that they can be easily found.	Publication	Accessibility		
S88	COMAR Family Investment Administration Title 07, Department of Human Resources, Subtitle 03 Family Investment Administration, Chapter 03 Family Investment Program (COMAR 07.03.03.00-.04), the assistance programs are managed at the local level.	State website	Policy	State		Publication	Program Administration	LDSS	FSP TCA Medical Assistance
S89	Descriptions of corroborating documentation that the applicant must bring to the interview are not included with the program description on the detail page; it is listed in Forms folder, under Brochures, FIA	DHR	Application Information Instruction	DHR		Web	Apply for Service Eligibility	Internet Form (static)	FSP TCA Medical Assistance

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S90	Per §5–311, applicants must periodically recertify their eligibility, this is also managed at the local level.	State website	Policy	State		Publication	Eligibility	LDSS	FSP TCA Medical Assistance
S91	COMAR 10.09.24.03-3 Medicare Savings Program Coverage defines the eligibility criteria for Medical Assistance for Maryland residents	State website	Policy	State		Publication	Eligibility		Medical Assistance
S92	For the Food Supplement Program, Maryland follows the federal eligibility guidelines (COMAR 07.03.17.45) for income, deductions, and exceptions.	State website	Policy	State		Publication	Eligibility		FSP
S93	TCA recipients must be U.S. citizens or qualified immigrants. More than with FSP and Medical Assistance, as a block grant program (PL 104-193 §404; 42 USC 604)	State website	Policy	State	state has wide latitude in how it implement its version of TANF in its eligibility requirements, time limits, work requirements, exemptions, etc	Publication	Eligibility		TCA

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S94	TCA's guiding regulations are unique to Maryland (COMAR 07.03.03)	State website	Policy	State		Publication	Eligibility		
S95	§5–316 requires that the "Governor shall provide sufficient funds in the budget to: ensure that the value of temporary cash assistance, combined with federal food stamps, is equal to at least 61% of the State minimum living level."	State website	Policy	State		Publication	Eligibility		TCA
S96	State Alert System does not push DHR-related information	State website	Communication	State		Web	Information Push	None	
S101	Users can seek website support. From the page footer, users can select the Contact Us link to open the DHR Customer Service page. The user can click the *Contact DHR* link to open the page to submit questions or comments about the DHR website. The user enters the First and Last Names, e-mail address, and paragraph (for a question, comment, or description of the	DHR	Communication	DHR		Web	Contact	Telephone TTY Mail	

Code	Item / Characteristic	Platform	Item Class	Jurisdiction	Issue / Comment	Item Delivery Medium	Focus	Service Delivery Medium	Program
S102	problem). Upon submission, the website notifies the user that the question is saved; no anticipated response time is included. Upon submitting a question, no confirmation e-mail is sent to the e-mail address. If the question is longer, users are advised to send a letter by mail. Telephone and TTY numbers are also included. Per COMAR 10.01.04.00 to 10.01.04.9999, an applicant may request a hearing to appeal a decision.	DHR	Policy	DHR		Web	Appeal		TCA FSP Medical Assistance
S103	Per MD Code State Govt. § 10-1103, DHR is required to provide translation to non-English speakers.	DHR	Policy	DHR		Web	Language Support		

Appendix C. Data Item Traceability Matrix

Item Class	GCDSS	Garrett County	Montgom ery County	MCDHHS	MC311	Info-MONTGO MERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Marylan d SAIL	Problem Solver
Admin	G2- G3- G13-		M69-	M6- M7- M9- M70-	M49-	M41-	P38-	P21-		S65- S72-	S98-		
Application	*G6-*			*M55- M73- M74-*	*M55-*	*M55-*		*P11- P12- P30- P43- P44-*	*P30-*	*S5- S9- S12- S20- S21- S23- S46- S47- S56- S67- S79- S89-*	*M74- P43- S46- S47- S49- S54- S58-*	*S47-*
Communicat ion		G10-	M17- M27- M28- M29- M32-	M10-	M50- M51- M52- M53- M54- M57-		P31- P33- P34-	P5- P6- P7- P33- P34-	P18- P20-	S96-	S31- S32- S33- S34- S44- S45-	S53-	
Connectivity		G7- G8-	M30- M31- M32- M40-				P1- P16- P17- P29-			S68- S69- S97- S99-		

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
Implementation	G13-	G11-	M32- M67- M69-	M11- M24- M34- M45- M67-					P18-		S1- S18-	S48-	
Information	G1- G4- G5- G9- G12- G14-			M2- M8- M12- M13- M14- M15- M16- M17- M18- M19- M20- M21- M22- M23- M25- M33- M55- M56- M68- M73-	M1- M4- M5- M54- M55- M57- M58- M59- M60- M61- M62- M63- M64- M72-	M3- M42- M43- M44- M46- M47- M48- M55- M71-		P2- P3- P4- P5- P6- P7- P8- P9- P10- P11- P12- P15- P30- P32- P39- P40- P41- P45- P46-	P19- P20- P22- P23- P24- P25- P26- P27- P30-		G1- P32- S2- S3- S4- S5- S6- S7- S8- S9- S10- S11- S13- S14- S15- S16- S17- S19- S20- S22- S24- S25- S26- S27- S28- S29- S30- S31- S32- S33- S34-	S35- S37- S47- S48- S49- S50- S51- S52- S53- S54- S57- S58-	S47- S61- S62-

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
											S35- S36- S37- S42- S47- S56- S67- S79- S89-		
Instruction				*M55-* *M73-*	*M55-*	*M55-*		*P2-* *P4-* *P10-* *P11-* *P12-* *P46-*			*S5-* *S8-* *S9-* *S12-* *S13-* *S15-* *S16-* *S17-* *S19-* *S21-* *S23-* *S39-* *S40-* *S46-* *S55-* *S56-* *S67-* *S89-*	*S46-* *S55-*	
Language				*M26-*	*M65-* *M66-*			*P13-* *P14-*	*P28-*		*S41-* *S42-* *S43-* *S103*	*S59-* *S60-*	*S62-*
Links				M74-	M59- M60- M64-			P2- P8- P10- P11-	P22- P24-		S5- S9- S11- S22-	M74- P43-	

422

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGO MERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Marylan d SAIL	Problem Solver
								P43-			S24- S25- S36- S39- S56-		
Policy		G11-	M28- M35- M36- M37- M38- M39- M67- M69-	M8- M18- M67-	M60-		P34- P35- P36- P37-	P15- P32- P34- P42-		S63- S64- S66- S70- S71- S73- S74- S75- S76- S77- S78- S80- S81- S82- S83- S84- S85- S86- S87- S88- S90- S91- S92- S93- S94- S95-	S20- S26- S30-	S50-	
Platform													
CountyClick 311									P18- P19- P20-				

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
									P22- P23- P24- P25- P26- P27- P28- P30-				
DHR	G1- G13- G14-							P42-			S1- S2- S3- S4- S5- S6- S7- S8- S9- S10- S11- S12- S13- S14- S15- S16- S17- S18- S19- S20- S21- S22- S23- S24- S25- S26- S27- S28- S29-		

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
											S30- S31- S32- S33- S34- S35- S36- S37- S38- S39- S40- S41- S42- S43- S44- S45- S47- S55- S56- S67- S79- S89- S98-		
Garrett website	G13-	G2- G3- G4- G5- G7- G8- G10-											
infoMONTGOMERY						M3- M41- M42- M43- M44-							

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
						M46- M47- M48- M55- M71-							
LDSS	G6- G12-												
Maryland SAIL											S46- S47- S55-	S22- S26- S35- S37- S38- S46- S47- S48- S49- S50- S51- S52- S53- S54- S55- S57- S58- S59- S60-	
MC311					M1- M4- M5- M12- M49- M50- M51- M52-								

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
					M53- M54- M55- M57- M58- M59- M60- M61- M62- M63- M64- M65- M66- M72-									
MCDHHS				M2- M6- M7- M8- M9- M10- M11- M12- M13- M14- M15- M16- M17- M18- M19- M20- M21- M22- M23- M24- M25- M26-									

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
				M33- M34- M45- M55- M56- M67- M68- M70- M73- M74-									
Montgomery website			M27- M28- M29- M30- M31- M32- M35- M36- M37- M38- M39- M40- M67- M69-										
PGCDSS							P31- P33- P34- P35-	P2- P3- P4- P5- P6- P7- P8- P9- P10- P11- P12-					

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
								P13- P14- P15- P21- P30- P32- P34- P39- P40- P41- P43- P44- P45- P46-					
Prince George's website							P1- P16- P17- P29- P36- P37- P38- P40-	P30-					
Problem Solver													S47- S61- S62-
State website		G11-								S63- S64- S65- S66- S68- S69- S70- S71- S72-			

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
										S73- S74- S75- S76- S77- S78- S80- S81- S82- S83- S84- S85- S86- S87- S88- S90- S91- S92- S93- S94- S95- S96- S97- S99-			
Item Delivery Medium													
Publication	G1- G7- G9-	G8-	M30- M31- M32- M35- M36- M37- M39- M40-	M6- M11- M13- M24- M33- M34- M45- M56-			P1- P16- P17- P29- P35- P36- P37-	P32- P39-		S64- S65- S66- S68- S69- S73- S74- S75- S76-	P42- S1- S2-		

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
										S77- S78- S82- S83- S84- S85- S86- S87- S88- S90- S91- S92- S93- S94- S95- S97- S99-			
Telephone	G2- G6- G12- G14-												
Web	G2- G3- G5- G13-	G10- G11-	M27- M28- M29- M67- M69-	M2- M7- M8- M9- M10- M12- M14- M15- M16- M17- M18- M19- M20- M21-	M1- M4- M5- M12- M41- M49- M50- M51- M53- M54- M55- M57- M58- M59-	M3- M42- M43- M44- M46- M47- M48- M55- M71-	P31- P33- P34- P38-	P2- P3- P4- P5- P6- P7- P8- P9- P10- P11- P12- P13- P14- P15-	P18- P19- P20- P23- P24- P25- P26- P27- P28- P30-	S63- S70- S71- S72- S80- S81- S96-	S3- S4- S5- S6- S7- S8- S9- S10- S11- S12- S13- S14- S15- S16-	S26- S35- S37- S38- S46- S47- S48- S49- S50- S51- S52- S53- S54- S55-	S47- S61- S62-

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
				M22- M23- M25- M26- M52- M55- M68- M70- M73- M74-	M60- M61- M62- M63- M64- M65- M66- M72-			P21- P22- P30- P40- P41- P44- P45- P46-			S18- S19- S20- S21- S22- S23- S24- S25- S26- S27- S28- S29- S30- S31- S32- S33- S34- S35- S36- S37- S38- S39- S40- S41- S42- S43- S44- S45- S46- S47- S55- S56- S67- S79- S89- S98-	S57- S58- S59- S60-	

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
Focus													
Access Mechanism		G8-	M31-				P17-						
Accessibility			M17-	M18-	M50- M51- M54- M60-	M78-		P3-	P23-	S70- S80- S87-	S31-		
Appeal				M18-				P4- P12-			S21- S102-		
Apply for Service	G4- G6- G12-			M23- M55- M73- M74-	M55- M63- M75- M76- M77-	M55-		P11- P12- P30- P43- P44- P46-	P25- P30-		S5- S9- S10- S11- S12- S19- S22- S23- S39- S40- S46- S55- S56- S67- S79- S89-	M74- P43- S9- S46- S48- S49- S52- S54- S55- S58-	S100
Contact	G14- G15			M16- M20- M22- M23-	M57- M62-	M44-	P40-	P6- P7- P40-	P23-		S5- S31- S32- S33-	S53-	
Customer Feedback			M38-	M11- M20-	M5-				P26-				
Design				M14-	M59-	M47-		P2-			S4-		

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
			M26-					P11-			S5- S6- S7-		
Digital-Citizen focus			M28- M37- M38- M67-	M11- M34- M45- M67-			P29- P35- P36-			S75- S76- S77-			
Digital-Content			M38-	M11-	M61-					S64- S78-			
Digital-Service Delivery			M37- M38-	M11- M24- M34- M45-			P35- P36-	P42-		S65- S72- S73-			
Digital Strategy			M32- M35- M36- M37- M39-				P37-			S74- S83- S85- S86-			
EBT											S18-		
Eligibility				*M13-* *M23-*	*M75-* *M76-*			*P11-*		*S66-* *S71-* *S89-* *S90-* *S91-* *S92-* *S93-* *S94-* *S95-*	*S9-* *S10-* *S19-* *S22-* *S24-* *S25-* *S39-* *S89-*	*S49-* *S52-*	*S100-*
GIS				M22-	M62-					S5- S38-	S38-		

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
Help					*M57-*	*M48-*		*P9-*			*S31-S32-S33-S34-S44-*		
Information Currency				M2-	M1-	M3-					S28-S29-		
Information Push		G10-G11-	M27-M28-M29-M69-	M10-	M52-M53-		P31-P33-P34-	P5-P34-	P18-P19-P20-	S63-S81-S82-S96-	S27-S45-	S51-S57-	
Internet Coverage	G7-		M30-M40-				P1-P16-P29-			S68-S69-S97-S99-			
Language Support				*M26-*	*M65-M66-*	*M44-*		*P13-P14-*	*P28-*	*S19-S41-S42-S43-*		*S59-S60-*	*S62-*
Navigation				M23-M74-	M63-	M47-		P2-P8-P10-P11-P22-P43-	P24-	S5-S9-S11-S22-S24-S36-S39-S40-S56-			
Operational Efficiency			M32-M37-	M11-M24-			P36-			S75-S76-	S1-		

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGO MERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
				M34-						S86-			
Privacy				M19-	M60-			P15- P22-			S26-	S26- S52-	
Private Assistance Orgs	G5-					M42- M43- M63-							
Program Administration	G1- G3-			M8- M9- M11- M24- M34- M70-	M49-	M41-	P38-	P21- P32-		S84- S88-	S12- S15- S16- S17- S98-		
Program Description	G4-			M7- M15- M22- M23- M55- M68-	M4- M55- M59- M62-	M42- M43- M44- M55- M63-		P8- P10- P11- P30- P41- P45- P46-	P30-		S5- S8- S11- S15- S16- S17- S35- S40- S47-	S35- S47- S49- S54-	S47- S61-
Rights					M60-						S20- S30-	S50-	
Search	G5-			M12- M15- M21- M68-	M4- M12- M58- M63-	M12- M42- M46- M71-			P24- P27-				
Security					M51- M54-					S75-	S31-		

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
Service Costs	G9-			M33-				P39-			S2-		
Service Delivery	*G2-* *G4-* *G12-* *G13-*			*M6-* *M13-* *M24-* *M55-* *M56-* *M73-*	*M54-* *M55-* *M59-* *M62-*	*M55-*	*P37-*				*S8-* *S9-* *S12-* *S13-* *S14-* *S18-* *S35-* *S36-* *S47-*	*S35-* *S47-* *S49-*	*S47-*
Service Request					*M51-* *M54-*			*P25-*					
Terminology	G5-			M25-	M72-						S3- S19- S37-	S37-	
Service Delivery Medium													
E-mail		*G10-*	*M27-* *M32-* *M36-*	*M10-* *M16-* *M17-* *M20-*			*P31-*	*P6-* *P7-*			*S31-*	*S53-*	
FAX			*M32-*	*M73-*	*M62-*			*P7-*					
Form (on-line)				*M17-* *M73-*	*M54-*			*P11-*	*P25-*		*S31-* *S40-* *S44-* S101-	*S49-* *S52-*	
Form (static)				M18- M19- M73-				P44-			S10- S12- S15- S16- S19-	S55- S58- S60-	

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
											S29- S30- S39- S40- S42- S55- S56- S67- S79- S89-		
GIS			*M28*	*M22*			P47	P47		*S82-*	*S38- S5- G13-*	*S38-*	
Internet	G5- G7- G13-		M27- M28- M30- M31- M35- M36- M37- M38- M39- M40-	M2- M7- M8- M9- M10- M11- M12- M14- M15- M16- M17- M21- M22- M23- M25- M26- M55- M68- M74-	M1- M4- M5- M49- M53- M54- M55- M57- M58- M59- M60- M61- M62- M63- M64- M65- M66- M72-	M3- M41- M43- M44- M46- M47- M48- M55- M71-	P1- P16- P17- P29- P36- P38- P40-	P2- P3- P4- P8- P10- P11- P12- P15- P22- P30- P32- P40- P41- P43- P44- P45- P46-	P19- P20- P25- P26- P27- P28- P30-	S64- S68- S69- S85- S86- S97- S99-	P42- S3- S4- S5- S6- S7- S8- S9- S10- S11- S13- S18- S20- S21- S22- S24- S26- S27- S28- S34- S35- S36- S37-	S9- S26- S37- S46- S47- S49- S50- S51- S52- S59- S60-	S47- S61- S62-

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
											S40- S41- S42- S43- S44- S46- S47- S56- S67- S79- S89-		
LDSS	*G6-* *G12-*			*M6-* *M73-*				*P12-* *P14-*		*S88-* *S90-*	*S9-* *S23-* *S38-*	*S38-* *S58-* *S60-*	
Mail				*M56-* *M73-*	*M62-*			*P7-* *P12-*			*S23-* S101-		
Maryland SAIL											S9- S11- S22- S47-	S9- S22- S47- S48- S54- S57-	S47-
Mobile		*G11-*	*M28-* *M32-* *M36-* *M67-* *M69-*		*M57-*		*P34-*		*P18-*	*S63-* *S82-* *S85-*			
None	G4- G9- G14-	G8-	M27-	M33-	M52-		P33-	P5- P9- P13- P34- P39-	P23-	S70- S73- S96-	S2- S14- S17- S25- S27-	S35-	

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
											S35-		
Problem Solver											S47-	S47-	S47-
Social Media			*M27- M28- M29- M36-*	*M10-*	*M53-*		*P33-*			*S81- S82-*	*S27- S45-*		
Telephone			*M32-*	*M16- M17-*	*M57- M66- M62-*			*P7- P14-*	*P19- P20-*		*S18- S32- S33- S101-*		
TTY			*M32-*	*M16- M17- M62-*	*M50- M57-*	*M78-*		*P7-*	*P20-*		*S101-*		
Programs													
FSP	*G1- G4- G5- G6- G12-*			*M22- M23- M25- M55- M56- M68- M73-*	*M4- M55- M59- M62- M63- M64- M75-*	*M55-*		*P8- P10- P11- P12- P30- P41- P44- P45- P46-*	*P19- P30-*	*S71- S84- S88- S90- S92-*	*S3- S5- S8- S12- S13- S14- S15- S18- S19- S22- S23- S24- S32- S35- S39- S42- S47- S55- S56-*	*S22- S35- S47- S49- S54- S55- S58-*	*S47- S61-*

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
											S67- S79- S89- S102		
TCA	*G1-* *G4-* *G5-* *G6-* *G12-*			*M22-* *M23-* *M25-* *M55-* *M56-* *M68-* *M73-*	*M4-* *M55-* *M59-* *M62-* *M63-* *M64-* *M77-*	*M55-*		*P10-* *P11-* *P12-* *P30-* *P41-* *P44-* *P45-* *P46-*	*P19-* *P30-*	*S66-* *S71-* *S84-* *S88-* *S90-* *S93-* *S95-*	*S3-* *S5-* *S8-* *S12-* *S14-* *S16-* *S18-* *S19-* *S22-* *S23-* *S24-* *S25-* *S33-* *S35-* *S39-* *S42-* *S47-* *S55-* *S56-* *S67-* *S79-* *S89-* *S102*	*S22-* *S35-* *S47-* *S49-* *S54-* *S55-* *S58-*	*S47-* *S61-*
Medical Assistance	*G1-* *G4-* *G5-* *G6-* *G12-*			*M22-* *M23-* *M25-* *M55-* *M56-* *M68-* *M73-*	*M4-* *M55-* *M59-* *M62-* *M63-* *M64-* *M76-*	*M55-*		*P10-* *P11-* *P12-* *P30-* *P41-* *P44-* *P45-* *P46-*	*P19-* *P30-*	*S71-* *S84-* *S88-* *S90-* *S91-*	*S3-* *S5-* *S8-* *S11-* *S12-* *S14-* *S17-* *S19-*	*S22-* *S35-* *S47-* *S49-* *S55-* *S58-*	*S47-* *S61-*

Item Class	GCDSS	Garrett County	Montgomery County	MCDHHS	MC311	Info-MONTGOMERY	Prince Georges	PGCDSS	County Click 311	State of Maryland	DHR	Maryland SAIL	Problem Solver
											S22-S23-S25-S31-S35-S39-S40-S47-S55-S56-S67-S79-S89-S102		

Appendix D. Search Term Result Sets

Garrett County FSP Searches

FSP	"Food Supplement"	"Food Supplement Program"	"Food Stamps"	"Food Assistance"
	2012 Archives	2012 Archives		
				2012 Recycling Report
		2013 Agricultural Tire Recycling		
		2013 Garrett County's Most Beautiful Person Contest		
		Addition to Oil Filter Recycling Program		
		Adopt-A-Road Program		
				Addition to Oil Filter Recycling Program
		Alcohol Awareness Training		
		Alternatives for Scrap Tires		
	Alternatives to Household Hazardous Waste Use	Alternatives to Household Hazardous Waste Use	Alternatives to Household Hazardous Waste Use	Alternatives to Household Hazardous Waste Use
	Animal Control Ordinance	Animal Control Ordinance	Animal Control Ordinance	Animal Control Ordinance
		Apartments & Condominium Recycling - Amendment to Management Plan		Apartments & Condominium Recycling - Amendment to Management Plan
		Battle Over "Fracking" Continues		
		Becoming a Community Service Work Site		
		Bid/RFP Awards		
		Board of County Commissioners Announce Public Meeting Agenda		
		Building Help Guides		
		Can you Recycle That?		
		Chesapeake Bay Restoration Fee		
		Commercial Development Plans		

FSP	"Food Supplement"	"Food Supplement Program"	"Food Stamps"	"Food Assistance"
		Commissioners approve measures to save money and conserve energy		
		Community Service		
		Comprehensive Planning		
				David Livengood Memorial
		County Commissioners Announce June 18 Public Meeting Agenda		
	Deep Creek Lake Frequently Asked Questions	Deep Creek Lake Frequently Asked Questions	Deep Creek Lake Frequently Asked Questions	Deep Creek Lake Frequently Asked Questions
	Definitions of Recyclables (MRA Requirements)	Definitions of Recyclables (MRA Requirements)	Definitions of Recyclables (MRA Requirements)	Definitions of Recyclables (MRA Requirements)
				Delegation: Aid Needed in Garrett County
	Development & Construction Process	Development & Construction Process	Development & Construction Process	Development & Construction Process
		Electronics Recycling		
		Emergency Services Home		Emergency Services Home
		Energy Conservation		
	Energy Conservation Plan	Energy Conservation Plan		Energy Conservation Plan
		EPA Lead-Safe Certification		
	Erosion and Sediment Control	Erosion and Sediment Control		
		Floodplain Management		
		Floodplain Management Review		
				Floodplain Public Forum - September 26, 2012
		Floodway Fringe Zone Requirements		
	Flouride Statement	Flouride Statement		

444

FSP	"Food Supplement"	"Food Supplement Program"	"Food Stamps"	"Food Assistance"
				Garrett County Leaders thank Allegany County for Storm Aid
	Garrett County Code	Garrett County Code		
	Garrett County Code	Garrett County Code		
		Garrett County Detention Center		
	Garrett County Recycling Program	Garrett County Recycling Program	Garrett County Recycling Program	Garrett County Recycling Program
		General Laboratory Information		
		Goals of the Alternative Sentencing Program		
	Governor Martin O'Malley Toured Garrett County Today	Governor Martin O'Malley Toured Garrett County Today	Governor Martin O'Malley Toured Garrett County Today	Governor Martin O'Malley Toured Garrett County Today
		Grading Permits		
		Inmate Labor Saves County Money		
		Inmate Programs		Inmate Programs
		Jail Administrator		
		Job Position Openings		
		Land Preservation		Land Preservation
		LOSAP Report		
	Maryland Building Performance Standards	Maryland Building Performance Standards		
	Motorists Urged to Use Caution Due to Dangerous Driving Conditions	Motorists Urged to Use Caution Due to Dangerous Driving Conditions	Motorists Urged to Use Caution Due to Dangerous Driving Conditions	Motorists Urged to Use Caution Due to Dangerous Driving Conditions
	October 2, 2012 Public Meeting Agenda	October 2, 2012 Public Meeting Agenda		
	Plumbing Permits	Plumbing Permits		
	Preparing For A Flood	Preparing For A Flood	Preparing For A Flood	Preparing For A Flood

FSP	"Food Supplement"	"Food Supplement Program"	"Food Stamps"	"Food Assistance"
	Preparing For A Thunderstorm	Preparing For A Thunderstorm	Preparing For A Thunderstorm	Preparing For A Thunderstorm
	Preparing for Winter Storms	Preparing for Winter Storms	Preparing for Winter Storms	Preparing for Winter Storms
				Press Release - 9-1-1 Street Address Visibility Request
				Press Release - Nov 4, 9AM
				Press Release - November 1, 2012 at 7pm
				Press Release - Recovery Efforts - Nov 2 10:30am
				Public Safety Home
				Public Safety Systems
		Public Meeting Agenda Announced		Recovery Press Release
	Recycling A-Z	Recycling A-Z	Recycling A-Z	Recycling A-Z
	Recycling Facts For Kids & Adults	Recycling Facts For Kids & Adults	Recycling Facts For Kids & Adults	Recycling Facts For Kids & Adults
		Recycling Sculpture Competition Saturday, November 9, 2013		
		Recycling Sculpture Contest Saturday at Garrett College		
		Residential Fire Sprinkler Incentive Program - October 16, 2012		
		Revised Floodplain Management Ordinance - August 20, 2013		
		Scholarship Program - Garrett College		
		Sheriff's Office		
		State's Attorney Home		
		Swap Shop		
		Ten Year Solid Waste Management Plan		

FSP	"Food Supplement"	"Food Supplement Program"	"Food Stamps"	"Food Assistance"
		The Board of County Commissioners Announce January 22, 2013 Public Meeting Agenda		
		The Board of County Commissioners Announce Public Meeting Agenda		
		The Board of County Commissioners Announce Public Meeting Agenda		
		The Cove Run Brook Trout Restoration Project		
	Toilet Leaks	Toilet Leaks	Toilet Leaks	Toilet Leaks
		Used Oil Filter Recycling Program		Used Oil Filter Recycling Program
	Water Conservation Tips	Water Conservation Tips	Water Conservation Tips	Water Conservation Tips
	What & Where to Recycle in Garrett County	What & Where to Recycle in Garrett County	What & Where to Recycle in Garrett County	What & Where to Recycle in Garrett County
				Vendors Guide

Garrett County Medical Assistance Searches

Medicaid	Medical Assistance
No results	2012 Recycling Report
	Addition to Oil Filter Recycling Program
	Apartments & Condominium Recycling - Amendment to Management Plan
	David Livengood Memorial
	Definitions of Recyclables (MRA Requirements)
	Delegation: Aid Needed in Garrett County
	Electronics Recycling
	Emergency Services Home
	EMS Provider Information
	Energy Conservation Plan
	Floodplain Public Forum - September 26, 2012
	Flouride Statement
	Garrett County Leaders thank Allegany County for Storm Aid
	Goals of the Alternative Sentencing Program
	Governor Martin O'Malley Toured Garrett County Today
	Inmate Programs
	Job Position Openings
	Juror Qualification Form Info
	Land Preservation
	Preparing for Winter Storms
	Press Release - 9-1-1 Street Address Visibility Request
	Press Release - Nov 4, 9AM
	Press Release - November 1, 2012 at 7pm
	Press Release - Recovery Efforts - Nov 2 10:30am
	Public Safety Home
	Public Safety Systems
	Recovery Press Release
	Recycling A-Z
	S.W.O.T. Task Force Report
	Used Oil Filter Recycling Program
	Vendors Guide

Montgomery County FSP Searches

FSP	"Food Supplement"	"Food Supplement Program"	"Food Stamps"	"Food Assistance"
			aging and disability ser vices	aging and disability ser vices
			All Services - Montgomery County, Maryland	
			All Services - Montgomery County, MD 311	
			Application Status: Food Stamps, TCA, Medicaid, TDAP - Germantown	
			Application Status: Food Stamps, TCA, Medicaid, TDAP - Rockville	
			Application Status: Food Stamps, TCA, Medicaid, TDAP - Silver Spring	
			Asian & Middle Eastern American Resource Guide Montgomery ...	
			Assistance for Grandparent Caregiver of Minor Child or Children	
			CALL-N-RIDE APPLICATION	
			Call-n-Ride Call-n-Ride APPLICATION	
			Community Action Board	Community Action Board
			Community Action Board Annual Report	
			DHHS Silver Spring Center	
			Documentation for Food Stamps, Temporary Cash Assistance (TCA)	
			download flyer in pdf format - Montgomery County, Maryland	
			Electronic Benefits Transfer EBT Card - Germantown	
				English
			Family Self Sufficiency Program (FSS)	
				Family Self-Sufficiency Program (FSS).

FSP	"Food Supplement"	"Food Supplement Program"	"Food Stamps"	"Food Assistance"
			FAQ for Retail - Bring Your Bag	
	Federal/State Program Income Test Test Notes		Federal/State Program Income Test Test Notes	
			Financial Assistance/Housing	
			Fiscal Year 2012 - Montgomery County, Maryland	
	Fiscal Year 2012 - Montgomery County, Maryland	Fiscal Year 2012 - Montgomery County, Maryland		
	Fiscal Year 2011 - Montgomery County, Maryland	Fiscal Year 2011 - Montgomery County, Maryland		
	Fiscal Year 2010	Fiscal Year 2010		
			Food Stamps	
			Food Stamps Account Availability - Montgomery County, Maryland	
			Food Stamps in Account - Montgomery County, Maryland	
			Food Stamps in Account - Rockville - Montgomery County, Maryland	
			Food, Nutrition, Meals on Wheels (MOW), Senior Lunch Program	
			Food Stamps	
	Food Stamps Program and How to Apply - Germantown	Food Stamps Program and How to Apply - Germantown	Food Stamps Program and How to Apply - Germantown	

FSP	"Food Supplement"	"Food Supplement Program"	"Food Stamps"	"Food Assistance"
Food Stamps Program and How to Apply - Rockville	Food Stamps Program and How to Apply - Rockville	Food Stamps Program and How to Apply - Rockville	Food Stamps Program and How to Apply - Rockville	
	Food Stamps Program and How to Apply - Silver Spring	Food Stamps Program and How to Apply - Silver Spring	Food Stamps Program and How to Apply - Silver Spring	
			FSS Financial Assistance and Budgeting	
			FSS Food Assistance	FSS **Food Assistance**
			FSS Furniture and Clothing	
			FSS Legal and Immigration Assistance	
			Health and Human Services - Children, Youth and Family Services **...**	
			HOC	FAQ's	
			Housing Programs	
			Living & Thriving in MC (revised 9-12-11):Layout 1	
			Maryland Children's Health Program MCHP or Medicaid for Families ...	
			Maryland Children's Health Program MCHP or Medicaid for families	
				MCDOT News Releases - Montgomery County, Maryland
			Message from the President March is Women's History Month	
			Mid-County DHHS Building	

FSP	"Food Supplement"	"Food Supplement Program"	"Food Stamps"	"Food Assistance"
				MISSION STATEMENT
			MONTGOMERY COUNTY Call-n-Ride RECERTIFICATION FORM	
			Montgomery County Commission on Veterans Affairs Meeting ...	
			Montgomery County, MD - Call 'N Ride Coupon Ordering	
			montgomery county, md - disability network directory	
			Montgomery County, MD - Media Advisory	
			Montgomery County, MD - Senior Services	
			Neighborhood Opportunity Netwrok Site in Long Branch	
			Neighborhood Service Center at Catholic Charities	
			Neighborhood Service Center at Family Services	
	Obesity prevention - Montgomery County, Maryland		Obesity prevention - Montgomery County, Maryland	
			Portal Navigation Links (Level 1): Residents | Government **...**	
	Public Assistance Programs-**Food Supplement** (Food Stamps)	Public Assistance Programs - Food Stamps	Public Assistance Programs/Food Stamps	
		Public Assistance Programs/Food Stamps		
	Public Assistance Programs TCA/TDAP - Montgomery County **...**	Public Assistance Programs TCA/TDAP - Montgomery County **...**	Public Assistance Programs TCA/TDAP - Montgomery County ...	

FSP	"Food Supplement"	"Food Supplement Program"	"Food Stamps"	"Food Assistance"
			Public Housing Residents	
			Replacement Food Stamps	
			SERVICES AT THE CENTER	
			Supportive Services for HCV Participants	Supportive Services for HCV Participants
			Takoma East Silver Spring (TESS) Center	
			Termination of Case: Food Stamps, TCA, Medicaid, TDAP - Rockville	
			Termination of Case, Food Stamps, TCA, Medicaid, TDAP - Silver **...**	
			this site	
			Upcounty Regional Services Center	
			Valerie Ervin - Councilmember, District 5	
			Who is Eligible for Financial Assistance	

Montgomery County TCA Searches

Welfare	"Cash Assistance"	TCA	"Temporary Cash Assistance"
	aging and disability ser vices	aging and disability ser vices	aging and disability ser vices
	All Services	All Services - Montgomery County, MD 311	All Services
	All Services - Montgomery County, Maryland	All Services - Montgomery County, Maryland	All Services - Montgomery County, Maryland
	All Services - Montgomery County, Maryland	All Services - Montgomery County, Maryland	All Services - Montgomery County, Maryland
	All Services - Montgomery County, Maryland		All Services - Montgomery County, Maryland
		All Services - Montgomery County, Maryland	
		All Services - Montgomery County, Maryland	
	All Services - Montgomery County, Maryland		
Application Status: Food Stamps, TCA, Medicaid, TDAP - Germantown	Application Status: Food Stamps, TCA, Medicaid, TDAP - Germantown	Application Status: Food Stamps, **TCA**, Medicaid, TDAP - Germantown	Application Status: Food Stamps, TCA, Medicaid, TDAP - Germantown
	Application Status: Food Stamps, TCA, Medicaid, TDAP - Rockville	Application Status: Food Stamps, **TCA**, Medicaid, TDAP - Rockville	Application Status: Food Stamps, TCA, Medicaid, TDAP - Rockville
	Application Status: Food Stamps, TCA, Medicaid, TDAP - Silver Spring	Application Status: Food Stamps, **TCA**, Medicaid, TDAP - Silver Spring	Application Status: Food Stamps, TCA, Medicaid, TDAP - Silver Spring
	Apply for Medicaid or Medical **Assistance** - Germantown		Apply for Medicaid or Medical **Assistance** - Germantown
	Apply for Medicaid or Medical **Assistance** - Rockville		Apply for Medicaid or Medical **Assistance** - Rockville
	Apply for Medicaid or Medical **Assistance** - Silver Spring		Apply for Medicaid or Medical **Assistance** - Silver Spring

Welfare	"Cash Assistance"	TCA	"Temporary Cash Assistance"
	Apply for Rental **Assistance** Program		
		Burial Assistance or Funeral Services - Germantown	
		Burial Assistance or Funeral Services - Rockville	
		Burial Assistance or Funeral Services - Silver Spring	
		Child Care Subsidy Program	
Crisis Services	Crisis Services		Crisis Services
Department of Health and Human Services – Organizational Chart			
			Department of Transportation
		Disability Network Directory - Health Insurance	Disability Network Directory - Health Insurance
	Discussion - Eligibility for Supplemental Nutrition Assessment Program	Discussion - Eligibility for Supplemental Nutrition Assessment Program	Discussion - Eligibility for Supplemental Nutrition Assessment Program
	Documentation for Food Stamps, Temporary **Cash Assistance** (TCA)	Documentation for Food Stamps, Temporary Cash Assistance (**TCA**)	Documentation for Food Stamps, **Temporary Cash Assistance** (TCA)
		DHHS Silver Spring Center	
	download flyer in pdf format - Montgomery County, Maryland		download flyer in pdf format - Montgomery County, Maryland
Emergency Child Foster Care Parenting			
Emergency Eviction Prevention	Emergency Eviction Prevention		Emergency Eviction Prevention
		Employment Support Grant (ESG) - Germantown	
	Employment Support Grant (ESG) - Silver Spring	Employment Support Grant (ESG) - Silver Spring	Employment Support Grant (ESG) - Silver Spring
Family Self Sufficiency Program (FSS)			

Welfare	"Cash Assistance"	TCA	"Temporary Cash Assistance"
Financial Assistance/Housing		Financial Assistance/Housing	
Fiscal Year 2010			Fiscal Year 2010
		Fiscal Year 2012	Fiscal Year 2012
		FSS Financial Assistance and Budgeting	FSS Financial **Assistance** and Budgeting
		FSS Furniture and Clothing	
Food Stamps Program and How to Apply - Silver Spring	Food Stamps Account Availability - Silver Spring		
	Food Stamps in Account - Germantown		
	Food Stamps in Account - Rockville		
Foster Parenting in Montgomery County			
Health and Human Services Child **Welfare** - Qualifications needed **...**			
	HOC	FAQ's	HOC	FAQ's	HOC	FAQ's
			HOC Existing Loan Customers
Housing Opportunities Commission of Montgomery County, MD			
Infants, Kids & Teen Services			
		Maryland Children's Health Program MCHP or Medicaid for Families **...**	
		Maryland Children's Health Program MCHP or Medicaid for families	
		MC 311	
	MCDOT - Resident's Guide to Services		
	MCDOT CURRENT EVENTS		
			MCDOT PARKING PERMITS

Welfare	"Cash Assistance"	TCA	"Temporary Cash Assistance"
	MCDOT RIDE ON FARES		
	Medical **Assistance** (Medicaid/MA) Program - Montgomery County **...**	Medical Assistance (Medicaid/MA) Program - Montgomery County **...**	Medical **Assistance** (Medicaid/MA) Program - Montgomery County **...**
	Medical **Assistance** (Medicaid/MA) Program - Montgomery County **...**		
	Medical **Assistance** Programs	Medical Assistance Programs	Medical **Assistance** Programs
Mid-County DHHS Building		Mid-County DHHS Building	
MONTGOMERY COUNTY DEPARTMENT OF			
Montgomery County Department of Health and Human Services			
Montgomery County Department of Health and Human Services **...**			
Montgomery County Department of Health and Human Services **...**			
Montgomery County, MD - Boards, Committees, and Commissions			
Montgomery County, MD - Departments and Agencies			
	montgomery county, md - disability network directory	montgomery county, md - disability network directory	montgomery county, md - disability network directory
	montgomery county, md - disability network directory	montgomery county, md - disability network directory	
		Montgomery County, MD - Services & Information	Montgomery County, MD - Services & Information
Montgomery County, MD - Office of the County Attorney			

Welfare	"Cash Assistance"	TCA	"Temporary Cash Assistance"
Montgomery County, MD - Office of the County Attorney			
Montgomery County, MD - Office of the County Attorney			
		Neighborhood Service Center at Catholic Charities	
		Neighborhood Service Center at Family Services	
	Portal Navigation Links (Level 1): Residents | Government **...**	Portal Navigation Links (Level 1): Residents | Government **...**	Portal Navigation Links (Level 1): Residents | Government **...**
	Public **Assistance** Programs (**TCA**/TDAP)	Public Assistance Programs (**TCA**/TDAP)	Public **Assistance** Programs (TCA/TDAP)
	Public **Assistance** Programs TCA/TDAP - Montgomery County **...**	Public Assistance Programs **TCA**/TDAP - Montgomery County **...**	Public **Assistance** Programs TCA/TDAP - Montgomery County **...**
	Public Housing Community Service Q&A	Public Housing Community Service Q&A	Public Housing Community Service Q&A
Public Housing Residents			
			Rental **Assistance** Program
	Seniors - Montgomery County, MD		
	SERVICES AT THE CENTER		SERVICES AT THE CENTER
"Single Mothers and Poverty: Agenda for Action" (PDF)			
	Summer Camps		Summer Camps
	Supportive Housing Clinical Teams - Silver Spring		
		Takoma East Silver Spring (TESS) Center	
	Temporary **Cash Assistance** (TCA) Program, and How to Apply	Temporary Cash Assistance (**TCA**) Program, and How to Apply	**Temporary Cash Assistance** (TCA) Program, and How to Apply

Welfare	"Cash Assistance"	TCA	"Temporary Cash Assistance"
		Termination of Case: Food Stamps, **TCA**, Medicaid, TDAP - Rockville	
		Termination of Case: Food Stamps, **TCA**, Medicaid, TDAP - Rockville	
		Termination of Case: Food Stamps, **TCA**, Medicaid, TDAP **...**	
		This information packet is designed to help you find affordable **...**	
			this site
		Tips to Help You Find Housing - HOC	
	transportation options for seniors and people with disabilities		transportation options for seniors and people with disabilities
		Upcounty Regional Services Center	
Welfare Avoidance Grant (WAG) - Rockville			
Welfare Avoidance Grant (WAG) - Silver Spring	Welfare Avoidance Grant (WAG) - Silver Spring	Welfare Avoidance Grant (WAG) - Silver Spring	Welfare Avoidance Grant (WAG) - Silver Spring
Welfare Fraud Complaint			
	Who is Eligible for Financial **Assistance**	Who is Eligible for Financial Assistance	Who is Eligible for Financial **Assistance**

Montgomery County Medical Assistance Searches

Medicaid	Medical Assistance
	Addiction Services
ACCESS to Behavioral Health and Crisis Services	
Adult Drug Court Treatment Program	Adult Drug Court Treatment Program
	Adult Mental Health Program
	Adult Mental Health Program - Montgomery County, Maryland
All Services	All Services
	All Services
All Services - Montgomery County, Maryland	
All Services - Montgomery County, Maryland	
	All Services - Montgomery County, Maryland
	All Services - Montgomery County, Maryland
Application Status: Food Stamps, TCA, **Medicaid**, TDAP - Germantown	
Application Status: Food Stamps, TCA, **Medicaid**, TDAP - Rockville	
Application Status: Food Stamps, TCA, **Medicaid**, TDAP - Silver Spring	
Apply for **Medicaid** or Medical Assistance - Germantown	Apply for Medicaid or **Medical Assistance** - Germantown
Apply for **Medicaid** or Medical Assistance - Rockville	Apply for Medicaid or **Medical Assistance** - Rockville
Apply for **Medicaid** or Medical Assistance - Silver Spring	Apply for Medicaid or **Medical Assistance** - Silver Spring
Applying for County Health Programs	Applying for County Health Programs
	Assistance for Grandparent Caregiver of Minor Child or Children
At-A-Glance	
Behavioral Health Targeted Case Management	Behavioral Health Targeted Case Management
Care for Kids - Germantown	
Care for Kids - Silver Spring	
Changing Your Elections	
	Child and Adolescent Mental Health Program
Children's Dental Services - Rockville	Children's Dental Services - Rockville
	Children's Dental Services - Silver Spring
Client Services for **Medicaid** - Health Choice	Client Services for Medicaid - Health Choice
Clinics for Low Income	
Department of Health & Human Services	Department of Health & Human Services
	Department of Health and Human Services – Organizational Chart
	DHHS Silver Spring Center
Department of Transportation	

Medicaid	Medical Assistance
<u>DISABILITY NETWORK DIRECTORY - Montgomery County, Maryland</u>	
	<u>Disability Network Directory - Long Term Care</u>
	<u>download flyer in pdf format</u>
	<u>Emergency and Financial Assistance - Montgomery County, Maryland</u>
<u>Emergency Medical Service (EMS) Transport Insurance **...**</u>	
<u>Employed Individuals with Disabilities Program</u>	
<u>EMS Reimbursement Brochure</u>	
<u>Family **Medicaid** Appeal Process - Service Eligibility Unit</u>	<u>Family Medicaid Appeal Process - Service Eligibility Unit</u>
<u>Family Planning - Reproductive Health</u>	<u>Family Planning - Reproductive Health</u>
	<u>Family Self Sufficiency Program (FSS)</u>
	<u>Federal/State Program Income Test Test Notes</u>
<u>F.A.Q.</u>	
<u>Financial Assistance/Housing.</u>	<u>Financial Assistance/Housing</u>
<u>Food Stamps Program and How to Apply - Germantown</u>	
<u>Food Stamps Program and How to Apply - Rockville</u>	
	<u>FSS Financial Assistance and Budgeting</u>
	<u>Health and Human Services Aging and Disability Services</u>
	<u>HealthChoice Adult Dental Services</u>
<u>Health Care Forum Presentation</u>	
<u>Health Care Reform Past, Present, and Future</u>	
<u>Health Insurance, Medicare, QMB, SLMB, Prescriptions, Medications</u>	
	<u>HOC	FAQ's</u>
	<u>I:\Public Affairs\1-Rental and Packet Info\HRS Elderly or Disabled **...**</u>
	<u>Immunization Program</u>
<u>Linkages to Learning - Montgomery County, Maryland</u>	
<u>Locate a physician who takes **Medicaid** or Make a Complaint</u>	
<u>Managed Care Organization (MCO) and **Medicaid**</u>	
<u>Maryland Children's Health Insurance Program (MCHP)</u>	<u>Maryland Children's Health Insurance Program (MCHP)</u>
<u>Maryland Children's Health Program MCHP or **Medicaid** for families</u>	<u>Maryland Children's Health Program MCHP or Medicaid for families</u>
<u>Maryland Children's Health Program MCHP or **Medicaid** for Families **...**</u>	<u>Maryland Children's Health Program MCHP or Medicaid for Families **...**</u>
<u>Maryland Children's Health Program MCHP or **Medicaid** for Families **...**</u>	<u>Maryland Children's Health Program MCHP or Medicaid for Families **...**</u>

Medicaid	Medical Assistance
	Maternal and Child - Montgomery County, Maryland
	Maternity Partnership/ Prenatal Care Program
MCDOT - Resident's Guide to Services	
	MCHP and Care for Kids Programs, Family **Medical Assistance ...**
Medicaid - Long Term Care	Medicaid - Long Term Care
Medicaid Card Lost or Stolen - Rockville	
Medicaid Card Lost or Stolen - Silver Spring	
Medicaid Card to Expire	
Medicaid Hotline Number for Complaints Billing Health Choice **...**	Medicaid Hotline Number for Complaints Billing Health Choice **...**
Medicaid Long-Term Care for Nursing Home and Long-Term Care **...**	
Medicaid Patient Waiting for a Taxi that has not Arrived	
Medicaid Transportation Program Eligibility	**Medical Assistance** (Medicaid) Dental Issues - Montgomery County **...**
Medicaid Waiver for Older Adults	Medicaid Waiver for Older Adults
Medicaid/Health Choice Client Services - Montgomery County **...**	
Medical Assistance (**Medicaid**/MA) Program - Montgomery County **...**	**Medical Assistance** (Medicaid/MA) Program - Montgomery County **...**
	Medical Assistance for Newborns - Montgomery County, Maryland
Medical Assistance Long Term Care (LTC-MA)	**Medical Assistance** Long Term Care (LTC-MA)
Medical Assistance Programs	**Medical Assistance** Programs
Medical Assistance Waiver for Older Adults	**Medical Assistance** Waiver for Older Adults
Medication Assisted Treatment	Medication Assisted Treatment
Mental Health Resources	
	Mid-County DHHS Building
Montgomery County Department of Health and Human Services **...**	
	Montgomery County, MD
	Montgomery County, MD - Departments and Agencies
MONTGOMERY COUNTY, MD - D ISABILITY NETWORK DIRECTORY	
montgomery county, md - disability network directory	
montgomery county, md - disability network directory	montgomery county, md - disability network directory
montgomery county, md - disability network directory	montgomery county, md - disability network directory
montgomery county, md - disability network directory	
montgomery county, md - disability network directory	
	montgomery county, md - disability network directory

Medicaid	Medical Assistance
	montgomery county, md - disability network directory
	montgomery county, md - disability network directory
	montgomery county, md - disability network directory
	montgomery county, md - disability network directory
	montgomery county, md - disability network directory
Neighborhood Opportunity Netork Site Gaithersburg	
Neighborhood Opportunity Netwrok Site in Long Branch	
	Neighborhood Service Center at Catholic Charities
	Neighborhood Service Center at Family Services
office of the county executive	
	Outpatient Addiction and Mental Health Services
Piccard Drive Health Center	
Pregnant in Need of **Medicaid**, Maternity Partnership Program or **...**	
	Public Housing Residents
	SERVICES AT THE CENTER
Senior Dental Program - Germantown	
Senior Dental Program - Rockville - Montgomery County, Maryland	
Senior Dental Program - Silver Spring	
Silver Spring Health Center	
Single Mothers and Poverty: Agenda for Action	Single Mothers and Poverty: Agenda for Action
	Takoma East Silver Spring (TESS) Center
(TCA), **Medicaid** and Temporary Disability Assistance Program	
transportation options for seniors and people with disabilities	transportation options for seniors and people with disabilities
	Upcounty Regional Services Center
Verification for **Medicaid** for families or Medical Assistance for Children	Verification for Medicaid for families or **Medical Assistance** for Children
	Who is Eligible for Financial Assistance

Prince George's County FSP Searches

FSP	"Food Supplement"	"Food Supplement Program"	"Food Stamps"	"Food Assistance"
	About	About		
	About	About		
	Calendar	Calendar		
	Calendar	Calendar		
	Contact Us	Contact Us	Contact Us	
	Contact Us	Contact Us	Contact Us	
	Langley Park Transforming Neighborhoods Initiative Sponsors "Back 2 School Jam	Resources		
	Resources	Resources		
	Resources	Services		
	Services	Services		
	Services	Social Services	Social Services	
	Social Services	Social Services	Social Services	
	Social Services			

Prince George's County TCA Searches

Welfare	"Cash Assistance"	TCA	"Temporary Cash Assistance"
About	About		About
About	About		About
	Contact Us	Contact Us	Contact Us
	Contact Us	Contact Us	Contact Us
COUNCIL COMMITTEE CONSIDERS PROPOSED LEGISLATION AIMED AT REDUCING VIOLENT CRIMES AT COUNTY NIGHTCLUB VENUES			
COUNTY EXECUTIVE RUSHERN L. BAKER, III AND COUNTY COUNCIL CHAIR INGRID M. TURNER JOIN GOVERNOR O'MALLEY AND LT. GOVERNOR BROWN TO ANNOUNCE PRINCE GEORGE'S COUNTY HEALTH CARE PARTNERSHIP WITH UNIVERSITY OF MARYLAND MEDICAL SYSTEM (UMMS)			
County Executive Rushern L. Baker, III Announces First Accountability, Compliance and Integrity (ACI) Advisory Board Meeting			
County Executive Rushern L. Baker, III Proudly Salutes Heroes of Prince George's County at 34th Annual Valor Awards			
COUNTY EXECUTIVE RUSHERN L. BAKER, III SIGNS EMERGENCY BILL REGARDING DANCE HALLS			
COUNTY EXECUTIVE RUSHERN L. BAKER, III TOURS PRINCE GEORGE'S COUNTY FARMS			
NATIONAL CHILD ADVOCATE PAT O'BRIEN ADDRESSES DEPARTMENT OF SOCIAL SERVICES STAFF AT TRAINING			

Welfare	"Cash Assistance"	TCA	"Temporary Cash Assistance"
Prince George's County Council Approves Appointments of John Shoaff to the Maryland-National Capital Park and Planning Commission (M-NCPP) and Calvin Brown and Jeffrey Smith to Revenue Authority			
Prince George's County Executive Rushern L. Baker, III Addresses Maryland Association of Counties (MACo) on Importance of Economic Development Incentives			
Prince George's County Executive Rushern L. Baker, III Announces Health and Human Services Appointments			
Prince George's County DSS Encourages Residents to Prevent Child Abuse			
Prince George's County Launches Property Standards Anti-Blight Plan			
Prince George's County to Celebrate National Animal Shelter Appreciation Week with Open House on November 10, 2012			
	Social Services	Social Services	Social Services
	Social Services	Social Services	Social Services
Statement of Prince George's County Executive Rushern L. Baker, III			

Prince George's County Medical Assistance Searches

Medicaid	Medical Assistance
	About
	About
	County Executive Rushern L. Baker, III Proudly Salutes Heroes of Prince George's County at 34th Annual Valor Awards
Affordable Health Insurance	
Prince George's County Executive Rushern L. Baker III Participates in Historic NACo/White House Summit to Discuss County Government Issues	
	Services
	Services

Appendix E. Institutional Review Board Initial Application Part 2

e-Government: Service Delivery of Low-Income Assistance Programs

1. Abstract:

The impacts of electronic government (e-government) on low-income people can be significant, but the topic remains unexplored by research. To begin to address these issues, this dissertation will examine how the four primary federal low-income assistance programs – Medicaid, Supplemental Nutrition Assistance Program (SNAP, a.k.a. "food stamps), Supplemental Security Income (SSI) and Temporary Assistance to Needy Families (TANF, a.k.a. "welfare") – are explained and delivered via county websites. For three quite diverse counties, the study will 1) evaluate the maturity of low-income assistance websites by assessing their content and deployment characteristics against an existing theoretical framework, and 2) capture the counties' expectations, requirements, design decisions, development and monitoring processes, enabling and inhibiting conditions, and program and technology budgets involved in deploying information and assistance to its citizens.

By determining the correlation between counties' expectations and efforts and the assistance websites they have deployed, the research is expected to generate a preliminary administrative framework by which counties can quantitatively determine how closely their assistance websites align with spending and program information and delivery. County use of this framework will also help to identify best practices and ways to more efficiently spend county and assistance program funds that can be shared with, and evaluated against, counties with similar demographics and income levels. Widespread use of this framework is expected to help develop a nationwide picture of how these federal programs' delivery has been influenced by current use of electronic delivery methods.

This framework can be expanded through future research that examines how assistance applicants themselves find, use, and are served by these county-deployed websites. This will help jurisdictions execute more targeted planning for effective use of resource strategies to assure that the information and assistance deployed meets its audience.

2. Subject Selection:
   a. Recruitment: The investigator will request an interview of the officials in charge of the public assistance websites for each of three Maryland counties: Garrett, Montgomery, and Prince George's. These officials will be identified via the counties' respective public information offices or by soliciting recommendations from members of each county' Council. Upon interviewing the county official in charge of the public assistance websites, the investigator may adopt a "snowball" sampling approach by asking initial contacts to share the investigator's contact

information and the structured interview questions with other potential participants.

 b. Eligibility Criteria: The subjects are deemed eligible based on their position as an official in charge of managing public assistance websites for their respective counties. Participants must be at least 18 years of age.

 c. Rationale: Due to their participation in program management, designing, developing, and managing their county's public assistance websites, the subjects are in a unique position to understand the decisions, procedures, activities, and support involved in developing and deploying public assistance websites. They are also in a position to understand the decisions, enablers, and barriers to implementing electronically deployed low-income assistance information and related operations.

 d. Enrollment Numbers: The investigator anticipates engagement by up to 3 subjects per county. This number may change as the investigators initiate data collection.

3. Procedures:

 The investigator will follow a structured interview approach to understand the mandates, processes, decisions, and strategies that the investigated counties have followed to develop and deploy their low-income assistance websites that broker SNAP, TANF, SSI, and Medicaid information and access to the public.

 Interviews will take place in a location or medium most convenient to the subject; notionally this will be via telephone, Skype, or face-to-face in the subject's workplace or place of their choosing.

 The investigator will follow this procedure:

 1. The investigator will solicit participation of subjects via letter and follow-up phone call (see *Appendix A: Recruitment Letter*).

 2. The investigator will send the subjects of each county the structured interview questions (see *Appendix B: Structured Interview Questions*) for their preliminary review.

 3. The investigator will confirm, via e-mail or telephone, that the subject has reviewed the interview questions.

 4. The investigator will seek consent of the subject to the interview (see *Appendix C. Consent Form*).

 5. Upon consent, the investigator will conduct a telephone, Skype, or face-to-face interview of the subject, as is most convenient for the subject. Interviews will last between 30-60 minutes. If a follow-up interview is necessary, the investigator anticipates that it should last between 30-60 minutes. The interviews will be audio-taped or manually scribed (at the subject's preference).

 6. For personal identifiers, the investigator will collect the subject's name, title, county office position, e-mail address and telephone number.

 7. The investigator will follow the Structured Interview Questions with the subject. In addition, the investigator will ask the subject if s/he can share

documentation that includes decisional and design information about how the assistance website(s) were designed and deployed. Notionally, this includes county strategic plans, budget information that specifically includes the assistance website(s), website and system design and architecture documentation, functional and test documentation, and the like.

8. The investigator will review the response and may need to follow up with the subjects one or two times for clarification. The transcribed notes from the interview will be returned to the subject for corroboration and correction.

9. Responses will be reviewed, following a grounded theory analysis, to identify trends in county officials' administrative procedures, staffing, program management processes, strategic planning and coordination, functionality and implementation decisions, budgets and funding, procedures, enabling and inhibiting factors, website user identification and access considerations, and goals and strategies for electronic access to TANF, SNAP, SSI, and Medicaid via the county in the future.

10. The investigator will analyze these trends against the evaluated maturity of the counties' TANF, SNAP, SSI, and Medicaid websites to: begin to develop a preliminary administrative framework by which counties can quantitatively determine how closely their assistance websites align with spending and program information and delivery, begin to develop a collection of best practices for electronic service delivery, and identify ways to more efficiently spend county and assistance program funds. Results from the analysis will be shared with each participating county's officials prior to publication.

11. The investigator will publish and disseminate findings as part of a dissertation and in academic journals. All data collected, analysis, and results will be the property of the investigator and viewed only by the investigator and her advisor.

4. Risks:

While it is impossible to guarantee that any study is entirely risk-free, this study poses no anticipated risks to the subjects or their agencies.

5. Benefits:

To the Counties:

There are no direct benefits to participants, but some possible benefits may indirectly impact counties. The research is expected to generate a preliminary administrative framework by which counties can quantitatively determine how closely their assistance websites align with spending and program information and delivery. County use of this framework can help to identify best practices and ways to more efficiently spend county and assistance program funds that can be shared with, and evaluated against, counties with similar demographics and income levels. Widespread use of this framework is expected to help develop a nationwide picture of

how these federal programs' delivery has been influenced by current use of electronic delivery methods. This shared knowledge can help identify ways to streamline public service workload, identify cost efficiencies, and help to more effectively serve low-income county residents as well as provide value to the county taxpayers.

Because this framework will be extensible, it can be expanded through future research that examines how assistance applicants themselves find, use, and are served by these county-deployed websites. This will help jurisdictions execute more targeted planning for effective use of resource strategies to assure that the information and assistance deployed meets its audience.

To research at large:

There are no direct benefits to research at large, but potential/possible benefits are included here. The impacts of electronic government (e-government) on low-income people can be significant, but the topic remains unexplored by research. This study furthers a nascent research agenda that can encourage technology, public policy, sociology, economics, and information researchers to explore the palette of issues that surround this question. This study, in particular, will serve as a foundation to later investigate the other side of service delivery: understand the needs, information-seeking habits, values, enablers and barriers, and concerns that attend how low-income people access and use the e-government platform to receive assistance.

This research may also inform further policy discussions by public administrators, civil rights advocates, poverty rights advocates, opponents, and legislators by helping to create a common framework of terms, practices, enablers, and barriers to electronic service delivery in general. It will help to provide baseline data to longitudinally quantify across counties and states the

1. Influences of information technology and program funding on electronic service delivery

2. Effects of electronic government on low-income people, an understudied population

3. Outcomes of e-government strategic planning

4. Probable reliability of funding and targeted service deployment methods

5. Identification of characteristics of pockets of the low-income population who are unserved or underserved.

6. Confidentiality:

Every effort will be made to protect the identity of respondents. All interview responses will be decoupled from any personally identifying information of the respondent. The responses and the contact information for the respondents will be digitized and stored separately each other in password-protected folders on the in the investigator's personal computer. Only the investigator and her advisor will have access to the data.

Any publications, presentations, or other communications will be based on aggregations of responses and analysis so that re-identification of individual

respondent's will not be possible. Anonymized, non-attributable individual responses may also be used, but only with the consent of the participant.

Five years after conclusion of the study, audio recordings, transcriptions, and written surveys and responses will be shredded. Analyses and any digital data aggregations will be available for use by the investigator.

7. Consent Process:

All respondents will be asked to sign a consent form (see *Appendix C. Consent Form*). Subjects will be given a copy of the signed consent form, countersigned by the investigator. Respondents will have the option to print a hardcopy of the consent.

Every effort will be made to protect the subject's privacy, including decoupling personal identifiers from responses, not referencing subjects in draft or final publications in any way that may be traceable to the subject, communicating with the subject via his/her preferred method of communications, and not identifying subject participation with any third-party.

8. Conflict of Interest:

No conflict of interest.

9. HIPAA Compliance:

Not applicable.

10. Research Outside of the United States:

Not applicable.

11. Research Involving Prisoners:

Not applicable.

12. SUPPORTING DOCUMENTS

Your Initial Application must include a **completed Initial Application Part 1 (On-Line Document)**, the information required in items 1-11 above, and all relevant supporting documents including: consent forms, letters sent to recruit participants, questionnaires completed by participants, and any other material that will be presented, viewed or read to human subject participants.

For funded research, a copy of the Awarded Grant Application (minus the budgetary information) must be uploaded. If the Grant has not been awarded at the time of submission of this Initial Application, a statement must be added to the Abstract Section stating that an Addendum will be submitted to include the Grant Application once it has been awarded.

Appendix A: Recruitment Letter

To: <<Subject>>

Dear << Subject >>,

Under the auspices of the University of Maryland's College of Information Studies (Maryland's iSchool), I have initiated a research project that investigates how counties provide information about, and access to, the federal low-income programs – Medicaid, Supplemental Nutrition Assistance Program (SNAP, a.k.a. "food stamps), Supplemental Security Income (SSI) and Temporary Assistance to Needy Families (TANF, a.k.a. "welfare") – to its residents via the county's public website. This project seeks to identify counties' expectations, requirements, design decisions, development and monitoring processes, enabling and inhibiting conditions, and program and technology budgets involved in deploying information and assistance to its citizens, and analyze that information against the maturity of its Medicaid, SNAP, SSI, and TANF websites.

The research is expected to create a preliminary administrative framework with which counties can quantitatively determine how closely their assistance websites align with spending and program information and delivery. County use of this framework will also help to identify best practices and ways to more efficiently spend county and assistance program funds that can be shared with, and evaluated against, counties with similar demographics and income levels. Widespread use of this framework is expected to help develop a nationwide picture of how these federal programs' delivery has been influenced by current use of electronic delivery methods.

As a first step, I am conducting an initial round of interviews with officials in charge of the public assistance websites for each of three Maryland counties to gain better insight into the practices and challenges that counties face. I will ask about the administrative management of your county's public assistance website (such as *Is there a dedicated department program office to manage the websites for low-income assistance programs in general?*), whether the assistance websites are part of the county's strategic plan for public assistance management, how the websites are budgeted for and funded, and where the website' functional requirements come from. All of your responses will be confidential and will be treated as anonymous responses.

Your participation would offer tremendous insights for this project. Thus, I would very much like to sit down with you for about an hour to learn from your experience. When joined with the experiences of your peers in other counties, I believe the results will help the state identify more streamlined, cost-effective ways to provide information and access to assistance to its low-income residents.

I will follow up with you in a week to discuss your interest and availability for this project. In the meantime, please do not hesitate to contact me. Thank you for your consideration.

Sincerely,

Susan Copeland Wilson

Doctoral Candidate, University of Maryland

Appendix B: Structured Interview Questions

These questions pertain to the county's websites that deploy information and access

to four federal assistance programs – SNAP, TANF, SSI, and Medicaid – unless

otherwise noted. If your county manages those sites through a common program, budget,

set of processes, please consider the questions to include all of the programs listed.

Otherwise, please respond for each program's website.

1. **Administrative Management.**

    Please describe the administrative aspects of your county's program that oversees

    and implements the four federal assistance programs websites. Please identify and

    describe these components.

    a. Is there a dedicated department program office to manage the websites for low-income assistance programs in general?

        i. If so, please identify it and its managing department in the county, and describe its structure.

        ii. If not, administratively, in which departments is this work managed?

    b. Please describe the staffing that manages the functionality and design of the four federal assistance programs websites.

        i. Number of full-time equivalencies (FTEs) and their roles

        ii. Staff workload (e.g., dedicated staff vs. "other duties as assigned")

        iii. Other staffing-related considerations

    c. Please describe the project planning and management processes. *Examples include following county-prescribed program planning and management process, ad hoc program management, or other program planning and management processes followed.*

    d. Please identify any statutes that guide how you develop and manage the websites for the programs.

2. **Strategic Planning and Coordination**

    a. Is there a strategic plan or similar document that addresses website deployment of the federal assistance programs' information and access? If so,

        i. Is it available to the public?

        ii. Please describe the source of the strategic plan; what functional capabilities, design and usability considerations it mandates; requirements

for the websites' management; budget parameters; future plans; and other guidance it includes.

b. Do you coordinate the websites' design and functionality with other departments within the county, other counties, or with departments at the state level? If so,

    i. Which ones?

    ii. How is coordination managed?

3. Budgets and Funding

a. What is the level of funding for the federal assistance websites?

    i. Funding for staff time

    ii. Funding for site development and maintenance

    iii. Funding for website infrastructure

    iv. Is the funding dedicated or is it included or gleaned from another program or project?

b. What is the source of funding? Examples include funding from the county, the state, grants, "soft money," or other sources.

c. How much money does the county spend for each of the four programs themselves?

4. Website Functional Requirements for the Federal Assistance Websites

a. Where do the websites' functional requirements come from? *Examples include federally- or state-mandated requirements, suggestions from the public, suggestions from assistance organizations, information access advocates, suggestions from county program staff, or other sources.*

b. How are decisions on functional requirements made? Please describe

    i. Decision-making processes on which functionality to include and how each capability should work

    ii. Which roles or which departments are involved in deciding functionality? Which has the final decision?

    iii. How requirements are tracked through implementation or rejection.

c. Where do the websites' design and presentation mandates come from? *Examples include county website general presentation requirements, disability access requirements, suggestions from county program staff, suggestions from usability specialists, or other sources.*

d. How are decisions on design and presentation made? Please describe

    i. Decision-making processes on which design considerations to include

    ii. Which roles or which departments are involved in deciding design and presentation? Which has the final decision?

e. How are the websites' deployment infrastructure determined? Is it included with the county's common website, is it a stand-alone website, or something else?

5. Content and Data Management, and Quality Assurance

a. Where does the content for the websites come from? *Examples of content include descriptions of the programs, instructions and guidance to the applicant, eligibility criteria, branding and logos, and other less dynamic elements of each website.*

b. Where does the data for the websites come from? *Examples of data include information about a specific applicant, dynamic information about a program (such as the current number of recipients or service delivery trends), or other information that changes based on the program's current status.*

c. Do the website's content and/or data integrate with another website or application? If yes,

    i. Which ones?

    ii. How is assuring that the content and/or data are synchronized managed?

    iii. If any discrepancies occur, how are they resolved?

d. How is searching for the websites' information managed?

    i. Are pages, documents, text, and other content tagged or dynamically retrievable?

    ii. If the website supports transactional capabilities (such as user-managed case management), how is this information searched and presented?

e. Is website content reviewed routinely? Is there a process to refresh content as new content is created?

f. Is the website itself tested routinely? If yes, how frequently?

g. How are errors reported and repaired? *Examples of errors include obsolete content, broken links, "page not found" errors, slow or non-response of a webpage, page rendering and presentation errors.*

h. Who / which department reviews the website before deployment? Describe the criteria and processes used when the websites are reviewed?

6. User Focus

a. How are the websites' users identified?

b. How and where do you advertise the websites to the public? *Examples include telephone outreach and/or text messages to current or former assistance recipients, social media (such as Facebook, Twitter, Google+), advertisement through advocacy organizations and public assistance offices, public service announcements, or messaging public- or private-sector websites of other organizations,*

c. How are changes to the website advertised to the public? *Examples of changes include new, updated, or removed functionality, forms, procedures, eligibility criteria, deadlines, or other public-facing information.*

d. How many modes and methods of website access are available to users? *Examples include mobile devices, laptops or desktops, specific public kiosks, etc.*

e. Are there any restrictions to a user accessing the websites? If so, what are they? *Examples include requiring a specific type of browser (Internet Explorer vs. Mozilla Firefox) or browser version, operating system (PC vs. Mac), user login required, availability only during specific hours, limited number of concurrent users, etc.*

f. Are multiple languages supported? If so,

    i. Which ones?

    ii. How is translation implemented?

g. How does a user get help if s/he cannot access the website, navigate it, or find what s/he is looking for? *Examples include on-line text or video help, instant messaging, FAQs, synchronous chat capability, telephone support, printed material, or e-mail.*

h. Is user feedback solicited? If yes, by what methods? Describe how suggestions or error reports are managed?

7. Goals

a. What are some user-facing capabilities you would like to include in future websites? *Examples include scanning, on-line application functionality, a common application form for all programs, multi-mode automated eligibility determination functionality, interactive chat with case managers, or allowing users to manage their own accounts (e.g., reapply on-line, review their own transactions and benefit balances, etc.).*

b. What are some site maintenance / monitoring capabilities would you like to have? *Examples include using web traffic / trends monitoring tools to identify trends and manage performance, remote maintenance, or reporting capabilities.*

8. Enablers and Impediments

a. What are some of the administrative, budgetary, technological, procedural, or statutory factors "best practices" enabled deploying and managing the websites, and reaching the targeted users?

b. What are some of the administrative, budgetary, technological, procedural, or statutory factors that have impeded maturing the website to include new functionality, made its management more expensive or labor-intensive?

Project Title	e-Government: Service Delivery of Low-Income Assistance Programs
Purpose of the Study	This research is being conducted by **Ms. Susan Copeland Wilson** at the University of Maryland, College Park. I am inviting you to participate in this research project because you have expertise in managing, designing, developing, deploying, and maintaining your county's websites that provide information about, and access to, the federal low-income assistance programs Medicaid, Supplemental Nutrition Assistance Program (SNAP, a.k.a. "food stamps), Supplemental Security Income (SSI) and Temporary Assistance to Needy Families (TANF, a.k.a. "welfare"). The purpose of this research project is to better understand your county's expectations, requirements, design decisions, development and monitoring processes, enabling and inhibiting conditions, and program and technology budgets involved in supporting county citizens through deploying this information and assistance via electronic means. The information you provide will be analyzed against the evaluated maturity of your county's low-income assistance website, and program and information technology budgets and spending.

Procedures	Upon consent, the research procedure will involve structured interviews (in person at your worksite or other location convenient to you, or via telephone or Skype) for approximately one hour. The initial interview will be transcribed for analysis by the investigator. I may ask you to participate in a follow-up interview of about 30 to 60 minutes at a location convenient to you or via telephone or Skype to clarify any points that arise when analyzing your earlier responses; the follow-up interview introduces no risk and you may decline to participate. I may also ask you to share documents (e.g., strategic plans, requirements documents, budget information) related to your county's website or e-government plans in general, and for the four federal programs noted above if possible, that may be disclosed legally to the public.
	 Several typical questions include the following:
	     a. Is there a dedicated department program office to manage the websites for low-income assistance programs in general?
	     b. Is there a strategic plan or similar document that addresses website deployment of the federal assistance programs' information and access?
	     c. What is the level of funding for the federal assistance websites?
	     d. Where do the websites' functional requirements come from?
	 Prior to analyzing the contents of the interview, I will send you a copy of the transcribed interview and notes for your corroboration and/or correction. Upon completion of the study, I will share all results with you

	prior to publication.
	__ I consent to have my interview audiorecorded **__ I do not consent to have my interview audiorecorded**
Potential Risks and Discomforts	There is a risk of the potential loss/breach of confidentiality. However, given the precautions we will take (see below), this risk is unlikely.
Potential Benefits	There are no direct benefits to you, but some possible benefits include creating a framework that will • Quantitatively assess how closely counties' low-income assistance websites that provide information and access to the federal programs to the county's citizens align with the counties' plans, procedures, and goals, • Quantitatively evaluate how effectively county funds and efforts are expended to provide this information and access electronically, and • Help counties identify and share best practices with their peer counties. I hope that with this framework is sufficiently matured, more counties will use it to as an assessment tool to evaluate the alignment of their efforts to deploy information and access to the programs to their low-income citizens. This will result in a federal-wide standardized mechanism that can help states better evaluate service deployment so that they may identify more efficient, broader, and more cost-effective service deployment strategies to serve their citizens, state and county program administrative staff, and tax payers.
Confidentiality	Any potential loss of confidentiality will be minimized by keeping interview transcripts, audio recordings, and documents provided by your county in locked offices and on password protected computers. They will only be accessible to the investigator. Transcripts and notes will be anonymized and decoupled from any details that associate you with the interviews. Analyzed results will be aggregated across respondents and published as trends and general practices. If I write a report or article about this research project, your identity will be protected to the maximum extent possible. Your information may be shared with representatives of the University of Maryland, College Park or governmental authorities if you or someone else is in danger or if we are required to do so by law.
Medical Treatment	The University of Maryland does not provide any medical, hospitalization or other insurance for participants in this research study, nor will the University of Maryland provide any medical treatment or compensation for any injury sustained as a result of participation in this research study, except as required by law.
Right to Withdraw and Questions	Your participation in this research is completely voluntary. You may choose not to take part at all. If you decide to participate in this research, you may stop participating at any time. If you decide not to participate in this study or if you stop participating at any time, you will not be penalized or lose any benefits to which you otherwise qualify. If you decide to stop taking part in the study, if you have questions, concerns, or complaints, or if you need to report an injury related to the

	research, please contact the investigator, Susan Copeland Wilson at: 218 Rabbitt Road, Gaithersburg, MD 20878-1135; 240-988-5637; scwilson@umd.edu.
Participant Rights	If you have questions about your rights as a research participant or wish to report a research-related injury, please contact: **University of Maryland College Park** **Institutional Review Board Office** **1204 Marie Mount Hall** **College Park, Maryland, 20742** **E-mail: irb@umd.edu** **Telephone: 301-405-0678** This research has been reviewed according to the University of Maryland, College Park IRB procedures for research involving human subjects.
Statement of Consent	Your signature indicates that you are at least 18 years of age; you have read this consent form or have had it read to you; your questions have been answered to your satisfaction and you voluntarily agree to participate in this research study. You will receive a copy of this signed consent form. If you agree to participate, please sign your name below.
Signature and Date	**NAME OF SUBJECT** **[Please Print]**	
	SIGNATURE OF SUBJECT	
	DATE	

Appendix F. Federal Poverty Levels and Federal Poverty Thresholds

Persons in family / household	2012 Poverty Guideline	2012 Poverty Threshold									
						Related Children under 18					
		Weighted average thresholds	None	One	Two	Three	Four	Five	Six	Seven	Eight or more
1	$11,170	(under age 65) 11,344	11,344								
		(age 65 and over) 10,458	10,458								
2	15,130	14,218									
		(householder under age 65) 14,676	14,602	15,030							
		(householder age 65 and over) 13,194	13,180	14,973							
3	19,090	17,374	17,057	17,552	17,568						
4	23,050	22,314	22,491	22,859	22,113	22,190					
5	27,010	26,439	27,123	27,518	26,675	26,023	25,625				
6	30,970	29,897	31,197	31,320	30,675	30,056	29,137	28,591			
7	34,930	34,009	35,896	36,120	35,347	34,809	33,805	32,635	31,351		
8	38,890	37,934	40,146	40,501	39,772	39,133	38,227	37,076	35,879	35,575	
9	*	45,220	48,293	48,527	47,882	47,340	46,451	45,227	44,120	43,845	42,156

* For families/households with more than 8 persons, add $3,960 for each additional person.
   Sources: (HHS, 2012; Census, 2012).

Appendix G. Assistance Program Applications and Caseloads per County

County	Medical Assistance			TCA				FSP		
	Apps Rec/Mo	Approved	Av Cases under Care	Apps Rec/Mo	Approved	Total Av. Participation	Av Month Expenditure- $/ person	Apps Rec/Mo	Approved	Av Monthly Participation
Garrett	**122**	**93**	**1,773**	**14**	**8**	**239**	**40,699**	**103**	**87**	**4,412**
Percent of Population	0.41	0.31	5.94	0.05	0.03	0.80	1.36	0.35	0.29	14.78
Percent of Population at FPL	2.71	2.06	39.33	0.31	0.18	5.30	9.03	2.28	1.93	97.87
Poverty Rate										
Montgomery	**3,357**	**2,371**	**45,448**	**524**	**129**	**3,164**	**536,458**	**2,337**	**1,814**	**60,589**
Percent of Population	0.33	0.24	4.52	0.05	0.01	0.31	0.53	0.23	0.18	6.03
Percent of Population at FPL	4.46	3.15	60.31	0.70	0.17	4.20	7.12	3.10	2.41	80.41
Poverty Rate										
Prince George's	**3,702**	**2,994**	**54,753**	**599**	**251**	**7,748**	**1,358,761**	**3,933**	**3,217**	**93,523**
Percent of Population	0.42	0.34	6.21	0.07	0.03	0.88	1.54	0.45	0.37	10.61
Percent of Population at FPL	4.47	3.61	66.11	0.72	0.30	9.35	16.40	4.75	3.88	112.91
Poverty Rate										
Maryland	**27,723**	**17,319**	**307,955**	**6,320**	**2,764**	**72,382**	**12,587,244**	**27,380**	**23,168**	**707,661**
Percent of Population	0.47	0.29	5.23	0.11	0.05	1.23	2.14	0.47	0.39	12.03
Percent of Population at FPL	4.57	2.86	50.81	1.04	0.46	11.94	20.77	4.52	3.82	116.76

	Medical Assistance			TCA				FSP		
County	Apps Rec/Mo	Approved	Av Cases under Care	Apps Rec/Mo	Approved	Total Av. Participation	Av Month Expenditure- $/ person	Apps Rec/Mo	Approved	Av Monthly Participation
Percent of Population at the FPL (ACS Table 1701)										

Appendix H. Poverty Rates and Federal Spending for Health Care and Welfare (Percentage of GDP), by Key Legislation

Year/Statute	Poverty Rate	US Population ($ million)	Number in Poverty ($ million)	GDP ($ billion)	Health care spending (% of GDP)	Welfare spending (% of GDP)
1932: Railroad Retirement System	78.1	124.945	97.58	58.7	0.22	0
1935: Aid to Families with Dependent Children (AFDC), Social Security Act, Unemployment Insurance	69.4	127.605	88.56	73.3	0.16	0.77
1937: Public Housing Act	64.3	129.41	83.21	91.9	0.14	0.58
1939: Old-Age and Survivors and Disability Insurance (OASDI)	64.1	131.24	84.12	92.2	0.13	0.59
1944: Servicemen's Readjustment Act (GI Bill)	23.9	139.519	33.35	219.8	0.09	0.46
1946: National School Lunch Program	35.5	143.349	50.89	222.2	0.15	0.29
1950: Aid to the Permanently and Totally Disabled	32.2	151.326	48.73	293.7	0.33	0.55
1955: USDA Economy Food Plan	26.2	164.731	43.16	414.7	0.22	0.48
1956: Disability Insurance (later SSI)	23.4	167.551	39.21	437.4	0.22	0.45
1958: National Defense Education Act (NDEA) (student loans), Social Security Act (cover dependents of disabled workers)	24	173.337	41.60	467.2	0.24	0.55
1960: Medical Assistance for the Aged (later Medicaid)	22.2	179.323	39.81	526.4	0.28	0.57
1964: War on Poverty (Social Security Act Amendments), Social Security Act (cover dependents of disabled workers), Food Stamp Program, EEO	19.0	188.555	35.83	663.6	0.27	1.07
1965: Medicare, Medicaid, Head Start Program	17.3	190.937	33.03	719.1	0.25	0.92
1966: School Breakfast Program	14.7	193.348	28.42	787.7	0.33	0.81
1967: Social Security Act (disability benefits for widows over 50)	14.2	195.79	27.80	832.4	0.73	0.78

Year/Statute	Poverty Rate	US Population ($ million)	Number in Poverty ($ million)	GDP ($ billion)	Health care spending (% of GDP)	Welfare spending (% of GDP)
1968: Fair Housing Act	12.1	198.263	23.99	909.8	0.99	0.83
1969: Black Lung Benefits Program	12.1	200.766	24.29	984.4	1.1	0.84
1972: Automatic cost-of-living increases tied to CPI increases, Social Security Incentive to retire after age 65, Supplemental Security Income (SSI)	11.9	207.752	24.72	1237.9	1.3	2.61
1974: Women, Infants, and Children (WIC)	11.2	212.299	23.78	1499.5	1.36	1.53
1975: Earned Income Tax Credit (EITC)	12.3	214.609	26.40	1637.7	1.58	2.26
1977: Social Security Act (indexed computation)	11.6	219.307	25.44	2030.1	1.81	2.13
1981: SSBG-Social Services Block Grant Program, Low-Income Home Energy Assistance	14.0	228.67	32.01	3126.8	2.11	2.21
1983: SIPP-Survey of Income and Program Participation, Social Security coverage compulsory	15.2	232.979	35.41	3534.6	2.3	2.45
1984: Deficit Reduction Act (IEVS))	14.4	235.164	33.86	3930.9	2.24	1.91
1985: Food Security Act	14.0	237.369	33.23	4217.5	2.36	2.14
1986: Low Income Housing Tax Credit (LIHTC), Low-Income Home Energy Assistance Program (LIHEAP), Fair Housing Assistance Program (FHAP)	13.6	239.595	32.58	4460.1	2.38	1.78
1987: McKinney-Vento Homeless Assistance Act	13.5	240.89	32.52	4736.4	2.43	1.7
1990: Mickey Leland Memorial Domestic Hunger Relief Act	13.5	248.71	33.58	5800.5	2.69	1.67
1994: Social Security (raised threshold for coverage of domestic workers)	14.5	261.312	37.89	7085.2	3.55	2.18
1996: Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA, or Welfare-to-Work), Child and Adult Care Food Program (CACFP), Temporary Assistance for Needy	13.7	267.85	36.70	7838.5	3.75	2.06

Year/Statute	Poverty Rate	US Population ($ million)	Number in Poverty ($ million)	GDP ($ billion)	Health care spending (% of GDP)	Welfare spending (% of GDP)
Families (TANF), Telecommunications Act						
1997: State Children's Health Insurance Program (S-CHIP)	13.3	271.18	36.07	8332.4	3.77	1.96
1998: Workforce Investment Act (WIA) and Job Training Partnership Act (JTPA), Carl D. Perkins Vocational and Applied Technology Education Amendments of 1998	12.7	274.552	34.87	8793.5	3.69	1.87
2000: Low Income Housing Tax Credit	11.3	282.172	31.89	9951.5	3.53	1.77
2005: Deficit Reduction Act Bankruptcy Abuse Prevention and Consumer Protection Act	12.6	295.507	37.23	12623	4.35	2
2007: Child Tax Credit	12.5	300.733	37.59	14028.7	4.57	1.87
2008: Supplemental Nutritional Assistance Program (SNAP)	13.2	303.38	40.05	14369.1	4.67	2.24
2009: American Recovery and Reinvestment Act	14.3	306.051	43.77	13939	5.63	2.89

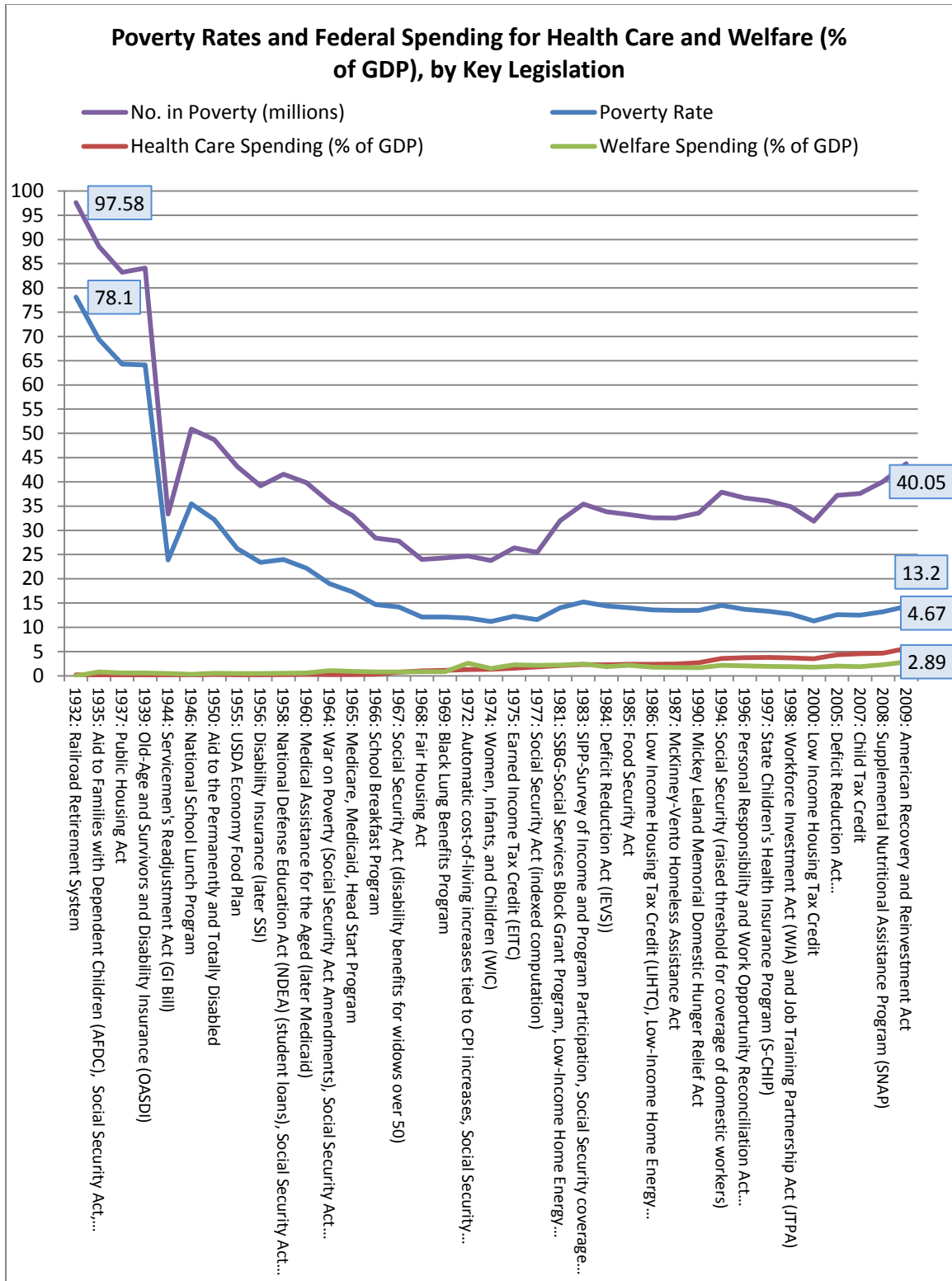(Plotnick, et al, 1998, pp. 57-59; Census, 1946-2010; Chantrill, n.d.)

Figure 64: Poverty Rates and Federal Spending for Health Care and Welfare (% of GDP), by Key Legislation

Glossary

Because much of the language used in discussing poverty, public assistance programs, and low-income demographics is unfamiliar or carries value judgments and stereotypes, these definitions are included to clarify their meanings within the context of this research.

Absolute Poverty: The value of the assets and an assessment of living conditions of an individual or family to the FPL.

Capability: A family's ability to procure the resources it needs; this has significant policy implications to reduce barriers to self-sufficiency.

Consumption: The value of the resources a family needs to sustain a level of well-being.

Depth of Poverty: The difference between the value of an individual's assets and the FPL.

Deserving Poor: A presumption that an individual is poor due to no fault of their own (e.g., sickness, widowhood) and therefore, is worthy of receiving assistance.

Federal Poverty Level (FPL, a.k.a. Federal Poverty Guideline): The income threshold criteria established by the Department of Health and Human Services (HHS) used to calculate eligibility for benefits. The FPL is based on family size, income, and state.

Federal Poverty Threshold: The income threshold used by Bureau of the Census to determine the poverty rate. The Federal Poverty Threshold is based on family size, ages, and income.

Interventions: Policy and services implemented to provide assistance to eligible applicants.

Low-income: People or families whose income and assets are valued between 100% to 300% of the FPL. The figure varies by assistance program, region, or state, or other factors.

Mean Poverty Gap: The mean distance below the FPL based on the mean distance of a particular population at large.

Means-tested: The criteria for eligibility based on an individual's or family's income or assets (means).

Poverty: A deprivation of well-being, including inability to "the basic goods and services necessary for survival with dignity" (World Bank, 2000).

Poverty Gap Index: The average poverty gap in the population as a proportion of the poverty threshold.

Poverty Rate: Number of people at the Federal Poverty Threshold relative to the overall population.

Relative Poverty: The value and amount of assets an individual or family has relative to other classes in the community.

Squared Poverty Gap Indices: The average of the squares of the poverty gaps relative to the poverty line.

Transfers: Assistance that comes in the form of cash, rather than goods or services.

Undeserving Poor: A presumption that an individual is poor due to a personal or moral failing (e.g., indolence, drunkenness) and therefore, is not worthy of receiving assistance.

Abbreviations and Acronyms

Term	Definition
ACA	Patient Protection and Affordable Care Act of 2010
ADA	Americans with Disabilities Act of 1990
AFDC	Aid to Families and Dependent Children
ARRA	American Recovery and Reinvestment Act of 2009
CAI	Community Anchor Institution
CAPTCHA	Completely Automated Public Turing test to tell Computers and Humans Apart
CBO	Congressional Budget Office
CC311	CountyClick 311
CFAA	Computer Fraud and Abuse Act (CFAA)
CFR	Code of Federal Regulations
CHIP	Children's Health Insurance Program
CHP	Children's Health Program
CIPA	Children's Internet Protection Act of 1999
CMPPA	Computer Matching and Privacy Protection Act of 1988
CMS	Center for Medicare and Medicaid Services
COMAR	Code of Maryland
CFAA	Computer Fraud and Abuse Act of 1986
CRS	Client Record System
DHMH	Department of Health and Mental Hygiene
DHR	Department of Homeland Security
DL	Download
DOI	Diffusion of Innovation
DoIT	Department of Information Technology
DRA	Deficit Reduction Act of 2005
DSL	data subscriber lines
DSS	Department of Social Services
DTS	Montgomery County Department of Technical Services

Term	Definition
EBT	Electronic Benefit Transfers
EEO	Equal Employment Opportunity Act of 1972
EHR	electronic health records
EIN	employer identification numbers
E-SIGN	Electronic Signatures in Global and National Commerce Act of 2000
FAIR	Federation for American Immigration Reform
FARM	Free and Reduced Price Meals
FCC	Federal Communications Commission
FEMA	Federal Emergency Management Administration
FIA	Family Investment Administration
FID	Family Investment Division
FIP	Family Investment Program
FISA	Foreign Intelligence Surveillance Act
FOIA	Freedom of Information Act
FPL	Federal Poverty Level
FPT	Federal Poverty Threshold
FSCDA	Food Stamp and Commodity Distribution Amendments of 1981
FSP	Food Supplement Program
FY	Fiscal Year
G2C	Government-to-Citizen
GC	Garrett County
GCDSS	Garrett County Department of Social Services
GDP	Gross Domestic Product
GED	General Educational Development
GIID	Government-issued IDs
GIS	Geographic Information System
GPEA	Government Paperwork Elimination Act of 1998
GSA	General Services Administration
HEW	Department of Health, Education, and Welfare
HHS	U.S. Department of Health and Human Services

Term	Definition
HIT	Health Information Technology
HTML	HyperText Markup Language
ICBN	Inter-County Broadband Network
ICT	Information and Communication Technology
IEVS	Income and Eligibility Verification Systems
ISP	Internet Service Provider
IT	Information Technology
ITMP	Information Technology Master Plan
kbps	kilobits per second
LDSS	Local Department of Social Service
MA	Medical Assistance
Maryland SAIL	Maryland Service Access and Information Link
mbps	megabits per second
MC	Montgomery County
MCDHHS	Montgomery County Department of Health and Human Services
MCHP	Maryland Children's Health Program
MLL	minimum living level
MPIA	Maryland Public Information Act
MTGs	Medicaid Transformation Grants
NASA	National Aeronautics and Space Administration
NDEA	National Defense Education Act
NDNH	National Directory of New Hires
NSLP	National School Lunch Program
NTIA	National Telecommunications and Information Administration
NUMIDENT	Numerical Identification System
OIT	Office of Information Technology
OMB	Office of Management and Budget
OMBN	One Maryland Broadband Network
OTHS	Office of Technology for Human Services
PCI	Perceived Characteristics of Innovating
PDF	Portable Document Format
PEOU	Perceived ease of use
PGC	Prince George's County

Term	Definition
PGCDSS	Prince George's County Department of Social Services
PII	Personally identifiable information
PIN	Personal Identification Number
PRWORA	Personal Responsibility and Work Opportunity Reconciliation Act of 1996
PU	Perceived usefulness
QDWI	Qualified Disabled and Working Individual
QI-1	Qualifying Individual 1
QMB	Qualified Medicare Beneficiary
QSR	Quality Service Review
ROI	Return on Investment
RQ	Research Question
RSS	Really Simple Syndication
SAVE	Systematic Alien Verification for Entitlement
S-CHIP	State-Children's Health Insurance Program
SEU	Service Eligibility Unit
SLMB	Specified Low-Income Medicare Beneficiary
SMS	Short Message Service
SNAP	Supplemental Nutrition Assistance Program
SSA	Social Security Administration
SSI	Supplemental Security Insurance
SSN	Social Security Number
TAM	Technology Acceptance Model
TANF	Temporary Assistance to Needy Families
TCA	Temporary Cash Assistance
TTY	Teletypewriter
UETA	Uniform Electronic Transactions Act
UL	upload
URL	Uniform Resource Locator
U.S.	United States
USA Patriot Act	Uniting (and) Strengthening America (by) Providing Appropriate Tools Required (to) Intercept (and) Obstruct Terrorism Act of 2001
USC	United States Code

Term	Definition	Term	Definition
USCIS	U.S. Citizenship and Immigration Services	USF	Universal Service Fund
USDA	United States Department of Agriculture	VCS	voluntary consensus standards

URLs Referenced in the Text

[i] http://patchworknation.org/

[ii] http://dls.state.md.us/Content.aspx?page=23

[iii] http://www.recovery.gov/

[iv] http://www.dsd.state.md.us/comar/getfile.aspx?file=14.33.01.02.htm

[v] http://www.maryland.gov/Pages/default.aspx

[vi] http://www.maryland.gov/pages/social_media.aspx

[vii] http://msa.maryland.gov/msa/mdmanual/08conoff/pdf/08exec.pdf

[viii] http://msa.maryland.gov/msa/mdmanual/18dhr/pdf/18dhr.pdf

[ix] http://www.dsd.state.md.us/comar/getfile.aspx?file=07.03.03.04.htm

[x] http://www.dsd.state.md.us/comar/getfile.aspx?file=10.01.04.04.htm

[xi] http://www.dsd.state.md.us/comar/getfile.aspx?file=10.09.24.03-3.htm

[xii] http://www.dhr.state.md.us/blog/wp-content/uploads/2012/10/iag.pdf

[xiii] www.marylandsail.org

[xiv] https://www.marylandsail.org/SailPDFLinks/SailPDFLinks.aspx?PDF=Start_RR

[xv] https://www.marylandsail.org/Application/Application.aspx

[xvi] https://www.ebt.acs-inc.com/ebtcard/mdebt/ebt_link.jsp

[xvii] https://www.ebt.acs-inc.com/ebtcard/mdebt/ebt_program.jsp

[xviii] http://www.dhr.state.md.us/blog/?p=93

[xix] http://www.dhr.state.md.us/blog/?page_id=5514

[xx] http://www.dhr.state.md.us/blog/?p=96#medi

[xxi] http://www.dhr.state.md.us/documents/Manuals-and-Forms/FIA-Forms/English/To-Apply-for-Assistance/1--Read-FIA-Fact-Sheet/Facts-You-Should-Know.pdf

[xxii] http://www.dhr.state.md.us/documents/Manuals-and-Forms/FIA-Forms/English/To-Apply-for-Assistance/3-Sign--Rights-and-Responsibilities/Your-Rights-and-Responsibilities.pdf

[xxiii] http://www.dhr.state.md.us/blog/wp-content/uploads/2012/10/iag.pdf

[xxiv] http://dhmh.maryland.gov/mma/pdf/2011/IncomeAssetGuidelines-2011.pdf

[xxv] http://www.dhr.state.md.us/blog/?page_id=5300

[xxvi] http://www.dhr.state.md.us/blog/?page_id=6786.

[xxvii] http://www.fns.usda.gov/snap/contact_info/hotlines.htm.

[xxviii] www.maryland.gov

[xxix] https://mmcp.dhmh.maryland.gov/SitePages/Home.aspx

[xxx] https://mmcp.dhmh.maryland.gov/SitePages/Home.aspx.

[xxxi] https://www.marylandsail.org/VerfForms.aspx

[xxxii] http://princegeorgescountymd.gov/Government/AgencyIndex/Social_Services/online_forms.asp

[xxxiii] http://www.dhr.state.md.us/blog/?page_id=805

[xxxiv] http://www.maryland.gov/pages/online_services.aspx

[xxxv] http://www.garrettcounty.org/contact

[xxxvi] Either http://garrettcounty.org/ or http://www.co.garrett.md.us/

[xxxvii] http://www.dhr.state.md.us/blog/?p=222

[xxxviii] http://info.visitdeepcreek.com/list/member/garrett-county-dept-of-social-services-oakland-659

[xxxix] www.state.md.us/garrett.htm

[xl] http://garrettcounty.org/states-attorney

[xli] http://garrettcounty.org/commissioners/meet-the-commissioners).

[xlii] http://www.garrettcounty.org/planning-land-development/mapping-services

[xliii] http://www.dhr.state.md.us/blog/?p=222

[xliv] http://www6.montgomerycountymd.gov/content/council/pdf/bill/2012/20121204_23-12A.pdf

[xlv] http://www3.montgomerycountymd.gov/311/SolutionView.aspx?SolutionId=1-EBMGF

[xlvi] http://www.montgomerycountymd.gov/HHS-Program/CYF/CYFMCHIP-p733.html#apply

[xlvii] http://www.montgomerycountymd.gov/hhs/boardscomm/boardscommmain.html

[xlviii] http://www3.montgomerycountymd.gov/311/AboutMC311.aspx

xlix http://www.montgomerycountymd.gov/mcg/privacy.html,
http://www.montgomerycountymd.gov/mcg/accessibility.html,
http://www.montgomerycountymd.gov/mcg/user_rights.html
l http://www.surveymonkey.com/s/BSQ7GXD
li http://www.montgomerycountymd.gov/hhs/rightnav/languageaccess.html
lii http://www.montgomerycountymd.gov/mcg/accessibility.html#plugins
liii http://www.montgomerycountymd.gov/mcg/ADA-Notice.html
liv http://www.montgomerycountymd.gov/mcg/ada-grievance.html
lv http://www.montgomerycountymd.gov/HHS/Resources/Files/Reference/2011 ADA Notice.pdf
lvi http://www.montgomerycountymd.gov/HHS/Resources/Files/Reference/b_attachment__grievance.pdf
lvii http://www.montgomerycountymd.gov/mcg/privacy.html
lviii http://www.montgomerycountymd.gov/hhs/rightnav/PrivacyNotice.html
lix http://www.montgomerycountymd.gov/hhs/aboutHHS/aboutHHSmain.html
lx http://www.montgomerycountymd.gov/HHS/Resources/Files/pdfs/HHSOrgChart7_25_12.pdf
lxi http://www.infomontgomery.org/
lxii https://notifyme.princegeorgescountymd.gov/index.php?CCheck=1
lxiii
http://www.princegeorgescountymd.gov/sites/ExecutiveBranch/About/DescriptionOfDivisions/Documents/exec-organization-chart.pdf
lxiv
http://www.princegeorgescountymd.gov/sites/SocialServices/ContactUs/OfficeLocations/Pages/default.aspx
lxv http://www.princegeorgescountymd.gov/sites/SocialServices/Resources/FAQ/Pages/default.aspx
lxvi
http://www.princegeorgescountymd.gov/sites/InformationTechnology/Services/GIS/MapDepot/Pages/default.aspx
lxvii http://www.qscend.com/
lxviii http://www.princegeorgescountymd.gov/aboutpgc/pages/directory.aspx
lxix
http://www.princegeorgescountymd.gov/sites/SocialServices/ContactUs/OfficeLocations/ProgramContacts/Pages/default.aspx
lxx http://www.princegeorgescountymd.gov/sites/SocialServices/Pages/default.aspx
lxxi http://www.princegeorgescountymd.gov/aboutpgc/pages/accessibility.aspx
lxxii http://www.princegeorgescountymd.gov/AboutPGC/Pages/ADAGrievanceProcedure2011.aspx
lxxiii
http://www.princegeorgescountymd.gov/sites/SocialServices/ContactUs/OfficeLocations/Pages/default.aspx
lxxiv
http://www.princegeorgescountymd.gov/sites/SocialServices/Services/CommunityServices/FoodAssistance/Pages/default.aspx
lxxv http://dhr.maryland.gov/documents/Manuals-and-Forms/FIA-Forms/English/To-Apply-for-Assistance/3-Sign--Rights-and-Responsibilities/Your-Rights-and-Responsibilities.pdf
lxxvi https://mmcp.dhmh.maryland.gov/eid/Documents/9701%20EID%208-10_fillable_savable.pdf
lxxvii http://www.dhr.state.md.us/documents/Manuals-and-Forms/FIA-Forms/English/Other-Forms/3%20Request%20Appeal%20for%20Hearing/Request-for-Hearing-Form.pdf
lxxviii http://www.dhr.state.md.us/documents/Data%20and%20Reports/FIA/Statistical-Reports-2012.pdf

Bibliography

ACF. (2009, November 18). *TANF: Total Number of Families Fiscal and Calendar Year 2008.* Retrieved November 25, 2011, from Administration for Children & Families: http://www.acf.hhs.gov/programs/ofa/data-reports/caseload/2008/2008_family_tan.htm

----------. (2010, March 3). *Revised form OFA-100, the Emergency Fund Request Form.* Retrieved October 17, 2011, from Temporary Assistance for Needy Families Program Instruction: http://www.acf.hhs.gov/programs/ofa/policy/pi-ofa/2010/pi201001/pi201001.htm

----------. (2011, May 16). *TANF: Total Number of Recipients Fiscal and Calendar Year 2010.* Retrieved November 25, 2011, from Administration for Children and Families: http://www.acf.hhs.gov/programs/ofa/data-reports/caseload/2010/2010_recipient_tan.htm

----------. (n.d.a.). *About TANF.* Retrieved October 15, 2011, from Administration for Children & Families: http://www.acf.hhs.gov/programs/ofa/tanf/about.html

----------. (n.d.b.). *Major Provisions of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 104-193).* Retrieved November 25, 2011, from Administration for Families & Children: http://www.acf.hhs.gov/programs/ofa/law-reg/finalrule/aspesum.htm

Addy, S., & Wright, V. R. (2012, February). *Basic Facts About Low-income Children, 2010.* Retrieved August 22, 2012, from National Center for Children in Poverty: http://nccp.org/publications/pub_1049.html#1

AECF. (n.d.). *Maryland Dropout Rate.* Retrieved October 23, 2012, from Kids Count Data Center: http://datacenter.kidscount.org/data/bystate/Rankings.aspx?state=MD&loct=5&by=a&order=a&ind=4467&dtm=10051&tf=909

Al-Adawi, Z., Yousafzai, S., & Pallister, J. (2005). Conceptual Model of Citizen Adoption of e-Government. *Second International Conference on Innovations in Information Technology*, *110*, p. suppl 19. Dubai, UAE.

Arns, J. W., Copeland, C. A., Jaeger, P. T., Subramaniam, M., & Mehra, B. (2012). Information outsiders of the 21st Century: Access and implications for information behavior research. *Proceedings of the American Society for Information Science and Technology*, *49*, pp. 1-4.

ASHA. (n.d.). *Startling Statistics About Mental Illness.* Retrieved October 24, 2011, from ASHA International: http://www.myasha.org/node/12

Atasoy, S., Mills, B. F., & Parmeter, C. F. (2010, July 25-27). Paperless Food Assistance: The Impact of Electronic Benefits on Program Participation. *Agricultural & Applied Economics Association 2010 Joint Annual Meeting.* Denver.

Attewell, P. (2001, July). The first and second digital divides. *Sociology of Education, 74*(3), 252-259.

Baker, D. L. (2009). AdvancingE-government performance in the United States through enhanced usability benchmarks. *Government Information Quarterly, 26*(1), 82–88.

Bamberger, K. A., & Mulligan, D. K. (2012). PIA requirements and privacy decision-making in US government agencies. *Humanities, Social Sciences, and Law, 6*(2), 225-250.

Bannister, F., & Connolly, R. (2011, April). Trust and transformational government: A proposed framework for research. *Government Information Quarterly, 28*(2), 137-147.

Barr, R. (2008, February 6). Real ID Act a real intrusion on rights, privacy. *Atlanta Journal-Constitution*.

Baum, C., & DiMaio, A. (2000). Gartner's Four Phases of E-Government Model. Gartner.

Becker, S., Crandall, M. D., Fisher, K. E., Kinney, B., Landry, C., & Rocha, A. (2010). *Opportunity for All: How the American Public Benefits from Internet Access at U.S. Libraries.* Washington, D.C.: Institute of Museum and Library Services.

Bekkers, V. (2013). E-government and Innovation: The Socio-Political Shaping of ICT as a Source of Innovation. In S. P. Osborne, & L. Brown (Eds.), *Handbook of Innovation in Public Services* (pp. 253-267). UK: Edward Elgar Pubublishing.

Bernard, T. J. (1990, February). Angry aggression among the "truly disadvantaged." *Criminology, 28*(1), 73–96.

Bernstein, J. (2007, April 22). Is education the cure for poverty? *The American Prospect*.

Bertot, J. C., McClure, C. R., & Jaeger, P. T. (2008). The impacts of free public internet access on public library patrons and communities. *Library Quarterly, 78*(3), 285–301.

Bertot, J., Sigler, K., McDermott, A., DeCoster, E., Katz, S., Langa, L., et al. (2011, June 21). *Community Access & Public Libraries.* Retrieved October 25, 2011, from 2010-2011 Public Library Funding and Technology Access Survey: Survey Findings and Results: http://www.plinternetsurvey.org/analysis/public-libraries-and-community-access

Besharov, D. J. (2005). *The Economic Stagnation of the Black Middle Class.* University of Maryland and American Enterprise Institute, Welfare Reform Academy.

Besharov, D. J., & Germanis, P. (2004). *Reconsidering the Federal Poverty Measure.* Welfare Reform Academy. University of Maryland and American Enterprise Institute.

Bjelland, M. J., Bruyère, S. M., Schrader, S. v., Houtenville, A. J., Ruiz-Quintanilla, A., & Webber, D. A. (2010). Age and disability employment discrimination: Occupational rehabilitation implications. *Journal of Occupational Rehabilitation, 20*(4), 456–471.

Bloom, D., Farrell, M., & Fink, B. (2008). *Welfare Time Limits: State Policies, Implementation, and Effects on Families.* Department of Health and Human Services, Administration for Children & Families.

Boardman, J. (2011). Social exclusion and mental health-How people with mental health problems are disadvantaged: An overview. *Mental Health and Social Inclusion, 15*(3), 112-121.

Bouckaert, G., & Van de Walle, S. (2005). Comparing measures of citizen trust and user satisfaction as indicators of "good governance" difficulties in linking trust and satisfaction indicators. *International Review of Administrative Sciences, 69*(3), 329-343.

Braun, B. (2007). Livin' on Life's Byways: Rural Mothers Speak. College Park, MD: Rural Families Speak: University of Maryland School of Public Health.

Braun, B., & Anderson, E. (2006). *Engaging Unheard Voices.* Final Report to the Kettering Foundation, University of Maryland, Department of Family Studies, College Park.

Britz, J. J. (2004, June). To know or not to know: A moral reflection on information poverty. *Journal of Information Science, 30*(3), 192-204.

Brown, A. (2012). With Poverty Comes Depression, More Than Other Illnesses. Gallop.

Brown, M. M. (2007). Understanding e-government Benefits : An examination of leading-edge local governments. *The American Review of Public Administration, 37*(2), 178-197.

Burnett, G., & Jaeger, P. T. (2008). Small worlds, lifeworlds, and information: The ramifications of the information behaviour of social groups in public policy and the public sphere. *Information Research, 13*(2).

Burnett, G., Besant, M., & Chatman, E. A. (2001). Small worlds: Normative behavior in virtual communities and feminist bookselling. *Journal of the American Society for Information Science and Technology, 52*(7), 536–547.

Butrica, B. A., & Zedlewski, S. R. (2008). *More Older Americans are Poor than the Official Measure Suggests.* Urban Institute, Washington.

Campbell, W. D. (1982, December 16). Computer Matching to Detect Error, Waste, and Fraud in Government Programs. *Statement before the Subcommittee on Oversight on Government Management, Senate Committee on Government Affairs.*

Caputo, R. K. (2011). U.S. Social Welfare Reform: Policy Transistions from 1981 to the Present. (J. X. Jing, Ed.) New York: Springer.

Carter, L., & Bélanger, F. (2004, July). The influence of perceived characteristics of innovating on e-government adoption. *e-Journal of e-Government, 2*(1), 11-20.

----------. (2005, January). The utilization of e-government services: Citizen trust, innovation and acceptance factors. *Information Systems Journal, 15*(1), 5-25.

Cate, F. H. (2008). Government data mining: The need for a legal framework. *Harvard Civil Rights-Civil Liberties Law Review*, 436-489.

CBO. (2007). Cost Estimate: Senate Amendment 1150 to S. 1348, the Comprehensive Immigration Reform Act of 2007. Congressional Budget Office, Washington, DC.

CDC. (2011, July 15). QuickStats: Percentage of Office-Based Physicians Accepting New Patients, by Types of Payment Accepted-United States, 1999-2000 and 2008-2009. *Morbidity and Mortality Weekly Report (MMWR).*

Census. (1946-2010). *Consumer Income Reports (P60).* United State Census Bureau, Current Population Reports, Washington, DC.

----------. (2009-2010). *People and Families in Poverty by Selected Characteristics: 2008 and 2009.* Retrieved October 6, 2011, from Poverty: http://www.census.gov/hhes/www/poverty/data/incpovhlth/2010/table4.pdf

----------. (2010a). *POV06: Families by Number of Working Family Members and Family Structure: 2009.* Retrieved October 6, 2011, from Current Population Survey (CPS): http://www.census.gov/hhes/www/cpstables/032011/pov/new06_100_01.htm

----------. (2010b). *POV01: Age and Sex of All People, Family Members and Unrelated Individuals Iterated by Income-to-Poverty Ratio and Race: 2009.* Retrieved October 6,

2011, from Current Population Survey (CPS): http://www.census.gov/hhes/www/cpstables/032010/pov/new01_100_01.htm

----------. (2010c). *Food Stamps/SNAP.* Retrieved March 13, 2012, from 2010 American Community Survey 1-Year Estimates-Table S2201: http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_ 10_1YR_S2201&prodType=table

----------. (2011a). *Selected Characteristics of People at Specified Levels of Poverty in the Past 12 Months-Table S1703.* Retrieved October 25, 2011, from 2010 American Community Survey 1-Year Estimates: http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_ 10_1YR_S1703&prodType=table

----------. (2011b). *Poverty Status in the Past 12 Months of Status-Table S1702.* Retrieved October 26, 2011, from 2010 American Community Survey 1-Year Estimates: http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_ 10_1YR_S1702&prodType=table

----------. (2011c). *Language Spoken at Home-Table S1601.* Retrieved November 24, 2011, from 2010 American Community Survey 1-Year Estimates: http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_ 10_1YR_S1601&prodType=table

----------. (2012a). *Maryland.* Retrieved August 11, 2013, from State & County QuickFacts: http://quickfacts.census.gov/qfd/states/24000.html

----------. (2012b). *Social Insurance & Human Services: Unemployment, Disability, Workers' Compensation.* Retrieved October 6, 2011, from 2012 Statistical Abstract: http://www.census.gov/compendia/statab/cats/social_insurance_human_services/unemplo yment_disability_workers_compensation.html

----------. (2012c, June 25). *How the Census Bureau Measures Poverty.* Retrieved August 27, 2012, from United States Census Bureau: http://www.census.gov/hhes/www/poverty/about/overview/measure.html

----------. (n.d.a.). *Median Household Income (in 2011 inflation-adjusted dollars) - State -- County / County Equivalent.* Retrieved August 12, 2013, from American Community Survey: http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_ 11_1YR_GCT1901.ST05&prodType=table

----------. (n.d.b.). Receipt of Supplemental Security Income (SSI), Cash Public Assistance Income, or Food Stamps/SNAP in the Pst 12 Mnths by Husehold Tpe for Cildren Uder 18 Yars in Households-Table B09010. Retrieved October 26, 2011, from 2010 American Community Survey 1-Year Estimates: http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_ 10_1YR_B09010&prodType=table

----------. (n.d.c.). *Lists of Population, Land Area, and Percent Urban and Rural in 2010 and Changes from 2000 to 2010.* Retrieved October 23, 2012, from 2010 Census Urban and Rural Classification and Urban Area Criteria: http://www.census.gov/geo/reference/ua/urban-rural-2010.html

----------. (n.d.d.). *Estimates for Maryland Counties, 2010.* Retrieved October 23, 2012, from Small Area Income and Poverty Estimates: http://www.census.gov/cgi-bin/saipe/saipe.cgi

Chantrill, C. (n.d.). *US Government Spending Charts*. Retrieved August 27, 2012, from usgovernmentspending.com: http://www.usgovernmentspending.com/spending_chart_1930_2009USp_10s1li011scn_1 0f40f#copypaste

Chatman, E. A. (1985). Information, mass media Use, and the working poor. *Library and Information Science Research, 7*(2), 97–113.

----------. (1996). The impoverished life-world of outsiders. *Journal of the American Society for Information Science, 47*(3), 193-206.

Childers, T. (1975). *The information poor in America.* Metuchen, NC: Scarecrow.

Chinni, D., & Gimpel, J. (2011). Our Patchwork Nation: The Surprising Truth About the "Real" America. New York, NY: Gotham.

Citro, C. F., & Michael, R. T. (1995). *Measuring Poverty: A New Approach.* Washington, DC: National Academies Press.

CMS. (n.d.a.). *Eligibility.* Retrieved July 23, 2012, from Medicaid: http://www.medicaid.gov/Medicaid-CHIP-Program-Information/By-Topics/Eligibility/Eligibility.html

----------. (n.d.b.). *CMS Medicaid Transformation Grants: Health Information Technology.* Department of Health and Human Services, Centers for Medicare & Medicaid Services.

----------. (n.d.c.). *CMS Medicaid Transformation Grants: Health Information Technology Early Lessons Learned.* Department of Health and Human service, Center for Medicare and Medicaid Services.

Coglianese, C. (2011). Federal Agency Use of Electronic Media in the Rulemaking Process: Report to the Administrative Conference of the United States.

Cohen, J. (2006). Citizen satisfaction with contacting government on the Internet. *Information Polity, 11*(1), 51-65.

Connolly, M. (2012, October 1). Prince George's opens 311 call center. *Washington Examiner*.

CTC. (2012). *Broadband in Garrett County: A Strategy for Expansion and Adoption.* Columbia Telecommunications Corporation, Kensington, MD.

CTIA. (2011, June 20). *Reply Comments of CTIA to the Federal Communications Commission.* Retrieved November 16, 2011, from http://files.ctia.org/pdf/filings/110620_CTIA_FINALReplyComments_on_USF_Classific ation_of_SMS.pdf

Cunningham, P., & O'Malley, A. (2008). Do reimbursement delays discourage Medicaid? *Health Affairs, 28*(1), 17-28.

Cutler, D. M., & Meara, E. (2001). *Changes in the Age Distribution of Mortality Over the 20th Century.* National Bureau of Economic Research, Cambridge, MA.

Dailey, D., Byrne, A., Powell, A., Karaganis, J., & Chung, J. (2010). *Broadband Adoption and Low-Income Communities.* Social Science Research Council.

Dalton, P. A. (2012). Government Efficiency and Effectiveness: Opportunities for Improvement and Considerations for Restructuring. Government Accountability Office, Washington, DC.

data.gov. (n.d.). *United States Datasites.* Retrieved November 21, 2012, from Data.gov: http://www.data.gov/statedatasites

Davis, F. D. (1989). Perceived usefulness, perceived ease of use and user acceptance of information technology. *MIS Quarterly, 13*(3), 319-339.

Dawes, S. S. (2002). *The Future of e-Government.* Center for Technology in Government. Albany: State University of New York: Albany.

----------. (2009, April). Governance in the digital age: A research and action framework for an uncertain future. *Government Information Quarterly, 26*(2), 257-264.

DBED-Garrett. (2012). *Brief Economic Facts-Garrett County.* State of Maryland, Department of Business and Economic Development.

DBED-Montgomery. (2012). *Brief Economic Facts-Montgomery County.* State of Maryland, Department of Business and Economic Development.

DBED-Prince George's. (2012). *Brief Economic Facts-Prince George's County.* State of Maryland, Department of Economic and Business Development.

DeLone, W., & McLean, E. (1992). Information systems success: The quest for the dependent variable. *Information Systems Research, 3*(1), 60–95.

Detlor, B., Hupfer, M. E., Ruhi, U., & Zhao, L. (2013). Information quality and community municipal portal use. *Government Information Quarterly, 30*(1), 23-32.

Devers, K., Berenson, R., Coughlin, T., & Macri, J. (2010). *Innovative Medicaid Initiatives to Improve Service Delivery and Quality of Care: A Look at Five State Initiatives.* Henry J. Kaiser Family Foundation, Kaiser Commission on Medicaid and the Uninsured, Washington, DC.

DHR. (2007). *Information Technology Master Plan, Fiscal Year 2009.* State of Maryland, Department of Human Resources.

----------. (2012). 900-Financial-Eligibility. In D. o. Resources, *Temporary Cash Assistance Manual.* Baltimore, Maryland: State of Maryland.

----------. (2012). 900-Financial-Eligibility. In *Temporary-Cash-Assistance-Manual* . Baltimore, Maryland.

----------. (2013). Estimated Minimum Living Levels for Temporary Cash Assistance Customers. Maryland Department of Human Resources, Baltimore.

----------. (2013). *Estimated Minimum Living Levels for Temporary Cash Assistance Customers.* Department of Human Resources, Family Investment Administration.

DisabilityPlanningData.com. (n.d.). Retrieved October 23, 2012, from Local Disability Data for Planners: http://disabilityplanningdata.com/site/state_population_table.php?state=maryland&Submit=Submit

Edelman, P., & Ehrenreich, B. (2010, April 12). What really happened to welfare. *The Nation, 290*(14), pp. 15-17.

Emiliani, P. L. (2009). Perspectives on Accessibility: From Assistive Technologies to Universal Access and Design for All. In C. Stephanidis, *The Universal Access Handbook* (pp. 2.1-2.17). CRC Press.

EPA. (2005). *Acid Rain Program Progress Report.* Environmental Protection Agency.

Eubanks, V. (2011). Digital Dead End: Fighting for Social Justice in the Information Age. Cambridge, MA: MIT Press.

Eyrich-Garg, K. (2011). Sheltered in cyberspace? Computer use among the unsheltered "street" homeless. *Computers in Human Behavior, 27*(1), 296-303.

FCC. (2010). *Connecting America: The National Broadband Plan.* Federal Communications Commission, Washington, DC.

----------. (2011a). *Contribution Factor & Quarterly Filings - Universal Service Fund (USF) Management Support.* Retrieved November 8, 2011, from FCC Encyclopedia: http://www.fcc.gov/encyclopedia/contribution-factor-quarterly-filings-universal-service-fund-usf-management-support

----------. (2011b). *International Broadband Data Report.* Federal Communications Commission.

----------. (n.d.a.). *Lifeline and Link-Up: Affordable Telephone Service for Income Eligible Consumers.* Retrieved October 11, 2011, from Federal Communications Commission: http://www.fcc.gov/guides/lifeline-and-link-affordable-telephone-service-income-eligible-consumers

----------. (n.d.b.). *National Broadband Map.* Retrieved October 24, 2012, from http://www.broadbandmap.gov/analyze

Feller, R. (2009). Pre-empting state e-Verify regulations: A case study in Arizona's improper legislation in the field of "immigration-related" employment practices. *Washingon Law Review, 84*, 289-316.

FIFARS. (2010). *Older Americans 2010: Key Indicators of Well-Being.* Federal Interagency Forum on Aging-Related Statistics (Forum). Washington, DC: U.S. Government Printing Office.

Finch, I., & Schott, L. (2011, November 21). TANF Benefits Fell Further in 2011 and Are Worth Much Less Than in 1996 in Most States. Center on Budget and Policy Priorities.

Flak, L. S., Dertz, W., Jansen, A., Krogstie, J., Spjelkavik, I., & Ølnes, S. (2009). What is the value of eGovernment – and how can we actually realize it? *Transforming Government: People, Process and Policy, 3*(3), 220 - 226.

Fleischmann, K., & Wallace, W. (2010, April). Value conflicts in computational modeling. *Computer, 43*(7), 57-63.

Forman, M. (2002, February 27). E-Government Strategy: Implementing the President's Management Agenda for E-Government. Office of Management and Budget.

Fox, S. (2011). *Americans Living with Disability and Their Technology Profile.* Pew Research Center, Pew Internet & American Life Project.

Freed, L. (2010, October 26). *American Customer Satisfaction Index: E-government satisfaction index.* Retrieved November 2, 2010, from American Customer Satisfaction Index:

http://www.foreseeresults.com/research-white-papers/_downloads/foresee-results-acsi-egov-index-q3-2010.pdf

Freed, L., & Berg, R. (2012). *ACSI E-Government Satisfaction Index (Q1).* ForeSee, American Customer Satisfaction Index.

Fung, A. (2006). Varieties of participation in complex governance. *Public Administration Review, 66*, 66-75.

GAO. (2005). Telecommunications: Greater Involvement Needed by FCC in the Management and Oversight of the E-Rate Program. Government Accountability Office, Washington, DC.

----------. (2009). Social Security Administration: Service Delivery Plan Needed to Address Baby Boom Retirement Challenges. Government Accountability Office, Washington, DC.

----------. (2010a). Employment Verification: Federal Agencies Have Taken Steps to Improve E-Verify, but Significant Challenges Remain. Government Accountability Office, Washington, DC.

----------. (2010b). Supplemental Nutrition Assistance Program: Payment Errors and Trafficking Have Declined, but Challenges Remain. Government Accountability Office, Washington, DC.

----------. (2011). TANF and Child Welfare Programs: Increased Data Sharing Could Improve Access to Benefits and Services. Government Accountability Office. Washington, DC.

----------. (2012a). Emergency Communications: Various Challenges Likely to Slow Implementation of a Public Safety Broadband Network. Government Accountability Office, Washington, DC.

----------. (2012b). Types of Providers Involved in Medicare, Medicaid, and the Children's Health Insurance Program Cases. Government Accountability Office, Washington, DC.

Garner, P., & Spolaore, E. (2005). Why chads? Determinants of voting equipment use in the United States. *Public Choice, 123*, 363–92.

Garrett County, MD. (2011). Garrett County Economic Development Strategic Plan.

GCDSS. (2012). *Annual Report.* Garrett County, Department of Social Services, Oakland, MD.

----------. (2013). *Annual Report.* Garrett County Department of Social Services, Oakland.

Gefen, D., & Straub, D. (2000). The relative importance of perceived rase of use in IS adoption: A atudy of e-commerce adoption. *Journal of the Association for Information Systems, 13*(1).

Gehner, J. (2010). Libraries, low-income people, and social exclusion. *Public Library Quarterly, 29*(1), 39-47.

Gil-García, J. R., & Pardo, T. A. (2005). E-government success factors: Mapping practical tools to theoretical foundations. *Government Information Quarterly, 22*(2), 187-216.

Gilliom, J. (2001). Overseers of the Poor: Surveillance, Resistance, and the Limits of Privacy. Chicago, IL: University Of Chicago Press.

Gilroy, A. A. (2005, July 28). Telecommunications Discounts for Schools and Libraries: The "E-Rate" Program and Controversies. Congressional Research Service, Washington, DC.

Glaser, B. G., & Strauss, A. M. (1967). *The Discovery of Grounded Theory: Strategies for Qualitative Research.* Chicago, IL: Aldine Publishing Company.

Goitein, E., & Shapiro, D. M. (2011). *Reducing Overclassification Through Accountability.* Brennan Center for Justice. New York, NY: New York University School of Law.

Goldberg, C. (2005, March 8). Mental illness and poverty: Does one cause the other? *Boston Globe*, pp. E1, E4.

Goldfarb, C. B. (2005). *Telecommunications Act: Competition, Innovation, Reform.* Washington, DC: Congressional Research Service.

Goode, J. (2010, September/October). Mind the gap: The digital dimension of college access. *The Journal of Higher Education, 81*(5), 583-618.

Gore, A. (1993). From Red Tape to Results: Creating a Government That Works Better and Costs Less. U.S. Government Printing Office, Washington, DC.

----------. (1996). *The Best Kept Secrets in Government.* U.S. Government Printing Office, Washington, DC.

----------. (1998). 5th Anniversary Event and Announcement of Conversations with America. Washington, DC: National Partnership for Reinventing Government.

Gore, D. (2011, May 4). *Sen. Barrasso's Medicare Mistake.* Retrieved May 4, 2011, from FactCheck.org: http://factcheck.org/2011/05/sen-barrassos-medicare-mistake/

GOV.UK. (2012, July 2). *Government Digital Service Design Principles.* Retrieved November 21, 2012, from GOV.UK: Government Digital Service Design Principles

Grusky, D. B. (2014, February 28). Four Myths About Poverty. *The Chronicle of Higher Education, 60*(24), pp. B10-B14.

GSA. (2011). *State of the Federal Web Report.* General Services Administration, .gov Task Force, Washington, DC.

----------. (n.d.). *Digital Metrics for Federal Agencies.* Retrieved August 28, 2012, from HowTo.gov: http://www.howto.gov/web-content/digital-metrics

Gurstein, M. (2010, September 2). *Open Data: Empowering the Empowered or Effective Data Use for Everyone?* . Retrieved November 21, 2011, from Gurstein's Community Informatics: http://gurstein.wordpress.com/2010/09/02/open-data-empowering-the-empowered-or-effective-data-use-for-everyone/

Hall, T. D. (2007). Race and place: A personal account of unequal access. *American Libraries, 38*(2), pp. 30-33.

Harrington, M. (1993). *The Other America: Poverty in the United States.* New York, NY: Simon & Schuster.

Harris, S. (2011). The Watchers: The Rise of America's Surveillance State. New York, NY: Penguin Group.

Haughton, J., & Khandker, S. R. (2009). *Handbook on Poverty and Inequality.* Washington, DC: World Bank.

Haveman, R. (2009). *What Does It Mean to be Poor in a Rich Society?* University of Wisconsin-Madison, Robert M. La Follette School of Public Affairs, Madison, WI.

Hershberger, J. (2002/03). Are the economically poor information poor? Does the digital divide affect the homeless ande access to information? *Canadian Journal of Information and Library Science, 27*(3), 45-63.

HHS. (2006). *Research-Based Web Design & Usability Guidelines* (Enlarged/Expanded ed.). Washington, DC: U.S. Government Printing Office.

----------. (2006). The Research-Based Web Design & Usability Guidelines. In *Dept. of Health and Human Services* (Enlarged/Expanded edition ed., p. Chapter 6). Washington, DC: U.S. Government Printing Office.

----------. (2008, February 8). Reauthorization of the Temporary Assistance for Needy Families (TANF) program; Final rule. *Federal Register, 73*(24), pp. 6771-6828.

----------. (2012, January 26). 2012 HHS Poverty Guidelines. *Federal Register, 77*(17), pp. 4034-4035.

Hoffman, C., Damico, A., & Garfield, R. (2011). *Insurance Coverage and Access to Care in Primary Care.* The Henry J. Kaiser Family Foundation, Washington, DC.

Horrigan, J. B. (2010). Broadband Adoption & Use in America: Results from an FCC Survey. Federal Communications Commission.

Horrigan, J. B. (2010). *FCC: Broadband Adoption and Use in America.* Pew Internet & American Life Project, Washington, DC.

House of Representatives. (2005). Waste, Fraud, and Abuse Concerns with the E-Rate Program: Bipartisan Staff Report for the Use of the Committee on Energy and Commerce. 108th Congress, 2nd Session.

Hoynes, H. W., Page, M. E., & Stevens, A. H. (2006, Winter). *Poverty In America: Trends and Explanations.* National Bureau of Economic Research, Washington, DC.

HSC. (2012, December). *Low-Cost Internet Services and Marketing Tips Shared at November Luncheon.* Retrieved October 24, 2013, from Human Services Coalition of Prince George's County: http://www.hscofpgc.org/resources/december2012insight.html

Hudson, C. G. (2005). Socioeconomic status and mental illness: Tests of the social causation and selection hypotheses. *American Journal of Orthopsychiatry, 75*(1), 3-18.

Humes, E., McGovern, G., & Penn, A. (2007, September 26). GI Bill's Impact Slipping in Recent Years. *Morning Edition, National Public Radio*. (J. McChesney, Interviewer)

ICBN. (n.d.). *Inter-County Broadband Network.* State of Maryland, Department of Information Technology.

Iceland, J. (2006). *Poverty in America: A Handbook* (2nd ed.). Berkeley, CA: University of California Press.

ILT. (2011, February 22). *Privacy: Statutory Protections.* Retrieved November 13, 2011, from Internet Law Treatise: http://ilt.eff.org/index.php/Privacy:_Statutory_Protections#Computer_Matching_.26_Privacy_Protection_Act

Jaeger, P. T., & Burnett, G. (2010). *Information worlds: Social context, technology, & information behavior in the age of the Internet.* London: Routledge.

Jaeger, P. T., Subramaniam, M., Jones, C. B., & Bertot, J. C. (2011). Diversity and LIS education: Inclusion and the age of iInformation. *Journal of Education for Library and Information Science, 52*(3), 166-183.

Jasper, D., & Hunt, S. (2003, December 14). Fewer doctors willing to treat Medicaid patients. *Cincinnati Enquirer*.

Job Opportunities Task Force. (2013). Obstacles & Opportunities: The Workforce Development Landscape in Prince George's County, Maryland.

Kennedy, R. (2009, Spring). Review of "Shunned: Discrimination against people with mental illness" by Graham Thornicroft. *Journal of Occupational Psychology, Employment and Disability, 11*(1), 56-58.

KFF. (2009). *Distribution of the Total Population by Federal Poverty Level (above and below 139% FPL), states (2008-2009), U.S. (2009).* Retrieved July 20, 2011, from StateHealthFacts.org: http://www.statehealthfacts.org/comparebar.jsp?typ=2&ind=875&cat=1&sub=2

KFF. (2009, April 29). *Low-Income, Minority Communities Disproportionately Exposed To Toxic Air Pollutants, Study Finds.* Retrieved August 9, 2012, from Medical News Today: http://dailyreports.kff.org/Daily-Reports/2009/April/29/dr00058264.aspx

Kirsch, I. S., Jungeblut, A., Jenkins, L., & Kolstad, A. (2002). *Adult Literacy in America: A First Look at the Findings of the National Adult Literacy Survey.* U.S. Department of Education, National Center for Education Statistics.

Klosterboer, K. (2011). *Local E-Government Trends: Evaluating the Adoption and Sophistication of Kentucky City Websites.* University of Kentucky, Martin School of Public Policy and Administration.

Koepfler, J. A., & Fleischmann, K. (2012). Studying the values of hard-to-reach populations: Content analysis of tweets by the 21st century homeless. *Proceedings of the 2012 iConference (iConference '12)* (pp. 48-55). ACM.

Kornbluh, F. A. (2007). *The Battle for Welfare Rights: Politics and Poverty in Modern America.* Philadelphia, PA: University of Pennsylvania Press.

Kropf, M. E. (2012, March). Does early voting change the socio-economic composition of the electorate? *Poverty & Public Policy, 4*(1), 1-19.

Ku, L., & Pervez, F. (2010, February). Documenting citizenship in Medicaid: The struggle between ideology and evidence. *Journal of Health Politics, Policy and Law, 35*(1), 5-28.

Kundra, V. (2010). 25 Point Implementation Plan to Reform Federal Information Technology Management. Office of Management and Budget, Washington, DC.

LaFleur, J. (2011, October 24). *Government Could Hide Existence of Records under FOIA Rule Proposal.* Retrieved October 24, 2011, from ProPublica: http://www.propublica.org/article/government-could-hide-existence-of-records-under-foia-rule-proposal

Larson, N. I. (2009). Neighborhood environments: Disparities in access to healthy foods in the U.S. *American Journal of Preventative Medicine, 36*(1), 74-81.

Layne, K., & Lee, J. (2001). Developing fully functional e-government: A four stage model. *Government Information Quarterly, 18*(2), 122–136.

Lazar, J., & Jaeger, P. T. (2011, Winter). *Reducing Barriers to Online Access for People with Disabilities.* Retrieved October 26, 2011, from Issues in Science and Technology: http://www.issues.org/27.2/lazar.html

Lew, J. (2011, May 23). *New Ideas to Cut Improper Payments.* Retrieved October 29, 2011, from Office of Management and Budget: http://www.whitehouse.gov/blog/2011/05/23/new-ideas-cut-improper-payments

Li, Y., Turner-Lee, N., Gambhir, S., & Baek, M. (2011). *Does Place Really Matter? Broadband Availability, Race and Income.* Joint Center for Political and Economic Studies, Washington, DC.

Lim, J. (2003). Tongue-tied in the market: The relevance of contract law to racial-language minorities. *California Law Review, 91*(2), 579-620.

Linders, D. X., & Wilson, S. C. (2011). What is open government? One year after the Directive. *Proceedings of the 12th Annual International Conference on Digital Government Research, DG.O 2011*, (pp. 262-271). College Park, MD.

Linders, D. X., Wilson, S. C., & Bertot, J. C. (In press). Open Government as a Vehicle for Government Transformation. In V. Weerakkody, & C. Reddick (Eds.), *Public Sector Transformation through E-Government: Experiences from Europe and North America.* London, UK: Routledge.

Lo Bianco, J. (2003). Making language education policies: A needed response to globalization. *Modern Language Journal, 87*(2), 286-288.

Lombard, M., Snyder-Duch, J., & Bracken, C. C. (2004). Practical Resources for Assessing and Reporting Intercoder Reliability in Content Analysis Research Projects.

Manoharan, A. (2012, March 21). A study of the determinants of county e-government in the United States. *American Review of Public Administration, On-line*.

Marchionini, G., Samet, H., & Brandt, L. (2003, January). Digital Government. *Communications of the ACM, 46*(1), 25-29.

Marks, J. (2012, April 9). *All major federal agencies now using Twitter and YouTube.* Retrieved April 10, 2012, from NextGov: http://www.nextgov.com/nextgov/ng_20120409_9579.php?oref=rss&utm_source=twitterfeed&utm_medium=twitter

Marx, G., & Reichman, N. (1984). Routinizing the discovery of secrets. *American Behavioral Scientist, 27*(4), 423-452.

Maryland Law Library. (2013, July 8). *Temporary Cash Assistance (TCA).* Retrieved September 30, 2013, from The People's Law Library of Maryland: http://www.peoples-law.org/node/589

Maryland Transit Administration. (n.d.). *MTA Western*. Retrieved February 9, 2014, from MTA Western: http://mta.maryland.gov/western

McDermott, P. (2006). Who Needs to Know?: The State of Public Access to Federal Government Information. MD: Bernan Press.

Meissner, D., & Rosenblum, M. R. (2009). *The Next Generation of E-Verify: Getting Employment Verification Right.* Migration Policy Institute, Washington, DC.

Melitski, J. (2003). Capacity and e-government performance: An analysis based on early adopters of internet technologies in New Jersey. *Public Performance & Management Review, 26*(4), 376-390.

Meraz, G. (2001). The digital divide. *Texas Library Journal, 77*(3), 86-87.

Merriam-Webster. (n.d.a.). *Disadvantaged.* Retrieved November 5, 2011, from Merriam-Webster: http://www.merriam-webster.com/dictionary/disadvantaged

----------. (n.d.b.). *Equal Protections.* Retrieved February 13, 2014, from http://www.merriam-webster.com/dictionary/equal protection

Mistry, J. J., & Jalal, A. (2012). An empirical analysis of the relationship between e-government and corruption. *The International Journal of Digital Accounting Research, 12*(6), 145-176.

MIT. (n.d.). *Living Wage Calculator*. Retrieved March 30, 2013, from Poverty in America: http://livingwage.mit.edu/

Mittelstadt, M., Speaker, B., Meissner, D., & Chishti, M. (2011). *Through the Prism of National Security: Major Immigration Policy and Program Changes.* Migration Policy Institute, Washington, DC.

MLA. (2010). Retrieved August 22, 2013, from MLA Language Map Data Center: http://www.mla.org/census_data

Montada, L., & Schneider, A. (1989). Justice and emotional reactions to the disadvantaged. *Social Justice Research, 3*(4), 313-344.

Montgomery County, MD. (n.d.a.). *FY2012 Performance and Accountability Report.* Department of Health and Human Services, Rockville.

----------. (n.d.b.). *Montgomery County Government Performance Dashboard.* Retrieved September 3, 2013, from CountyStat: http://www.montgomerycountymd.gov/countystat/dashboard.html

----------. (2009). *Montgomery County Indicators (CountyStat).* Office of the County Executive.

----------. (2012). *FY12 Performance Plan.* Department of Health and Human Services, Rockville.

----------. (2012). *openMontgomery: Montgomery County Maryland's Digital Government Strategy.* Montgomery County Government, Office of the Chief Administrative Officer, Rockville.

----------. (2013). *FiberNet–Montgomery County Government Enterprise Architecture Technical Architecture.* Montgomery County Government, Department of Technology Services, Rockville.

Moon, M. J. (2002). The evolution of e-government among municipalities: Rhetoric or reality? *Public Administration Review, 62*(4), 424-434.

Moore, G., & Benbasat, I. (1991). Development of an instrument to measure the perceptions of adopting an information technology innovation. *Information Systems Research, 2*, 173–191.

Moran, T. (2011, June 15). *Hearing on the Legal Workforce Act.* Retrieved October 24, 2011, from House Committee on the Judiciary: http://judiciary.house.gov/hearings/pdf/Moran06152011.pdf

Morris, J. L. (2007). Explaining the elderly feminization of poverty: An analysis of retirement benefits, health care benefits, and elder care-giving. *Notre Dame Journal of Law, Ethics & Public Policy, 21*, 571-607.

Mossberger, K. (2009). Towards Digital Citizenship: Addressing Inequality in the Information Age. In A. Chadwick, & P. N. Howard (Eds.), *Routledge Handbook of Internet Politics* (pp. 173-185). New York, NY, NY: Taylor & Francis.

Mossberger, K., & Wu, Y. (2012). *Civic Engagement and Local E-Government: Social Networking Comes of Age.* University of Illinois at Chicago, College of Urban Planning and Public Affairs, Chicago, IL.

Mossberger, K., Tolbert, C. J., & Stansbury, M. (2003). *Virtual Inequality: Beyond the Digital Divide.* Washington, DC: Georgetown University Press.

Mossberger, K., Tolbert, C. J., Bowen, D., & Jimenez, B. (2012, August 13). Unraveling different barriers to internet use: Urban residents and neighborhood effects. *Urban Affairs Review, 48*(6), 771-810.

Mossberger, K., Wu, Y., & Jimenez, B. (2010). Can e-Government Promote Informed Citizenship and Civic Engagement? A Study of Local Government Websites. *Midwest Political Science Association.* Chicago, IL.

Moudry, J. A. (n.d.). *Real Benefits of Automated Processes.* Retrieved November 25, 2011, from Next Generation Process Improvement News: http://www.nextgenpinews.com/files/Real%20Benefits%20of%20Automated%20Processes.pdf

Müller, B. (2005). eGovernment, Interoperability and Innovation. *eGov-Interop'05 Conference*, (pp. 225-235). Geneva.

NASTA. (2010). *Temporary Assistance for Needy Families: Recommendations for Reauthorization.* National Association of State TANF Administrators. Washington, DC: American Public Human Services Association.

NCSL. (2011). *Uniform Electronic Transactions Act.* Retrieved November 25, 2011, from National Council of State Legislatures: http://www.ncsl.org/default.aspx?tabid=13484)

NFHA. (2008). Dr. King's Dream Denied: Forty Years of Failed Federal Enforcement. National Fair Housing Alliance.

Nielson, J. (1993, November 1). Iterative user interface design. *IEEE Computer, 26*(11), 32-41.

NTIA. (1998). *Falling Through the Net II: New Data on the Digital Divide.* National Telecommunications and Information Administration, Washington, DC.

Nyquist, E. B. (1968). Poverty, prejudice, and the public library. *Library Quarterly, 38*(1), 78-89.

OASIS. (2010). *Avoiding the Pitfalls of eGovernment: 10 lessons learnt from eGovernment deployments.* eGov. Organization for the Advancement of Structured Information Standards.

Obama, B. H. (2009, January 21). Transparency and Open Government. Memorandum for the Heads of Executive Departments and Agencies.

----------. (2011a). Delivering an Efficient, Effective, and Accountable Government (Executive Order 13576).

----------. (2011b). Streamlining Service Delivery and Improving Customer Service (Executive Order 13571).

----------. (2012, May 23). Digital Government: Building a 21st Century Platform to Better Serve the American People.

Office of Community Relations. (2012, October). CountyClick 311 Call Center Opens for Business. *Community Connections, 2*, p. 1.

Ogura, T. (2006). Electronic Government and Surveillance-Oriented Society. In D. Lyon, *Theorizing Surveillance: The Panopticon and Beyond* (pp. 270-295). Devon, UK: Willan Publishing.

OMB. (1998, February 10). Federal Participation in the Development and Use of Voluntary Consensus Standards and in Conformity Assessment Activities: Memorandum for Heads of Executive Departments and Agencies. *OMB Circular A-119*.

----------. (2002). *E-Government Strategy.* Office of Management and Budget, Washington, DC.

----------. (2009). *Analytical Perspectives: Budget of the U.S. Government Fiscal Year 2010.* Office of Management and Budget. Washington, DC: U.S. Government Printing Office.

----------. (2013, March 30). *Telephone Systems Replacement Project-TSRP*. (Office of Management and Budget) Retrieved March 30, 2013, from ITDashboard: http://www.itdashboard.gov/investment?buscid=556

OMBN. (2010, December 7). *The Inter-County Broadband Network (ICBN).* One Maryland Broadband Network.

----------. (n.d.). *One Maryland Broadband Network Project Progress.* State of Maryland, Department of Information Technology.

OMH. (2009, 10 29). *Mental Health Data/Statistics.* Retrieved 10 31, 2011, from Office of Minority Health: http://minorityhealth.hhs.gov/templates/browse.aspx?lvl=3&lvlid=539

O'Reilly, T. (2010). Government As a Platform. In D. Lathrop, & L. Ruma (Eds.), *Open Government: Collaboration, Transparency, and Participation in Practice* (pp. 11-39). O'Reilly Media.

Orszag, P. R. (2008a, April 4). Letter to the Honorable John Conyers Jr.

----------. (2008b, April 4). *Review of H.R. 4088.* Congressional Budget Office.

----------. (2009, December 9). Open Government Directive: Memorandum for the Heads of Executive Departments and Agencies. Office of Management and Budget.

----------. (2010, June 25). Guidance for Online Use of Web Measurement and Customization Technologies: Memorandum for the Heads of Executive Departments and Agencies. Office of Management and Budget.

Orum, A. M. (2003). Circles of influence and chains of command: The social processes whereby ethnic communities influence host societies. *Social Forces, 84*(2), 921-939.

Pager, D., & Shepherd, H. (2008, January 1). The sociology of discrimination: Racial ciscrimination in employment, housing, credit, and consumer markets. *Annual Review of Sociology, 34*, 181–209.

Passel, J. S., Cohn, D., & Lopez, M. H. (2011). Hispanics Account for More Than Half of Nation's Growth in Past Decade. Pew Hispanic Center.

Pavetti, L., Trisi, D., & Schott, L. (2011, September 26). *TANF Responded Unevenly to Increase in Need During Downturn: State-By-State Fact Sheets.* Retrieved November 7, 2011, from Center on Budget and Policy Priorities: http://www.cbpp.org/cms/index.cfm?fa=view&id=3378

Peréa, J. F. (2004). Buscándo América: Why integration and equal protection fail to protect Latinos. *Harvard Law Review, 117*(5), 1420-1469.

Pethokoukis, J. (2012, February 1). *Mitt Romney, Economic Growth, and the Myths of American Poverty.* Retrieved July 30, 2012, from AEIdeas: http://www.aei-ideas.org/2012/02/mitt-romney-economic-growth-and-the-myth-of-american-poverty/

Petter, S., DeLone, W., & McLean, E. (2008). Measuring information systems success: models, dimensions, measures, and interrelationships. *European Journal of Information Systems, 17*, 236–263.

PGINCCC. (2012). *Annual Report.* Prince George's Intergovernmental Network Community Coordinating Committee.

Phillips, M. (2011, Junw 13). *Too ManyWebsites.gov.* Retrieved April 11, 2012, from The White House Blog: http://www.whitehouse.gov/blog/2011/06/13/toomanywebsitesgov

Pilling, D. (2010). Adoption of E-government by Disadvantaged Groups in the United States and the United Kingdom. In C. G. Reddick (Ed.), *Comparative E-Government* (pp. 201-220). New York, NY: Springer New York.

Piven, F. F., & Cloward, R. (1979). Poor People's Movements: Why They Succeed, How They Fail. Vintage.

PLAIN. (2011). *Federal Plain Language Guidelines.* Plain Language Action and Information Network, plainlanguage.gov.

Plotnick, R. D., Smolensky, E., Evenhouse, E., & Reilly, S. (1998). *The Twentieth Century Record of Inequality and Poverty in the United States.* Discussion Paper, University of Wisconsin-Madison, Institute for Research on Poverty, Madison, WI.

Pollock, N. (2002, May). *Conceptualising the Information Poor.* Retrieved October 27, 2011, from http://npollock.id.au/info_science/chatman.html

Potetz, L. (2008). *Financing Medicare: An Issue Brief.* Henry J. Kaiser Family Foundation.

Prieger, J. E., & Hu, W.-M. (2008, June). The broadband digital divide and the nexus of race, competition, and quality . *Information Economics and Policy, 20*(2), 150-167.

Prince George's County, MD. (2012a). *QuickStats: Children and Adolescents.* Prince George's County Government, Health Department.

----------. (2012b). *Technology Strategy Plan.* Prince George's County, Office of Information Technology.

----------. (2013). *Approved Operating Budget FY 2014.* Prince George's County Government, Management and Budget, Upper Marlboro, MD.

----------. (n.d.). *Strategic Plan (2005-2009).* Prince George's County Government, Department of Social Services.

Prittipati, S. (2003). Adoption of e-governance: Difference between countries in the use of online government services. *Journal of American Academy of Business, 3*(1/2), 386-401.

Putnam, R. (2000). Bowling Alone: The Collapse and Revival of American Community. New York, New York: Simon and Schuster.

Rawlings, L., Harris, L., & Turner, M. A. (2004). *Race and Residence: Prospects for Stable Neighborhood Integration.* Urban Institute.

Rector, R., & Sheffield, R. (2011). Understanding Poverty in the United States: Surprising Facts About America's Poor. The Heritage Foundation, Washington, DC.

Relyea, H. C. (1986). Access to government information in the information age. *Public Administration Review, 46*(6), 635–639.

Renaud, K., & Biljon, J. v. (2008). Predicting technology acceptance and adoption by the elderly: A qualitative study. Proceedings of the 2008 annual research conference of the South African Institute of Computer Scientists and Information Technologists on IT research in developing countries: riding the wave of technology (SAICSIT '08) (pp. 210-219). New York, NY: ACM.

Renkema, J., & Bonner-Tompkins, E. (2011, July 19). *Food in Montgomery County Public Schools.* Office of Legislative Oversight.

RFSH. (n.d.). *Rural Families Speak About Health.* Retrieved August 8, 2012, from Rural Families Speak About Health: http://ruralfamiliesspeak.org/homepage.html

Rogers, E. M. (1995). *Diffusion of Innovations.* New York, NY: Free Press.

Rollins, J. (2008). *Fusion centers: Issues and options for Congress.* Congressional Research Service, Washington, DC.

Sareen, J., Afifi, T. O., McMillan, K. A., & Asmundson, G. J. (2011, 11). Relationship between household incomes and mental disorders. *Archives of General Psychiatry, 68*(4), 419-427.

Scholl, H. J. (2005). Organizational transformation through e-government: Myth or reality? In M. A. Wimmer, R. Traunmüller, Å. Grönlund, & K. V. Andersen (Ed.), *Proceedings of the 4th International Conference, EGOV 2005, 3591.* Copenhagen, Denmark.

Seifert, J. W. (2006). E-government in the United States. In P. Hernon, R. Cullen, & H. C. Relyea (Eds.), *Comparative Perspectives on E-government: Serving Today and Building for Tomorrow* (pp. 25-54). Lanham, MD: Scarecrow Press.

Selwyn, N. (2004, June). Reconsidering political and popular understandings of the digital divide. *New Media & Society, 6*(3), 341-362.

Shattuck, J. (1984). Computer matching is a serious threat to individual rights. *Communications of the ACM, 27*(6), 538-541.

Sherman, A. (2012, July 26). *Official Poverty Measure Ignores Key Improvements in the Safety Net Since the 1960s.* Retrieved July 30, 2012, from off the charts: http://www.offthechartsblog.org/official-poverty-measure-ignores-key-improvements-in-the-safety-net-since-the-1960s/

Shipler, D. K. (2005). *The Working Poor: Invisible in America.* New York, NY: Vintage.

Shpayher, J. (2012, July 30). *Federal Agencies.* Retrieved November 21, 2012, from Government & Social Media Wiki: http://govsm.com/w/Federal_Agencies

Shrestha, L. B. (2006). *Life Expectancy in the United States.* Congressional Research Service.

Sipior, J. C., & Ward, B. T. (2005). Bridging the digital divide for e-governmnet inclusion: A United States case study. *Electronic Journal of e-Government, 3*(3), 137-146.

Smith, A. (2010a). *Government Online.* Pew Resarch Center, Pew Internet & American Life Project, Washington, DC.

----------. (2010b). *Trends in Broadband Adoption.* Washington, DC: Pew Internet & American Life Project.

----------. (2011, July 11). *Smartphone Adoption and Usage.* Pew Internet & American Life Project, Washington, DC.

----------. (2012). *46% of American Adults are Smartphone Owners.* Pew Internet & American Life Project. Washington, DC: Pew Research Center.

Smith, V. K., Gifford, K., Ellis, E., Rudowitz, R., & Snyder, L. (2011). *Moving Ahead Amid Fiscal Challenges: A Look at Medicaid Spending, Coverage and Policy Trends.* Kaiser Commission on Medicaid and the Uninsured. Washington, DC: Henry J. Kaiser Family Foundation.

Sommers, A. S., Paradise, J., & Miller, C. (2011). *Physician Willingness and Resources to Serve More Medicaid Patients: Perspectives from Primary Care Physicians.* Kaiser Commission on Medicaid and the Uninsured. Washington, DC: Henry J. Kaiser Foundation.

Sowers, K. (2008). Comprehensive Handbook of Social Work and Social Welfare, Social Policy and Policy Practice (Vol. 4). (I. C. Colby, Ed.) Maiden, MA: Wiley.

SSA. (2010). Social Security Administration Open Government Plan. Social Security Administration.

----------. (2012, May). *Supplemental Security Income recipients, April 2012*. (S. S. Administration, Producer) Retrieved May 21, 2012, from Monthly Statistical Snapshot, April 2012: http://www.ssa.gov/policy/docs/quickfacts/stat_snapshot/

----------. (n.d.a.). *Understanding Supplemental Security Income.* Retrieved July 23, 2012, from Supplemental Security Income (SSI): http://www.socialsecurity.gov/ssi/text-income-ussi.htm

----------. (n.d.b.). *SSI Recipients by State and County, 2011.* Retrieved July 23, 2012, from http://www.ssa.gov/policy/docs/statcomps/ssi_sc/2011/table01.html

----------. (n.d.c.). *Annual Statistical Report on the Social Security Disability Insurance Program, 2011.* Retrieved July 29, 2012, from Social Security Online: http://www.ssa.gov/policy/docs/statcomps/di_asr/2011/sect01a.html#table2

Stanimirovic, D., & Vintar, M. (2012). Evaluation of e-Government Policies: Overlooked Aspect of Public Interest. *SOTICS 2012 : The Second International Conference on Social Eco-Informatics*, (pp. 35-41). Venice, Italy.

State of Maryland. (2005). *Fiscal Year 2005 Operating Budget Detail.* State of Maryland, Department of Budget and Management, Annapolis.

----------. (2010). *Information Technology Master Plan, Fiscal Year 2012.* Department of Information Technology.

----------. (2011). Maryland Manual On-Line (Maryland at a Glance: Economy). Maryland State Archives.

----------. (2012). *Statistical Reports.* Department of Human Resources.

----------. (2013). Information Technology Master Plan, Fiscal Year 2015. Annapolis: State of Maryland.

----------. (2013). Maryland Annotated Code, State Finance and Procurement.

----------. (n.d.a.). *Information Technology Master Plan, Fiscal Year 2007.* Department of Information Technology.

----------. (n.d.b.). State of Maryland Agency ITMP Instructions and Template FY 2015. Department of Information Technology.

Still, B., & Fentin, D. (2010, Spring). *The Wave of the Future: Can CAAs Operate and Conduct Business Electronically?* Retrieved November 3, 2011, from CAPLAW: http://www.caplaw.org/documents/esign.pdf

Stowers, G. N. (2002). *The State of Federal Websites: The Pursuit of Excellence.* Arlington, VA: The PricewaterhouseCoopers Endowment for the Business of Government.

Sunstein, C. (2010, April 7). Social Media, Web-Based Interactive Technologies, and the Paperwork Reduction Act: Memorandum for the Heads of Executive Departments and Agencies, and Independent Regulatory Agencies. Retrieved June 20, 2012, from http://www.whitehouse.gov/sites/default/files/omb/assets/inforeg/SocialMediaGuidance_04072010.pdf

Swendiman, K. S. (2008). The Social Security Number: Legal Developments Affecting Its Collection, Disclosure, and Confidentiality. Congressional Research Service, Washington, DC.

Thompson, K. M. (2007). Furthering understanding of information literacy through the social study of information poverty. *Canadian Journal of Information and Library Science, 31*(1), 87-115.

Thompson, K. M., & Afzal, W. (2011). A look at information access through physical, intellectual, and socio-cultural lenses. *OMNES : The Journal of Multicultural Society, 2*(2), 22-42.

Tiehen, L., Jolliffe, D., & Gundersen, C. (2012). *Alleviating Poverty in the United States: The Critical Role of SNAP Benefits.* United States Department of Agriculture, Economic Research Service, Washingotn, DC.

Tongia, R., & Wilson, III, E. J. (2010). The Dark Side of Metcalfe's Law: Multiple and Growing Costs of Network Exclusion. *Beyond Broadband Access Workshop.* Washington, DC.

Toregas, C. (2009, September 22). Technology in the Department of Health and Human Services.

----------. (2011, March 24). Overview-Agencies' FY12 Information Technology programs and budgets. Montgomery County Council.

----------. (2011, October 6). *Memorandum: Quarterly Review-Cable Television Issues.* Montgomery County Government.

Toyama, K. (2012). Mobile Disconnect: Can Mobile Solutions Really Combat Global Poverty? *New America Foundation.* Washington, DC.

UCC. (2007). *Toxic Wastes and Race at Twenty: 1987-2007.* United Church of Christ, Justice and Witness Ministries.

United Nations. (1948). Universal Declaration of Human Rights.

----------. (2010). Citizen Empowerment and Inclusion. In *United Nations E-Government Survey* (pp. 84-90). New York, NY: United Nations.

United Nations General Assembly. (2011). Report of the Special Rapporteur on the promotion and protection of the right to freedom of opinion and expression. *Human Rights Council, Seventeenth session Agenda item 3, 16 May 2011.*

USCIS. (2011). *What is e-Verify?* Retrieved September 22, 2012, from United States Citizenship and Immigration Services: http://www.uscis.gov/portal/site/uscis/menuitem.eb1d4c2a3e5b9ac89243c6a7543f6d1a/?vgnextoid=e94888e60a405110VgnVCM1000004718190aRCRD&vgnextchannel=e94888e60a405110VgnVCM1000004718190aRCRD

USDA. (2011a, October 12). *Legislative History.* Retrieved November 25, 2011, from Supplemental Nutrition Assistance Program: http://www.fns.usda.gov/snap/rules/Legislation/history/PL_101-624.htm

----------. (2011b, November 2). *To Apply.* Retrieved November 15, 2011, from Supplemental Nutrition Assistance Program: http://www.fns.usda.gov/snap/applicant_recipients/apply.htm

----------. (2012, April 11). *Eligibility.* Retrieved July 23, 2012, from Supplemental Nutrition Assistance Program (SNAP): http://www.fns.usda.gov/snap/applicant_recipients/eligibility.htm

----------. (2013a, February). *Official USDA Food Plans: Cost of Food at Home at Four Levels, U.S. Average, January 2013.* Retrieved April 17, 2013, from Cost of Food at Home: http://www.cnpp.usda.gov/Publications/FoodPlans/2013/CostofFoodJan2013.pdf

----------. (2013b, April 5). *Average Monthly Benefit.* Retrieved April 17, 2013, from Supplemental Nutrition Assistance Program: http://www.fns.usda.gov/pd/34SNAPmonthly.htm

----------. (n.d.a.). *Legislative Timeline.* Retrieved November 5, 2011, from From Food Stamps to the Supplemental Nutrition Assistance Program: http://www.fns.usda.gov/snap/rules/Legislation/timeline.pdf

----------. (n.d.b.). Supplemental Nutrition Assistance Program Guidance on Non-Citizen Eligibility. United States Department of Agriculture.

----------. (n.d.c.). *USDA Food Stamp Program: Food Stamps Make America Stronger.* Retrieved November 28, 2011, from Food and Nutrition Service: http://www.fns.usda.gov/cga/FactSheets/SNAP.pdf

van Velsen, L., van der Geest, T., Hedde, M. t., & Derks, W. (2009, July). Requirements engineering for e-Government services: A citizen-centric approach and case study. *Government Information Quarterly, 26*(3), 477–486.

van Velsen, L., van der Geest, T., Hedde, M. T., & Derks, W. (2009, July). Requirements engineering for e-Government services: A citizen-centric approach and case study. *Government Information Quarterly, 26*(3), 477–486.

W3C Working Group. (2005, November 23). *Inaccessibility of CAPTCHA: Alternatives to Visual Turing Tests on the Web.* Retrieved September 23, 2013, from W3C Working Group Note: http://www.w3.org/TR/turingtest/

Walsh, T. (2004, August 13). Louisiana takes a bite out of food stamp fraud. *Government Computer News*.

Wandner, S. A., & Wiseman, M. (2009). Financial Performance Incentives for United States Government Programs: Lessons Learned from the Workforce Investment Act, Temporary Assistance to Needy Families, and Food Stamps. *What the European Social Fund Can Learn from the WIA Experience*, *Unpublished Report*, p. Draft. Washington, DC.

Wei, L. (2012). Number Matters: The multimodality of Internet use as an indicator of the digital inequalities. *Journal of Computer-mediated Communication, 17*, 303-318.

Weill, J., & Vollinger, E. (2009). *Access and Access Barriers to Getting Food Stamps: A Review of the Literature.* Food Research and Action Center, Washington, DC.

Weissman, J. S., Zaslavsky, A. M., Wolf, R. E., & Ayanian, J. Z. (2008, February). State Medicaid coverage and access to care for low-income adults. *Journal of Health Care for the Poor and Underserved, 19*(1), 307-319.

Welch, E. W. (2012). The Rise of Participative Technologies in Government. In M. A. Shareef, N. Archer, Y. K. Dwivedi, A. Mishra, & S. K. Pandey (Eds.), *Transformational Government through eGov Practice: Socioeconomic, Cultural, and Technological Issues.* Emerald Group Publishing Limited.

Welch, E. W., Hinnant, C. C., & Moon, M. J. (2005). Linking citizen satisfaction with e-government and trust in government. *Journal of Public Administration Research and Theory, 15*(3), 371-391.

West, D. M. (2004). E-Government and the transformation of service delivery and citizen attitudes. *Public Administration Review, 64*(1), 15-27.

West, D. M., & Miller, E. A. (2006, August). The digital divide in public e-health: Barriers to accessibility and privacy in state health department websites. *Journal of Health Care for the Poor and Underserved, 17*(3), 652-667.

Whitacre, B., Gallardo, R., & Strover, S. (2013). *Rural Broadband Availability and Adoption: Evidence, Policy Challenges, and Options.* Washington, DC: National Agricultural & Rural Development Policy Center (NARDeP).

White-Talbert, S. (2013, October 2). *CountyClick 311 Open House During Customer Service Week.* Retrieved October 27, 2013, from The Mayor's Spot Blog: http://themayorsspot.blogspot.com/2013/10/countyclick-311-open-house-during.html

Wiegers, K. E. (2013). *Software Requirements* (Third ed.). Redmond, WA: Microsoft Press.

Wigand, F. D. (2010). Adoption of Web 2.0 by Canadian and US Governments. In C. G. Reddick (Ed.), *Comparative E-Government* (Vol. Integrated Series in Information Systems, pp. 161-181). Springer New York.

Williams, T. R. (2000, August). Guidelines for designing and evaluating the display of information on the Web. *Technical Communication, 47*(3), 383-397.

Wilson, J. (2011, October 12). *Medicaid Errors Costing Virginia Millions.* Retrieved October 12, 2011, from WAMU: http://wamu.org/news/11/10/12/medicaid_errors_costing_virginia_millions

Wilson, S. C. (2014, January). e-Government legislation: Implementation issues for programs for low-income people. *Government Information Quarterly, 31*(1), 42–49.

Winner, L. (1980, Winter). Do artifacts have politics? *Daedalus, 109*(1), 121-136.

World Bank. (2000). World Development Report 2000/2001: Attacking Poverty. Washington, D.C.: World Bank.

----------. (n.d.). *Introduction to E-Government*. Retrieved October 22, 2011, from World Bank: http://go.worldbank.org/JIXKPRB690

Wright, S. C., Taylor, D. M., & Moghaddam, F. M. (1990, June). Responding to membership in a disadvantaged group: From acceptance to collective protest. *Journal of Personality and Social Psychology, 58*(6), 994-1003.

Yagmurcu, A. (2007). *Correlates of e-Government Use in County Governments.* Ph.D. Dissertation, Florida State University, Askew School of Public Administration and Policy, Tallahassee, FL.

Yu, L. (2011, November). The divided views of the information and digital divides: A call for integrative theories of information inequality. *Journal of Information Science, 37*, 660-679.

Zickuhr, K. (2013). *Who's Not Online and Why.* Washington, DC: Pew Internet & American Life Project.

Zickhur, K., & Smith, A. (2012). *Digital Differences.* Pew Research Center, Pew Internet & American Life Project, Washington, DC.

Zients, J. D. (2011). Implementing Executive Order 13571 on Streamlining Service Delivery and Improving Customer Service: Memorandum for heads of executive departments and agencies. Office of Management and Budget, Washington, DC.

Zinn, S. (2000). Outcomes-based education and non-English mother tongue speakers from disadvantaged environments: A double-edged handicap to acquiring information literacy. *Mousaion, 18*(2), 40-53.