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Lessons Learned and Models

FIVE YEARS INTO WELFARE REFORM

for the Future

*A Conference for Practitioners and Program
Administrators to Discuss the Impacts of
Welfare Reform and How We Can Do Better*

FINAL REPORT



U.S. Department of Health and Human Services
Administration for Children and Families
Office of Family Assistance

**FIVE YEARS INTO WELFARE REFORM:
LESSONS LEARNED AND MODELS FOR
THE FUTURE**

Rapid Response Technical Assistance Project

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The following report describes the *Five Years Into Welfare Reform: Lessons Learned and Models for the Future National Conference* that was held in Washington, DC, September 5-6, 2001. Appendix A is the agenda; Appendix B lists the questions asked at the meeting; Appendix C is a list of conference speakers; and Appendix D is a list of conference participants.

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I. CONFERENCE OVERVIEW

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The Administration for Children and Families (ACF), Office of Family Assistance (OFA) sponsored a 2-day conference on the successes and lessons learned during the first five years of the Temporary Assistance to Needy Families (TANF) program. The purpose of the conference was to give practitioners an opportunity to exchange information on experiences, learn of promising program strategies, and consider what can be done to carry out the next phase of welfare reform. The conference included addresses by the Honorable Wade F. Horn, the Assistant Secretary for Children and Families (ACF) and Andrew Bush, Senior Advisor to the Secretary, Office of Family Assistance (OFA), DHHS. There were also presentations by prominent State and local welfare administrators, service providers, faith-based program administrators, and other senior welfare policy specialists. Specific welfare based initiatives discussed at the conference included forums on fatherhood programs, marriage incentives, initiatives to reduce teen pregnancy and out-of-wedlock births, and organizational and management practices that support self-sufficiency goals and outcomes as well as a forum to discuss work and self-sufficiency strategies to help hard-to-serve welfare recipients and low-income families. This summary highlights the main points from the conference plenary and panel sessions.

II. BACKGROUND: WELFARE REFORM

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On August 26, 1996, the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) was signed thus creating Public Law 104-93. PRWORA established the Temporary Assistance for Needy Families (TANF) program, which replaced the Aid for Families with Dependent Children (AFDC) program. The Act devolves the operational authority for welfare programs to States while maintaining policy authority at the Federal level. The TANF Block Grant allows States to provide temporary cash assistance to needy families. States have great flexibility in designing their welfare programs provided they are “reasonably calculated to accomplish the purposes of TANF.” The purpose of the TANF block grants is to increase the flexibility of States in operating a program that is designed to:

- Provide assistance to needy families so that children may be cared for in their own homes or in the homes of relatives
- End the dependence of needy parents on government benefits by promoting job preparation, work, and marriage
- Prevent and reduce the incidence of out-of-wedlock pregnancies and establish annual numerical goals for preventing and reducing the incidence of these pregnancies
- Encourage the formation and maintenance of two-parent families.

Section 104 of P.L. 104-93, *Services Provided by Charitable, Religious, or Private Organizations*, is commonly known as the provision establishing “Charitable Choice.” Section 104 applies when governments choose to contract with non-governmental organizations for the provision of social services. The section also prohibits a State from using Federal monies to purchase services for clients of such programs as TANF, Medicaid, SSI, and Food Stamps,¹ and from discriminating against religious or faith-based organizations (FBOs) or other community-based organizations (CBOs) in the contract competition or procurement process.

Specifically, the legislation requires that FBOs be allowed to compete for contracts with the State “on the same basis as any other nongovernmental provider without impairing the religious character of such organizations, and without diminishing the religious freedom of beneficiaries of assistance funded under such program” (§104a2a). That is, if a State chooses to contract with nonprofit organizations for the provision of social services funded in any proportion by Federal monies, faith- and community-based organizations must be fully considered as equal competitors for such procurement contracts.

¹ Charitable Choice applicability to Medicaid, SSI, and Food Stamps is limited to the extent to which these programs can be effectively managed by the States contract vehicles or voucher systems with nonprofit organizations.

Five years after the passage of PRWORA, a national welfare reform conference was held to address specific themes, including marriage, out-of-wedlock and teen pregnancy, family stabilization and responsible fatherhood, and employment strategies. The following section will provide background information on each of these themes. Details on workshop presentations and findings are presented in subsequent sections of the report.

1. MARRIAGE

“Today nearly 4 out of 10 first marriages end in divorce, 60 percent of divorcing couples have children, and over 1 million children each year experience the divorce of their parents. One out of every six children is a stepchild.”²

Three of the four goals of TANF are directed at marriage and family formation. The second: “to end dependency of needy parents by promoting job preparation, work and marriage;” the third: “to decrease the incidence of out-of-wedlock births;” and the fourth: “to encourage the formation and maintenance of two-parent families.” In line with these goals, research on marriage and family formation/stabilization has proliferated in the recent past. Among the findings of that research are:

“The American divorce rate today is twice that of 1960, but has declined slightly since hitting the highest point in our history in the early 1980s.” Meanwhile, “The number of unmarried couples [living together] has increased dramatically over the past four decades. Most young Americans now spend some time living together outside of marriage.”³

In surveying never married men and women between the ages of 20 and 29 years (young adults), the National Marriage Project found:

- Eighty-six percent agree that marriage is hard work and a full-time job
- Seventy-eight percent agree that two people should not get married unless they are willing to stay together for life, and only 6 percent describe it as “unlikely” that they will stay married to the same person for life.

Not all the survey results were so encouraging. Sixty-eight percent of young adults agree that it is more difficult to have a good marriage today than in their parents’ generation, and 52 percent agree that one sees so few good or happy marriages that one questions it as a way of life.⁴

² Horn, W. (1998). *Father facts 3rd Edition*. National Fatherhood Initiative, Gaithersburg, MD.

³ *The state of our unions 2001: The social health of marriage in America*, The National Marriage Project: Piscataway, NJ.

⁴ *The state of our unions 2001: The social health of marriage in America*, The National Marriage Project: Piscataway, NJ.

America's younger people have developed a significantly less optimistic set of ideas about marriage. When high school seniors who expected to marry were asked whether it was "very likely they would stay married to the same person for life, only 63.8 percent of girls and 58.4 percent of boys answered in the affirmative.⁵ The same population was asked whether they agreed or mostly agreed that "most people will have fuller and happier lives if they choose legal marriage rather than staying single or just living with someone." The results are 37.4 percent of girls and 28.5 percent for boys. Not surprising, then, is a concurrent increase in the acceptability of bearing children out of wedlock as "experimenting with a worthwhile lifestyle not affecting anyone else." Beginning in the period 1986-1990, the percentage of girls affirming this Statement outpaced boys for the first time. For the period 1996-1999, the respective percentages are 56.4 and 51.0.

Young adults today are not associating marriage with economic security or child bearing. They are looking for a "soul mate" (94%) and expect to find one (87%) when they are ready to get married. They consider premarital cohabiting as "a good way to avoid an eventual divorce" (62%) and 43 percent of them won't marry someone who would not agree to live with them first, "so that [they] could find out whether [they] really get along."

2. OUT-OF-WEDLOCK AND TEEN PREGNANCY

Two of the goals of TANF relate to teen pregnancy: "prevent and reduce the incidence of out-of-wedlock pregnancies" and "establish annual numerical goals for preventing and reducing the incidence of these pregnancies to encourage the formation and maintenance of two-parent families."

Nationally, the proportion of births to unmarried women was 8 times higher in 1999 than in 1940, from 4 percent in 1940 to 33 percent in 1999. This ratio has remained relatively constant since 1994.⁶

The welfare reform law of 1996 required all States to create strategies and goals for reducing out-of-wedlock births. Under the law, annual bonuses are awarded to five States with the largest reduction in the proportion of out-of-wedlock births to total births.⁷ In 1999, DHHS awarded bonuses to Alabama, California, the District of Columbia, Illinois and Michigan. In

⁵ *The state of our unions 2001: The social health of marriage in America*, The National Marriage Project: Piscataway, NJ.

⁶ The Allan Guttmacher Institute, *Welfare law and the drive to reduce illegitimacy*. New York: AGI. http://www.agi-usa.org/pubs/ib_welfare00.html.

⁷ Department of Health and Human Services, Administration for Children and Families, *HHS News: HHS Awards 75 Million in Bonuses to States Achieving Largest Reductions in Out-of-Wedlock Births*, September 21, 2001. <http://www.acf.dhhs.gov/news/press/2001/wedlock.html>.

2000, award winners included Alabama, Arizona, the District of Columbia, Massachusetts and Michigan.⁸

Each year in the United States, approximately one million adolescents aged 15 to 19 become pregnant.⁹ Challenges exist for both these new mothers and their babies. Teenage mothers are:

- Less likely to get or stay married
- Less likely to complete high school or college
- More likely to require public assistance and to live in poverty than their peers.

The overall U.S. teenage pregnancy rate decreased by 17 percent between 1990 and 1996; however, teen pregnancy rates are much higher in the United States when compared to other developed countries: twice as high in England and Wales or Canada and 9 times as high as in the Netherlands or Japan.¹⁰

States and localities are using Federal Temporary Assistance for Needy Families (TANF) and State maintenance of effort (MOE) funds for programs and services created to achieve the prevention and reduction of out-of-wedlock and teen pregnancies.

A recent American Public Human Services Association (APHSA) survey reported that 46 States fund teen pregnancy and out of wedlock birth prevention programs with Federal TANF or State MOE funds.¹¹ The welfare reform law also included a new formula grant program to Title V of the Social Security Act for States to offer abstinence education, mentoring, counseling, and adult supervision to promote abstinence from sexual activity, especially among those groups identified as most likely to bear children out of wedlock. In APHSA's survey, 45 States responded that they are using Federal Title V abstinence funds for abstinence programs.¹²

⁸ The Allan Guttmacher Institute, *Welfare law and the drive to reduce legitimacy*. New York: AGI http://www.agi-usa.org/pubs/ib_welfare00.html.

⁹ The Allan Guttmacher Institute, *Facts in brief: Teen sex and pregnancy*. New York: AGI. http://www.agi-usa.org/pubs/fb_teen_sex.html.

¹⁰ The Allan Guttmacher Institute, *Facts in brief: Teen sex and pregnancy*. New York: AGI. http://www.agi-usa.org/pubs/fb_teen_sex.html.

¹¹ "State teen pregnancy prevention and abstinence education efforts: Survey results on the use of TANF and Title V funds." American Public Human Services Association, July 1999.

¹² "State teen pregnancy prevention and abstinence education efforts: Survey results on the use of TANF and Title V funds." American Public Human Services Association, July 1999.

3. FAMILY STABILIZATION AND RESPONSIBLE FATHERHOOD

The fourth objective of TANF, “the maintenance and support of two-parent families” offers many opportunities for engaging and supporting fathers. Specifically, ACF/OFA considers this objective as an opportunity to overcome “limited employment opportunities, and welfare rules [that] have worked to discourage family formation and fuller involvement of...fathers in the lives of their children.”¹³ PRWORA refocused efforts at supporting families to include fathers as well as mothers, recognizing that both parents have a responsibility to provide for their children, both financially and emotionally. With the passage of PRWORA, State and local efforts are underway to establish, expand, and improve services for fathers using Federal TANF and State MOE dollars.

Nearly 12 million mothers are raising children in single parent families.¹⁴ Approximately 79 percent of these mothers work either full time (47%) or part-time (32%). Despite this work effort, more than 32 percent of their families are officially poor and most of the rest have incomes below 200 percent of poverty (near poor).

In 1999, almost a quarter (23%) of children lived with only their mothers, 4 percent lived with only their fathers, and 4 percent lived with neither of their parents.¹⁵ Approximately 38 percent of children living in single-mother households receive TANF benefits. “The median income available to children in two-parent families is two and one-half times greater than the median income of children in one-parent families.”¹⁶ “Children growing up without fathers in the home are five times as likely to be poor than those growing up in married homes. Seventy-five percent of all children growing up in single-mother homes will experience poverty before the age of eleven.”¹⁷

Both financial and emotional support from fathers is essential for healthy child development. Research conducted by the U.S. Department of Health and Human Services (DHHS) Fatherhood Initiative shows these risk factors can be reduced if children have strong family bonds. In particular, research suggests that children benefit from positive relationships

¹³ U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Helping families achieve self-sufficiency: A guide for funding services for children and families through the TANF program*. <http://www.acf.dhhs.gov/programs/ofa/funds2.htm>. (October 3, 2001).

¹⁴ U.S. Census Bureau, Child Support for Custodial Mothers and Fathers, P60-212. October 2000. Available: <http://www.census.gov/prod/www/abs/custody.html>. Accessed: June 27, 2001. Cited in Roberts, Paula, *An ounce of prevention and a pound of cure: Developing State policy on the payment of child support arrears by low-income parents*.

¹⁵ U.S. Census Bureau, *March Current Population Survey*.

¹⁶ Gallagher, M. & Zedlewski, S. (1999). *Income and hardship: Poverty among children: Snapshots of America's families*. Washington, DC: Urban Institute.

¹⁷ Streeter, R. (2001). *Welfare reform and a more civil society: Fathers and faith as community building blocks*. Indianapolis, IN: Welfare Policy Center of the Hudson Institute.

not only with their mothers, but also with their fathers, even if they do not share the same residence.¹⁸

4. EMPLOYMENT STRATEGIES

The second goal of TANF is to “end the dependence of needy parents on government benefits by promoting job preparation, work, and marriage.” Under TANF, States are required to impose work requirements on welfare recipients. In their State plans, States must outline how they will require a parent or caretaker receiving TANF funds to participate in work once the State has determined them job-ready or once they have received assistance for two years. Work activities include unsubsidized employment, subsidized private sector employment, subsidized public sector employment, work experience, on the job training, job search and job readiness assistance, community service programs, vocational educational training, job skill training directly, education related to employment, high school and GED completion and child care services to an individual who is participating in the community services program. States also have to achieve minimum participation rates depending on the fiscal year. In Fiscal Year 1997, 25 percent of TANF participants had to be involved in work activities and in Fiscal Year 2002 the rate is 50 percent. The required average monthly participation rate for FY 1997 was 20 hours, and this rate increased to 30 hours in 2000. Higher rates and longer hours are required for two-parent families. States are required to reduce or terminate TANF assistance to recipients who refuse to participate in work activities.¹⁹

All 50 States and the District of Columbia and Puerto Rico met the overall welfare to work participation rates for all families in 1997, 1998, and 1999.²⁰ Although the overall work participation rates have increased, many recipients face multiple barriers to work. Recipients with many barriers often have health problems, substance abuse disorders, learning disabilities, and criminal records. Transitioning welfare recipients to work participants also requires supports such as child care, transportation, and housing. State and local programs are targeted to these TANF recipients. One source of funding for States implementing programs for the hardest to

¹⁸ Reichert, D. (2000). “Connecting low-income fathers and families: A guide to practical policies.” National Conference of State Legislatures. Washington, DC: NCSL.

¹⁹ *Personal Responsibility and Work Opportunity Reconciliation Act of 1996*. H.R. 3734, <http://thomas.loc.gov/cgi-bin/query/D?c104:1:./temp/~c104zkD2k:e81140>.

²⁰ *HHS reports all States meet overall welfare to work participation rates*. U.S. Department of Health and Human Services, August 22, 2000. <http://www.acf.dhhs.gov/news/press/2000/welfare822.htm>.

serve is the Welfare to Work grants. The grants, administered by the Department of Labor, help hard-to-employ welfare recipients transition into lasting, unsubsidized jobs. Possible Welfare to Work grant activities include job readiness; community service or work experience; job creation through public- or private-sector employment wage subsidies; on-the-job training; job placement services; post-employment services; or job retention and support services.²¹

²¹ *General program questions.* U.S. Department of Labor. <http://www.doleta.gov/q&a/general.asp>.

III. PLENARY SESSIONS

III. PLENARY SESSIONS

The plenary sessions offered conference participants an opportunity to hear from recognized national leaders in various contexts of welfare reform in a large group setting. When allowable under time constraint, participants were invited to ask questions of the panelists. The following sub-sections of this report summarize both the conference introduction and those plenary sessions.

1. WELCOMING SESSION

Speakers:

Andrew Bush, Senior Advisor to the Secretary, Office of Family Assistance, Administration for Children and Families, DHHS

The Honorable Dr. Wade Horn, Assistant Secretary, Administration for Children and Families

Reverend Herb Lusk, Founder, People to People/Greater Exodus Baptist Church, Philadelphia, PA

Senior Advisor to the Secretary Andy Bush opened the meeting by welcoming the conference speakers and participants to a conference that provides an opportunity to reflect on what welfare reform achieved, the progress to date, and to explore the challenges presented on the fifth anniversary of the TANF program.

Assistant Secretary for the Administration for Children and Families, Dr. Wade Horn, talked about the impact welfare reform has had. In five years, the number of families dependent on cash welfare in the United States has decreased by almost three million or almost a 60 percent drop when compared to the all-time high of 5.2 million families in 1994. Some States such as Wisconsin, Florida, Oklahoma and Idaho have seen a decrease in welfare caseloads by more than 75 percent in the last five years. Employment of previously dependent mothers has increased by more than 30 percent. As a result, child poverty rates in the United States have decreased over the past six years. The incidence of out-of-wedlock births has also declined after several decades of annual increases; and the rate of paternity establishments, which are critical for getting children support, have more than doubled since 1994. Child collections have also almost doubled. The number of nationwide cases has decreased to 2.1 million. The nationwide number of individuals receiving cash welfare has decreased by 256,621 individuals resulting in a 4.5 percent decline. This figure is down from 12.2 million individuals who received cash assistance in 1996. Dr. Horn attributed this decline to the welfare legislation of 1996.

He said it was important to make sure those who have left welfare retain their jobs. It is important to help them advance in their careers so “they can move further up the economic ladder and insure their long-term economic self-sufficiency.” He also discussed how creative strategies need to be used to help those still on the welfare roles move to self-sufficiency. With the proper supports and technology, he believes those with disabilities can leave welfare.

He recognized that many States are creating programs for fathers, but emphasized that there were many challenges that remained. Recruiting and retaining fathers for programs is difficult. More creative strategies have to be developed for these programs. Fathers need to not only pay child support but also provide emotional and psychological support to their children. President Bush has included a \$64 million fatherhood initiative for programming to help fathers obtain employment.

Dr. Horn talked about the importance of marriage and how children who grow up in two-parent families are less likely to use drugs and alcohol, are less likely to live in poverty, and more likely to perform better in school. Healthy marriages are also good for adults because they are happier, healthier, and more economically secure. Because TANF caseloads are now declining, States have the flexibility to experiment with ways to reduce dependency, including innovative ways to support marriage. He cited Oklahoma as an example of a State that is designing a promising program to support marriage. Oklahoma has earmarked \$10 million of the State’s surplus TANF funds to develop a marriage initiative that will reduce the State’s divorce rate by 33 percent over the next 10 years. Arizona, Louisiana, and Nevada have also developed some innovative programs around marriage. Dr. Horn also talked about how premarital education does work. It can help couples who choose to get married to form and sustain healthy marriages. Premarital education will also divert those couples who are not ready for marriage away from marriage. Programs designed to help couples who are already married such as couples mentoring can help strengthen marriages and fix marriages facing trouble.

Dr. Horn discussed teenage sexual behavior and preventing teenage pregnancies. The U.S. Centers for Disease Control reported that the country’s teen birth rate is at the lowest level it has been in 60 years. A National Youth Risk Behavior survey showed that between 1991 and 1999 the percentage of high school girls and boys who engaged in sexual intercourse declined for both boys and girls.

Reverend Herb Lusk talked about lessons learned from welfare reform. When welfare recipients are provided with the proper stimulants they can be very resourceful and innovative. The welfare recipient possesses a large number of resources that just needs to be tapped.

Reverend Herb Lusk also talked about his faith-based program in Philadelphia. The Greater Exodus Baptist Church offers mentoring programs, youth enrichment programs, after school programs, summer enrichment programs, summer banking programs, and welfare to work programs. The Church also has a mentoring program for children of inmates in order to stop the cycle of crime.

Reverend Lusk shared some inspiring stories about welfare recipients who have succeeded through his program. One of the welfare participants in his program had three children and had never held a job in her life. Her mother was also sick with cancer. She entered Reverend Lusk's faith-based program and is now working. Another participant had four children out-of-wedlock and was lacking direction in his life. He participated in the program's A-plus certification program and within 6 months he was working at a job that paid \$35,000 a year. Many of the people who come through his program are born into difficulty, trouble, and strife, and it is important that these people are given opportunities and the proper stimulus to make things work in their lives.

Reverend Lusk praised the Welfare Reform Act. Before welfare reform, people were not thinking about getting a job. People were not cognizant of their abilities or what they were capable of accomplishing themselves. Because of welfare reform, people were able to find themselves and realize their abilities. He believes the key to the future of Welfare to Work, retention, and improving job status is through churches, synagogues, and small community groups. Churches, synagogues, and small community groups are the key to the future of welfare to work because their clients are also their members. The churches, synagogues, and small community groups also have experience in programming. For example, Reverend Lusk's church, The Greater Exodus Baptist Church, went from 17 active members when he first started to over 2000 members now. The Church offers mentoring programs, enrichment programs, summer banking programs, and welfare to work programs.

2. WELFARE REFORM AND THE CHALLENGES AHEAD

Speakers:

Reverend Walter E. Fauntroy, New Bethel Baptist Church

Robin Read Brunelli, National Foundation of Women Legislators

Andrew Bush, Administration for Children and Families, DHHS

2.1 Introduction

The welfare reform law that was passed in 1996 has been successful in transitioning welfare recipients to work. However, many challenges around fatherhood, marriage and family initiatives, out-of-wedlock births, and the efficiency of welfare agencies still remain. The following section reflects comments made by the plenary panel about key issues, key findings/lessons learned, and ongoing challenges/opportunities to successfully meet challenges around welfare reform in the future.

2.2 Key Issues

- Almost 70 percent of African Americans are born out-of-wedlock. Twenty-two percent of children in the white community are born out-of-wedlock.

2.3 Key Findings and Lessons Learned

Reverend Fauntroy has served as the Pastor of the New Bethel Baptist Church for 41 years. For ten of those years, he played an important role in the civil rights movements of the 1960s. For twenty of those years, he was a Member of the U.S. Congress and “sought to affect public policies that declared good news to the poor, that bound up the brokenhearted, and set liberty to those who were bound.” From his experiences, Reverend Fauntroy learned that politics is a process of who gets how much of what, where, and when in five areas. These areas include income, education, health care, housing and shelter, and justice.

One of the biggest challenges to welfare reform is the alarming disintegration of the institutions of marriage and the family that has been occurring for the past half of a century. Since 1961, there has been a 400 percent increase in the number of African American children born out-of-wedlock. In the White community, there has been a 1000 percent increase in the number of children born out-of-wedlock. Reverend Fauntroy discussed the importance of children growing up with fathers in their lives. Fathers need to be around to teach boys how to play ball, teach them how to fight, and teach them to be a man. When boys see fathers beating up on their mothers they transfer their hatred to other boys. Fathers need to be around to tell their daughters how important they are so that they will not be gone when they meet the first man who tells them they love them. In order to move people from welfare to work, the challenge of helping to rebuild families in the country has to be met. The agenda of responsible fatherhood and marriage should be a key task for leaders in the next five years.

A White House Report on the status of the implementation of the faith-based provisions of welfare reform showed that there is a funding gap between the government and the grassroots. Smaller faith-based and community organizations received very little support compared to the

size and scope of the social services they provide. Reverend Fauntroy ended his discussion by recommending the involvement of church based community initiatives in order to straighten out families.

Robin Read Brunelli talked about how welfare reform is the number one issue among women legislators. She said that the next stage of welfare reform must look to the States. Legislators want to know how to build strong families and programs that encourage marriage and responsible fatherhood. They also support the objectives of welfare reform on promoting work and independence. Ms. Brunelli highlighted legislation that has been presented in Congress by women legislators. Congresswoman Nancy Johnson sponsored the “Fathers Count” Bill, which is a \$64 million initiative in new appropriations to support innovative fatherhood programs. Representative Leanna Washington sponsored legislation that requires inspections of all day care facilities and mandates criminal background checks on all day care worker or providers. Representative Naomi Farve proposed a responsible fatherhood bill that provides guidance to States on using TANF funds for responsible fatherhood programs.

Andy Bush, senior advisor to Secretary Thompson at the U.S. Department of Health and Human Services on the Administration for TANF in the Office of Family Assistance, discussed the changing views on welfare reform. In the past, the word welfare was not viewed positively because welfare had lost the vision of what it could do. However, over the last five years, a new sense of confidence in welfare has emerged. There is a “new hope that public assistance doesn’t just have to be a way of handing out a check.” Welfare reform has given States a great amount of flexibility. A personal transformation among welfare recipients who have moved from one point to another has taken place. Public assistance has helped people who are employed progress in their jobs and build careers. Welfare helps people who have addictions and disabilities overcome them so they can work. Public assistance can help couples build stronger, healthier relationships, and greater bonds with their children. Although a lot of progress has been made for welfare, performance is spotty. Many communities in the United States have created good welfare to work programs. However, in other parts of the country, there have been few changes in the delivery of welfare services.

Mr. Bush also discussed the partnership between the Federal government and the States in regards to welfare reform. He said that the Federal government’s role is to help States build better and stronger programs. In order for the partnership to be successful, it is crucial that States fulfill the intent of the welfare reform law, which is to operate their own programs.

2.4 Ongoing Challenges/Opportunities

- One of the greatest challenges to welfare reform is the disintegration of the institutions of marriage and the family that has been occurring for almost half a century.
- There needs to be a push to improve local programs, making them more efficient, more effective and more caring places where people want to come for services. Local welfare offices in communities should be challenged to be excellent. Good management is critical to the success of local welfare operations. It is necessary to have constant performance management.

3. WELFARE REFORM IMPACTS, TRENDS AND IMPLICATIONS

Speakers:

Ron Haskins, Ph.D., The Brookings Institute

Don Winstead, Florida Department of Children and Families

3.1 Introduction

The welfare reform law caused one of the biggest changes in American social policy. This session covered what the welfare reform law was about, what has been achieved, and what the next steps should be. The following reflects comments made by the plenary panel about key issues, findings/lessons learned, and ongoing challenges/opportunities around welfare reform in the present and for the future.

3.2 Key Issues

- In order to reduce non-marital births, three of the four purposes of the welfare reform law have to do with family composition.

3.3 Key Findings and Lessons Learned

Dr. Haskins started his discussion by reviewing the changes that the welfare reform law made: The welfare reform law accomplished the following:

- Ended cash entitlements
- Caused a complete change in funding for welfare by eliminating the open-end entitlements granted to States and replaced it with a fixed amount of money
- Created very strong work participation standards, including sanctions

- Eliminated broad exemptions
- Created the 5-year time limit.

Dr. Haskins talked about a study that was written by the Congressional Research Services in order to show how welfare recipients are better off today under the new system. The study showed that a mom that went to work at a low-wage job in 1986 would be \$3,000 better off. However, she would lose her Medicaid. There was also a chance that her childcare would not be covered. The key to the new system, besides strong welfare reforms, is the new work support system. Today under the new work support system, a mother who is in the same State and the same job has \$9,000 more. This work support system includes the earned income tax and childcare subsidies. The new system provides strong financial incentives for those who go to work.

The new welfare system also caused the welfare rolls to decline. In the 1980s, 19 million jobs were added and the welfare rolls increased by 12 percent. In contrast, in the 1990s the same number of jobs were added but the rolls dropped by half. When States started to aggressively implement welfare reform in 1994 and 1995, the percentage of mothers entering the workforce increased. In just three years, there was a 40 percent increase in the number of never married mothers who entered the workforce. As people left welfare, poverty still declined. In the 1990s the decline in child poverty was 35 percent compared to 15 percent in the 1980s. In 1997 and 1999 the declines in black child poverty were the greatest declines in history. These declines can be attributed to individual responsibility and working. Having a strong mandatory work system with generous work supports has resulted in declines in poverty.

Dr. Haskins brought up issues for TANF administrators to think about for the future. One of the recommendations included ensuring that those who are eligible for food stamps receive them. Another issue to be looked at is the child tax credit. The child tax credit has been expanded and made partially refundable. Families cannot receive more money through the child tax credit. Another recommendation was for more work to be done in the area of housing. Housing has the potential to be a big part of welfare reform. Dr. Haskins talked about how spending for child care has increased greatly. In 1993, more than \$9 billion was spent on childcare. This year a bill is going to be passed authorizing more than \$21 billion to be spent on childcare. Childcare is a crucial part of the welfare system. The amount of spending for the earned income tax credit has also increased because of the increase in the number of people who are working. Another issue that Dr. Haskins talked about is child support enforcement. Although there have been increases in child support enforcement performance, there is still a lot of work left. More work needs to be done to ensure that families are receiving payments. Dr. Haskins also talked about job advancement services. More work needs to be done to figure out

how to help young adults obtain better jobs. Employers, junior colleges, and universities need to work with welfare program administrators to figure out how to help families pursue individual responsibility and obtain better jobs. Dr. Haskins also suggested that States design their own programs using TANF money. For example, some States have created their own income tax credit.

Mr. Winstead discussed welfare reform from the State of Florida's perspective. In Florida, caseloads have declined from 200,000 families (before welfare reform) to 60,000 (in August 2001). Florida has 2- and 3-year time limits subject to a 48-month time limit. The State allows 20 percent exceptions of extensions. Participants can earn up to 12 extra months by working or participating in a required treatment program. Florida exempts two groups of people from the State limit. These groups include individuals who receive a social security disability and families where the State has medically verified that the adult is needed at home to care for a disabled family member.

3.4 Ongoing Challenges/Opportunities

- In order to reduce child poverty, it is necessary to ensure that people who are eligible for food stamps receive them.
- There needs to be more work on housing for welfare recipients. Housing is not a big part of the welfare reform legislation.
- Many families who deserve child support are not receiving it.
- There is a need for more job advancement services. The government needs to work employers, junior colleges and universities to understand how to help families obtain better jobs.

4. COMMUNITY AND FAITH-BASED INITIATIVES: COLLABORATION STRATEGIES FOR WELFARE REFORM

Speakers:

Elizabeth Seale-Scott, Center for Faith-Based & Community Initiatives, DHHS

Reverend Dr. Harold Dean Trulear, Drew University

Robert L. Woodson, Sr., National Center for Neighborhood Enterprise

DeForest B. Soaries, Jr, New Jersey Secretary of State

4.1 Introduction

The goal of welfare reform is to help clients with obtaining/retaining employment in order to help them successfully transition to self-sufficiency and independence. The government is working with faith-based organizations in order to accomplish this goal. The following section reflects comments made by the plenary panel about key issues, findings/lessons learned, and ongoing challenges/opportunities to successfully involve the faith-based community in welfare reform efforts.

4.2 Key Issues

- Faith-based initiatives are a priority for the current administration. The President signed an executive order in January 2001 creating the White House Office for Faith-based and Community Initiatives; and his second executive order created centers for faith-based and community initiatives in five departments: Health and Human Services, Justice, Education, Labor and Housing and Urban Development.
- The charitable choice provision was included in the TANF block grant legislation in 1996. In 1997, charitable choice was extended to apply to the Department of Labor's Welfare to Work programs. In 1998, charitable choice was expanded to the community services block grant. Last year, charitable choice was extended to apply to the substance abuse and prevention and treatment block grant and discretionary funds.
- The charitable choice initiative is intended to allow faith-based and community groups equal access to Federal funds to provide services.
- Charitable choice ensures protections for religious organizations. These organizations are able to apply for funds just as any other provider would without being discriminated against because of their religious status.
- Faith-based organizations are advantageous because they are resident based, neighborhood located and are the creators of social capital.

4.3 Key Findings and Lessons Learned

The following applies to religious organizations that want to receive Federal assistance dollars:

- Any religious organization maintains control over their internal policies, development, and expression of their religious beliefs.
- The Federal and State governments cannot require a religious provider to change its internal form of governance.

- Religious organizations are not required to remove religious art, icons, scripture or other symbols in order to be a provider of services.
- Religious organizations do not have to give up their Title 7 right to hire based upon religion.
- Religious organizations are accountable to the same regulations and standards as other providers.
- Government funds cannot be used for sectarian worship, instruction or proselytizing, and these protections apply to subcontractors at the local level.

Clients of programs offered by religious organizations are ensured the following protections:

- If a participant objects to the religious character of a program, a secular alternative must be offered.
- A religious organization that provides services must serve everyone who seeks services from them.

Ms. Seale-Scott discussed current work of the Center for Faith-based and Community Initiatives in the Department of Health and Human Services. The Center is looking at barriers to participation that faith-based and community groups face. The Center is looking at ways to create innovative pilot and demonstration projects, coordinate outreach efforts, and communicate changes in policy to States and localities.

Reverend Dr. Trulear, a consultant for the Annie E. Casey Foundation, discussed how research on public-private ventures found that faith-based partnerships are often focused on larger congregations. These congregations are viewed as having the most capacity and have a 501(c)(3). However, a lot of important work is being done in the poorest of neighborhoods by small to mid-sized congregations. Small and mid-sized congregations have several advantages that include:

- A higher percentage of resident members than the larger churches. More people who live in the neighborhood where the congregation is located.
- Small to midsize churches are more likely to provide a close form of services. There is a greater chance of having a large volunteer-based organization that strengthens community infrastructure and builds social capital.

Reverend Trulear suggested that intermediary organizations work with small to midsize churches. He suggested three types of intermediaries. One type is faith-based agencies. Another type is community-based organizations. Congregations who have been organized by these community-based organizations have carried out some of the most powerful social

movements in the inner city. A third intermediary is a task-based intermediary, where congregations are organized around a particular issue such as welfare reform.

Mr. Woodson talked about the National Center for Neighborhood Enterprise, which brings together 100 grassroots faith-based organizations to find out what the principal barriers are to delivering services with Federal funds. After assessing the barriers, the group acts as an intermediary between the grass roots faith-based groups and the government.

4.4 Ongoing Challenges/Opportunities

- There is a need to form more faith-based partnerships with small to mid-sized congregations. Often, these churches lack the capacity to accomplish things in a manner that is consistent with the funding streams and requirements of the government. A way to overcome this is through intermediaries such as neighborhood organizations or other community groups.
- Leadership is very important in implementing faith-based initiatives. Unless Governors are establishing agencies in the State to work with faith-based organizations and personally promoting these types of partnership, then success will be minimal.

Some of the challenges religious organizations face when implementing programs with Federal funds include:

- There are some challenges in terms of religious organizations and hiring.
- Licensing is a challenge for many faith-based organizations.
- There needs to be more funding for training and technical assistance to help faith-based organizations become auditable.

IV. PANEL SESSIONS

IV. PANEL SESSIONS

1. ENHANCING EFFECTIVENESS OF WELFARE REFORM EFFORTS IN URBAN AREAS

Speakers:

Barbara Fink, Manpower Demonstration Research Corporation

Phil Ansell, Los Angeles Department of Public Social Services

1.1 Introduction

It is important that TANF programs are implemented successfully in large cities. Often, it is assumed that large cities have more resources when compared to other cities. However, larger cities can face more barriers. For example, drug and alcohol addiction can be greater in urban areas. Family breakdown and domestic violence can be more prevalent in larger cities than in rural areas. These barriers can present challenges to urban welfare offices that are trying to move welfare recipients to work participants. Urban areas often have to create different strategies, such as collaborating with other government offices and community leaders. The following section reflects comments made by the presenters about key issues, key findings/lessons learned, and ongoing challenges to implement welfare initiatives in urban areas successfully.

1.2 Key Issues

- Urban change is looking at both the implementation and the effects and impacts of welfare reform.
- It is important to study big cities because it is where most welfare recipients are living and where most of the poverty is concentrated.
- Before welfare reform, the required participation rate was around 20 percent. The '96 law set the required rate to 50 percent. The legislation is also very specific about allowable work activities for these participation rates.
- Under the work rules for TANF, States can achieve breaks in their participation rates if they succeed in decreasing their caseloads. For every percentage point the caseload numbers decline, the participation rate is reduced five percentage points.
- The '96 welfare legislation gives States more flexibility in terms of setting time limit policies. While there is the 5-year time limit for federally funded cash assistance, States can set shorter time limits. States can exempt up to 20 percent of their caseload and determine who qualifies for these exemptions.

1.3 Key Findings and Lessons Learned

Barbara Fink discussed the Manpower Demonstration Research Corporation's study called "The Project on Devolution and Urban Change." The study was conducted on four urban areas: Cuyahoga County, Los Angeles, Miami Dade County, and Philadelphia. The study showed that the Federal governments emphasis on work requirements has translated into greater participation in Welfare to Work activities at the county and local levels.

All of the urban areas in the study have decreased their caseloads, given attention to Welfare to Work programs, and used sanctions and monitoring of compliance in their Welfare to Work programs. For example, in Cuyahoga County in '93 and '94 less than 5 percent of the caseload was working in unsubsidized jobs, and in '99 and 2000, these numbers had increased to more than 20 percent of the caseload. The overall trend among counties in the survey is for unsubsidized work as a work activity; however, none of the counties in the study came close to reaching the required 50 percent participation rate.

There are several reasons for the increases in employment among welfare recipients:

- Recipients remain eligible for benefits longer than they would have under the old welfare rules
- Caseworkers are sending different messages, messages that encourage clients to obtain jobs
- The economy has made it easier for welfare recipients to find work during this time period.

The study found that time limits vary. Philadelphia and L.A. have 5-year time limits, which are considered lenient. Cuyahoga County has a 3-year time limit and Miami has a 2- to 3-year time limit. In Cuyahoga County, once welfare recipients reach the time limits, they are cut off. In the first six months after welfare recipients in the county reached the time limit, 3,000 were cut off. Three months before a person reaches the time limit, the client meets with a caseworker and reviews what the client is doing about all work, sources of support, income sources the client has available to them, and supports that the county can provide to help the client when they reach the time limit. The review ends when the client signs a written agreement about how they are going to get along after they reach the time limit. For clients who do not have a reasonable post-time limit plan there are two options. There is a short-term transitional assistance program which will give clients a 3-month cash grant for cases of medical disabilities or another crisis situation. The other option is a transitional jobs program, which is a pay for performance job search program. During the first six months after people started reaching the time limit, only 150 had qualified for the 3-month exemption and about 250 people had entered the job search program.

In Miami, 1,400 families were cut off in the first year because of time limits. However, Miami has cut off more people for failure to comply with work rules than for reaching the time limits. There is no formal process for helping people before or after they reach the time limit process. The State of Florida and Miami have hardship exemptions. Of all the sites in the study, Miami is the toughest on monitoring compliance.

The survey also looked at what is happening to families who are cut off because of time limits or because of other work-related rules. The following observations were made:

- When families are cut off, they are usually already working or able to find jobs.
- Both Food Stamps and Medicaid are available for families cut off welfare.
- Partners, boyfriends and other family members are providing financial support to families cut off welfare.
- Many families qualify for Social Security Insurance.

In general, Food Stamps, Medicaid, and day care are becoming the main services urban welfare offices are offering.

One of the ways large counties can meet barriers of welfare reform in regards to multiple client problems is through collaboration with other governmental agencies and community leaders. According to Mr. Ansell, the defining characteristic of L.A. County's welfare reform is the collaboration with government and non-government partners. This partnership includes the Department of Children and Family Services, Mental Health, and Health Services and the Probation Department.

Community mobilization and legislative advocacy is one strategy the welfare office in L.A. County has used to successfully employ welfare recipients. When the county was given six months to design their welfare reform program, they formed 14 public work groups, made up of community groups. One-thousand community members worked together in these groups for 12 weeks to develop recommendations on how to take advantage of the flexibility included in the State's TANF program.

The result of this planning process was the creation of the county's Calworks program in April 1998. The county's welfare office provided mental health, substance abuse treatment, and domestic violence services to welfare recipients for the first time. The county also implemented a post-employment services program to provide retention and advancement services to families. Welfare reform committees were created in each of the district offices in order to maximize opportunities created by the new expanded array of welfare services. These committees were co-

chaired by the district office manager and the union shop steward in order to maintain labor-management partnership.

Partners in three summits were also brought together. These included representatives from the 88 cities in the county, employers with whom the welfare office had established a relationship for the jobs program, and more than 300 representatives from faith-based organizations to work with the county in exploring ways to assist low-income families with children improve their lives. The welfare office also worked with child care agencies to implement a child care program in L.A. County for all low-income families, whether they were on welfare or not. The welfare office fostered relationships with employers and education and training schools in order to create more community colleges and adult schools. The welfare office also contracted with the school districts to implement the nation's largest after-school enrichment program, which serves 225 elementary schools. A result of this comprehensive strategy of collaboration is that, from April 1998 to March 2001, 158,000 participants in the county's Calworks program had secured jobs.

1.4 Ongoing Challenges/Opportunities

- The challenges of welfare reform, which include tough work requirements, time limits, and devolution of authority to States and localities, will affect large urban areas most because of large caseloads and bureaucracies that have been resistant to change.
- One of the biggest challenges facing large counties such as L.A. is helping participants progress from an entry wage to a self-sustaining wage.
- Welfare offices face organizational and cultural challenges such as securing space so eligibility and service workers can be co-located.
- Many recipients face multiple barriers to obtaining jobs. Some large counties have specialized workers for supportive services caseloads, including families who receive mental health, substance abuse, and domestic violence services, and family preservation services through the child welfare system.
- In urban counties, the top concerns include how to help the hard to employ, how to help people retain jobs, and the future in terms of the economy and funding for block grants.
- Collaboration among government and non-government agencies can lead to new programs, which can be a catalyst for systematic change.

2. PROMOTING STRONG FAMILIES AND HEALTHY MARRIAGES: A VIEW FROM THE STATES

Speakers:

Maggie Gallagher, Author

Mark Anderson, Human Services Committee

Jerry Regier, Cabinet Secretary, Health and Human Services

2.1 Introduction

Three out of the four purposes of TANF are on marriage and supporting the two-parent family. As a result, States have been presented with a challenge to develop marriage initiatives. This section reflects comments made by the presenters about key issues, key findings/lessons learned, and ongoing challenges/opportunities to successfully implement marriage initiatives.

2.2 Key Issues

- What should government's role be in promoting marriage?
- The number of divorces in the United States is decreasing. The number of out-of-wedlock births is also slowly declining.
- According to Child Trends Facts at a Glance, teen pregnancy rates have declined by 22 percent since 1991. However, since 1990, the proportions of births to young unwed mothers between the ages of 20 and 25 has increased by 12 percent.

2.3 Key Findings and Lessons Learned

According to Ms. Gallagher, reasons for the decline in the numbers of divorces and out-of-wedlock births include:

- The way marriage is thought about has changed. There is recognition that marriage is not just a private intimate relationship and not just an important spiritual and religious institution.
- Adults are better off if they are married than if they are single. They live longer and they are healthier. Married adults have fewer signs of mental illness. They are emotionally happy and make more money than people with similar education and job histories.

Other findings about marriage include:

- In an analysis of a national mortality database, it was found that marital status was a strong predictor of an early death.
- Nine out of 10 women who are alive at 48 will remain alive at 65, but only 8 of 10 single and divorced women will remain alive.
- In many cases, children are better off when they live with two married parents.
- Infant mortality rates of unwed college educated white mothers are higher than married high school drop-out moms.
- Single mothers and cohabiting mothers have very high rates of depression compared to married mothers.
- According to Child Trends at a Glance, the teen pregnancy rate has decreased by 22 percent since 1991. However, since 1990, the proportion of births to young mothers between the ages of 20 to 25 has increased by 12 percent.
- According to an *L.A. Times* study using census bureau data, the most effective way to lift Americans out of poverty is through marriage: 13.7 percent of Americans are living in poverty and one-third of families headed by single women are poor. Only 5.6 percent of married families are poor.
- Serious child abuse is lower in married families. Child abuse is 6 times higher in the stepfamily, 14 times higher in families with single mothers, and 20 times higher in families with cohabitating biological parents.
- SmartMarriage.com is a Web site that provides studies, reports and news on what's happening to marriage trends in America.

Mr. Anderson talked about the marriage initiatives in Arizona, where recent legislation authorized \$1 million of Federal TANF welfare money to be used for marriage skills courses offered in communities. Of the total, \$75,000 was allocated for vouchers for low-income parents or low-income couples to take these courses. Another \$75,000 was used to develop a healthy marriage handbook. The handbook, distributed to every couple who apply for a marriage license in Arizona, provides a list of resources where couples can receive marriage skill education training. These courses are intended to help couples communicate. Arizona also has \$4 million a year of combination TANF and abstinence funds from the Federal government for abstinence until marriage education. The abstinence initiatives include TV commercials and ads promoting abstinence until marriage. The State won the \$20 million dollar award last year for reducing the out-of-wedlock birth rate.

Mr. Regier talked about Oklahoma's marriage initiatives. In Oklahoma, two economists conducted a study on why the State has a low per capita income. They found that reasons include a high divorce rate, a large number of out-of-wedlock births, a large substance abuse rate, and a high child abuse rate. In order to reduce these high rates, Oklahoma developed a marriage education curriculum. Oklahoma also has the Children's First Program, through which public health nurses visit first-time mothers across the State. The majority of the clientele for this program are mothers who had out-of-wedlock births. The State also has worked with religious leaders to encourage them to offer premarital classes and marriage education classes.

2.4 Ongoing Challenges/Opportunities

- There needs to be changes in the way public policy might be involved in supporting and sustaining a healthier, better, and stronger marriage culture.
- There is a need for more education for young people on the effects of teenage pregnancy on health, careers, and baby's well-being.
- Government should not provide education courses on marriage. Instead, government should set the goal, set the policy, and allocate the resources to the private, nonprofit faith-based organizations to offer such courses.
- There is a need for a public message on the importance of marriage and the skills necessary to form and sustain a healthy marriage.
- States and Federal governments are already spending millions and billions of dollars of taxpayer money on trying to clean up the affects of dysfunctional families; however, on the front end, there is very little spent on trying to prevent divorce and family breakdown. There is a need to look at prevention.

Some suggested steps that States should take if they want to promote marriage initiatives include:

- Bold leadership is very important. There needs to be a governor who is willing to step up.
- Set measurable goals so that people can concentrate and focus.
- Take a communicated balanced approach. It is important to have a message that is not downplaying divorce, but strengthening marriage instead. Communicate the societal impact of divorce as well as the institution of marriage.
- Take a multi-sector approach by involving all sectors, including the religious community.

- Obtain significant funding.
- Ongoing operational management.

3. PROMOTING ABSTINENCE AND RESPONSIBLE PARENTING

Speakers:

Elayne Bennett, Founder and Executive Director, Best Friends Foundation

Dorothy Hastings, Acting Manager, Teen Pregnancy Prevention Unit, Arizona Department of Health Services

3.1 Introduction

The United States has one of the highest rates of single parent families, teen birth rates, and divorce rates when compared to other countries. The third and fourth purposes of the welfare reform law addresses preventing and reducing the incidence of out-of-wedlock pregnancies and encouraging the formation and maintenance of two-parent families. The following reflects comments made by the presenters about key issues, key findings/lessons learned and ongoing challenges/opportunities to implement initiatives concerning abstinence and responsible parenting.

3.2 Key Issues

- Currently, 40 percent of first marriages end in divorce, compared to 16 percent in 1960.
- Thirty-three percent of children in the United States today are born out-of-wedlock. In 1960, the number of out-of-wedlock births was 5 percent.
- Forty percent of American girls become pregnant before the age of 20.
- Three new cases of sexually transmitted diseases in teenagers are diagnosed each year.

3.3 Key Findings and Lessons Learned

Elayne Bennett started a support group called the Best Friends Foundation in 1987. The Best Friends foundation emphasizes the joys of preteen and teenage years free from the complications of sexual activity. Girls enter the program in the fifth and sixth grades and continue through seventh, eighth and ninth and into high school. The curriculum from the foundation is taught during the school day. Teachers serve as mentors to the girls. The

curriculum includes subjects such as friendship, love and dating, self-respect, decision making, alcohol abuse, drug abuse, physical fitness, AIDS and STDs.

Today, Best Friends has 5,000 participants in a 100 schools in 24 cities across the U.S. The program has achieved outcomes including 65 girls who attend college. In addition, out of 700 local girls who attended the program for at least two years there have only been 2 known pregnancies and less than 10 percent drug use. A study of the Washington D.C. program found that girls in the Best Friends Foundation had a 1.1 percent pregnancy rate compared to 18 percent among their peers. The girls in the program want to hear the abstinence message. These girls want to have good character and they respond to the abstinence message when it is given in a developmentally sound and educational manner.

Ms. Bennett attributed the program's successes to four main reasons. The first one is that the program offers a clear abstinence only message. Girls from all socio-economic and ethnic backgrounds have responded to this message. The second reason is that the program offers a multifaceted curriculum with long-term adult involvement. Another reason the program is successful is because of the intensive care support group based on friendship. A fourth reason is that the program is initiated and operated on a local level. The principal of the school owns the program, picks the teachers and the coordinators. The program would not work without committed and enthusiastic principals.

The Arizona Department of Health Services offers an abstinence only educational program in order to reduce out-of-wedlock births. The State uses \$2.5 million dollars in TANF money to fund their abstinence program. Abstinence only education classes are offered. The State has a media campaign that teaches what abstinence means and what the consequences are. The State also has a Web site: www.sexcanwait.com, which features educational links and links to the States contractors for abstinence services. The State has also developed brochures, newsletters and other publications on abstinence for teens. Arizona has also brought in national speakers to talk to teens about abstinence.

3.4 Ongoing Challenges/Opportunities

- More work needs to be done in the area of adolescent development, specifically for preteen and teenage girls.
- There is a challenge in teaching abstinence education when Hollywood shows sex in movies, TV shows, etc.

4. EMPLOYMENT INITIATIVES AND FAMILIES: HOW PROGRAMS IMPACT CHILDREN

Speakers:

Martha Zaslow, Ph.D. Child Trends

Jennifer Brooks, Ph.D., Child Trends

Harry Wilson, Administration for Children and Families

4.1 Introduction

The second goal of the welfare reform law is to reduce the dependence of needy families on government benefits by promoting job preparation, work, and marriage. Many States have initiated Welfare to Work programs to engage parents in work activities. However, such programs can impact children and adolescents in terms of the hours parents are required to work, the quality of day care, and the time children are home alone. The following section reflects comments made by the presenters about key issues, key findings/lessons learned, and ongoing challenges/opportunities on how work requirements affect children and adolescents.

4.2 Key Issues

- Early studies have shown that adolescents may be experiencing more problems as a result of their of their parents' involvement in Welfare to Work programs.

4.3 Key Findings and Lessons Learned

Most studies of welfare reform focus on the young children (infants, toddlers, and preschoolers) for the following reasons:

- The older children (school age) have some of their time filled with school and after-school activities.
- Traditionally in psychology, there has been a lot of focus on the very early years as formative in the relationship with the child. The availability of the mother was important to the younger children.
- There is evidence that the effect of poverty and income may be strongest on the youngest children.

The first of a set of studies by Child Trends found that welfare has had different impacts on adolescents than on younger children. Specifically, the study looked at three programs: the

Canadian Self-sufficiency Program, the Minnesota Family Investment Program, and the Florida Family Transition Program. Some of these impacts include:

- For one program that involves substantial financial work incentives and family income increases, the effects on younger children were favorable, while the effects on adolescents were not.
- For two of the programs, the Minnesota Family Investment Program and the Florida Family Investment program, the programs led to greater numbers of adolescents performing below average in their achievement in school.
- In all of the programs, the study found that adolescents are involved in risky behavior such as suspensions from school or drug and alcohol abuse.

Three hypothesis as to why adolescents are being negatively affected by Welfare to Work programs include:

- There are less positive parent-adolescent relationships in response to these programs.
- There may be less parental monitoring or supervision of adolescents when parents are enrolled in Welfare to Work programs.
- Adolescents maybe more likely to assume more adult-like roles in their families in response to their parents participation in the programs. This could include household chores as well as obtaining their own jobs outside the house.

Mr. Wilson discussed statistics on adolescents and the administration's after school proposals:

- In 1995, the Census Bureau reported that approximately 7 million children ages 5 to 14 were at home monitoring themselves. Sixty-five percent of these kids were young teenagers.
- In 1999, 78 percent of mothers with children 6 to 17 years old were in the workforce and, as a result, more children were home alone.
- The Child Care Develop Fund (CCDF) supports services for children who are 13 years old or younger through block grants to the States. Some States have used this funding for technical assistance and staff training.
- TANF funds also provide support for child care. States can choose to transfer TANF funds to the CCDF money, or they can choose to spend the money directly on child care for children up to the age of 19.
- The 21st century Learning Centers, through the Department of Education, supported 6,800 centers providing services to 1.2 million children. Most of these centers primarily serve younger, elementary aged children.

In the 2002 budget, President Bush proposed to increase support for after school programs in three areas:

- The first area is the Child Care Development Fund. These funds assist low-income parents of children ages 19 and up in obtaining after school child care and programs with a high quality education focus.
- Another proposal is to make 21st Century Grant money more flexible by allowing States to award the Federal dollars to school districts as well as private organizations and faith-based groups.
- The third proposal is for a \$15 million Veterans Mission for Youth. This initiative would provide matching grants to community organizations that connect veterans and retired military personnel with America's youth through mentoring, tutoring, after school and other programs.

The administration is promoting efforts that support and engage youth in community and organizations, creating places in organizations and schools that are safe havens.

4.4 Ongoing Challenges/Opportunities

Several suggestions were made for future studies and programs on the impacts of Welfare to Work programs on adolescents:

- There is a need to do more research on these impacts on adolescents.
- The following question should be asked: are changes in behavior and academic performance long-term problems?
- It is important to determine the actual processes causing impacts on adolescents through further research.
- It will be necessary to try different programs to help adolescents whose parents are going through welfare reform. Programs need to help adolescents combat the negative affects.

The presenters suggested several approaches to help families in welfare to work programs:

- Allow parents greater flexibility to choose their jobs or choose the number of hours they are going to work.
- Establish more after school programs or activities for low-income adolescents.

- Provide better access to child care for younger children in low-income families so adolescents do not have to assume adult like roles.
- Provide more guidance to families on the appropriate roles and responsibilities of adolescents.

5. PROMOTING RESPONSIBLE FATHERHOOD INITIATIVES

Speakers:

Mark Turner, Ph.D., Research Scientist, John Hopkins University

Douglas Hart, Chair, Subcommittee Children and Families, MI Family Independence Agency, House of Representatives

Bruce Jenkins, Managing Partner, The Institute for Responsible Fatherhood and Family Stabilization

5.1 Introduction

Government, nonprofit and faith-based organizations are using TANF funds to provide services to help estranged fathers raise and support their children. The following section reflects comments made by the presenters about key issues, key findings/lessons learned, and ongoing challenges/opportunities to successfully implement fatherhood initiatives.

5.2 Key Issues

- Are unwed fathers committed to the mothers or children?
- What are new parents' attitudes towards the father's rights and obligations?
- What increases the odds of fathers meeting their financial obligations?
- Are unwed fathers abusive?

5.3 Key Findings and Lessons Learned

Dr. Turner discussed the findings of the Fragile Families and Child Well-being Study distributed to new parents.

- Three-quarters of the parents in the survey were not married.
- Eighty-three percent of unmarried or unwed are romantically involved at the time of their child's birth. As a result, the survey results concluded that mothers and fathers

- are committed to each other at the time of birth. However, the father's commitment decreases over time.
- Fifty percent of the unwed parents in the survey live together.
 - Four-fifths of unmarried fathers provide financial and other types of support during the pregnancy.
 - Factors that influence whether fathers will pay child support include higher income, stable income, and employment stability.
 - Only 21 percent of nonresident fathers who had their nonresident children out of wedlock paid child support; however, almost 70 percent of nonresident fathers who had their children in a marital situation paid child support.
 - Only 5 percent of mothers reported that the father had physically abused them.
 - About 7 percent of the mothers in the survey said that the fathers had problems with drug and alcohol abuse.

Mr. Hart gave statistics on Michigan's fatherhood status:

- Almost 40 percent of single parent homes in Michigan have children who probably have not seen their fathers in almost a year. Approximately 800,000 children in Michigan do not have daily contact with a father because they do not live in their home.
- Eighty-nine percent of the men in Michigan's prisons were brought up in homes without fathers.

Children who grow up without fathers can have the following problems:

- They are 35 percent more likely to run away from home.
- They are 5 times more likely to commit suicide.
- These children are 9 times more likely to drop out of school.
- They are 10 times more likely to abuse illegal drugs.
- They are 14 times more likely to commit rape when they get older.
- They are 20 times more likely to be incarcerated.

Michigan envisions programs that will enable fathers to act responsibly towards their children and their mothers. These programs would help fathers with their communication skills, and provide guidance in parenting and infant care.

The Institute for Responsible Fatherhood and Family Stabilization’s mission is to “turn the hearts of fathers unto their children.” At the Institute, outreach workers provide services to mothers and fathers. The Institute encourages mothers to let fathers come back into their children’s lives.

5.4 Ongoing Challenges/Opportunities

- There is a need for more creative ways to intervene and help mothers and fathers at the time of birth.

6. REDUCING THE INCIDENCE OF OUT-OF-WEDLOCK BIRTHS

Speakers:

Dana Driscoll, Assistant Director, Alabama Office of Unwed Pregnancy Prevention

Rick Brown, Male Responsibility Coordinator, Family Life Council of Greater Greensboro

Kate Jesberg, Administrator, DC Department of Human Services/Income Maintenance Administration

6.1 Introduction

The welfare reform law of 1996 required all States to create strategies for reducing out-of-wedlock births. States and communities that have developed innovative programs to reduce out-of wedlock births include Alabama, North Carolina and the District of Columbia. This section reflects comments by the presenters about key issues, key findings/lessons learned, and ongoing challenges/opportunities to successfully implement initiatives for reducing out-of wedlock births.

6.2 Key Issues

- Under the 1996 law, annual bonuses are awarded to five States with the largest reduction in the proportion of out-of-wedlock births to total births.

6.3 Key Findings and Lessons Learned

Alabama, a recipient of the out-of-wedlock pregnancy bonus, has a fatherhood program, a separate abstinence program, and an unwed pregnancy prevention program. For the unwed pregnancy prevention program, the State looked at where the unwed birth rate and poverty rates were the highest. The program has an advisory committee that is composed of representatives from other State agencies, faith-based groups, and other community groups. The State also has a

teen care coordinator project in which a social worker or nurse works with teens who come to the family planning clinic. The caseworker or nurse provides teenagers with holistic comprehensive case management.

The Wise Guys Program, which operates out of Guilford County, North Carolina, is one of the first systematic ongoing attempts to involve males in the prevention of teen pregnancy. The program educates boys on the consequences of being sexually active. It serves middle schools and high schools as well as college campuses, community-based sites such as boys and girls clubs, teen centers, faith-based communities, group homes, juvenile detention, and drug treatment programs.

The District of Columbia was also a recipient of the out-of-wedlock bonus award. The District of Columbia funded community-based initiatives such as ones offered by the Covenant House. The District has also worked with public schools to develop programs to reduce out-of-wedlock births. In addition, the District has a very extensive HIV education campaign.

6.4 Ongoing Challenges/Opportunities

- One of the gaps in programs to reduce teen pregnancy is that efforts are solely focused on the females.

7. FROM WELFARE RECIPIENTS TO EMPLOYEE: EMPLOYERS REPORT ON THEIR WELFARE TO WORK EXPERIENCE

Speakers:

Rodney Carroll, CEO, Welfare-to-Work Partnership

Clyde McQueen, President & CEO, Full Employment Council, Kansas, MO

Karen Shawcross, Vice President, Bank of America

Allen Brown, Marriott Corporation

7.1 Introduction

Under welfare reform, Welfare to Work partnerships were created between corporate America and the government and nonprofit sectors. The following section reflects comments made by the presenters about key issues, key findings/lessons learned, and ongoing challenges/opportunities on experiences with Welfare to Work programs.

7.2 Key Issues

- Two of the biggest problems concerning Welfare to Work are transportation and child care.
- Training programs are designed with specific jobs and business needs in mind.

7.3 Key Findings and Lessons Learned

Rodney Carroll, CEO, Welfare to Work Partnerships, talked about the first welfare to work partnerships between the private sector and government non-profit sectors. These partnerships started with five companies: United Airlines, UPS, Monsanto, Burger King, and Sprint. The goal was for these companies to come together and commit to hiring people on welfare. Initially some of the companies had perceptions of people on welfare. Some people thought welfare recipients were lazy, did not want to work hard, and chose to be on welfare. These perceptions presented some barriers to hiring people on welfare. Mr. Carroll was involved in convincing CEOs that people on welfare did not need to have college degrees in order to perform entry-level jobs. He helped them think positively. Today, the partnership has grown from 5 companies to 22,000 companies. Since 1998, almost 1.2 million jobs have been created. From Mr. Carroll's experience when welfare recipients are given the proper training and supports they can perform just as well if not better than other entry-level employees.

Mr. Carroll also talked about welfare recipients who remain on the rolls. These people are going to need resources in order to leave welfare. In addition, among welfare recipients who have left welfare, many come back and some are just barely off the rolls. The Welfare to Work Partnership promotes career advancement and retention. It is important that companies set goals for employees to move up the ladder. Training programs also help employees advance in their positions.

As we look to the next stage of welfare reform, Mr. Carroll recommended talking to businesses to find out their needs, and the training involved in meeting these needs. Businesses can tell government how to access monies and apply them to problems such as childcare and transportation. The job of businesses is to solve problems not to talk about them. Often, businesses are left out of the discussions with government. Instead, they need to be brought to the table initially.

Mr. McQueen talked about employment partnerships in Kansas City, Missouri. The full development council is a workforce development agency for a five-county area that has a population of 1 million people. Most of the jobs in the area are in manufacturing. The council provides workers with training on issues such as resolving conflicts with a supervisor and

emergencies such as if their child gets sick or the car breaks down. The council also surveys the labor market to find out what employers need and what job seekers need.

Some important issues of Welfare to Work programs include:

- Workforce supports such as transportation, child care, and health benefits
- Some employers have difficulty with diversity at their companies.

Ms. Shawcross talked about Bank of America's \$350 billion, 10-year commitment to community development. The bank also provides \$14 million dollars in loans and investments in low-income and poverty communities. Bank of American offers money management classes, small business counseling to minorities, and advice to nonprofit international Welfare to Work organizations. The bank has worked with national and local partners to devise customized training programs to prepare people on welfare, people with disabilities on SSI, youth at risk, homeless veterans and low income seniors for jobs at Bank of America. In order to prepare these people for work, the bank has created a rehire program in 12 cities and is hoping to expand to more cities in 2002. Graduates of the program enter jobs as proof operators, bank tellers, cash handlers, customer service reps, and other positions. The programs last anywhere from 4 to 16 weeks. The local partners include housing authorities, nonprofits, community colleges, county departments of human services and others. An average of 150 welfare recipients are hired each month.

Mr. Brown talked about Marriott's Welfare to Work program called Pathways to Independence. The program provides six weeks of classroom training to welfare recipients. The training includes on-the-job training where participants go into the hotel and learn how to perform the specific duties. The program has been in existence for 10 years, and one of the lessons learned is that urban programs are the most successful because they are easily accessible by public transportation.

7.4 Ongoing Challenges/Opportunities

It was suggested that business continue to be a partner in welfare reform discussions. It was also recommended that organizations continue to foster a dual customer service orientation in the development of work readiness and job training programs.

Some barriers to employment from an employer perspective (Bank of America) include:

- The FDIC does not allow the bank to hire people who have felony records
- Entry level jobs are not really entry level because they require certain personal computer literacy and skills sets.

There is a need for more support for welfare recipients. One presenter noted that after welfare recipients obtain jobs, they are cut off from TANF benefits, which means there is no more assistance for child care, transportation, and housing.

8. FAMILY FORMATION: FAMILY SUPPORT STRATEGIES

Speakers:

Dr. Audrey Chapman, Ph.D., Family and Couples Therapist

Diane Sollee, Director and Founder, Coalition for Marriage, Family and Couples Education

8.1 Introduction

The fourth goal of TANF is to encourage the formation and maintenance of two-parent families. The following reflects comments made by the presenters about key issues, key findings/lessons learned, and ongoing challenges/opportunities on marriage initiatives.

8.2 Key Issues

- The number one predictor of divorce is the habitual avoidance of conflict.
- The United States has one of the highest divorce rates when compared to other countries. Family formation and family stability are, therefore, key issues for policy makers.
- Studies have shown children are better off if they are raised in two-parent families.
- More African-American children are growing up in single parent households than in any other group in America.
- Seventy-two percent of African-American males report using a confrontational style of dealing with conflicts in their marriage, compared to 25 percent of Mexican Americans and 18 percent white males.

8.3 Key Findings and Lessons Learned

Dr. Audrey Chapman talked about marriage, specifically maintaining marriages and the support that marriages need. Dr. Chapman is a full time therapist whose work primarily but not exclusively focuses on Black men and women.

During the 100-year period between the end of slavery and the aftermath of World War II, the structure of the African American family was relatively stable. Throughout this period, the African American family was made up of a husband, wife, and their children. Divorce was rare during this period. Men were often the breadwinners in the family, sometimes working two and three jobs. Men were also devoted to their families. However, the stability of marriage within the African American community began to be challenged in the 1960s. Some of this can be attributed to the movements of the 1960s including the civil rights movement and the women's movement. Technology and birth control also made single life easier because women did not have to worry about getting pregnant. Technology permitted women to get jobs. Birth control allowed women to experience more sexual freedom during this period. Small numbers of men and women also began co-habiting during this period. More and more children were also being born out-of-wedlock. In the 1970s a lot of marriages started to fracture within the Black community. In the 1980s there was a stalemate by African American men. Black men felt that black women didn't need them. Black women were forming families while on welfare or else leaving families. However, Black women felt that Black men wouldn't commit and instead just came in and out of their lives when they needed them. As a result, there was a lot of tension, anger, and ambivalence about the responsibility and involvement in black male female relationships.

Dr. Chapman conducts seminars across the country. She has found that singles are ambivalent to mating or getting close to another individual. Many women are smart, progressive, personal, articulate, and well read yet manless. Many women are tired of the tension, ambivalence, and game playing. Instead, they think they can do better by themselves. Some women are choosing to make their families without men. There has also been a shift in economics for men who are underemployed or unemployed and women who are mainstreaming into technology and finding jobs. One of the myths in the Black community is that Black women are making it without Black men. The perception is that Black women are at the top of the economic ladder. This perception sets up a competitive emotional dynamic between men and women. Instead of coming together and seeing that marriage is one of the things that will give you a financial base, men and women are walking away from it.

In addition, the proliferation of drugs into the inner city provides a ready escape from problems as well as an economic alternative to regular employment for Black males. Black men who face failures in the labor market can opt out of the work force to seek greater economic opportunities in the underground drug economy. Drugs also offer a psychological escape. Black men also cannot cope with the stresses of building a meaningful relationship if they are addicted to drugs and alcohol.

Dr. Chapman also talked about a survey she conducted. The survey asked women about the attitudes they developed in order to protect themselves from being hurt, offended, and turned off by men. Women reported feeling rage. Another attitude was control. They needed to control their circumstances, control the men, and try to have the men be more accountable in terms of whereabouts. A third attitude that was reported was desperation. After a woman reaches a certain point in her life, generally in her mid to late 30s, she starts feeling desperate about finding a man. Many women begin relaxing their principals in order to have a man. Another attitude is materialism. If women can't have men, then they want the things that men can give them. The fifth attitude was rescuing, smothering, and mothering in order to have a man there to encourage his dependency on her. The sixth attitude is shame when women are embarrassed. Women don't want to talk about the fact that they are 55 or older and have never been married. The final attitude is cynicism. Women decide they are not worth it and men are too much trouble. Women view men as unreliable.

In another survey, twenty five percent of single White men said that there were not enough women who met their standards. 47 percent of Black men said that there were not enough women who met their standards. In a survey conducted by Black Entertainment Television African American on commitment men reported that relationships require too much responsibility. Men are fearful of commitment and fearful of the relationships failing. Based on Dr. Chapman's work, other reasons for the delay of marriages is careers or fear of separation or abandonment.

Often, when Black men and women have problems in relationships they think about leaving. Seventy-two percent of African American husbands report using a confrontational style of dealing with marital conflict. Dr. Chapman talked about the tools she uses to support couples in relationships. One of the strategies is working on anger management. Dr. Chapman works with couples on what to do with their anger when they feel like screaming or yelling or calling a name out to another person. She also helps them with how to work through the anger and anxiety that they are experiencing. Another tool is conflict resolution skills, including basic skills around communicating, and how to actively listen. A third strategy is working on role expectations. Men often think that as long as they are bringing home money and taking care of

the physical part that that is enough. However, women expect that men are going to be involved in the domestic part of the household and that they are going to be more demonstrative with the intimate part of the relationship. Role expectations are often not discussed enough before marriage. Another tool Dr. Chapman uses is the Chapman's three C's which is: 1. How to calm the crisis using time out and time in strategies 2. How to correct the course, offering something positive first 3. Communicate and connect.

Ms. Diane Sollee is the founder of the Coalition of Marriage, Family, and Couple's education. The coalition is made up of a diverse group of people, including conservatives, liberals, Blacks and Whites as well as people from all professions. The group is united by the fact that they think that misinformation and myths of marriage can explain the problems of the avoidance of marriage and family breakdown. The coalition does not receive government or foundation funding. Instead, their funding is raised at their annual conference. The conference teaches participants ways to rebuild marriages.

The coalition also supports the Web site, www.smartmarriages.com. The Web site features information on innovative programs and initiatives.

Ms. Sollee discussed why she is optimistic about marriage despite the high rate of divorces. Surveys have shown that the number one goal among Blacks and Whites is a happy marriage and stable family. Among twenty-somethings, surveys have shown that 94 percent of them said marriage was their top goal. A Fragile Families survey that was given to never married couples in 20 urban centers who have children out-of-wedlock showed that 80 percent of them were in love at the time of birth. Sixty percent of those surveyed said that they intended to get married in the future. And fifty percent of them are cohabitating.

Ms. Sollee also talked about the new research on marriage. In the past, experts said that marriage was very good for men, but women did better single than married. However, today experts are saying that marriage is also good for women. Experts also said that marriage didn't make that much of a difference for children. Children will be fine as long as they have a good relationship with at least one adult. Today, experts are saying that children do better in intact on-going two-parent biological parents. Marriage has an effect on how kids do in school, teen pregnancy, substance abuse, suicide rates, and juvenile crime.

8.4 Ongoing Challenges/Opportunities

- There has been a push for marriage education classes instead of therapy.

9. COMMUNITY INITIATIVES TO STRENGTHEN MARRIAGES AND FAMILY SUPPORT

Speakers:

Mike McManus, Marriage Savers

Harriet McManus, Marriage Savers

Julie Bumgardner, First Things First

9.1 Introduction

Three of the four goals of TANF are directed at marriage and family formation. Many organizations such as Marriage Savers and First things First offer programs with goals of promoting marriage and decreasing the divorce and out-of-wedlock birth rates. First Things First advocates for strong, healthy lifelong marriages, the involvement of both mother and father in the lives of their children, and the prevention of out-of-wedlock births. The organizations' goals include reducing divorce filings, reducing out-of-wedlock pregnancies, and increasing father involvement in the lives of their children. The following section reflects comments made by the presenters about key issues, key findings/lessons learned, and ongoing challenges/opportunities to strengthen marriages and the family structure.

9.2 Key Issues

- There has been a big increase in the number of cohabiting couples. Almost 5.5 million people live together outside of wedlock.
- The base divorce rate in the United States is around 50 percent.
- Forty percent of couples have babies out of wedlock.
- In 1960, there were only a quarter of a million children living at home with parents who were not married. Today, there are 5.5 million children living at home with parents who are not married.
- Studies show that children of single parents are twice as likely to drop out of school.
- A child living at home with a single mother is 14 times more likely to be physically abused in comparison to a child who lives in a two-parent home.

9.3 Key Findings and Lessons Learned

- The Heritage Foundation reported that a well executed marriage covenant can save up to 80 percent of marriages that are leading to divorce.
- The University of Wisconsin reported that 40 percent of cohabitating couples will break up.
- The percent of children living with both parents is 50 percent today.
- Five different studies have shown that children of single parents are twice as likely to drop out of school.

Marriage Savers is an organization that works with local congregations to prepare couples to have lifelong marriages. The organization tries to help congregations decrease divorce rates in their areas through times main strategies. The first is the creation of a community marriage policy or a community marriage covenant. A community marriage policy is a covenant that clergy will make marriage a priority. This commitment involves training couples in good marriages to become mentors to other couples who are experiencing problems in their marriages. The commitment involves four months of marriage preparation. The goals of the community marriage policy are to cut the divorce rate in half in any city, to raise the marriage rate, to reduce the cohabitation rate, and to give children a stable home.

Communities that are adopting community marriage policies are seeing declines in divorce rates. For example, Marriage Savers helped Kansas City with the development of a community marriage policy. In 1995, before the development of the community marriage policy there were 1,520 divorces. Once the marriage policy was developed the divorce rate dropped to 1,001, and today it is 863.

Another core strategy of Marriage Savers is mentoring couples, in which couples in good marriages help other couples. Marriage Savers provides training to the mentoring couples. The goal of mentoring is to create a safety net for those who are preparing for marriage. Another goal is to decrease the divorce rates.

First Things First is a secular organization in Chattanooga County that is dedicated to strengthening families. The organization was started in order to change attitudes toward marriage, fathering and, out-of-wedlock births. First Things First advocates for strong, healthy lifelong marriages, the involvement of both mother and father in the lives of their children, and the prevention of out-of-wedlock births. The organizations' goals include reducing divorce filings, reducing out-of-wedlock pregnancies, and increasing father involvement in the lives of their children. The organization works with churches, government agencies, and synagogues.

One area is the media outreach campaign that sends messages through the newspaper, radio, TV, magazines, schools and posters, and the Internet that family's matter.

In term of new mobilization, the organization works in the three areas to educate, collaborate and mobilize. One area is the media outreach campaign that sends messages through the newspaper, radio, TV, magazines, schools and posters, and the Internet, that family's matter. They also have messages on fatherhood and abstinence. The organization works with juvenile court to help parents who have never been married but have children together.

The organization is involved in a lot of partnerships in the community including the National Partnership for Fathers, the Chattanooga Bakery, and other businesses in order to encourage the involvement of fathers. Partnerships have also been formed with the courts, the schools, day cares, and hospitals. The organization is also in a partnership with the medical society to produce a book called "Questions Kids Ask About Sex and Ways Parents Can Respond."

Another strategy for promoting father involvement is through boot camps and operation infiltration. In the boot camps, expectant fathers come to two free sessions to talk about building a relationship with their children. Graduates of the sessions are invited back to work with rookies and talk about their success stories. Under operation infiltration, representatives from First Things First go into inner city neighborhoods and train men in fathering skills.

The organization has also developed a magazine called the "Family Connection," which educates families on strengthening families regardless of their socio-economic status. The magazine is being distributed through United Way, day cares, pediatrician offices, and other places that parents visit.

In order to help educate parents about the effects of divorce, the organization has created the divorce and mediation pilot project, which is a statewide project. Every couple who has filed for divorce is required to take the class. The course is not designed to encourage couples to re-think their decision to divorce. Instead, it is teaching healthy relationship skills so that parents can communicate effectively after the divorce and not repeat the same mistakes in another relationship.

First Things First has also received a grant to work with parents who have never been married but who have children together. The goal of the program is to teach effective relationship skills with the hope that these couples may choose to get married. The organization has also designed a brochure entitled, "Ten Things to Consider Before you Marry." Couples

receive one of these brochures when they obtain their marriage license at the county clerk's office.

9.4 Ongoing Challenges/Opportunities

The presenters made the following suggestions:

- TANF surplus dollars should be used to fund marriage initiatives as well as initiatives that would reduce the number of divorces in the United States and the number of out-of-wedlock births.
- There should be a satellite training program for mentoring couples on marriage.
- There is a need for an ad council campaign about marriage.

10. UNIFICATION STRATEGIES FOR FAMILIES OF PRE-RELEASE AND EX-OFFENDERS

Speakers:

Mickey Griffin, Director, Kairos Horizon Communities Corporation and Co-Founder of Communications

Joyce White, Executive Director and Co-Founder of Communications Mediation Services

Sherman White, Communications Mediation Services

10.1 Introduction

National data on incarcerated noncustodial parents suggest that incarcerated parents and their children are particularly vulnerable. In many cases, incarcerated parents do not know how to form or continue relationships with their children. When incarcerated parents are released, they have fewer employment opportunities available to them and a lack of financial resources, and, as a result, they often do not contact their children. The following section reflects comments made by the presenters about key issues, key findings/lessons learned, and ongoing challenges of connecting incarcerated parents to their children.

10.2 Key Issues

- There is a need for programs to strengthen parent child bonds while the parents are in prison.
- Most children of incarcerated parents are at increased odds of living in poverty, dropping out of school, and becoming teen parents.

10.3 Key Findings and Lessons Learned

- 720,000 State and Federal prisoners were parents of one or more children.
- There are almost 1.5 million children who have parents in prison. This number represents almost 2 percent of all children in the United States.
- Almost a quarter of children with parents in prison were under the age of 5 and the average age was 8 years old.
- Most children with an incarcerated parent are black or Hispanic.
- Most TANF mothers do not consider fathers who have been in jail a part of the family. It is important that these mothers are held accountable and start considering the father a part of the family.
- When ex-offenders are released, the first thing that happens is to get them a job; however, they need programming that will provide them with a support system.

The Kairos Horizon program is a yearlong multifaith-based program that promotes personal responsibility, family responsibility, and employability. The program provides services to 250 maximum and medium security prisons in the United States and abroad. In order to increase personal responsibility, Kairos provides a 32-week program on parenting, anger management, and conflict resolution. Volunteers from churches provide community mentoring for fathers in prison. In order to encourage family responsibility, fathers in jail write two letters a week to their children or family members. Kairos also offers programs on job interviewing skills.

The Communications Mediation Services program recruits fathers for a yearlong program that provides classes on employment preparation, job readiness, counseling, parenting skills, and life skills.

10.4 Ongoing Challenges/Opportunities

It was suggested that organizations working with ex-offenders on reunification take the following steps:

- Ask: What is the concept of family among our workers?
- Upgrade the concept to look at family from the perspective of the child. This means that family includes mom and dad. It is necessary to let clients know dad is still part of the family.

- Offer relationship skills classes.
- Provide opportunities for regular interaction between offenders and their children to strengthen family unity.

11. WELFARE REFORM AND THE FAITH COMMUNITY: BUILDING STRONG FAMILIES AND COMMUNITIES

Speakers:

The Honorable Robert Welch, Wisconsin State Senator

*Hazel Russell, Director, Office of Interfaith and Community Partnerships, NJ
Department of Labor*

11.1 Introduction

Under PRWORA, States have much greater flexibility in how they choose to use their TANF funds. The Charitable Choice Provision (section 104) of PRWORA enables States and locales to use new approaches to help families in need. This legislation changes the philosophical framework of government's role for caring for the poor to one of shared responsibility between the government, the private and nonprofit sectors, and the faith community. The following reflects comments made by the presenters about key issues, key findings/lessons learned, and ongoing challenges/opportunities for the faith community to offer welfare services.

11.2 Key Issues

- How is the relationship between faith-based organizations and human services agencies worked out via the vehicle of charitable choice?

11.3 Key Findings and Lessons Learned

Wisconsin State Senator Robert Welch talked about Wisconsin's W2 welfare reform program. The basic premise of the program is that assistance is conditional on work, with the exception of extraordinary barriers such as drug addictions. The program has proven extremely successful with 90 percent of the welfare population leaving welfare. These recipients still receive health care and child care services but all of them are working.

Senator Welch also talked about Wisconsin's faith-based programs. Wisconsin has had 42 collaborations with faith-based organizations. The State passed Charitable Choice for their welfare agencies, department of corrections, and local governments. For example, the State has

an inmate rehab pilot project with a faith-based component. Wisconsin's Faith Works program works with drug addicted men. The program tries to get men off drugs, help them obtain jobs or training, and strengthen their family relationships.

Ms. Hazel Russell talked about New Jersey's Office of Interfaith and Community Partnerships under the Department of Labor. New Jersey was the first State where a governor appointed a faith-based representative to set up an office. New Jersey also has a faith-based representative from the Department of Human Services. The Office of Interfaith and Community Partnerships builds coalitions with churches and other community organizations. The office connects these organizations with funding streams, successful initiatives and other needed resources such as computers. Trainings have been held for almost 500 faith-based organizations for grant writing, accountability, record keeping, and Charitable Choice.

Ms. Russell also talked about the Workforce New Jersey Public Information Network. The network allows job seekers to go on-line to search for jobs in New Jersey and around the nation. Employers can post their jobs on-line and job applicants can submit their resumes online. The site also contains information on educational and training programs. Community based organizations can use the site to find labor statistics and resources available to them.

11.4 Ongoing Challenges/Opportunities

- Because of bureaucracy, it is sometimes challenging to make things happen for the faith-based community.

12. IMPROVING SELF-SUFFICIENCY THROUGH JOB RETENTION AND ADVANCEMENT

Speakers:

Ann Rangarajan, Senior Economist and Associate Director of Research, Mathematica Policy Research

Debora Morris, Assistant Deputy Commissioner for Planning Evaluation and Project Management at the Texas Department of Human Services

12.1 Introduction

One of the primary goals of the 1996 welfare reform law is job retention and advancement. In order to meet this goal, States have created programs that provide case management and job retention services to help welfare recipients attain self-sufficiency. The following section reflects comments made by the presenters about key issues, findings/lessons

learned, and ongoing challenges/opportunities to assist welfare recipients in retaining and advancing in their jobs.

12.2 Key Issues

- Studies have shown that welfare reform has caused more people to leave welfare for employment, and people are working more hours.
- Despite the progress made by welfare reform, many clients are experiencing job turnover in which jobs are often lost. As a result, there is an interest in job retention.

12.3 Key Findings and Lessons Learned

Ms. Morris talked about the Employment Retention and Advancement Program in Texas. Texas offers welfare recipients who are working a \$200 stipend. The Employment Retention and Advancement Programs works with clients to try to reduce their work schedules to 20 hours a week so the rest of their time can be used for hard and soft skill training. TANF recipients who are deemed eligible to work from the beginning are immediately assigned to a social worker for comprehensive case management on employment. The case manager continues to see the client even after they have obtained employment and are working.

12.4 Ongoing Challenges/Opportunities

Welfare recipients face the following challenges to job retention and advancement:

- It is fairly easy for welfare recipients to get a job; however, it is difficult to find a good job. Many welfare recipients tend to get entry-level jobs and to lose these jobs easily.
- Welfare recipients are finding jobs that do not offer fringe benefits.
- Many welfare recipients face multiple barriers to work such as transportation and child care.
- Problems such as low benefits or low salaries often make holding a job or advancing in a job difficult.
- Most employers report that the biggest problem with Welfare to Work employees is that there is a high rate of absenteeism. The most frequent reason for absenteeism is health related issues of the person or a family member. Tardiness was also cited as a problem due to transportation or child care.

13. IMPROVING CHILD WELL-BEING THROUGH ENHANCED FATHER RESPONSIBILITY

Speakers:

Ken Canfield, Ph.D., President, National Center for Fathering

George R. Williams, Executive Director of Urban Fathering, National Center for Fathering

Roland C. Warren, President, National Fatherhood Institute

Jan Van Vleck, Deputy Director, Bureau of Child Support, Wisconsin Department of Workforce Development

13.1 Introduction

The number of children growing up without fathers has increased dramatically over the past 40 years. Studies have shown that there are tremendous consequences for children who are brought up without fathers. The following section reflects comments made by the presenters about key issues, findings/lessons learned, and ongoing challenges/opportunities on successfully engaging fathers in children's lives.

13.2 Key Issues

- In 1960, almost 8 million children grew up without fathers. In the last 40 years, that number has increased to 24 million. Almost a third of all children grow up without fathers.

13.3 Key Findings and Lessons Learned

- If fathers are connected and involved in children's lives, they have higher measures of life satisfaction than non-fathers.
- Children who grow up without fathers are 5 times more likely to live in poverty, 2 to 3 more times likely to develop emotional and behavioral problems, and more likely to be abused and involved in crime.
- Seven out of 10 children juvenile offenders were brought up in homes without fathers.
- Studies have shown that fathers are not paying child support arrears over \$3,000.

The National Center for Fathering, located in Kansas City, focuses on the father's involvement in children's lives. The center asks questions related to policy about fathers. The Center works

with States and policy organizations such as the National Council of State Legislatures on devising ways for States to include fathers in their children's lives. Another goal the center has is increasing awareness on fathering in the nation. The center also believes training is the key.

Mr. Williams talked about the Urban Fathering Project at the National Center for Fathering. The Center's mission is to improve the well-being of children by inspiring and equipping fathers to be actively and lovingly involved in the lives of their children. The Center works primarily with African Americans, but the target population includes the under-served population of the inner city. The center employs five different strategies in working with these fathers:

- **Reaching out.** The center reaches out to fathers in the courts, those who have drug addiction problems, those who have a crisis in their lives, offenders, and those who are in arrears for child support.
- **Build a bridge.** It is important to highlight the gains of fathers investing in their children's lives. Trust is also important.
- **Be therapeutic.** The symptoms of father absence must be treated before the basics of fathering can be started. Addressing these symptoms includes job training, career development, housing and physical and mental health.
- **Pass on the skills.** Practical skills can be learned from models of family functioning. Problem solving, communication, role functioning, effective involvement, effective response and behavior control need to be addressed.
- **Marriage.** Some of the skills learned for the father and child relationship can be used in helping the father with his marriage.

Mr. Warren talked about the National Fatherhood Initiative. The National Fatherhood Initiative's objective is to address father absence. The Initiative is a nonprofit, non-sectarian, non-partisan organization located in Gaithersburg, MD. The center focuses on improving the well-being of children by increasing the number of kids that grow up with involved, responsible, and committed fathers in their lives. The Centers three-pronged strategy is:

- **Public education.** A TV campaign that promotes the benefits of father involvement and the impact it has on children. The TV campaign also emphasizes the importance of marriage. The organization has developed print work on what it takes to be a father. The organization's Web site features information on fatherhood issues and community programs.
- **Public awareness building through national and local collaborations.** A national summit on fatherhood was held in Washington, DC. Task forces at the Senate, the congressional level, mayoral and State levels were created in order to educate the

legislature and government officials about the importance of father involvement. A national resource center and clearinghouse was developed to provide train organizations on fatherhood programming. The organization created a community starter kit that provides information on talking to legislators, community leaders, and strategies for creating an organization around fatherhood. Training institutes were also started to work with community-based organizations.

- **Skill building.** Developing, equipping and supporting State and community fatherhood initiatives.

Mr. Van Vleck talked about the WT Child Support Demonstration (CSD) which is a fatherhood initiative in Wisconsin. This initiative is a collaborative effort between the Wisconsin Department of Workforce Development and Institute for Research on Poverty at UW Madison. The CSD looks at outcomes in terms of fathers and how much child support they paid and how frequently, and the effects on the mother's employment and earnings.

13.4 Ongoing Challenges/Opportunities

- Many fathers in Welfare to Work programs are working in low wage jobs, causing them to not pay child support. There is a need for better paying jobs and incentives for fathers to pay child support.
- There is some concern that child support/enforcement will be given more attention than father involvement in the upcoming welfare reauthorization debates. In terms of policy, child support and enforcement have been given more attention than fatherhood involvement. There needs to be a focus on father involvement with their children.
- There needs to be some thought given to how men who pay their child support can have access to their children.

14. WELFARE REFORM AND CHILD SUPPORT: HOW PATERNITY ESTABLISHMENT AND CHILD SUPPORT BENEFITS LOW INCOME FAMILIES

Speakers:

Gaile Maller, Chief Statistician, Office of Child Support Enforcement, ACF

Joyce Pitts, Team Leader, Planning and Evaluation, Office of Child Support Enforcement

Dana Reichert, Policy Specialist, National Conference of State Legislatures

Joe Jones, President/CEO, Center for Fathers, Families and Workforce Development

14.1 Introduction

Child support has a significant impact in the lives of families. Although the number of child support payments have increased in the United States over the past four years because of paternity establishments, many families on welfare are still not receiving their payments. The following section reflects comments made by the presenters about key issues, findings/lessons learned, and ongoing challenges for paternity establishments and child support payments.

14.2 Key Issues

- If child support is collected, the family's income is collected and poverty rates can be lower for the family.
- Father connection and contribution in low-income families needs to be addressed.
- About 25 percent of poor families receive child support.

14.3 Key Findings and Lessons Learned

- \$17.9 billion was collected in child support during Fiscal Year 2000. This amount represents a 49 percent increase since Fiscal Year 1996.
- Approximately 1.5 million paternities were established in Fiscal Year 2000. This number represents a 46 percent increase since 1996.
- Once paternity is established, women below the poverty level can get support.
- The Office of Child Support Enforcement established more than 100 percent of paternities in 2000. The office is now establishing paternities for children who were born in previous years.
- States are required to establish paternity before a child's 18th birthday. The Paternity Establishment Percent (PEP) is important since it causes States to lose or earn money. The formula that calculates the PEP is the number of children who were born out of wedlock who have paternity established divided by the total number of children born out of wedlock. In order to earn money, States have a PEP of at least 50 percent or improve by 10 percent from the previous Fiscal Year. In order to avoid a penalty, the State has to improve by 4 to 6 percent points.

- About half of all fathers pay child support. Among the group of fathers who do not pay, half do not pay because they choose not to. The other half are known as dead broke dads, which means their incomes are below \$8,000 a year and they have no more than a high school education.
- There are very few States that have established a statewide strategy for fatherhood. Most States have implemented community or pilot programs.

Ms. Reichert talked about the myths of fragile families:

- Out-of-wedlock births are the result of casual relationships. Research has shown that 80 percent of parents are cohabiting or romantically involved at the time of birth. These couples see marriage as beneficial.
- Fathers are not around and do not care. Most fathers are present at the time of birth, and almost all of them express an interest in being involved. Most women want the father to be involved. Many fathers have trouble providing support in the formal child support system; however, many of them are providing informal supports such as diapers, formula, shoes, clothes and money given directly to the mother.

Mr. Jones talked about the Center for Fathers, Families and Workforce Development. The Center is a nonprofit organization that serves dead broke dads, primarily African-American fathers living in Baltimore. The center created peer support groups so men can talk about being parents. The center also developed curriculum called The Father's Journal that teaches manhood development and male parenting. The center starts working with men as soon after conception as possible. Fathers attend pre-natal appointments before the birth and pediatric appointments after. The center also has a program called The Partners for Fragile Families Demonstration, which serves new dads who are not yet in the child support system. The program helps them work with child support, with establishing paternity, and getting them into the workforce. The center has formed a partnership with child support office in Baltimore so men who go through the center's program and pay their child support for two years will be free of their State debt.

The Office of Child Support Enforcement oversees a program called Access and Visitation which awards more than \$10 million in grants to States that put on programs dealing with access and visitation.

14.4 Ongoing Challenges/Opportunities

- Approximately 55 percent of the children in the caseload have paternities established. Therefore, there is still more work to be done on establishing paternities.
- There are no incentives for fathers to pay child support. Child support becomes a neverending debt where fathers are paying and nothing is getting reduced.

- A challenge for States is to move child support paternity establishment from the AFDC cost recovery approach.
- States need to develop more processes for connecting families instead of just collecting child support money.
- States and localities need to do more in terms of preparing fathers for parenting at the time of birth. This preparation can be done through Health Start and Women, Infants and Children (WIC), programs where women can access services.

15. STRENGTHENING WORK ASSISTANCE PROGRAMS

Speakers:

Gordon Berlin, Manpower Development Research Corporation

Vesta Kimble, Anne Arundel, County Maryland

15.1 Introduction

The main goal of the 1996 welfare reform legislation was to transition people from welfare to work in order to attain self-sufficiency. States have been implementing successful programs to accomplish this goal. One area in which States would like further guidance or more information includes developing business partnerships. The following section reflects comments made by the presenters about key issues, key findings/lessons learned and ongoing challenges/opportunities concerning work assistance programs.

15.2 Key Issues

- In a survey of employers, most reported they do not have relationships with welfare and employment training agencies. The survey found that only 17 percent had contact with employment or Welfare to Work offices.
- Many employers are skeptical about working with welfare offices. They are worried about quality referrals, and rules and regulations of such partnerships.

15.3 Key Findings and Lessons Learned

Mr. Berlin offered some suggestions for States that want to pursue partnerships with businesses:

- States working with business partners need to know that the key lesson is to meet the needs of the business people. This means States should reduce business hiring costs, ensure that workers are job ready, and have other supports such as child care in place.

- Good employment and training programs include vocational training, occupational training programs, sector-oriented programs, and involve employers in designing the programs.
- States should be reaching out to chambers of commerce, trade associations, and local MAB affiliates. For example, in Richmond the Chamber of Commerce runs the some of the State's Welfare to Work programs. States should also form partnerships with intermediary agencies such as temp agencies.
- Job developers have said that the most important lessons for forming business partnerships are subsidies in terms of on-the-job training contracts and tax credits.
- Marketing and outreach are critical for subsidies to work. It is important to emphasize that this partnership will fill labor needs, and reduce hiring and payroll costs.
- Employers want employees they can count on for low absenteeism and low turnover rates.

In order to decide who to form business partnerships with, States should do the following:

- States should have labor market surveys conducted in their areas in order to know the labor market and determine which sectors are growing and declining. University economic departments often conduct such surveys.
- States should identify employers that closely match workers skill levels.
- States should pursue large employers who have civic responsibility and who would serve on advisory boards.
- Employers in empowerment zones should be targeted.

Ms. Kimble talked about the lessons learned in Anne Arundel County, MD, concerning welfare reform and work assistance programs:

- The county did not allow for enough individual alternative solutions for hard-to-place people. These are people who refuse to look for jobs.
- The county has been unable to help people remain in G.E.D. or adult basic education classes.
- The county has had difficulty qualifying people with medical problems for Federal disability benefits (SSI). Instead, the county has a contract with Goodwill, who runs a career center for developmentally disabled adults. The program allows disabled people to work at home in jobs such as medical transcription or legal transcription.

This is viewed as a failure because the agency that helps disabled people should be offering these programs instead of contracting out.

- The county has 10 different databases for client data because of different funding streams.
- The county tried to initiate a voluntary fatherhood program that would offer job training, child care subsidies, and parenting classes. However, the program was unsuccessful because they were unable to recruit men.
- The county has had difficulty in helping workers enter training programs so they can advance in their jobs. They are able to obtain publicity for the programs, and they have developed good curriculum, but participation rates are very low.
- A successful program the county has implemented is called the Child Support Initiative. This program offers fathers the option of joining the program or going to jail. The program pays a stipend to the noncustodial parent so they can pay child support and helps them with maintaining their own household.

15.4 Ongoing Challenges/Opportunities

- Trying to anticipate labor market change is a big challenge for States that want to form partnerships with businesses.
- States face a challenge with how to promote hiring without stigmatizing people. Many voucher programs have stigmatized people.

16. HELPING FAMILIES WITH SPECIAL CHALLENGES PURSUE SELF-SUFFICIENCY

Speakers:

Lorraine Chase, Supervisor of the Victim/Witness Unit at the U.S. Attorney's Office

Linda Johnson, Statewide GoodWORKS Coordinator in Georgia

LaDonna Paveti, Senior Fellow at Mathematica Research, Inc.

Jose Rivera, President and CEO of Rivera, Sierra and Company, Inc.

16.1 Introduction

The primary goal of the 1997 welfare reform law was to move people from welfare to work in order to attain self-sufficiency. However, some welfare recipients face multiple barriers that prevent them from working. Some of these barriers include low literacy skills, learning disabilities, substance abuse disorders, domestic violence, and physical and mental health issues.

The following section reflects comments made by the presenters about key issues, key findings/lessons learned, and ongoing challenges/opportunities about providing assistance to welfare recipients with multiple barriers to employment.

16.2 Key Issues

- Almost 60 percent of all calls to 911 in Washington, DC, were domestic violence related.
- The majority of domestic violence abusers and victims were raised in homes where domestic violence occurred.
- There is concern that traditional welfare programs do not work for everyone.
- How do States re-invent or re-structure their service delivery systems in ways that are more responsive and supportive of individuals with multiple barriers to work?

16.3 Key Findings and Lessons Learned

Dr. Chasen talked about the need for more community-based services, churches, counselors, and schools to intervene and help domestic violence victims. A common response to domestic violence abuse victims is that they should just leave. However, funds, time, and planning often restrict an abuse victim from leaving. Dr. Chasen offered the following advice for working with domestic violence abuse victims:

- Be there for domestic abuse victims in order to build trust.
- Promote the different programs that are offered for domestic violence victims. Often, abusers make victims think staying is their only option.
- Maintain continuous contact with abuse victims. Let victims know they can always come to you to talk.

Ms. Johnson talked about Georgia's GoodWORKS, which is a work initiative that transitions TANF welfare recipients to work. In 2000, \$18.6 million was moved from TANF funds to the GoodWORKS program. GoodWORKS works collaboratively with the Department of Labor, the Workforce Investment Agency, the mental health organizations, GoodWill and other partners. The goal of GoodWORKS is to develop a system where TANF individuals who are chronically unemployed overcome barriers in order to transition into work. GoodWORKS blends funding streams between public and private organizations. An intensive community-based approach is used for recruitment. A single point of entry or one-stop center is used for GoodWORKS clients. The program employs former welfare recipients as recruiters. When clients first enter the program, a vocational rehabilitation assessment is conducted so all partners understand the

challenges a client has and can figure out ways to help. Clients are tested for drug use. If clients test positive, they are referred to substance abuse providers, where they receive immediate help. The same services are provided to clients who need other support services such as counseling for domestic abuse, child care services, Medicaid, mental health and mental retardation, Food Stamps, and housing. Clients are part of a comprehensive, integrated service delivery system. A personal advisor is responsible for 15 clients. The program initially helps clients find jobs and helps them advance in their careers by offering GED classes, training, and technical assistance classes.

Ms. Pavetti talked about what States are doing to help TANF clients with multiple barriers to work:

- States are using specialized screening and assessment. Often, welfare offices do not have the specialized knowledge to address barriers. Specialized screening and assessment helps welfare offices identify clients who need those services and refer them to the appropriate agency.
- More specialized interventions. States are integrating programs for specialized problems such as mental health and substance abuse into their welfare programs.
- Enhanced transitional employment programs. The focus is on supporting clients in work.
- Intensive case management which involves providing additional support and linking clients to the services they need.

Mr. Riviera talked about the stigma clients with challenges such as substance abusers and domestic violence victims face. The Center for Substance Abuse Treatment found that the most critical issue is stigma. TANF offices need to start thinking of clients in a different way. There needs to be a shift from customer satisfaction to customer excellence. Customer excellence is a way customers can look at their excellence as a vehicle for addressing the issues that confront them. Staff development sessions should take place in order to change how staff interact with clients. The key is to understand the relationship between a TANF client and economic development in the community. TANF offices have made a linkage between values, people, and getting a job. This approach works for those who are on situational welfare. For those with multiple barriers to employment, it does not.

16.4 Ongoing Challenges/Opportunities

- In order to end the cycle of domestic violence, more community and welfare organizations need to intervene and help domestic violence abuse victims.

The obstacles that hard to employ families face include:

- Personal and family challenges—mental health, substance abuse, and domestic violence. These things require personal change or intervention.
- Human capital deficits—limited work experience, limited education. There has been a greater focus on personal and family challenges than on human capital deficits.
- Logistical obstacles—transportation, child care. More systems are needed to deal with these obstacles.
- Situational obstacles—neighborhoods people live in, influences on their lives and housing situations.

The following issues were presented for consideration during re-authorization:

- Expansion of the activities that count toward the participation requirement. Activities should be expanded to include substance abuse treatment, mental health treatment, and participation in activities that are training people for work.
- A redesign of the time limit. Many States are realizing that some families are trying and will need more time to transition to work. The suggestion was not that the time limit be eliminated, but only that it be redesigned to give families more time.
- Reconsideration of sanction requirements and protections. Some States have lifetime bans for people who are sanctioned or certain time periods that people who are sanctioned cannot come back.
- More funding for innovation and evaluation to learn about State programs.

17. REFORMING MANAGEMENT PRACTICES TO IMPROVE AGENCY PERFORMANCE

Speakers:

Larry Temple, Director of Welfare Reform Initiatives Texas Workforce Commission

Michael Wiseman, Ph.D., Welfare Policy Consultant, George Washington University

Prashanti Doshi, Principal, American Management Systems

17.1 Introduction

In order to move people from welfare to work, many States have implemented workforce programs. Often, the program components of these programs are focused on the program delivery side; however, another important part of these programs is management. Some States

such as Texas have incorporated performance measures and outcomes into the administration of their programs. The following section reflects comments made by the presenters about key issues, findings/lessons learned and ongoing challenges concerning the management practices of welfare offices.

17.2 Key Issues

- Activist work fair policy requires local responsibility and accountability.

17.3 Key Findings and Lessons Learned

Mr. Temple presented on Texas's Workforce Commission. In 1995, the Texas legislature decided to consolidate all workforce programs into one agency. These programs included department of human services programs, Food Stamp EBT program, child care, and the employee incentive program. There was a challenge to bring different cultures, budgets, performance measures, and rule making processes into one agency. The workforce commission in Texas works with the local workforce boards on contracts that have performance measures from the legislature tied to them. The local workforce boards operate the TANF work programs, the Food Stamp EBT, the Welfare to Work formula grant, the WIC program and child care. In order to capture data across programs, the local workforce boards are required to submit plans to the Workforce Commission each year. These plans cover how the boards will administer the program around performance measures. Texas has a system called TWIST, which is an automated system the boards can enter data into one time. Performance measures are required for every program the local boards are administering. If performance measures are not met, funding can be cut. For example, in San Antonio child care money was not spent and \$2.5 million dollars was taken away from the city and distributed to local boards who were spending it.

The Texas Workforce Commission has an incentive and sanction program which ensures accountability in meeting the needs of employers and job seekers. The Sanctions go from Sanction I to Sanction III. Under a Sanction I, the incentive and sanction workgroup works with local boards on a performance improvement plan. With a Sanction III, the Commission could take over the program or the board could be dissolved. For boards that perform above average, the incentive program gives cash awards to be put back into the programs.

Performance Management requires three essential components:

- Critical data needs to be generated.
- Key outcomes and processes need to be figured out. Data needs to be found for these processes. This data cannot only come from a written report but also needs to be gathered from forums in which people come together to talk about performance.
- Once you have the data, you can begin to engage in creative thinking about designing and implementing strategies that can be used for improvement.

Mr. Doshi talked about New York City's management processes for in their welfare offices. In New York City, the welfare office developed an engagement report, which is a weekly report that shows where the caseload is. This report helped the office find jobs for those who were employable. Job Stat is the performance management system in New York City. Job Stat is based on the NYC police department program Comp Stat. Comp Stat is used to drive accountability into the police department and increase public safety and decrease crime. The Job Stat index is based on a total index point value of 100 points, where each indicator receives a certain number of points based on their importance. In 2000, the welfare office in NYC had a goal of placing 100,000 people in jobs. The office achieved this goal by placing 132,000 recipients in jobs. This success is attributed to the Job Stat program.

NYC also has a Center Stat program where the 28 centers within the welfare office undergo a quarterly high-level management review. The Center's supervisors question staff on their performance. Center staff are accountable for their performance. There is continuity of action after these meeting in terms of follow-up and more meetings.

Mr. Doshi recommended the following steps for cities that want to implement their own Job Stat program:

- **Identify critical outcomes and processes.** These outcomes and processes should be linked to the strategic vision and goals. For example, the Job Stat program identified timeliness of people receiving their checks as an outcome.
- **Establish precise indicators.** These indicators should measure the outcomes to be achieved.
- **Establish multiple, overlapping indicators for very complex issues.** For example, a complex issue is job placements and economic self-sufficiency.
- **Set goals.** Performance should be measured relative to your goals.

- **Compare the performance over time.** This will help figure out the trends over time.
- **Compare across offices.** It is necessary to measure across offices. In the Job Stat program, different offices know how they rank in comparison to everyone else based on the index.

17.4 Ongoing Challenges/Opportunities

- Many welfare offices face challenges in converting their welfare offices into job centers.
- Another major challenge that welfare offices face is decentralizing the welfare bureaucracy.

18. STRATEGIES TO ADVANCE TANF EMPLOYMENT PRACTICES

Gloria Upsur, Deputy Director of the Division of Social Services, Delaware

Sandie Hoback, American Institute for Full Employment, Oregon

Jason Turner, Commissioner of Human Resources Administration, New York City

18.1 Introduction

Employment efforts under TANF have produced good results in terms of caseload reductions, declines in overall poverty, and earnings gains. However, TANF offices across the nation are still struggling with how to improve success levels for those with multiple barriers to work. The following section reflects comments made by the presenters about key issues, findings/lessons learned, and ongoing challenges/opportunities to finding jobs for hard-to-serve clients.

18.2 Key Issues

- Many businesses are skeptical of working with government programs.

18.3 Key Findings and Lessons Learned

Ms. Upshur talked about Delaware's TANF program, A Better Chance (ABC). ABC was created to build a network of support and opportunities for people to go to work. ABC's working principles include:

- Work should be more attractive than welfare.
- Both parents are expected to be responsible for the support of their children.
- Recipients are expected to demonstrate responsibility for the receipt of benefits.
- Welfare should not be a way of life, it should be transitional.
- ABC has built in incentives for two-parent families to participate to the same degree that single parent families did under AFDC, and to discourage unwed pregnancies.

TANF in Delaware is administered by a four-member agency. This agency is made up of members from the Division of Employment and Training, the Delaware Transit Corporation, the Delaware Economic Development Office, and the Division of Social Services. This agency has a partnership with the Employers Committee. This partnership has helped the TANF agency learn of employers' needs. Delaware has automated integrated systems for client data. These systems are linked to the child care, MIS, and ET MIS systems. When a client first comes into the welfare agency, an interview is conducted in order to determine the client's needs. During these interviews, staff are trying to assess clients needs in areas such as domestic violence or mental illness and make referrals as needed. Clients who are eligible for work are sent to contractor providers. For the first three months, they work with a job attachment provider who helps them find a job. After that period, they spend a year with a job retention contractor. The agency tracks clients for 15 months. The agency sets performance targets contractor providers have to meet on a monthly basis for a total of 15 months. The agency pays for results through incumbent money. The agency also has transportation programs for clients who work late. The Night Owl Service provides taxi services for clients who work late at night, primarily clients who work in the restaurant or motel industries where there are no bus routes. The Cars for Career program is a charity program that gives away cars. The agency has many more partnerships with community programs through memoranda of understanding.

Ms. Hoback talked about Oregon's Job Plus Program, which is a 4- to 6-month training program for people in the private sector. After clients are placed in jobs through the program, the welfare agency reimburses the employer at minimum wage. The employer can choose to pay the trainees what they like. The average wage of these placements has been \$8.25 an hour. Employers are paying employees more than they are getting reimbursed. The jobs for trainees have to be new jobs so as not to displace the current labor market. A requirement of the program is that there has to be a mentor on the job. The mentor will help the employee learn workplace basics. Once a trainee has worked for 30 days, the employers will contribute a dollar for every hour worked to an individual education account. When the trainee graduates from unsubsidized employment, they can use the funds from the individual education account for educational

classes. The welfare agency helps clients with support services such as transportation or child care. Most of the agency's barrier-prone clients are placed into this program because the work is subsidized. The Job Plus Program has been popular with small business who need help growing their businesses. Since 1995, the program has served 20,000 participants at the average wage of \$7.50 per hour. The placement rate is 80 percent.

Mr. Turner talked about New York City's Human Resources Administration. In New York City, the number of people on welfare has been reduced from 544,000 to 205,000. Clients in New York City's job program work in a 35-hour simulated workweek. Three days a week, they work in jobs, and the other two days they participate in a combination of job search and other activities such as ESL. Clients who are usually exempted from work because of minor disabilities are enrolled in a program called Pride. Clients enrolled in Pride receive medical assessments, including drug testing. The city has a vendor that gives clients a third-party medical review. The vendor tells the welfare agency what the client is able to do based on a list of jobs provided to them. After the assessments, some clients are referred to SSI. For other clients, sessions are held in order to discuss what they should be doing to get themselves into a healthier State in terms of doctors exams and medication. Some clients, able to do some work, are referred to the Pride program. Clients in this program meet with caseworkers and are given the opportunity to be referred to a vocational education vendor. An example of a vendor is GoodWill Industries. These vendors are paid on performance basis for finding people jobs. The city has faith-based initiatives where members from churches visit clients who are not participating in work programs and try to encourage them to work. The city also has a two-tiered performance contracting system. One set of vendors has four to six weeks in order to find clients immediate employment. Vendors are paid on a performance basis. Hard-to-serve clients are sent to vendors who have 180 days to find them employment. Vendors working with hard-to-serve clients are paid slightly more than they would be than if they were working with other clients so that they can use the funds for training or case management.

18.4 Ongoing Challenges/Opportunities

- For States that want to set up employment programs with the private sector, it is important to find one or two supporters to do employer-to-employer recruitment.
- New York has set aside funds for individuals from States to visit the city to learn about their jobs program.

19. MARRIAGE AND FAMILY BUILDING SKILLS

Speakers:

Pia Jensen, Product Manager, Franklin-Covey Home and Family Division

William Craig, Chairman of the Columbus Compact Empowerment Zone

Tony Flores, Regional Director for the Mid-Atlantic Region for the American Family Coalition

19.1 Introduction

One of the goals of TANF is to empower families leaving welfare to form strong families by promoting marriage. The following section reflects comments made by the presenters about key issues, findings/lessons learned and ongoing challenges/opportunities to strengthen marriages and families.

19.2 Key Issues

- When there are principals of absolute commitment in marital relationships, you have the values of perseverance and patience.
- One of the underlying problems of divorce is that the husband and wife are selfish. These couples are unwilling to give in to each other, unable to see the other person's perspective, and cannot put the other person first.

19.3 Key Findings and Lessons Learned

Ms. Jensen talked about the Home and Family Division in the Franklin-Covey Company. The division provides training, products, tools and services for many different groups. The division has developed a family kit that includes a facilitation manual, overheads, power points, and materials for the participants. One group that the division works with is corporate clients. Corporate clients are taught how to balance work and family. The division also works with the Military in their Readiness Groups and with their Family Advocacy Centers to assist those who are having a difficult time with letting go of a loved one. This work prepares those who are leaving to serve the country. A third group that the division works with is Head Starts and Children Services Divisions. The division also works with churches and religious organizations, which are using the division's products for their marriage preparation classes, teen classes, in Sunday schools, and in special classes for families.

During the training sessions, the facilitators emphasize the same principles that have been identified for success in business. These principles are applied to the home in terms of ways for people to get along with each other, solve problems, being pro-active, and taking responsibility. There is a common belief that people need to be principle-centered. Ms. Jensen reviewed the seven habits of highly effective families:

- **Be proactive.** This habit tells you that you are responsible and you cannot blame anyone else.
- **Begin with the end in mind. Have a plan.** You can not operate families or marriages without planning. There is no preparation when we think of marriages and families. People think love is enough. Franklin-Covey encourages people to write a mission statement for their marriages or families. This statement should say what you stand for, where you want to be, and things that inspire you.
- **Put first things first.** Honor your commitments to your family.
- **Think win-win.**
- **Seek first to understand, then to be understood.** One of the biggest problems in marriage is listening.
- **Synergy.** In marriage, you can come up with better ideas together.
- **Sharpen the saw.** Take time to renew yourself. One of the greatest renewal things is family life, being with family, having traditions and meals.

Reverend Dr. William Craig talked about the Columbus Empowerment Zone, a high performance empowerment zone. Specifically Dr. Craig talked about some of the lessons learned from his work. Many people who come into the empowerment zone have certificates, such as a job readiness certificate; however, they are not employable. Dr. Craig recommended that education needs to be put up front. Education should prepare people for a job and help people prepare for the future. Education needs to be combined with morals. If morals are declining or breaking down then the desired outcome cannot be reached. It is important to be outcome-focused, instead of just throwing money towards projects. Dr. Craig also recommended that faith-based partners need to be involved in the restoration of families in America because of their record.

The American Family Coalition is dedicated to building successful marriages and strengthening families. The coalition wants to create an environment that practices true love between husband and wife and parents and children. The Coalition targets welfare recipients who are coming off the rolls and trying to form good families. The Coalition holds conferences

across the country for community leaders, faith-based organizations, business leaders, educators, policy leaders, and the media in order to build a moral consensus based on fundamental principals. Two of the topics covered during the conferences are marriage and parenting and youth. On marriage, the session talks about how to build successful marriages and have a healthy society. In order to maintain a successful marriage, it is necessary for couples to balance communication skills with ideological principles. At the end of the sessions, participants come together to make an action plan for forming partnerships to accomplish goals. The coalition also has partnerships with the Institute for Responsible Fatherhood and abstinence groups.

19.4 Ongoing Challenges/Opportunities

- Government, community, and churches should work together to strengthen marriages and families.

20. ENHANCING EFFECTIVENESS OF WELFARE REFORM EFFORTS IN RURAL AREAS

Speakers:

Diane McSwain, Special Assistant to the Director of the Office Intergovernmental Affairs for the Department of Health and Human Services

Charles Carr, Manager of the Public Transit Division for the Mississippi Department of Transportation

Diana Jones Wilson, Senior Director of Work Force Development for the North Carolina Rural Economic Development Center

20.1 Introduction

One of the key features of welfare reform is the work requirement. However, many welfare clients face multiple barriers to work such as domestic violence, substance abuse and learning disabilities. Rural clients often have additional barriers and issues such as lower salaries, higher rates of unemployment and lack of transportation. The following section reflects comments made by the presenters on key issues, findings/lessons learned, and ongoing challenges/opportunities to address the needs of welfare recipients in rural areas as they work towards self-sufficiency.

20.2 Key Issues

- In general, compared to urban areas, rural areas have lower salaries, lower levels of education, higher rates of unemployment, and more poverty.
- Public transportation often does not exist in rural areas.

20.3 Key Findings and Lessons Learned

The Secretary of Health and Human Services, Tommy Thompson, proposed a department-wide rural initiative in July. This initiative involves looking at every Health and Human Services program and seeing how they work in rural areas. A task force was assigned to develop a strategic plan.

In 40 States in the United States, there is a State rural development council which is part of the National World Development Partnership under the Department of Agriculture. This council was formed in order to ensure that rural councils had a voice. The Partnership has two task forces: the Health Task Force and the Welfare Reform Task Force. The Welfare Reform Task Force will make sure rural communities have a voice in TANF reauthorization.

The Community Transportation Association of America is made up of community transportation groups. The Association provides training and technical assistance and also holds conferences in order to bring rural operators and transit consumers together.

The Rural Economic Development Center in North Carolina has worked collaboratively with churches to address rural needs. The center and their faith-based partners have developed programs such as computer-assisted instruction for Welfare to Work clients in rural areas. Other programs include tutoring and job training programs.

The Rural Policy Research Institute's Web site (www.rupri.org) provides information on rural areas and welfare reform.

20.4 Ongoing Challenges/Opportunities

Transportation is a challenge for most rural communities. In order for communities to access transportation in their areas, the presenters recommended looking at other community services such as buses for Head Start and vans for senior citizens. A general ridership program could be established with other community organizations. Another alternative is to coordinate a plan so vans or buses could be used for TANF recipients at a time when other community groups do not need them.

21. PROVIDING BETTER SERVICES TO TANF FAMILIES WITH DISABILITIES

Speakers:

Robinsue Frohboese, Acting Director, Office of Civil Rights

Shelley Jackson, JD, Ph.D., Senior Civil Rights Analyst, Office for Civil Rights

LaDonna Pavetti, Ph.D., Senior Fellow, Mathematica Research Policy

21.1 Introduction

The primary goal of TANF is to transition welfare clients to work. However, many clients face barriers to employment, including substance abuse, domestic violence, and physical, mental and learning disabilities. The following section reflects comments made by the presenters about key issues, findings/lessons learned, and ongoing challenges/opportunities to successfully address the needs of TANF clients with disabilities.

21.2 Key Issues

- Individuals with disabilities have some of the lowest salaries, are not being integrated into society, and are not receiving the same opportunities as other individuals.
- Civil rights issues can deal with disabilities, language access, and racial and ethnic disparity.
- Several large States have issued guidance to their TANF offices about people with disabilities in welfare programs.

21.3 Key Findings and Lessons Learned

Section 504 of the Rehabilitation Act and The Americans with Disabilities Act are two Federal statutes that ensure that individuals with disabilities are not discriminated against on the basis of their disability and have equal access to all federally conducted programs, as well as to State and local TANF programs that receive Federal financial assistance. Title VI of the Civil Rights Act of 1964 prohibits discrimination on the basis of race, color, and national origin in federally assisted programs. This law is particularly relevant to States that have had challenges in providing services to individuals with limited English proficiency.

President Bush proposed the New Freedom Initiative that commits the administration to fulfilling the promise of the Americans with Disabilities Act. The New Freedom Initiative includes the following goals:

- To take advantage of the advances in technology and bring those advances to the disability community in the workplace and the community
- Expanding educational opportunities
- Integration into the workforce.

Some of the specific proposals the President made include giving incentives to small businesses for employing individuals with disabilities. Another proposal involved pilot programs for innovative transportation.

Under the *Olmstead* decision, the Supreme Court found that individuals with disabilities have the right to be served in the most integrated settings, taking into account a number of factors. The President is committed to the implementation of the *Olmstead* decision. Ten Federal agencies are working collaboratively to identify barriers people with disabilities face and to determine how to integrate employment issues with transportation issues, housing and health services. These agencies have been charged by the President to evaluate all Federal statutes, regulations, policies, and programs that pose barriers to people with disabilities living in the community.

The Office for Civil Rights is responsible for ensuring equal access in programs that receive Federal funding. The Office makes sure clients of these programs are not discriminated against on the basis of race, color, national origin, age and disability. The Office conducts compliance reviews of TANF offices to determine if the programs are complying with the civil rights law. The office also does outreach, public education and technical assistance.

In January 2001, the Office for Civil Rights issued guidance on the legal requirements of the American With Disabilities Act and the requirements of Section 504 of the Rehabilitation Act of 1973. Specifically, the guidance focused on three areas:

- Ensuring equal access for individuals with disabilities in TANF programs. Caseworkers should be trained to have some knowledge about disabilities for the screening process. Clients should have access to comprehensive assessments if screening indicated they might have a disability.
- The legal requirement to make reasonable modifications to TANF policies, practices and procedures in order to ensure equal access and non-discriminatory treatment of people with disabilities. For example, applications maybe too complicated or difficult for clients with limited education backgrounds.
- Ensure that TANF agencies meet the legal requirement to adopt non-discriminatory methods of administration in programs.

21.4 Ongoing Challenges/Opportunities

- Many States have challenges in providing services to individuals with limited English proficiency.

Some challenges for TANF offices serving clients with disabilities include:

- Identifying clients with special needs.
- Once clients are identified, there is an additional challenge of deciding what services are needed and who can provide them.
- Difficulty in encouraging participation in programs.
- Defining goals and outcomes. Treatment program goals and TANF goals often differ.

The following practices were suggested for TANF agencies to address the needs of clients with disabilities:

- Agencies should review their programs and know what they offer or what they could offer through contractual or other types of agreements with partners.
- Agencies should build on the information they receive from screening and assessment of individual clients.
- Agencies should examine their application to ensure they are clear and easy for clients to understand.
- Engage in regular oversight of TANF programs and services. Agencies might want to offer oversight and technical assistance to contractors on compliance with the law.
- Agencies should emphasize expectations for clients with disabilities and the consequences for not meeting expectations.
- There is a need to provide clients with additional support and resources to encourage participation. For example, specialized workers can engage in outreach, or make home visits to families.
- Create an environment where there is active support for having people participate in activities other than work.

22. ADDRESSING YOUTH BEHAVIORS THROUGH PARENT/CHILD CONNECTEDNESS

Speakers:

Shepherd Smith, President, Institute for Youth Development

The Honorable Reverend Assemblyman Alfred E. Steele, President, Free Teens USA

22.1 Introduction

The main theme of this session was the importance of family structure in respect to youth and risk behaviors. The following section reflects comments made by the presenters about key issues, findings/lessons learned, and ongoing challenges to address youth and risk behaviors in order to maintain family stabilization.

22.2 Key Issues

- Adolescents who initiate health risk behaviors such as sexual intercourse and substance abuse at an early age are more likely to have poorer health later in life, lowed educational attainment, and less economic productivity than their peers.
- Religious identity is important for children. Data is increasingly showing that kids who pray privately and go to religious services are protected from participation in risky behaviors.
- Grade point average is important. Kids who focus on studying are less likely to participate in risky behaviors.
- Parental activities such as vacations and eating together are protective factors for middle school students.
- Children look up to their parents as role models.

22.3 Key Findings and Lessons Learned

Mr. Smith talked about The Institute for Youth Development, which helps young people have better futures by preventing them from being involved in five primary risk behaviors: alcohol, drugs, sex, tobacco, and violence. The Institute has developed several publications concerning youth and risky behavior. One of the publications was on a study conducted by the institute that involved interviewing 500 kids in 85 focus groups. The study showed that kids are going through the stages of being a kid faster because of technology. Another finding from the study is that the media spends too much time on the negative, including bad role models.

Parental presence and adult supervision are also very important to children, especially since most children tend to get into trouble after school or on the weekends.

Mr. Smith also talked about the relationship between substance abuse and juvenile delinquency. Kids who drink beer, wine, or smoke tobacco are more likely to commit a crime in comparison to those who don't. Kids who use liquor are even more likely to commit crimes in comparison to the latter group. Kids who use marijuana are sometimes the worst offenders. It is important to help kids avoid using alcohol and drugs so that they can stay out of trouble.

Mr. Smith discussed kids and sex. In the 1990s, sexual activity among kids declined, while tobacco use increased. In a recent TV poll, three quarters of the kids said it was important to wait until you're married to have sex. It is important, however, to promote abstinence. The data also suggests that kids who engage in risky behavior, such as sexual intercourse and substance abuse, at an early age are more likely to have poorer health, lower educational attainment, and less economic productivity in comparison to their peers. The institute has developed a comprehensive risk avoidance message for these behaviors, which is abstinence through high school.

Another trend that Mr. Smith talked about is the decline of two parent households. A result of the decline of two parent households is that children are not receiving the kind of instruction and direction that they need. The data has shown that kids from two parent biological households are less likely to engage in risky behaviors, including sexual intercourse, cigarette use, alcohol use, and drug use. Mr. Smith also identified protective factors from risky behaviors which include: parent family connectedness, self-esteem, religious identity, grade point average and focusing on studying, parental presence, parental activities including going on vacations together. The Free Teens Organization of New Jersey promotes the importance of abstinence. The organization emphasizes importance of waiting to have sex until marriage. Teens in the program sign pledges that they will abstain from sex until marriage or until they reach a certain age.

22.4 Ongoing Challenges/Opportunities

- It is critical that kids have a consistent risk-avoidance message with involvement of parents and schools and other adult mentors.
- After school programs can be important deterrents to risky behaviors among young people.
- We must re-think the importance of family structure. Data shows that two-biological parent households have advantages to young people

V. EVALUATION SUMMARY

V. EVALUATION SUMMARY

Attendees were asked to complete short evaluations at the conclusion of each plenary and workshop session in order to inform the conference committee on how well the sessions met their needs. These responses will aid in developing and shaping of future welfare reform conferences and workshops to reflect the needs of the community most accurately. The table below shows the number of evaluations received for each conference session. Specific information on evaluation findings for the overall conference, plenary sessions, and panel sessions follow.

EXHIBIT V-1*	
SUMMARY OF EVALUATIONS	
Workshop Title	Number of Surveys Collected
Overall Conference	14
Plenary Sessions	52
Welfare Reform and the Challenges Ahead	19
Welfare Reform...Impacts, Trends, and Implications	18
Community and Faith-based Initiatives: Collaboration Strategies for Welfare Reform	15
Conference Luncheon	21
Panel Sessions	349
Enhancing Effectiveness of Welfare Reform Efforts in Urban Areas	34
Promoting Strong Families and Health Marriages: A View from the States	30
Reducing the Incidence of Out-of-Wedlock Births	16
Employment Initiatives and Families: How Work Programs Impact Children	54
Promoting Responsible Fatherhood Initiatives	25
Promoting Abstinence and Responsible Parenting	19
Welfare Reform and the Faith Community: Building Strong Families and Communities	17
From Welfare Recipient to Employee: Employers Report on their Welfare to Work Experiences	12
Unification Strategies for Fragile Families of Pre-release and Ex-offenders	11
Community Initiatives to Strengthen Marriage and Family Support	11
Improving Self-sufficiency Through Job Retention and Advancement	16
Helping Families with Special Challenges Pursue Self-sufficiency	24
Improving Child Well-being Through Enhanced Father Responsibility	13
Strengthening Work Assistance Programs	7
Welfare Reform and Child Support: How Paternity Establishment and Child Support Benefit Low-Income Families	16
Reforming Management Practices to Improve Agency Performance	2
Strategies to Advance TANF Employment Practices	9
Marriage and Family Building	6
Enhancing Effectiveness of Welfare Reform Efforts in Rural Areas	12
Addressing Youth Risk Behaviors Through Parent/Child Connectedness	8
Providing Better Services to TANF Families with Disabilities	7
Total Number of Surveys Collected	436

* There are no evaluations for the Family Formation: Family Support Strategies Workshop.

1. EVALUATING THE OVERALL CONFERENCE

The conference attendees were asked to rate the overall conference services. They were given a 5-point scale, with 1 representing the lowest ratings and 5 representing the highest. As the table below indicates, the conference was well prepared, arrangements and scheduling of the conference were handled in a timely, courteous, and competent manner and the conference will be useful in helping participants effectively serve welfare clients and collaborate the needs of fragile families. Information regarding the helpfulness of the session, the usefulness of the discussion, how the information will help participants to serve clients with multiple barriers and areas where additional information was necessary are also included.

EXHIBIT V-2*										
Question #	1		2		3		4		5	
	n	%	n	%	n	%	n	%	n	%
1. The preparation, arrangements, and scheduling of the conference were handled in a timely, courteous, and competent manner	0	0.0	1	7.1	2	14.3	5	35.7	6	42.9
2. The conference will be useful in helping me to effectively serve welfare clients and collaborate the needs of fragile families	0	0.0	2	14.3	3	21.4	4	28.6	5	35.7

* Total number of respondents was 14.

Attendees were asked to describe what they found most helpful about the conference. Benefits stated included:

- Afternoon sessions were informative. Resource materials.
- Don Winstead’s presentation provided concrete information and a superb overview of welfare reform in Florida.
- Focus on faith based initiatives alleviating “stigma” of faith-based programs.
- This conference has helped to make a decision to go after faith-based funds to help my community.
- Very well organized—good timing with reauthorization.
- It was an excellent conference. The speakers were uniformly knowledgeable and well prepared. Much good information presented and good material distributed.
- The speakers were interesting—delivered valuable messages—especially enjoyed the Child Trends presentation.

Attendees were also asked to describe how the information presented in the conference will help them better serve clients with multiple barriers:

- Work with agency partners to implement ideas this conference helped spark.
- Good information to share with interagency work groups and other Federal partners.
- Will try to incorporate some new ideas into our current policy. Will try to evaluate current policy and procedures from a new perspective. Will try to duplicate some of Florida's data collection efforts in my own State.

Attendees were asked to describe what issues they would have liked greater discussion about during the conference. Issues mentioned included:

- Domestic violence and its relation to the emphasis on marriage.
- Technical Assistance opportunities to States. Workshops/sessions that focused on clients barriers and how we can help them more effectively within the existing rules. Discussions/updates on what we do know about reauthorization. Sessions with more data.
- More time on the faith-based session. More discussion of ideas for TANF reauthorization. More partnering with other players, e.g., transit, labor, voc-ed.
- Let the States have some time together (facilitated) to brainstorm, discuss and speculate about how information presented might be implemented into existing systems.

Additional comments about the overall conference included:

- Provide more time for participant interaction.
- Where do we go from here? What next program to replace TANF?
- Very slanted to marriage and faith-based initiatives.
- Tribal TANF issues need to be included in the conference. Tribal TANF programs need to be included with the States during the reauthorization hearings.
- Conference well done. Good logistics. Nice facility. Good food.
- Speakers were professional and engaging with great information.

2. EVALUATING THE PLENARY SESSIONS

The conference attendees were asked to rate the three plenary sessions: *Welfare Reform and the Challenges Ahead*; *Welfare Reform...Impacts, Trends, and Implications*; and *Community and Faith-Based Initiatives: Collaboration Strategies for Welfare Reform*. They were given a 5-point scale, with 1 representing the lowest rating and 5 representing the highest. Attendees were

also asked to rate the plenary sessions helpfulness in serving clients and collaborating to address the needs of fragile families on a 5-point scale, with 1 representing the lowest ratings and 5 representing the highest. Information regarding the helpfulness of the session, the usefulness of the discussion, how the information will help participants to serve clients effectively and collaborate to address the needs of fragile families, and areas requiring additional information are also included.

EXHIBIT V-3*											
WELFARE REFORM AND THE CHALLENGES AHEAD											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Dr. Wade F. Horn	0	0.0	1	5.3	3	15.8	4	21.1	9	47.4
	(b) Hon. Rev. Walter Fautroy	1	5.3	2	10.5	4	21.1	3	15.8	9	47.4
	(c) Robin Read Brunelli	3	15.8	3	15.8	3	15.8	5	26.3	5	26.3
2. Presenters engaged the audience, leading to an interactive discussion	(a) Dr. Wade F. Horn	2	10.5	1	5.3	3	15.8	5	26.3	3	15.8
	(b) Hon. Rev. Walter Fautroy	3	15.8	1	5.3	2	10.5	7	36.8	3	15.8
	(c) Robin Read Brunelli	3	15.8	3	15.8	2	10.5	6	31.6	2	10.5
3. Content of the presentation will be useful in helping me to serve effectively welfare clients and collaborate to address the needs of families	(a) Dr. Wade F. Horn	1	5.3	3	15.8	1	5.3	8	42.1	3	15.8
	(b) Hon. Rev. Walter Fautroy	3	15.8	4	21.1	0	0.0	7	36.8	4	21.1
	(c) Robin Read Brunelli	4	21.1	5	26.3	1	5.3	6	31.6	2	10.5

Attendees were asked to describe what they found most helpful about the presentation.

- Andrew Bush’s comments regarding the questions for the future.
- The enthusiasm which information was presented.
- The new information.
- The perspective, motivation, and framing of the topics.

Attendees were asked to describe how they will use this information.

- To inform reauthorization thinking and discussion.
- To frame discussion with policy makers re: other options for our TANF families.
- Re-evaluate programs in our State to address unmet needs.

EXHIBIT V-4*										
WELFARE REFORM AND THE CHALLENGES AHEAD										
Statements Rated	1		2		3		4		5	
	n	%								
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	1	5.3	4	21.1	3	15.8	1	5.3	2	10.5

* The total number of respondents was 11.

Attendees were asked to describe what issues they would have liked to have greater discussion about during the conference.

- Domestic violence and its effects on families.
- Barriers of current recipients. Status of leavers (job, financial, child outcomes).
- Alternatives to caseload decline as measure of success.

Additional comments about the overall conference included:

- All the speakers were very good. Are any available for other speaking engagements?
- More time for interaction with speakers would have been helpful.

EXHIBIT V-5*											
WELFARE REFORM...IMPACTS, TRENDS, AND IMPLICATIONS											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. The presenters were knowledgeable in the subject area	(a) Ron Haskins	0	0.0	0	0.0	0	0.0	1	5.6	17	94.4
	(b) Don Winstead	0	0.0	0	0.0	0	0.0	2	11.1	16	88.9
2. The presenters engaged the audience, leading to an interactive discussion	(a) Ron Haskins	0	0.0	0	0.0	1	5.6	6	33.3	9	50.0
	(b) Don Winstead	0	0.0	0	0.0	2	11.1	5	27.8	9	50.0
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Ron Haskins	0	0.0	0	0.0	4	22.2	3	16.7	9	50.0
	(b) Don Winstead	1	5.6	0	0.0	2	11.1	4	22.2	9	50.0

* Total number of respondents was 18.

EXHIBIT V-6*										
WELFARE REFORM...IMPACTS, TRENDS, AND IMPLICATIONS										
Statements Rated	1		2		3		4		5	
	n	%								
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	1	5.6	2	11.1	5	27.8	3	16.7

* Total number of respondents was 18.

Attendees were asked to describe what they found most helpful about the presentation.

- The excellent information which was well presented.
- Ron Haskin’s honesty and sense of humor.
- The suggestion to engage employers and universities to advance workers to better jobs.
- The broad picture—insights to reauthorization. Ways of looking at not just caseload declines, but caseload dynamics.
- Statistical data.

Attendees were asked to describe how they will use this information.

- Use the data as a model for our State’s numbers.
- Will try to duplicate some of the data for my own State.
- Work with universities and employers.

Attendees were asked to describe what issues they would have liked to have greater discussion about during the conference.

- Strategies for reauthorization.
- Reauthorization issues.

Additional comments about the workshop session included:

- This has been an outstanding conference. Please host regional versions as reauthorization becomes a reality. These speakers should be invited back.
- The presentations lacked the balanced point of view of their predecessors.

- Room cool.
- A discussion on helping families achieve self-sufficiency through work supports. More extensive case management, etc., not only marriage.

EXHIBIT V-7*											
COMMUNITY AND FAITH-BASED INITIATIVES											
Statements Rated	Presenters**	1		2		3		4		5	
		n	%								
1. The presenters were knowledgeable in the subject area	(a) Reverend Dr. H. Dean Trulear	0	0.0	0	0.0	2	13.0	3	20.0	10	67
	(b) Robert L. Woodson, Sr.	0	0.0	0	0.0	1	7.0	4	29.0	9	64
2. The presenters engaged the audience, leading to an interactive discussion	(a) Reverend Dr. H. Dean Trulear	0	0.0	0	0.0	2	14.0	4	29.0	8	57
	(b) Robert L. Woodson, Sr	0	0.0	0	0.0	1	7.0	4	29.0	9	64
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Reverend Dr. H. Dean Trulear	0	0.0	1	7.0	3	21.0	3	21.0	7	50.0
	(b) Robert L. Woodson, Sr	0	.0	2	14.29	2	14.29	2	14.29	8	57.0

* Total number of respondents was 15.

** Evaluations for two of the speakers, The Honorable DeForest B. Soaries, Jr. and Elizabeth Scott-Seale, were not included in the survey because they were added to the agenda after the survey was developed.

EXHIBIT V-8*											
COMMUNITY AND FAITH-BASED INITIATIVES: COLLABORATION STRATEGIES FOR WELFARE REFORM											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	1	8.0	1	8.0	3	23.0	0	0.0	8	62.0	

* Total number of respondents was 13.

Attendees were asked to describe what they found most helpful about the presentation.

- New visions.
- Outstanding presenters.
- Mr. Woodson is dynamic and motivational. Hon. Soaries' exhilarating examples of giving contracts to those who can do the work!!
- Connect with churches on their own level of return and commitment.
- Gave me useful information for working with faith-based.

Attendees were asked to describe how they will use this information.

- To find appropriate ways for faith-based programs to participate.
- Hope I can convince our State leadership to take initiatives to partner with grassroots and faith-based groups to build trust and supportive relationships.

Attendees were asked to describe what issues they would have liked to have greater discussion about during the conference.

- More time for questions and answers.

Additional comments included:

- Very one-sided discussion. While faith-based organizations can provide services, it is important to hear from those who see some dangers to involving the faith-based community. The comment of the keynotes did the best at speaking to the business side of churches, but there are opinions that differ from his. We deserve the chance to hear these perspectives and make up our own minds.
- The message was practical about broad strategies that can be used to deliver necessary services.

3. CONFERENCE LUNCHEON

The conference attendees were asked to rate the conference luncheon, *Success Stories: Trailblazers to Success*. They were given a 5-point scale, with 1 representing the lowest ratings and 5 representing the highest. Attendees were also asked to rate the panel sessions' helpfulness in serving clients and developing collaborations to address the needs of fragile families on a 5-point scale, with 1 representing the lowest ratings and 5 representing the highest. Information on the helpfulness of the session, the usefulness of the session, how the information will help

attendees to serve clients effectively and collaborate to address the needs of fragile families, and areas where additional discussion was necessary are also included.

EXHIBIT V-9*											
SUCCESS STORIES: TRAILBLAZERS TO SUCCESS											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. The presenters were knowledgeable about in the subject area presented	(a) Salina Darden	1	4.8	0	0.0	3	14.3	8	38.1	9	42.9
	(b) Charles Richardson	1	4.8	0	0.0	3	14.3	8	38.1	8	38.1
	(c) Henry and Towanda Harris	1	4.8	0	0.0	4	19.0	8	38.1	7	33.3
2. The presenters engaged the audience, leading to an interactive discussion	(a) Salina Darden	2	9.5	0	0.0	4	19.0	3	14.3	4	19.0
	(b) Charles Richardson	2	9.5	0	0.0	4	19.0	3	14.3	4	19.0
	(c) Henry and Towanda Harris	2	9.5	0	0.0	4	19.0	3	14.3	4	19.0
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Salina Darden	3	14.3	2	9.5	7	33.3	5	23.8	3	14.3
	(b) Charles Richardson	3	14.3	3	14.3	5	23.8	6	28.6	3	14.3
	(c) Henry and Towanda Harris	3	14.3	3	14.3	6	28.6	5	23.8	3	14.3

* Total number of respondents was 21.

EXHIBIT V-10*											
SUCCESS STORIES: TRAILBLAZERS TO SUCCESS											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	2	9.5	1	4.8	4	19.0	6	28.6	3	14.3	

* Total number of respondents was 21.

Attendees were asked to describe what they found most helpful about the presentation.

- Personal perspective on individual accomplishments.
- It's always good to hear that some participants are successful. Many times, it becomes discouraging because you don't know if you have touched anyone's life.
- The success stories are without peer in providing support for program presentations, impetus, and morale building.
- Advice.

Attendees were asked to describe how they would use the information.

- To continue my work to help our TANF families.
- Relay to participants, partners and staff.

Attendees were asked to describe what issues they would have liked to have greater discussion about during the conference.

- Any of the barriers our clients face: DV, LD, MH, ESL.

Additional comments include:

- No opportunity for discussion, but the speakers were very engaging. Success stories were also very impressive.
- Personal testimonials are great to illustrate a project. Statistical outcomes which prove large scale benefit of funding would have improved the session.
- The session failed to correlate the religious testimonials to personal transformations that have come about from welfare reform.
- There was no interactive discussion.
- Great fact finding session!

4. EVALUATING THE PANEL SESSIONS

The conference attendees were asked to rate each of the panel speakers. Attendees were given a 5-point scale, with 1 representing the lowest ratings and 5 representing the highest, to rate the presenters. Attendees were also asked to rate the panel sessions helpfulness in serving clients and collaborating to address the needs of fragile families on a 5-point scale, with 1 representing the lowest ratings and 5 representing the highest. Information regarding the

helpfulness of the session, the usefulness of the information presentation, and areas where additional discussion was necessary are also included.

EXHIBIT V-11*											
ENHANCING EFFECTIVENESS OF WELFARE REFORM EFFORTS IN URBAN AREAS											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Phil Ansell	0	0.0	0	0.0	2	5.9	3	8.8	29	85.3
	(b) Barbara Fink	0	0.0	0	0.0	4	11.8	4	11.8	24	70.6
2. The presenters engaged the audience leading to an interactive discussion	(a) Phil Ansell	1	2.9	1	2.9	10	29.4	7	20.6	14	41.2
	(b) Barbara Fink	1	2.9	1	2.9	15	44.1	4	11.8	11	32.4
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Phil Ansell	0	0.0	0	0.0	8	23.5	5	14.7	18	52.9
	(b) Barbara Fink	1	2.9	1	2.9	11	32.4	8	23.5	9	26.5

* Total number of respondents was 34.

EXHIBIT V-12*											
ENHANCING EFFECTIVENESS OF WELFARE REFORM EFFORTS IN URBAN AREAS											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	1	2.9	10	29.4	6	17.6	12	35.3	

* Total number of respondents was 34.

Attendees were asked to describe what they found most helpful about the presentation.

- The strategies that are developed and the present results of what is going on with urban services.
- Information regarding specialized workers offering supporting services. Child-only cases after 5-year limit.

- Both presentations gave concrete information—particularly Los Angeles. I prefer substantive discussion.
- I appreciate having the handouts to follow during the presentation and to take back to the office.
- Description of L.A.'s systems and changes made.
- Getting an understanding of work implementation despite declining standards (declining caseloads). Hearing about the pre/post time limit processes in different settings. Hearing about the process of implementing CalWorks in CA's largest county.
- I liked the "objective" overview of four urban programs followed by "subjective" description of one of those four.
- Comparisons of different urban areas and their successes.
- Expertise of both speakers. Depth of history of experience and proven success of collaborative efforts.
- Importance of collaboration.
- Ansell's description of planning process.
- Approaches to developing and maintaining collaborative relationships and to use them as effective forces in developing and implementing effective strategies.

Attendees were asked to describe how they will use this information.

- To assist other cities in our Region with ideas and potential strategies.
- Bring it back to my agency and talk with them about whether we can incorporate some of these ideas, i.e., no time limit for children.
- Summarize and update members. Points of contact and for brainstorming.
- New ideas of what could be done in our State contrast with what we currently do.
- It will serve as background information for better understanding of how large city programs implemented and operate TANF and supportive programs.
- I will be very interested to see the impact analysis for MDRG.
- To develop a vision of long-term family self-sufficiency for the faith-based organization I work with.

- Advise State directors of adult education.
- Review planning process. Establish strong collaboration with other State agencies and community services agencies.

Attendees were asked to describe what issues they would have liked to have greater discussion about during the conference. Issues mentioned include:

- Where we need to go from here with services to assist the working poor.
- I would like to hear Ms. Fink’s further discussion on neighborhood impacts.
- Some allowance for asking questions (for clarity purposes) would have been useful.

EXHIBIT V-13*											
PROMOTING STRONG FAMILIES AND HEALTHY MARRIAGES: A VIEW FROM THE STATES											
Statements Rated	Presenters	1		2		3		4		5	
		n	%	n	%	n	%	n	%	n	%
1. Presenters were knowledgeable in the subject area presented	(a) Hon. Mark Anderson	1	3.3	2	6.7	4	13.3	5	16.7	18	60.0
	(b) Maggie Gallagher	1	3.3	1	3.3	4	13.3	6	20.0	18	60.0
	(c) Jerry Regier	1	3.3	1	3.3	4	13.3	6	20.0	18	60.0
2. Presenters engaged the audience, leading to an interactive discussion	(a) Hon. Mark Anderson	3	10.0	3	10.0	7	23.3	6	20.0	5	16.7
	(b) Maggie Gallagher	2	6.7	3	10.0	5	16.7	10	33.3	4	13.3
	(c) Jerry Regier	2	6.7	4	13.3	10	33.3	5	16.7	3	10.0
3. The content of presentation will be helpful to me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Hon. Mark Anderson	0	0.0	3	10.0	11	36.7	7	23.3	7	23.3
	(b) Maggie Gallagher	0	0.0	3	10.0	10	33.3	8	26.7	7	23.3
	(c) Jerry Regier	1	3.3	2	6.7	10	33.3	6	20.0	9	30.0

* Total number of respondents was 30.

Additional comments included:

- I was looking to find a workshop discussing barriers to eligibility and process of achieving resources.
- The session provided information relevant to my experience with TANF.

- Both presenters were very articulate and well organized. Information was easy to comprehend.

Excellent! Very well organized, focused, succinct, hands-on.

EXHIBIT V-14*										
PROMOTING STRONG FAMILIES AND HEALTHY MARRIAGES: A VIEW FROM THE STATES										
Statements Rated	1		2		3		4		5	
	n	%								
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	3	10.0	8	26.7	6	20.0	9	30.0

* Total number of respondents was 30.

Attendees were asked to describe what they found most helpful about the presentation.

- Overview of what other States are doing and how.
- Application of TANF money to promote marriage. Better understanding of focus. How efforts bridge all aspects of family life—economics, child well-being, etc.
- Example of real experiences of Oklahoma and Arizona model programs.
- Overall, strong research basis for action. Oklahoma’s new initiative very promising.
- Focus of child well-being as it relates to marriage versus marriage for the sake of marriage.

Attendees were asked to describe how they will use this information.

- In collaboration work.
- Will try to persuade political leaders of potential of “strengthening marriage programs.”
- Inclusion in knowledge base of staff. Methods for public promotion.
- To help policy makers see how similar approaches can be implemented.
- It aides me in making it happen in my State.
- Legislators, community leaders can’t argue with this data.
- May use Oklahoma as a model program.

- To promote similar approaches (to Oklahoma) in other southwest States.
- Urge use in Missouri after checking current requirements.

Attendees were asked to describe what issues they would have liked to have greater discussion about during the conference. Issues mentioned include:

- Gay/lesbian unions.
- More specifics—how to; major challenges; course corrections found to be needed.
- Internet addresses for additional data/statistics/information.
- More time for questions/discussion.
- Abstinence education curriculum.
- Greater discussion of how these tie into the issues of fragile families.
- More time for questions. Usually not enough.

Additional comments include:

- Good job!
- Huge gaps in presentations, e.g., domestic violence; incest. The presenters should be careful to avoid gender stereotypes.

EXHIBIT V-15*											
REDUCING THE INCIDENCE OF OUT-OF-WEDLOCK BIRTHS											
Statements Rated	Presenters	1		2		3		4		5	
		n	%	n	%	n	%	n	%	n	%
1. Presenters were knowledgeable in the subject area presented	(a) Jean Blackmon	1	6.3	0	0.0	2	12.5	10	62.5	3	18.8
	(b) Rick Brown	1	6.3	0	0.0	1	6.3	4	25.0	10	62.5
2. Presenters engaged the audience, leading to an interactive discussion	(a) Jean Blackmon	2	12.5	5	31.3	3	18.8	3	18.8	0	0.0
	(b) Rick Brown	2	12.5	3	18.8	4	25.0	3	18.8	1	6.3
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families.	(a) Jean Blackmon	1	6.3	0	0.0	4	25.0	7	43.8	2	12.5
	(b) Rick Brown	1	6.3	0	0.0	2	12.5	8	50.0	3	18.8

* Total number of respondents was 30.

EXHIBIT V-16*										
REDUCING THE INCIDENCE OF OUT-OF-WEDLOCK BIRTHS										
Statements Rated	1		2		3		4		5	
	n	%	n	%	n	%	n	%	n	%
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	0	0.0	6	37.5	6	37.5	1	6.3

* Total number of respondents was 16.

Attendees were asked to describe what they found most useful about the presentation.

- Concrete information.
- Knowledgeable presenters.
- Domestic violence training for grantees.
- Very informative.

Attendees were asked to describe how they will use the information that was presented.

- Advocacy.
- Institute training for all TANF contractors on domestic violence.

Additional comments include:

- Good presentations, but no time for questions/interactions.
- I would like a copy of the results of the “Study of Social Indicators of Unwed Pregnancy Among Women 21 Years and Older.”
- Provide handouts! Impossible to take notes as rapidly as the presentations were made. Very competent presentations.

EXHIBIT V-17*											
EMPLOYMENT INITIATIVES AND FAMILIES: HOW WORK PROGRAMS IMPACT CHILDREN**											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Dr. Jennifer Brooks	2	3.7	1	1.9	5	9.3	18	33.3	28	51.9
	(b) Harry Wilson	1	1.9	3	5.6	5	9.3	12	22.2	10	18.5
	(c) Dr. Martha Zaslow	2	3.7	1	1.9	6	11.1	16	29.6	27	50.0
2. Presenters engaged the audience, leading to an interactive discussion	(a) Dr. Jennifer Brooks	2	3.7	1	1.9	12	22.2	22	40.7	13	24.1
	(b) Harry Wilson	1	1.9	3	5.6	8	14.8	11	20.4	6	11.1
	(c) Dr. Martha Zaslow	1	1.9	2	3.7	15	27.8	18	33.3	12	22.2
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Dr. Jennifer Brooks	2	3.7	5	9.3	10	18.5	12	22.2	16	29.6
	(b) Harry Wilson	1	1.9	4	7.4	6	11.1	8	14.8	5	9.3
	(c) Dr. Martha Zaslow	2	3.7	5	9.3	9	16.7	11	20.4	14	25.9

* Total number of respondents was 54.

** Dr. Hair and Ms. Simon were not evaluated since they were added to the agenda after the survey was developed.

EXHIBIT V-18*											
EMPLOYMENT INITIATIVES AND FAMILIES: HOW WORK PROGRAMS IMPACT CHILDREN**											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	5	9.3	20	37.0	10	18.5	7	13.0	

* Total number of respondents was 54.

** Dr. Hair and Ms. Simon were not evaluated since they were added to the agenda after the survey was developed.

Attendees were asked to describe what they found most helpful about this session.

- Thoughtful presentation of research.
- The overall information was new to me and presented another area of evaluation for TANF.

- Possible (unintended) impact of welfare programs on adolescents. Need for youth programs to be aware of these possible impacts.
- It was helpful to hear about this important emerging trend.
- Provided statistical data/study information related to how adolescents have been affected by their parents going to work.
- Linking research and policy perspectives.
- The ChildTrends information is extremely useful—particularly the hypotheses and possible approaches.
- ACF presentation on administration budget proposals.
- ChildTrends provided great materials and thorough presentation.

Attendees were asked to describe how they will use the information presented during the session.

- Informational purposes only at this time.
- I will pass it on to the manager of youth programs in our agency.
- Thought provoking.
- Take it back to State agency and to see how it can support the State's youth initiative.
- Share with co-workers.
- Take this information to my State, heightening the awareness of how welfare reform has affected adolescents.
- Begin to explore these relationships within my agency's TANF programs.
- Ensure dollars are spent on teens as part of plan.
- Designing research projects. Inclusion of adolescent outcomes.
- Continue to use data and continue to support use of TANF funds for after school programs.
- I will use the information when advocating for increased funding and emphasis on positive youth development.
- Discuss funding source at the State level and program options to develop.
- Reauthorization meetings.

- Seek data from State's advocacy for children and families for program recommendations.
- Share with staff and interested coalition members (social service agencies, faith-based, civic organizations).
- To teach parents appropriate roles of children.
- Advocacy.

Attendees were asked to describe what issues they would have liked to have greater discussion about during the conference. Issues mentioned include:

- Effects of welfare reform on low-income married couples.
- Lots of time provided for discussion.
- Understanding changing role of adolescents in society.
- It would have been interesting to hear broader information on adolescent measures.
- I would like to see actual practitioners/people of color/program people with actual experiences/strategies present.
- Explanation of the adolescent outcomes measures.
- Funding of after school programs and positive youth development.
- Policy responses.
- Specific programming for 12- to 15-year-olds.
- State program models—more specific programs.
- Gender and racial/ethnic breakdown. Diversity of population. Any significant differences?

Additional comments include:

- Too many presenters. All were very good, but were rushed.
- Would have been nice if there was a handout of the slides shown by researchers.
- I did hear a great deal of useful information from the panel.
- Provision of Child Trends overheads would have been helpful. Great to receive reports.

- Good session.
- I'd be more interested in how data could be helpful in reauthorization issues.

EXHIBIT V-19*											
PROMOTING RESPONSIBLE FATHERHOOD INITIATIVES											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Doug Hart	1	4.0	3	12.0	5	20.0	6	24.0	8	32.0
	(b) Cesalie and Bruce Jenkins	0	0.0	0	0.0	4	16.0	6	24.0	15	60.0
	(c) Dr. Mark Turner	0	0.0	1	4.0	3	12.0	9	36.0	12	48.0
2. Presenters engaged the audience, leading to an interactive discussion	(a) Doug Hart	0	0.0	5	20.0	8	32.0	7	28.0	5	20.0
	(b) Cesalie and Bruce Jenkins	0	0.0	2	8.0	5	20.0	3	12.0	14	56.0
	(c) Dr. Mark Turner	0	0.0	3	12.0	11	44.0	5	20.0	5	20.0
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Doug Hart	2	8.0	4	16.0	9	36.0	4	16.0	5	20.0
	(b) Cesalie and Bruce Jenkins	1	4.0	1	4.0	5	20.0	6	24.0	11	44.0
	(c) Dr. Mark Turner	1	4.0	1	4.0	8	32.0	4	16.0	9	36.0

* Total number of respondents was 25.

EXHIBIT V-20*											
PROMOTING RESPONSIBLE FATHERHOOD INITIATIVES											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	2	8.0	8	32.0	7	28.0	5	20.0	

* Total number of respondents was 25.

Attendees were asked to describe what they found most helpful about the presentation.

- Hard statistics.
- Dr. Turner’s presentation offered an accurate idea of fathers’ current status and attitudes.
- Passion, creativity for presenters.
- The statistics for families needing services.
- The Jenkins presentation because of the practical applications.
- Alerting me to the data in the fragile families database.

Attendees were asked to describe how they will use the information presented during the session.

- Decided ideas for our fatherhood program. Statistics will help in policy analysis/articles.
- Applicable to our ex-offender re-entry programs.
- To rethink how I will reach fathers most effectively.
- To educate other about welfare reform and child support issues

Attendees were also asked to describe what issues they would have liked to have greater discussion about during the conference. Issues mentioned include:

- Would have liked more specific information on status of legislation and the President’s fatherhood initiative—more information on where fatherhood is going in a policy sense on the Federal level.
- Fathers transitioning from prisons and their “special problems.”
- Actually talking about successful programs to support fatherhood.
- Other models that are currently operating to serve fragile families. Numbers and success rates of all model programs presented—would have liked more details on description of the work the Jenkins are doing.
- Strategies for recruitment and retention of fatherhood programs.

Additional comments include:

- Research should be more on the summary level and make sure we have the information that can be applied.
- This is a very poorly designed evaluation. The session itself was only moderately interesting and useful.

EXHIBIT V-21*											
PROMOTING ABSTINENCE AND RESPONSIBLE PARENTING											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Elaine Bennett	0	0.0	1	5.3	1	5.3	1	5.3	16	84.2
	(b) Dorothy Hastings	0	0.0	1	5.3	5	26.3	2	10.5	10	52.6
2. Presenters engaged the audience, leading to an interactive discussion	(a) Rodney Carroll	0	0.0	2	10.5	3	15.8	1	5.3	11	57.9
	(b) Clyde McQueen	0	0.0	3	15.8	3	15.8	2	10.5	10	52.6
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Rodney Carroll	0	0.0	1	5.3	4	21.1	5	26.3	7	36.8
	(b) Clyde McQueen	1	5.3	0	0.0	7	36.8	4	21.1	5	26.3

* Total number of respondents was 19.

EXHIBIT V-22*											
PROMOTING ABSTINENCE AND RESPONSIBLE PARENTING											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	1	5.3	4	21.1	8	42.1	3	15.8	

* Total number of respondents was 19.

Attendees were asked to describe what they found most helpful about the presentation.

- To learn that there are successful abstinence programs that decrease teenage pregnancy and premarital sex and improve role models.
- I enjoyed Best Friends. I would like to incorporate some of their ideas into our character/abstinence program.

- Ideas of what to take back for development.
- The idea for fun activities that Mrs. Bennett shared. Some of the commercials were helpful.
- The entire presentation was helpful and provided lots of great information and material.
- That abstinence is so widely advertised in the various ways mentioned.
- Shared information.
- The idea of getting youth to have an alternative form of commitment.
- The handouts/videos.

Attendees were asked to describe how they will use the information presented during the session.

- Take this information to someone who is working in a “Baby Think it Over” Program.
- Provide information to TANF directors in Regional States.
- Formation of similar promotions and program activities.
- These programs are not available in my area at this time, but the information given can help gear up these programs.
- Develop new program.

Attendees were also asked to describe what issues they would have liked to have greater discussion about during the conference. Issues mentioned include:

- How to receive funding for such programs.

Additional comments include:

- Great information.
- Evaluation of programs is essential.
- Topics were great. Video and slide shows were informative. Excellent session.

EXHIBIT V-23*											
WELFARE REFORM AND FAITH COMMUNITIES: BUILDING STRONG FAMILIES AND COMMUNITIES											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Hazell Russell	0	0.0	2	11.8	2	11.8	6	35.3	7	41.2
	(b) State Senator Bob Welch	0	0.0	1	5.9	1	5.9	9	52.9	5	29.4
2. Presenters engaged the audience, leading to an interactive discussion	(a) Hazell Russell	0	0.0	1	5.9	7	41.2	4	23.5	5	29.4
	(b) State Senator Bob Welch	0	0.0	1	5.9	7	41.2	3	17.6	5	29.4
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Hazell Russell	1	5.9	1	5.9	7	41.2	4	23.5	4	23.5
	(b) State Senator Bob Welch	0	0.0	2	11.8	5	29.4	6	35.3	4	23.5

* The total number of respondents was 17.

EXHIBIT V-24*											
WELFARE REFORM AND THE FAITH COMMUNITY: BUILDING STRONG FAMILIES AND COMMUNITIES											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	2	11.8	5	29.4	6	35.3	3	17.6	

* Total number of respondents was 17.

Attendees were asked to describe what they found most helpful about the presentation.

- Senator Welch was very inspiring.
- Understanding challenges.
- Collaboration of community-based organizations with congregations. The training and awareness of potential to be a viable part of their community.
- Discussion of State models, legislation. Role of liaison.

- The discussion generated of what works and what doesn't.
- Need for political support in State legislation and Governor's offices.

Attendees were asked to describe how they will use this information.

- Share information with policy makers.
- Share with others.
- To promote the development of faith-based involvement in social services in other States and regions.
- Provide ideas to States on how to work with faith-based groups.

Attendees were also asked to describe what issues they would have liked to have greater discussion about during the conference. Issues mentioned include:

- What will happen when the government decides there is no more money to support faith-based initiatives and the faith program has to disband?
- Specific examples of what works; hasn't worked—more focus on specifics.
- TANF participant acceptance/resistance—what are the potential pitfalls to avoid.

Additional comments include:

- Would like to hear more from Oklahoma.
- Great moderator.
- Disappointing and somewhat disorganized; however, discussions with audience were good.

EXHIBIT V-25*											
FROM WELFARE RECIPIENT TO EMPLOYEE: EMPLOYERS REPORT ON THEIR WELFARE TO WORK EXPERIENCES**											
Statements Rated	Presenters	1		2		3		4		5	
		n	%	n	%	n	%	n	%	n	%
1. Presenters were knowledgeable in the subject area presented	(a) Rodney Carroll	0	0.0	0	0.0	0	0.0	3	25.0	9	75.0
	(b) Clyde McQueen	0	0.0	0	0.0	0	0.0	3	25.0	9	75.0
	(c) Karen Shawcross	0	0.0	0	0.0	1	8.3	4	33.3	7	58.3
2. Presenters engaged the audience leading to an interactive discussion	(a) Rodney Carroll	0	0.0	0	0.0	2	16.7	3	25.0	7	58.3
	(b) Clyde McQueen	0	0.0	0	0.0	3	25.0	4	33.3	5	41.7
	(c) Karen Shawcross	0	0.0	0	0.0	4	33.3	3	25.0	5	41.7
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Rodney Carroll	0	0.0	0	0.0	1	8.3	6	50.0	4	33.3
	(b) Clyde McQueen	0	0.0	0	0.0	2	16.7	6	50.0	3	25.0
	(c) Karen Shawcross	0	0.0	0	0.0	3	25.0	5	41.7	3	25.0

* Total number of respondents was 12.

** Mr. Brown was not evaluated because he was added to the agenda after the survey was produced.

EXHIBIT V-26*											
FROM WELFARE RECIPIENT TO EMPLOYEE: EMPLOYERS REPORT ON THEIR WELFARE TO WORK EXPERIENCES**											
Statements Rated	1		2		3		4		5		
	n	%	n	%	n	%	n	%	n	%	
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	0	0.0	2	16.7	5	41.7	4	33.3	

* Total number of respondents was 12.

** Mr. Brown was not evaluated because he was added to the agenda after the survey was produced.

Attendees were asked to describe what they found most helpful about the presentation.

- It is refreshing to know that some businesses are willing to take a chance!
- Ways in which to get employers involved in hiring TANF clients.

- Lessons learned from *Marriott* and *Bank of America* and *Kansas City Full Employment Council*.
- Learning about business training program.
- The stories and testimonies.
- Numbers were very good to hear.

Attendees were asked to describe how they will use the information presented during the session.

- To support the work of the newly convened task force on workforce development.
- Filter information to WtW staff.
- Develop and implement new programs.
- Try to keep these ideas in front of our employers.

Attendees were also asked to describe what issues they would have liked to have greater discussion about during the conference. Issues mentioned include:

- How to access money for transportation.

Additional comments include:

- These businesses have stepped up to the plate. There are too many businesses that will not take the first step. There are several businesses that still have stereotypes about “welfare” recipients. It is still frustrating to open the doors, because HR generalists are the gatekeepers and are not willing to open the door.
- Great to hear successes and lessons learned as they relate to putting our clients to work, one of the goals of TANF that seems to have been minimized at this conference.
- Because public Housing Agencies are separate from TANF agencies, rules differ for eligibility. Federal rules/regulations/laws need to be enacted to permit TANF recipients who work to avoid significant public housing rent increases.

EXHIBIT V-27*											
UNIFICATION STRATEGIES FOR FRAGILE FAMILIES OF PRE-RELEASE AND EX-OFFENDERS											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Mickey Griffin	0	0.0	0	0.0	2	18.2	1	9.1	8	72.7
	(b) Rev. Joyce White	0	0.0	0	0.0	1	9.1	1	9.1	9	81.8
2. Presenters engaged the audience, leading to an interactive discussion	(a) Mickey Griffin	0	0.0	0	0.0	2	18.2	2	18.2	7	63.6
	(b) Rev. Joyce White	0	0.0	0	0.0	0	0.0	3	27.3	8	72.7
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Mickey Griffin	0	0.0	0	0.0	2	18.2	2	18.2	7	63.6
	(b) Rev. Joyce White	0	0.0	0	0.0	0	0.0	3	27.3	8	72.7

* Total number of respondents was 11.

EXHIBIT V-28*											
UNIFICATION STRATEGIES FOR FRAGILE FAMILIES OF PRE-RELEASE AND EX-OFFENDERS											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	0	0.0	0	0.0	5	45.5	5	45.5	

* Total number of respondents was 11.

Attendees were asked to describe what they found most helpful about the presentation.

- The reintegration phase.
- The explanations of their relationship counseling programs.
- We need more programs in Washington, DC.

Attendees were asked to describe how they will use the information presented during the session.

- To develop services for our area.
- I will share this information with the two welfare coalitions of which I am a part.
- To better serve ex-offender clients.

Attendees were also asked to describe what issues they would have liked to have greater discussion about during the conference. Issues mentioned included:

- Promoting healthy relationships between parents, without necessarily promoting marriage. This was touched upon and I think that is great!

Additional comments included:

- Outstanding! You are all doing valuable work that's too long been neglected.

EXHIBIT V-29*											
COMMUNITY INITIATIVES TO STRENGTHEN MARRIAGE AND FAMILY SUPPORT											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	Harriet and Mike McManus	2	18.2	0	0.0	1	9.1	1	9.1	6	54.5
2. Presenters engaged the audience, leading to an interactive discussion	Harriet and Mike McManus	1	9.1	0	0.0	2	18.2	3	27.3	5	45.5
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	Harriet and Mike McManus	1	9.1	2	18.2	0	0.0	4	36.4	3	27.3

* Total number of respondents was 11.

EXHIBIT V-30*											
COMMUNITY INITIATIVES TO STRENGTHEN MARRIAGE AND FAMILY SUPPORT											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	3	27.3	1	9.1	4	36.4	0	0.0	

* Total number of respondents was 11.

Attendees were asked to describe what they found most helpful about the presentation.

- Conceptually, the topic presents a rather dramatic option to help families towards self-sufficiency.
- The wealth of information/resources.
- How this can become a community-wide effort?
- Local community involvement.

Attendees were asked to describe how they will use the information presented during the session.

- To adapt an already existing noncustodial parent “employment” service to a wider goal of family connectedness.
- I think there could be some possibility of our creating a responsible/fatherhood initiative—some good ideas from First Things First.
- Use this to persuade our legislators and community leaders to adopt programs of this sort.
- Communicate administrator’s message.

Attendees were also asked to describe what issues they would have liked to have greater discussion about during the conference. Issues mentioned include:

- Sound evidence of effectiveness of Marriage Savers.
- Issues of anger management in relationships and marriage reconciliation.
- Child support regulations as a barrier.

Additional comments include:

- Presentations seem very one-sided and subjective.

EXHIBIT V-31*											
IMPROVING SELF-SUFFICIENCY THROUGH JOB RETENTION AND ADVANCEMENT											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Debora Morris	0	0.0	0	0.0	1	6.3	4	25.0	10	62.5
	(b) Anu Rangarajan	0	0.0	0	0.0	2	12.5	4	25.0	10	62.5
2. Presenters engaged the audience, leading to an interactive discussion	(a) Debora Morris	0	0.0	0	0.0	3	18.8	6	37.5	6	37.5
	(b) Anu Rangarajan	1	6.3	0	0.0	6	37.5	3	18.8	4	25.0
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Debora Morris	0	0.0	0	0.0	2	12.5	7	43.8	6	37.5
	(b) Anu Rangarajan	0	0.0	2	12.5	4	25.0	3	18.8	7	43.8

* Total number of respondents was 16.

EXHIBIT V-32*											
IMPROVING SELF-SUFFICIENCY THROUGH JOB RETENTION AND ADVANCEMENT											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	0	0.0	6	37.5	3	18.8	4	25.0	

* Total number of respondents was 16.

Attendees were asked to describe what they found most helpful about the presentation.

- Lessons from PSED study. Texas program example.
- It is always useful to hear what is going on around the country. Both presentations were extremely helpful.
- The statistics and models.
- Good audience/presenter exchange.
- PowerPoint presentations.

Attendees were asked to describe how they will use the information presented in this session.

- Continuous improvement of our pilot efforts to fold job retention and advancement into service mix of youth corps.
- A great deal of the information has been implemented in a few of our CBOs. We will engage the employers in the process a little more.
- Helpful internally with interagency work groups.
- Will provide a source of model/case studies.
- Papers and RFPs.
- To attempt to develop a post-employment program.
- In thinking about and planning collaborative retention programs in various States.

Attendees were also asked to describe what issues they would have liked to include to have greater discussion about during the conference. Issues discussed include:

- I would like to know how the panelist feels about job shadowing. Many of these recipients have not been in the work force for some time, and these options will allow them to make more informed decisions about their professional lives.
- Restoration of the nuclear family.

Additional comments include:

- Presenters should use a microphone. It was difficult to hear them!
- Wish we had handouts of the Texas PowerPoint presentation. Didn't provide source of general statistics on welfare population—information seemed vague, over-generalized and outdated.

EXHIBIT V-33*											
HELPING FAMILIES WITH SPECIAL CHALLENGES PURSUE SELF-SUFFICIENCY											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Lorraine Chase	0	0.0	1	4.2	1	4.2	5	20.8	17	70.8
	(b) Linda Johnson	0	0.0	1	4.2	2	8.3	6	25.0	15	62.5
	(c) Dr. LaDonna Pavetti	0	0.0	1	4.2	1	4.2	3	12.5	17	70.8
	(d) Jose Rivera	0	0.0	1	4.2	1	4.2	1	4.2	20	83.3
2. Presenters engaged the audience, leading to an interactive discussion	(a) Lorraine Chase	1	4.2	1	4.2	2	8.3	4	16.7	8	33.3
	(b) Linda Johnson	1	4.2	1	4.2	3	12.5	5	20.8	6	25.0
	(c) Dr. LaDonna Pavetti	1	4.2	1	4.2	3	12.5	1	4.2	9	37.5
	(d) Jose Rivera	1	4.2	1	4.2	0	0.0	0	0.0	13	54.2
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Lorraine Chase	0	0.0	1	4.2	2	8.3	5	20.8	13	54.2
	(b) Linda Johnson	0	0.0	1	4.2	4	16.7	4	16.7	11	45.8
	(c) Dr. LaDonna Pavetti	0	0.0	1	4.2	1	4.2	4	16.7	16	66.7
	(d) Jose Rivera	0	0.0	1	4.2	1	4.2	3	12.5	17	70.8

* Total number of respondents was 24.

EXHIBIT V-34*											
HELPING FAMILIES WITH SPECIAL CHALLENGES PURSUE SELF-SUFFICIENCY											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families.	0	0.0	1	4.2	1	4.2	9	37.5	10	41.7	

* Total number of respondents was 24.

Attendees were asked to describe what they found most helpful about the presentation.

- Diversity of topics was very good.
- Wealth of information.
- Discussion of paradigm shift after outlining issues, trends and solutions.
- Broader perspective.
- The refreshing focus on making sure TANF is working well. Extending time limits, treating TANF customers with respect.

- I found new concepts/customer view most helpful.
- Dynamics, well-informed speakers with creative ideas to share.
- Jose was the best presenter to get us to look at why things are failing. He was great! His approach needs to be used at wider conferences.

Attendees were asked to describe how they will use this information.

- In provision of technical assistance to clients.
- I will look at new ways to approach the employment issues with my client. Become more creative in my approach.
- Coalition research in welfare. Advocacy research.
- I will revise certain materials; do more research, and present concepts to other workers.
- Program development.

Attendees were also asked to describe what issues they would have liked to have greater discussion about during the conference. Issues mentioned include:

- Children with special health care needs and recommendations on how their families can receive additional supports through TANF.
- Making sure TANF workers; civil service workers are content with themselves so they will be more helpful to others.
- Would have liked more information on what works with DV victims, especially funded by TANF, rather than an overview of DV. (But presenter did a great job!) Would have like copy of slides/presentation screens. Needed more time for discussion.

Additional comments included:

- Needed more time.
- Too many presenters. All are excellent. Each could have done their own workshop instead of being crowded into a single program agenda.
- Excellent! Jose Rivera was fabulous—right on target!

- This entire panel should have had more time. They should have been the morning session in front of all.
- Excellent!

EXHIBIT V-35*											
IMPROVING CHILD WELL-BEING THROUGH ENHANCED FATHER RESPONSIBILITY											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Dr. Ken Canfield	0	0.0	1	7.7	1	7.7	3	23.1	7	53.8
	(b) Jan Van Vleck	1	7.7	1	7.7	0	0.0	3	23.1	4	30.8
	(c) Roland Warren	0	0.0	1	7.7	1	7.7	3	23.1	8	61.5
	(d) George R. Williams	0	0.0	1	7.7	0	0.0	5	38.5	6	46.2
2. Presenters engaged the audience, leading to an interactive discussion	(a) Dr. Ken Canfield	0	0.0	1	7.7	3	23.1	4	30.8	3	23.1
	(b) Jan Van Vleck	1	7.7	2	15.4	1	7.7	3	23.1	2	15.4
	(c) Roland Warren	1	7.7	0	0.0	3	23.1	2	15.4	6	46.2
	(d) George R. Williams	0	0.0	2	15.4	1	7.7	4	30.8	4	30.8
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Dr. Ken Canfield	0	0.0	1	7.7	3	23.1	3	23.1	3	23.1
	(b) Jan Van Vleck	0	0.0	1	7.7	2	15.4	1	7.7	3	23.1
	(c) Roland Warren	0	0.0	1	7.7	2	15.4	3	23.1	5	38.5
	(d) George R. Williams	0	0.0	1	7.7	2	15.4	6	46.2	2	15.4

* Total number of respondents was 13.

EXHIBIT V-36*											
IMPROVING CHILD WELL-BEING THROUGH ENHANCED FATHER RESPONSIBILITY											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	0	0.0	3	23.1	3	23.1	4	30.8	

* Total number of respondents was 13.

Attendees were asked to describe what they found most helpful about the presentation.

- Prescribed formula for engaging fathers.
- Excellent fatherhood discussion.
- Good visual aids and materials.
- Presenters very knowledgeable about the subject area.
- New ideas re: child support and fatherhood.

Attendees were asked to describe how they will use the information presented in the session.

- Share this information with State agencies through TA sessions.
- To better inform our State programs about fatherhood initiatives.
- Lobby State legislators.

Attendees were also asked to describe what issues they would have liked to have greater discussion about during the conference. Issues mentioned include:

- More discussion from the fatherhood presenters about how they address responsible fatherhood.
- More discussion on the outcomes of the programs.
- Public policy advice and getting involved in influencing these issues in the future.

Additional comments include:

- Jan Van Vleck’s slide presentation was too detailed.
- More time should have been given to fatherhood initiatives—less time to child support.

EXHIBIT V-37*											
STRENGTHENING WORK ASSISTANCE PROGRAMS											
Statements Tracked	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Gordon Berlin	0	0.0	0	0.0	0	0.0	1	14.3	6	85.7
	(b) Vesta Kimble	0	0.0	0	0.0	2	28.6	1	14.3	4	57.1
2. Presenters engaged the audience, leading to an interactive discussion	(a) Gordon Berlin	0	0.0	0	0.0	1	14.3	2	28.6	3	42.9
	(b) Vesta Kimble	0	0.0	0	0.0	2	28.6	1	14.3	3	42.9
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Gordon Berlin	0	0.0	0	0.0	1	14.3	1	14.3	4	57.1
	(b) Vesta Kimble	0	0.0	1	14.3	2	28.6	1	14.3	2	28.6

* Total number of respondents was 7.

EXHIBIT V-38*											
STRENGTHENING WORK ASSISTANCE AGENCIES											
Statements Rated	1		2		3		4		5		
	n	%	n	%	n	%	n	%	n	%	
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	0	0.0	3	42.9	3	42.9	1	14.3	

* Total number of respondents was 7.

Attendees were asked to describe what they found helpful about the presentation.

- How-to guide. Do's and Don'ts for helping people off welfare.
- Interesting models discussed—successes and failures.
- Practical lessons from Vesta; research information from Gordon.

Attendees were asked to describe how they would use the information presented in this session.

- Share with others who work with clients.
- I'm getting a greater understanding of employer-client-agency interaction and successful models. This will contribute to policy discussions and formation.

EXHIBIT V-39*											
WELFARE REFORM AND CHILD SUPPORT: HOW PATERNITY ESTABLISHMENT AND CHILD SUPPORT BENEFIT LOW-INCOME FAMILIES											
Statements Tracked	Presenters	1		2		3		4		5	
		n	%	n	%	n	%	n	%	n	%
1. Presenters were knowledgeable in the subject area presented	(a) Joe Jones	0	0.0	0	0.0	0	0.0	0	0.0	16	100.0
	(b) Gail Maller	0	0.0	0	0.0	4	25.0	6	37.5	6	37.5
	(c) Dana Reichart	0	0.0	0	0.0	1	6.3	2	12.5	13	81.3
	(d) Joyce Pitts	0	0.0	1	6.3	4	25.0	3	18.8	8	50.0
2. Presenters engaged the audience, leading to an interactive discussion	(a) Joe Jones	1	6.3	1	6.3	1	6.3	4	25.0	7	43.8
	(b) Gail Maller	2	12.5	4	25.0	5	31.3	4	25.0	0	0.0
	(c) Dana Reichart	1	6.3	2	12.5	4	25.0	4	25.0	3	18.8
	(d) Joyce Pitts	2	12.5	5	31.3	4	25.0	2	12.5	2	12.5
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Joe Jones	0	0.0	0	0.0	2	12.5	5	31.3	9	56.3
	(b) Gail Maller	1	6.3	1	6.3	6	37.5	5	31.3	3	18.8
	(c) Dana Reichart	0	0.0	1	6.3	3	18.8	6	37.5	6	37.5
	(d) Joyce Pitts	1	6.3	2	12.5	6	37.5	3	18.8	4	25.0

* The total number of respondents was 16.

EXHIBIT V-40*										
WELFARE REFORM AND CHILD SUPPORT: HOW PATERNITY ESTABLISHMENT AND CHILD SUPPORT BENEFIT LOW-INCOME FAMILIES										
Statements Rated	1		2		3		4		5	
	n	%	n	%	n	%	n	%	n	%
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	0	0.0	4	25.0	5	31.3	2	12.5

* The total number of respondents was 16.

Attendees were asked to describe what they found most helpful about the presentation.

- I enjoyed the community-level recommendations from Joe Jones.
- Concept of dead broke dads.
- Good information presented.

Attendees were asked to describe how they will use the information presented during the presentation.

- In future evaluations and recommendations re: child support.

Additional comments include:

- Federal presentations were lacking in appeal.

EXHIBIT V-41*											
REFORMING MANAGEMENT PRACTICES TO IMPROVE AGENCY PERFORMANCE											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Prashanti Doshi	0	0.0	0	0.0	0	0.0	0	0.0	2	100.0
	(b) Larry Temple	0	0.0	0	0.0	0	0.0	0	0.0	2	100.0
	(c) Mike Wiseman	0	0.0	0	0.0	0	0.0	1	50.0	1	50.0
2. Presenters engaged the audience	(a) Prashanti Doshi	0	0.0	0	0.0	0	0.0	0	0.0	1	50.0
	(b) Larry Temple	0	0.0	0	0.0	0	0.0	0	0.0	1	50.0
	(c) Mike Wiseman	0	0.0	0	0.0	0	0.0	0	0.0	1	50.0
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Prashanti Doshi	0	0.0	0	0.0	0	0.0	0	0.0	2	100.0
	(b) Larry Temple	0	0.0	0	0.0	0	0.0	1	50.0	1	50.0
	(c) Mike Wiseman	0	0.0	0	0.0	0	0.0	1	50.0	1	50.0

* Total number of respondents was 2.

EXHIBIT V-42											
REFORMING MANAGEMENT PRACTICES TO IMPROVE AGENCY PERFORMANCE											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	0	0.0	0	0.0	0	0.0	2	100.0	

* Total number of respondents was 2.

Attendees were asked to describe what they found helpful about the presentation.

- NYC model.

Attendees were asked to describe how they will use the information presented during the session.

- Will contact Prashanti to get sample of progress reports and further information on how to integrate into our State's performance management initiative.

EXHIBIT V-43*											
STRATEGIES TO ADVANCE TANF EMPLOYMENT PERFORMANCE											
Statements Tracked	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Sandie Hoback	0	0.0	0	0.0	0	0.0	2	22.2	7	77.8
	(b) Jason Turner	0	0.0	0	0.0	0	0.0	0	0.0	6	66.7
	(c) Gloria Upshur	0	0.0	0	0.0	0	0.0	2	22.2	2	22.2
2. Presenters engaged the audience, leading to an interactive discussion	(a) Sandie Hoback	0	0.0	0	0.0	1	11.1	3	33.3	5	55.6
	(b) Jason Turner	0	0.0	0	0.0	1	11.1	2	22.2	4	44.4
	(c) Gloria Upshur	0	0.0	0	0.0	1	11.1	3	33.3	0	0.0
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Sandie Hoback	0	0.0	0	0.0	1	11.1	3	33.3	5	55.6
	(b) Jason Turner	0	0.0	0	0.0	0	0.0	2	22.2	5	55.6
	(c) Gloria Upshur	0	0.0	0	0.0	0	0.0	4	44.4	0	0.0

* Total number of respondents was 9.

EXHIBIT V-44*											
STRATEGIES TO ADVANCE TANF EMPLOYMENT PRACTICES											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	0	0.0	0	0.0	4	44.4	4	44.4	

* Total number of respondents was 9.

Attendees were asked to describe what they found most helpful about the presentation.

- Interesting program models.
- The handouts.
- Multi-State approaches.

Attendees were asked to describe how they will use the information that was presented during the session.

- Pass this information on to people in higher positions.

Attendees were asked to describe any areas they would have liked to have greater discussion about during the conference. Issues mentioned included:

- Would have liked to hear more longitudinal information re: employment or engagement.

Additional comments included:

- Upshur’s presentation was very sharp but not quite tailored enough—there was a disconnect between the session description and that presentation. Needed to focus more on what was distinctive about DE rather than give an overview of program.
- A great deal of information to digest from New York.
- One of the best sessions.

EXHIBIT V-45*											
MARRIAGE AND FAMILY BUILDING SKILLS											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Rev. William Craig	0	0.0	1	16.7	0	0.0	2	33.3	3	50.0
	(b) Tony Flores	0	0.0	0	0.0	0	0.0	3	50.0	3	50.0
	(c) Pia Jansen	0	0.0	0	0.0	0	0.0	3	50.0	3	50.0
2. Presenters engaged the audience leading to an interactive discussion	(a) Rev. William Craig	0	0.0	0	0.0	1	16.7	2	33.3	2	33.3
	(b) Tony Flores	0	0.0	0	0.0	0	0.0	3	50.0	2	33.3
	(c) Pia Jansen	0	0.0	0	0.0	1	16.7	2	33.3	2	33.3
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Rev. William Craig	0	0.0	0	0.0	3	50.0	2	33.3	1	16.7
	(b) Tony Flores	0	0.0	0	0.0	2	33.3	3	50.0	1	16.7
	(c) Pia Jansen	0	0.0	0	0.0	2	33.3	3	50.0	1	16.7

* Total number of respondents was 6.

EXHIBIT V-46*											
MARRIAGE AND FAMILY-BUILDING SKILLS											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	0	0.0	2	33.3	2	33.3	1	16.7	

* Total number of respondents was 6.

Additional comments included:

- Very good presentation. Useful information.

EXHIBIT V-47											
ENHANCING EFFECTIVENESS OF WELFARE REFORM EFFORTS IN RURAL AREAS											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Charles Carr	0	0.0	0	0.0	2	16.7	3	25.0	7	58.3
	(b) Diane McSwain	0	0.0	0	0.0	1	8.3	3	25.0	8	66.7
	(c) Diana Jones Wilson	0	0.0	0	0.0	2	16.7	3	25.0	7	58.3
2. Presenters engaged the audience, leading to an interactive discussion	(a) Charles Carr	0	0.0	0	0.0	4	33.3	2	16.7	6	50.0
	(b) Diane McSwain	0	0.0	0	0.0	4	33.3	3	25.0	5	41.7
	(c) Diana Jones Wilson	0	0.0	0	0.0	4	33.3	3	25.0	5	41.7
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Charles Carr	0	0.0	0	0.0	3	25.0	4	33.3	5	41.7
	(b) Diane McSwain	0	0.0	0	0.0	3	25.0	4	33.3	5	41.7
	(c) Diana Jones Wilson	0	0.0	0	0.0	3	25.0	4	33.3	5	41.7

* Total number of respondents was 12.

EXHIBIT V-48*											
ENHANCING EFFECTIVENESS OF WELFARE REFORM EFFORTS IN RURAL AREAS											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	0	0.0	1	8.3	5	41.7	4	33.3	

* Total number of respondents was 12.

Attendees were asked to describe what they found to be helpful about the presentation.

- Useful overview of rural transportation.
- Informative but brief to allow for questions and discussion.
- Information regarding Federal department task force and contacts for working on rural activities.

Attendees were asked to describe how they will use the information that was presented during the session.

- In promoting rural transportation solutions in States.

Additional comments include:

- Very informative.

EXHIBIT V-49*											
ADDRESSING YOUTH RISK BEHAVIORS THROUGH PARENT/CHILD CONNECTEDNESS											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Shepherd Smith	0	0.0	0	0.0	2	25.0	0	0.0	6	75.0
	(b) Alfred Steele	0	0.0	0	0.0	1	12.5	3	37.5	4	50.0
2. Presenters engaged the audience leading to an interactive discussion	(a) Shepherd Smith	0	0.0	0	0.0	1	12.5	0	0.0	6	75.0
	(b) Alfred Steele	0	0.0	0	0.0	1	12.5	1	12.5	5	62.5
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Shepherd Smith	0	0.0	0	0.0	2	25.0	1	12.5	4	50.0
	(b) Alfred Steele	0	0.0	0	0.0		25.0	1	12.5	4	50.0

* Total number of respondent was 8.

EXHIBIT V-50*											
ADDRESSING YOUTH RISK BEHAVIORS THROUGH PARENT/CHILD CONNECTEDNESS											
Statements Rated	1		2		3		4		5		
	n	%									
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	0	0.0	2	25.0	0	0.0	3	37.5	

*Total number of respondents was 8.

Attendees were asked to describe what they found most helpful about the presentation.

- The data presented by Shepherd Smith and the material provided.
- Information presented was quite comprehensive.
- Parenting requires responsibility to set expectations and communicate with children to achieve follow-through.
- The data and reflections.

Attendees were asked to describe how they will use the information that was presented during the presentation.

- In my Rites of Passage program with youth.
- Implement programs with these goals in mind.

Attendees were asked to describe what issues they would have liked to have greater discussion about during the conference. Issues mentioned include:

- Clearly link strategies with parent/child connectedness.

Additional comments include:

- Session was excellent.

EXHIBIT V-51*											
PROVIDING BETTER SERVICES TO TANF FAMILIES WITH DISABILITIES											
Statements Rated	Presenters	1		2		3		4		5	
		n	%								
1. Presenters were knowledgeable in the subject area presented	(a) Robinsue Frohboese	0	0.0	0	0.0	0	0.0	3	42.9	1	14.3
	(b) Shelley Jackson	0	0.0	0	0.0	0	0.0	2	28.6	2	28.6
	(c) LaDonna Pavetti	0	0.0	0	0.0	0	0.0	2	28.6	1	14.3
2. Presenters engaged the audience leading to an interactive discussion	(a) Robinsue Frohboese	1	14.3	0	0.0	1	14.3	2	28.6	0	0.0
	(b) Shelley Jackson	1	14.3	0	0.0	1	14.3	2	28.6	0	0.0
	(c) LaDonna Pavetti	0	0.0	0	0.0	1	14.3	1	14.3	1	14.3
3. The content of the presentation will be useful in helping me to serve welfare clients effectively and collaborate to address the needs of fragile families	(a) Robinsue Frohboese	0	0.0	0	0.0	2	28.6	2	28.6	0	0.0
	(b) Shelley Jackson	0	0.0	0	0.0	2	28.6	2	28.6	0	0.0
	(c) LaDonna Pavetti	0	0.0	0	0.0	1	14.3	1	14.3	1	14.3

* The total number of respondents was 7.

EXHIBIT V-52*										
PROVIDING BETTER SERVICES TO TANF FAMILIES WITH DISABILITIES										
Statements Rated	1		2		3		4		5	
	n	%								
4. The information from this workshop will help me to serve clients effectively and collaborate to address the needs of fragile families	0	0.0	0	0.0	2	28.6	1	14.3	0	0.0

* The total number of respondents was 7.

Attendees were asked to describe what issues they would like to have greater discussion about during conference.

- How to determine a disability will make someone unable to work in traditional work programs. Assessment!! Actual tools that can be used.

Additional comments include:

- I would like to see how a State identifies those with disabilities requiring additional assistance, specifically mental/emotional disabilities and learning disabilities.

**APPENDIX A:
CONFERENCE AGENDA**

**APPENDIX A:
CONFERENCE AGENDA**

**Five Years Into Welfare Reform: Lessons Learned and Models for the Future
Washington, DC,
September 5-6, 2001**

Wednesday, September 5, 2001

Continental Breakfast	8:00 a.m. - 9:00 a.m.
Welcoming Session/Keynote Address	9:00 a.m. - 10:00 a.m.

Andrew Bush
Senior Advisor to the Secretary
Office of Family Assistance, Administration for Children and Families, DHHS

Wade F. Horn, Ph.D.
Assistant Secretary
Administration for Children and Families

Reverend Herb Lusk
Founder
People to People/Greater Exodus Baptist Church, Philadelphia, PA

The Honorable Tommy G. Thompson
Secretary
Department of Health and Human Services

Break	10:30 a.m. - 10:40 a.m.
Plenary Panel	10:15 a.m. - 11:20 a.m.

Welfare Reform and the Challenges Ahead

Moderator
Andrew Bush
Senior Advisor to the Secretary
Office of Family Assistance, Administration for Children and Families, DHHS

Presenters
Wade F. Horn Ph.D.
Assistant Secretary, Administration for Children and Families
The Honorable Reverend Walter E. Fauntroy
Pastor, New Bethel Baptist Church
Robin Read Brunelli
President, National Foundation of Women

Conference Luncheon

11:30 a.m. - 1:00 p.m.

Success Stories: Trailblazers to Success**Moderator**

Clarence Carter

Senior Advisor to the Secretary, Office of Community Services, DHHS

Charles Richardson

Counselor, Faith Works Milwaukee

Henry Harris

The Institute for Responsible Fatherhood and Family Revitalization

Towanda Harris

The Institute for Responsible Fatherhood and Family Revitalization

Andrew Bush

*Senior Advisor to the Secretary, Office of Family Assistance, ACF, DHHS***Six Concurrent Plenary Panels****Enhancing Effectiveness of Welfare Reform Efforts in Urban Areas**Barbara Fink, *Senior Associate*, Manpower Demonstration Research CorporationPhil Ansell, *Intergovernmental & Interagency*, Los Angeles Department of Public Social Services**Promoting Strong Families and Healthy Marriages: A View from the States**Maggie Gallagher, *Author*The Honorable Jerry Regier, *Secretary*, Health and Human Services Cabinet, State of OklahomaThe Honorable Mark Anderson, *Representative*, Human Services Committee, Arizona House of Representatives**Reducing the Incidence of Out-of-Wedlock Births**Jean Blackmon, *Director, Special Projects*, Family Assistance, Alabama Department of Human ResourcesRick Brown, *Male Responsibility Coordinator*, Family Life Council of Greater GreenboroKate Jesberg, *Administrator*, DC Department of Human Services/Income Maintenance AdministrationDana Driscoll, *Assistant Director*, Alabama Office of Unwed Pregnancy PreventionVincent Gray, *Executive Director*, Covenant House, Washington**Employment Initiatives and Families: How Work Programs Impact Children**Martha Zaslow, Ph.D., *Senior Research Associate*, Child TrendsElizabeth C. Hair, Ph.D., *Research Associate*, Child TrendsJennifer Brooks, Ph.D., *Research Associate*, Child TrendsHarry Wilson, *Senior Advisor to the Secretary*, ACFDenise Simon, *Bureau Chief*, Illinois Bureau of Child and Adolescent Health Programs**Promoting Responsible Fatherhood Initiatives**Mark Turner, Ph.D., *Research Scientist*, John Hopkins UniversityThe Honorable Douglas Hart, *Chair*, Subcommittee on Children and Families, MI Family Independence Agency, House of RepresentativesCesalie Jenkins, *Managing Partner*, The Institute for Responsible Fatherhood & Family StabilizationBruce Jenkins, *Managing Partner*, The Institute for Responsible Fatherhood & Family Stabilization**Promoting Abstinence and Responsible Parenting**Elayne Bennett, *Founder and Executive Director*, Best Friends FoundationDorothy Hastings, *Acting Manager*, Teen Pregnancy Prevention Unit Arizona Department of Health Services

Break	2:45 p.m. - 3:00 p.m.
Six Workshop Sessions	3:00 p.m. - 4:30 p.m.
<p>Employment Initiatives and Families: How Work Programs Impact Children Martha Zaslow, Ph.D., <i>Senior Research Associate</i>, Child Trends Elizabeth C. Hair, Ph.D. <i>Research Associate</i>, Child Trends Jennifer Brooks, Ph.D., <i>Research Associate</i>, Child Trends Harry Wilson, <i>Senior Advisor to the Secretary</i>, ACF Denise Simon, <i>Bureau Chief</i>, Illinois Bureau of Child and Adolescent Health Programs</p> <p>Family Formation: Family Support Strategies Diane Sollee, <i>Director and Founder</i>, Coalition for Marriage, Family and Couples Education Audrey B. Chapman, Ph.D., <i>Family and Couples Therapist</i> Julie Baumgardner, <i>Executive Director</i>, First Things First</p> <p>Welfare Reform and the Faith Community: Building Strong Families and Communities Hazel Russell, <i>Director</i>, Office of Interfaith and Community Partnerships, N.J. Department of Labor Clyde McQueen, <i>President & CEO</i>, Full Employment Council, Kansas City, MO</p>	<p>From Welfare Recipient to Employee: Employers Report on their Welfare to Work Experiences Rodney Carroll, CEO, Welfare to Work Partnership Karen Shawcross, <i>Vice President</i>, Bank of America Allen Brown, Marriott Corporation</p> <p>Unification Strategies for Fragile Families of Pre-release and Ex-offenders Mickey Griffin, <i>Program Director</i>, Karios Horizon in Florida Correctional Institutions Joyce White, <i>Executive Director</i>, Christian Family Communication Mediation Services</p> <p>Community Initiatives to Strengthen Marriage and Family Support Harriet McManus, <i>Co-Founder</i>, Marriage Savers Mike McManus, <i>President</i>, Marriage Savers The Honorable Robert Welch, Wisconsin State Senator</p> <p>Moderator: Karen Woods, <i>Vice-President for Faith-Based Initiatives</i>, The Empowerment Network</p>

Thursday, September 6, 2001

Continental Breakfast	8:00 a.m. - 9:00 a.m.
Plenary Session	10:30 a.m. - 11:45 a.m.

Community and Faith-based Initiatives: Collaboration Strategies for Welfare Reform

Moderator

Christopher Gersten
Senior Advisor to the Secretary, ACF, DHHS

Presenters

Reverend Dr. Harold Dean Trulear
Visiting Professor of Urban Ministry and Public Policy, Drew University
The Honorable Harold DeForest B. Soaries, Jr.
Secretary of State, New Jersey

Elizabeth Seale-Scott
Director, Center for Faith-based & Community Initiatives, DHHS
 Robert L. Woodson, Sr.
President, National Center for Neighborhood Enterprise

Lunch 11:45 a.m. - 1:00 p.m.

Six Workshop Sessions 1:00 p.m. - 2:30 p.m.

Improving Self-sufficiency Through Job Retention and Advancement

Anu Rangarajan, Ph.D, Mathematica Policy Research

Debora Morris, *Assistant Deputy Commissioner*, Texas Department of Human Services

Helping Families with Special Challenges Pursue Self-sufficiency

LaDonna Pavetti, Ph.D., *Senior*

Fellow, Mathematica Policy Research

Linda Johnson, *Coordinator*, GoodWORKS!,

Georgia Department of Labor

Lorraine Chase, *Supervisor*, Victim/Witness

Program Specialist, U.S. Attorney's Office, DOJ

Jose Rivera, *President & CEO*, Rivera, Sierra & Co, Inc.

Improving Child Well-being Through Enhanced Fatherhood Responsibility

Ken Canfield, Ph.D, *President*, National Center for Fathering

George R. Williams, *Executive Director of Urban Fathering*, National Center for Fathering

Roland C. Warren, *President*, National

Fatherhood Initiative

Jan Van Vleck, *Deputy Director*, Bureau of

Child Support, Wisconsin Department of Workforce Development

Strengthening Work Assistance Agencies

Gordon Berlin, *Senior Vice President*, MDRC

Vesta Kimble, *Deputy Director*, Anne Arundel County Department of Social Services

Welfare Reform and Child Support: How Paternity Establishment and Child Support Benefit Low-income Families

Dana Reichert, *Policy Specialist*, National Conference of State Legislators

Joe Jones, *President/CEO*, Center for Fathers, Families, and Workforce Development

Gaile Maller, *Chief Statistician*, Office of Child Support Enforcement, ACF

Joyce Pitts, *Team Leader*, Planning and Evaluation, Office of Child Support Enforcement/ACF

Reforming Management Practices to Improve Agency Performance

Larry Temple, *Director of Welfare Reform Initiatives*, Texas Workforce Commission

Prashanti Doshi, *Principal*, American Management Systems

Michael Wiseman, Ph.D., *Welfare Policy Consultant*, George Washington University

Break 2:30 p.m.-2:45 p.m.

Six Workshop Sessions

2:45 p.m.-4:15 p.m.

Strategies to Advance TANF Employment Performance

Gloria Upshur, *Deputy Director*, Delaware Division of Social Services
 Jason Turner, *Commissioner*, New York Human Resource Administration
 Sadie Hoback, *Consultant*, American Institute for Full Employment

Moderator: Debbie Chasman, *President*, Chasman-Barnhart Consulting, Inc.

Marriage and Family Building Skills

Pia Jensen, *Manager and Project Director*, Franklin-Covey Home and Family Division
 Tony Flores, *Northeast Regional Director*, American Family Coalition
 Reverend Dr. William Craig, *Chairman*, Columbus Compact Empowerment Zone, Christian Home Ministries Church

Moderator: Don Sardella, *President*, Institute for Leadership

Addressing Youth Risk Behaviors Through Parent/Child Connectedness

Shepherd Smith, *President*, Institute for Youth Development
 The Honorable Assemblyman Alfred E. Steele, *President*, Free Teens U.S.A.

Enhancing Effectiveness of Welfare Reform Efforts in Rural Areas

Diane McSwain, *Team Leader*, Secretary's Rural Initiative, DHHS
 Diana Jones Wilson, North Carolina Rural Economic Development Center
 Charles Carr, *Public Transit Manager*, Community Transportation Association of America

Improving Child Well-being Through Enhanced Father Responsibility

Ken Canfield, Ph.D., *President*, National Center for Fathering
 George R. Williams, *Executive Director of Urban Fathering*, National Center for Fathering
 Roland C. Warren, *President*, National Fatherhood Initiative
 Jan Van Vleck, *Deputy Director*, Bureau of Child Support, Wisconsin Department of Workforce Development

Providing Better Service to TANF Families with Disabilities

LaDonna Pavetti, Ph.D., *Senior Fellow*, Mathematica Research Policy
 Shelley Jackson, JD, Ph.D, *Senior Civil Rights Analyst*, Office for Civil Rights, DHHS
 Robinsue Frohboese, *Acting Director*, Office for Civil Rights, DHHS

Conference Wrap-up

4:15 p.m. - 4:45 p.m.

Lois A. Bell

Director, Division of Technical Assistance and Training, Office of Family Assistance, ACF

Andrew Bush

Senior Advisor to the Secretary, Office of Family Assistance, ACF, DHHS

The Honorable Wade F. Horn

Assistant Secretary, Administration for Children and Families

**APPENDIX B:
QUESTIONS AND ANSWERS**

APPENDIX B: QUESTIONS AND ANSWERS

1. EMPLOYMENT INITIATIVES AND FAMILIES: HOW WORK PROGRAMS IMPACT CHILDREN

Q: What are special strategies for TANF recipients in rural communities other than transportation?

A: Clarence Carter is in charge of rural initiatives for families and children. It is an initiative and those with suggestions should talk to Mr. Carter

Q: What successful programs have occurred across States?

A: Florida is an example of a State with a successful program. The Florida legislature passed legislation which directed funds from the Work Force Investment Act to after school programs for older adolescents and some TANF funds for younger adolescents and older children for additional after school care. Also, the Florida Youth Services Board has a State collaborative grant they have offered. The goal was to bring together youth serving agencies in the States and organizations to come up with creative solutions. The results of the preliminary findings can be found through the National Clearinghouse for Youth (ncfy.org). The collaboration is between 13 different States.

Q: What are your reactions to Child Trends policy recommendations with respect to TANF reauthorization?

A: The Administration for Children and Families is on-line with the after school programs. However, more money is needed in this direction which would be in block grants to the States. States have to design their own after care, after school support programs. There is also Federal funding going to programs for homeless kids. This is an area where the guidance can be used in terms of their recommendations for the roles and different things that we can be talking to kids about as they get to the age of transitional living where they start to become parents themselves. Maternity group homes may be a solution to this.

2. PROMOTING RESPONSIBLE FATHERHOOD INITIATIVES

Q: Where should we be going now with TANF reauthorization?

A: More emphasis should be placed on paternity establishment since it is the first step to a legal connection between the mother, father, and child. Other types of intervention—particularly fatherhood programs—intervene at the birth, if not before the birth, of the child. More funding for both of these goals would be helpful.

Keep the block grants. Keep it flexible. Minimize the strings that are attached to funds. Keep us accountable. Eliminate the time limits. Expand Charitable Choice. Encourage governors to implement fatherhood initiatives and marriage initiatives. Give States more flexibility in the maintenance of effort requirements. Allow States to use charitable tax credits for maintenance of effort.

3. FROM WELFARE RECIPIENT TO EMPLOYEE: EMPLOYERS REPORT ON THEIR WELFARE TO WORK EXPERIENCE

Q: How many of the people that enter training programs (offered by Bank of America and Marriott) are screened for substance abuse?

A: Ms. Shawcross with Bank of America provided an example of a program in Concord that is in a partnership with Country Cost Accounting, Mt. Diablo Adult, and GoodWill on the retention side. The county conducts the prescreening for Bank of America. Trainers provide daily feedback to county liaisons. If participants are not performing well, their employment specialist works with them to find out why. If substance abuse is identified, Bank of America will refer the client to the county for treatment.

Q: Is there a lot of exchange of ideas about successes among the Welfare to Work partners about what works in hiring people? Is there a lot of communication among the partners?

A: At Marriott's annual event, there is a jobs breakfast where 1,200 people come together. A company's partnership is highlighted, along with who they worked with, the employer and the employee. This is a type of recognition in terms of best practices models. Focus groups have shown that employers want to talk to other employers. The "Road to Retention" pamphlet talks about the success stories of 20 companies.

4. IMPROVING SELF-SUFFICIENCY THROUGH JOB RETENTION AND ADVANCEMENT

Q: You mentioned that only about 33 percent of children who are eligible for child care who requested assistance. Is that because only one-third requested it?

A: Many people end up using free child care, so it is not that the remaining two-thirds are paying for child care. People are not accessing subsidies. It is not that there are waiting lists; instead, people aren't accessing subsidies. In Texas there are waiting lists. However, TANF recipients do not have waiting lists. Case workers are reporting that it is hard to convince people that if they have had unreliable informal child care in the past, they should look at moving to formal care.

Q: Do you have any information on the balance between quits, firings, etc.?

A: Yes. About one-third of the people say they get laid off. They are in temporary jobs or they end up getting laid off. For the rest, it is about half-and-half. Reasons for getting fired include absenteeism and showing up late for work. Reasons for quitting include taking care of children or health issues.

Q: For the Post Employment Services Demonstration (PESD) study, you have been working with a number of pilot sites trying to increase job retention and advancement. In competition with our program operators, case management has to begin before placement. It has to involve a person who knows the client or has a relationship with them. I was just wondering if it also strikes you intuitively as the right way to proceed after seeing other programs picking up on that kind of practice.

A: I think that is right. The PESD was the first attempt to look at job retention strategies. There is a mixed thing there. The advantage that the PESD workers had was they

could pretend they had no connection to welfare. Keeping the income maintenance and the money separate from the retention workers is really key. The TANF program was designed so that potential eligibility is determined before employment. There are pluses and minuses. Workers doing the case management up front are disconnected from the eligibility piece; however, they stay with the client throughout the process into post-employment. This constant relationship has proven effective. Still, it is expensive and services are sometimes provided to clients who break away from the system.

Q: Who provides employment services (in terms of the range of organizations) in the PESD study and in Texas? Is it a range? Are there faith-based organizations that do this?

A: In Fort Worth, the Women's Center is providing case management for the small, community-based organizations. In three of the other sites, it is the same contractor that is providing the workforce services. These sites have created a separate unit to provide these incentive case management services. There are some faith-based organizations that are doing work such as providing the classes, post-employment classes, or recruiting people that have fallen off and are not in contact with their case manager any more.

In PESD the programs all hired workers do the employment services. There was a need to find people who could be flexible and who could deal with a new set of services. Nationally, there is a lot of variation. There is a lot of contracting taking place with intermediaries.

Q: It was said that absenteeism was the cause of people getting fired. Do you have any data on the reasons for absenteeism?

A: It is tardiness and absenteeism. The most frequent reasons for being absent are health-related issues, either their own health or taking care of a sick person in their home. The most frequent reasons for tardiness are transportation or child care.

Q: Would their own health reasons be an umbrella for substance abuse?

A: It could be. The survey did not further probe once the respondent said health reasons. More than half of the respondents reported having mental health problems such as depression.

5. IMPROVING CHILD WELL-BEING THROUGH ENHANCED FATHER RESPONSIBILITY

Q: What kind of outreach is done for noncustodial parents? Are there efforts made to let them know that the money was really going to go to their family and possible have some significant effect?

A: (Mr. Van Vleck, Deputy Director, Bureau of Child Support, Wisconsin Department of Workforce Development) We expected the custodial parent to tell the noncustodial parent. There were also some mailings. It is difficult to get the message to the father.

Q: Do you do any variation in treatment regarding out of State noncustodial parents? How do they fit in? Was there any difference in the way they are treated?

A: (Mr. Van Vleck, Deputy Director, Bureau of Child Support, Wisconsin Department of Workforce Development) No, we don't treat them differently. The custodial parent has to be

in-State. The noncustodial could be in or out of State. About 30 percent of our noncustodials are in-State.

Q: What are your thoughts about where child support and fatherhood will fit into the reauthorization debate?

A: (Mr. Warren, President, National Fatherhood Institute): My concern is that the focus would be more on the child support enforcement side, than on the father involvement side. This is what has been seen in terms of social policy. It is important to focus on engaging the hearts of fathers with their kids.

6. STRENGTHENING WORK ASSISTANCE PROGRAMS

Q: Has there been any experience in terms of increasing literacy skills at the same time clients are getting employment opportunities?

A: In evaluations of Welfare to Work programs, basic skills programs have not worked. More people have earned their G.E.D., but it hasn't translated into increases in employment and earnings on average. The completion rates in basic skills programs are very low. Basic education could really work for people but nobody wants to do it. Remedial education programs are not working for the high school dropout. It seems that placing people is more effective. However, keeping clients enrolled in school is difficult. Many cannot go to school at night because of children. There is some experimentation occurring with approaches to buy time back from an employer so clients can go to school part-time and work part-time.

Q: There needs to be definition for self-sufficiency.

A: Self-sufficiency means you are off the rolls. Self-sufficiency is a political term, not really an economic term. There are three possible political definitions. One is that you are not on welfare or any assistance regardless of whether you have any other source of income. Another definition is that you get most of your income from earnings, but you still could be on welfare, mixing welfare and work. The third definition is that there is earned income above the poverty line.

7. HOW PATERNITY ESTABLISHMENT AND CHILD SUPPORT BENEFIT LOW-INCOME PARENTS

Q: How do you work with moms to get them to cooperate when co-parenting efforts are offered?

A: There is a program called Access and Visitation which is administered by the Office of Child Support Enforcement. There is \$10 million worth of grants offered to States for issues of access and visitation. One of the big areas is mediation of these very issues and neutral drop-off points where there has been some indication that they can't confront one another. A lot of the issues related to visitation occur after there is already a level of hostility. A good model to look at is the State of Illinois. In the State of Illinois, child support orders are issued at the same time the State is handling visitation issues. L.A. County has a similar process.

8. REFORMING MANAGEMENT PRACTICES TO IMPROVE AGENCY PERFORMANCE

Q: Do you have any union problems in your partnerships?

A: Yes, there is resistance from the unions that are shop stewards in the centers. They sometime are not versed at being measured. The center stat report and data are not used to single out people but instead to identify problems so they can be fixed.

Q: In Minnesota, we have tried assigning performance management to the contracted provider. However, there have been problems with holding job counselors responsible for moving people into jobs. What are other agencies doing to measure performance?

A: One recommendation is to not just look at individual performance for one outcome but instead look at group performance.

Q: (For New York City): Are eligibility staff handling more than one program (e.g., Food Stamps, Medicaid, and TANF)? What is the average caseload size of your eligibility staff?

A: In aggregate, the eligibility staff in the centers are primarily doing cash assistance. They can determine categorical eligibility for Medicaid or Food Stamps. There are also separate offices for Medicaid and Food Stamps that use different eligibility specialists. Before the integration of the case worker and the eligibility specialist, the caseload as mandated by a union contract was 1 to 75. However, the system has changed. We are trying to not talk about case load and instead discuss work load. NYC is in the process of figuring out what the right number should be. The city has looked at Texas and Arizona. The problem is that there is not enough staff to get to the case load ratio that the city would like to reach to deliver intensive services.

Q: Please describe the auditing and accountability systems you use?

A: In Texas, we have three different reports to run. The board's performance is looked at with a validation process quarterly. The State auditor examines the State's TWIST system, validating all of the data, and validating the verification and validation process. Texas holds all of the boards accountable based on the data.

In New York City, the city relies on information from the automated systems. There are controls in place. For example, for reporting on jobs, there are certain forms to be filled out and then automated transactions to be started that can't be manipulated. There are also non-automated indicators that are self-reported. For example, there is a big quality control function within the welfare Human Resources Administration that conducts audits on these numbers.

9. STRATEGIES TO ADVANCE TANF EMPLOYMENT PERFORMANCE

Q: Could you describe Delaware's pay after performance system?

A: Clients get paid once they start doing the work they are supposed to. Clients start at net zero. If they show up and participate, they get paid based on the number of hours they work. There is an automated system which does the tracking. To calculate of the work requirement, the TANF grant and the amount of the Food Stamps is used based on the household size.

Q: The economy has changed a lot. How are programs in your State (Delaware and Oregon) going to be affected by the recent loss of jobs?

A: We anticipate that there might be an impact on the ability to increase earnings. We do not expect there to be problems with job entry or job continuation because TANF recipients usually do not have jobs from which people get laid off.

Unless there is a severe recession, there is still new job creation. TANF clients mainly have entry-level jobs. In times of recession, it is usually the middle level people who get laid off.

In order to address low wages, it was recommended that more wage subsidies are provided. Wage subsidies can help in enticing small businesses.

10. MARRIAGE AND FAMILY BUILDING SKILLS

Q: What types of interventions are used with unwed parents to help them with raising their children?

A: The Institute for Leadership Development works collaboratively with Free Teens U.S.A. on two programs. The first works with young people on abstinence and refusal skills and talking about the consequences of sexual promiscuity. The second works with single parents. The program emphasizes the psychological and emotional consequences of being sexually promiscuous.

11. ENHANCING EFFECTIVENESS OF WELFARE REFORM EFFORTS IN RURAL AREAS

Q: Are there any figures nationally on success in moving from welfare to work for participants in rural communities?

A: The best compilation of what is going on in rural communities can be found on the Web at: www.rupri.org (Rural Policy Research Institute). The Rural Policy Research Institute is an organization based at the University of Missouri that does a lot of work on welfare reform and health care for Congress on rural issues. The Economic Research Service at USDA has done a lot of work on rural poverty.

Q: Do you have any recommendations on what you do when there is transportation in an area but there is no funding to use the transportation?

A: The number for the National Transport Resource Center is: 1-800-527-8279.

It is important to start off with basic community resources. Agencies should talk to transportation providers about volunteer services. Churches and schools provide transportation. General ridership can be expanded. Another option is to work out a deal with these community organizations so the van or vehicle can be used at times when they are not using it.

Q: Some programs such as nursing homes or Head Start will not let you use their vehicles since they can only be used for their clients.

A: This is not true. There is no regulation that says that vehicles can only be used for a certain group. It is a matter of working with these agencies.

Q: What are some strategies for dealing with transportation issues in isolated rural areas that do not have transportation?

A: In West Virginia, there is a program called West Virginia Wheels where automobiles are purchased for TANF clients. There is also a contract with a Charitable Choice organization called Good News Garage where automobiles are donated for tax, and the individual receives tax relief for the gift.

12. ADDRESSING YOUTH BEHAVIORS THROUGH PARENT/CHILD CONNECTEDNESS

Q: Do the data show any thing about expectations (e.g., of grades)?

A: Expectations are supported by data in respect to performance. Two things affect participation. The first is the perception of harmfulness. The other is perceived disapproval. The higher parents set the bar, the more children are going to try to achieve in order to gain acceptance.

Q: You talked about the two-parent families having a positive effect on children. However, how do you ensure this, considering all of the things that children are exposed to such as violence?

A: Whether the child is in a single parent family or a two-parent family, they will face negative influences outside of the home. However, it has been found that when there are expectations, the child wants to obey the parents. Whether you are in a single or two-parent family, one key is looking at the group of kids that your kids associate with and knowing them and their parents. Where there are networks of parents who know their children's friends, the kids are less likely to get into trouble. It is important for families to sit down together and have dinner. When families have dinner together, there is accountability and a strengthening of the parent and child bond.

Q: This question is related to the debate between the abstinence only and the abstinence youth development sex ed condom availability. Some people think that the comprehensive services programs are detracting from the abstinence only message because it seems to condone sex.

A: We do not have a lot of good data on abstinence only programs since they are relatively new in terms of evaluations. It is important to give the optimal message that sexual behavior should be avoided until you are an adult. The optimal message is abstinence until marriage.

13. PROVIDING BETTER SERVICE TO TANF FAMILIES WITH DISABILITIES

Q: Could the panel please respond to the Statement about required treatment for TANF clients who have mental health or substance abuse problems.

A: There is no official position on this. However, there are some things to take into account. First is that the provision of treatment or services can be described legally as a reasonable modification made in a program to assist someone. You cannot force someone to accept an accommodation they do not want. However, if mental health counseling is

recommended to a client to successfully complete their program and they refuse, then they can get sanctioned because they are not meeting their requirement. Another consideration is that State laws differ in terms of coerced treatment.

**APPENDIX C:
CONFERENCE SPEAKER LIST**

FIVE YEARS INTO WELFARE REFORM: Lessons Learned and Models for the Future

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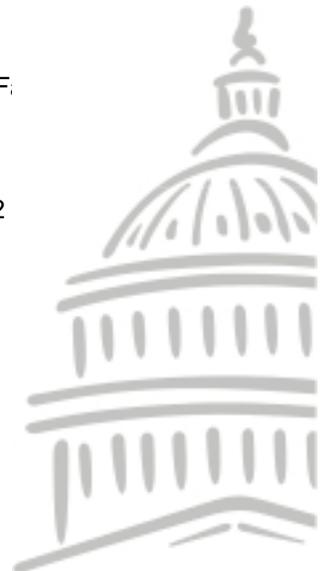
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FIVE YEARS INTO WELFARE REFORM: Lessons Learned and Models for the Future

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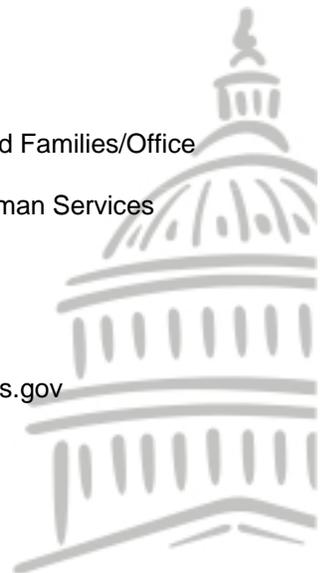
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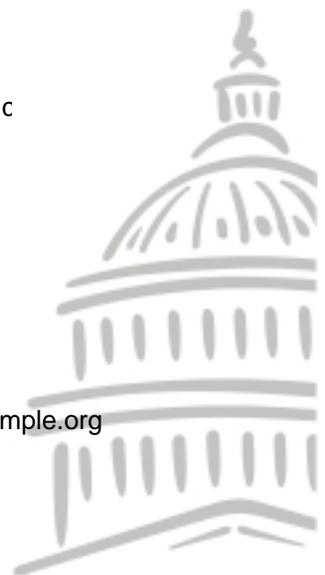
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