



ADMINISTRATION FOR  
**CHILDREN & FAMILIES**

**Regions VI and VIII**  
**Office of Family Assistance**  
**TANF Technical Assistance Meeting:**  
**Making it Work**  
**June 28-30, 2016**

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## Overview

The U.S. Department of Health and Human Services (HHS), Administration for Children and Families (ACF), Office of Family Assistance (OFA), Regions VI and VIII hosted the TANF Technical Assistance Meeting: Making it Work on June 28-30, 2016 in Dallas, Texas. The meeting convened TANF administrators and stakeholders who discussed effective collaborations, innovative models, and promising practices that are facilitating family self-sufficiency in communities and states in Regions VI and VIII, and across the nation.

Over the course of three days, participants engaged in 12 workshops, discussions, and planning sessions facilitated by public officials, administrators, practitioners, and researchers who are deeply engaged in discovering, implementing, and disseminating strategies that improve services and outcomes for low-income families. The agenda centered on participants' shared opportunities and challenges, including:

- Two-generation approaches to breaking the cycle of poverty;
- Coordinating TANF with the Workforce Investment Opportunities Act (WIOA) and Child Care; and
- Addressing and ending Family Homelessness.

## Day One

### Welcome and Agenda Overview

*Speakers: Marjorie McColl Petty, Region VI Director, U.S. Department of Health and Human Services (HHS); Larry McDowell, Acting TANF Regional Program Manager, ACF Region VI; Kisha Russell, TANF Regional Program Manager, ACF Region VIII*

In the Welcome session, Marjorie McColl Petty thanked everyone for their work and dedication, and welcomed everyone to Dallas. Larry McDowell introduced participants to John Disque and Alisa Matthews, Region VI staff. Kisha Russell thanked Region VI for welcoming and hosting the event and introduced Janelle Jones and Marjorie Hudspeth, Region VIII staff.

### TANF in Perspective: Reflecting on the Past, Looking Forward to the Future

*Speakers: Susan Golonka, Acting Director, OFA, ACF; Larry McDowell, Acting TANF Regional Program Manager, ACF Region VI; Kisha Russell, TANF Regional Program Manager, ACF Region VIII*

Susan Golonka, Acting Director, OFA, ACF, opened the session by saying that this is in an interesting time for Temporary Assistance to Needy Families (TANF), as it is the 20 year anniversary since the passage of the legislation in 1996. She presented a video: "Welfare and the Politics of Poverty" (<http://www.nytimes.com/video/us/100000004377970/welfare-and-the-politics-of-poverty.html>), which described the history of welfare, which started in the 1930s when it served primarily unwed mothers. As part of the reform in the early 1990s, President Clinton imposed time limits and work requirements. Clinton was primarily interested in creating jobs. However, Republicans wanted even more punitive measures than the reform provided. Following the reform, states reallocated billions in TANF money to pay for alternative services such as preschool programs and scholarships. Whereas 20 years ago, 68% of poor families received cash assistance, now only 23% receive it. The remaining issue is that currently, 46 million Americans live in poverty, with nearly half of those living in deep poverty. The passage of the TANF legislation expected that states would address and reduce deep poverty; however, there instead has been an increase in the number of people in deep poverty.

After showing the video, participants shared their reactions. A participant was surprised that states were shortening participant time limits. A large number of Americans who do not work in social services or TANF administration still think that recipients make a living off of welfare. Additionally, it is not clear if this perception of public assistance recipients has changed over time since the passage of TANF.

Until 2000, TANF was considered to be a success. Caseloads and child poverty both dropped, and more single women were working. However, the U.S. currently has a higher poverty rate than in 1996. Larry McDowell, Acting TANF Regional Program Manager in ACF Region VI, said that he expects there will be more attention to welfare in the coming months, both positive and negative.

OFA staff and meeting participants then had a conversation about perceptions of the TANF program.

**Question: What do you think the public should know about TANF and TANF recipients in your state that could help reframe the issue for more effective policy discussions?**

- **Need to change the perception of TANF.** For example, people could begin to look at TANF recipients as job seekers. The majority already know that the way out of poverty is through work. They should recognize that these are families who can achieve different types of outcomes and who have untapped potential. The words we use and how we frame the issues are important. When talking about TANF, we should talk in terms of resilience and persistence, and refer to individuals as jobseekers rather than individuals with barriers.

One of the meeting participants talked about the experience of switching from Aid to Families with Dependent Children (AFDC) to TANF. Initially, their caseload consisted of 225 AFDC clients, with whom they did not have much contact. When TANF was enacted in the participant's county, the county had three months to call every client to develop a plan to seek jobs. Many of their clients did not think it was serious or that it would affect their benefits, but many were excited about its potential. They ended up with only 70 or 80 clients; some dropped off and some returned, however, they tended to stay with about a third of the clients they started with.

- **Difficulty finding family-sustaining jobs.** One of the challenges is that it is not enough to have job; jobs have to be good paying and be able to lift people out of poverty. An individual can work 40 hours a week and still be below the poverty line and eligible for public assistance programs. A study last fall found that the **Oklahoma** legislature believed TANF recipients were living "high on the hog" (i.e. living very comfortably): when asked how much TANF recipients receive they incorrectly guessed \$20,000-\$30,000 per year. One of the issues is that a lot of false information is spread through social media. Most TANF participants are in families of three with an average payment of \$292/month, which is supposed to cover rent, utilities, basic living needs, and child needs.

**Utah** is at a place where they can be thoughtful about how they move forward. Initially they focused on Employment First. Now they are more thoughtful about finding clients a good job, not just any job. While any job can begin to lift clients out of poverty, it is also important to provide short-term training and provide opportunities in targeted industries. There is a lot more information available than before.

Another potential opportunity would be to create a campaign educating new legislators. Last year, a new legislator came in and said that everyone needs to participate in a two hour workshop on self-reliance, even though not everyone needed that.

- **Drug testing.** **Oklahoma** has the second highest rate of substance abuse in the United States. They administer drug tests to TANF recipients and have found that since they started examining the numbers in 2000, the proportion of TANF recipients on drugs has been 2% lower than the general population. In

Utah there is a misconception that people are on TANF for a long time. However, in **Utah** people tend to stay on TANF for less than 12 months and they do not tend to return. They also drug test and find that only a small percentage test positive for drugs. A representative from **Colorado** talked about using data to tell different stories. For example, data can tell how many individuals go to work, and how many have a job that will lift them out of poverty. Colorado use data in a different way than some other states. For example, they do not implement drug testing because they do not see it as a large need. If recipients are using drugs or alcohol, they work with them to obtain therapy and individualized plans. They feel they have had success with data but still struggle with getting their stories out.

- **Poverty and Executive Functioning.** In **Colorado** they trained frontline workers on executive functioning and how extreme poverty affects the executive functioning skills of clients they interact with. It is important to understand that it might not be that the client is not motivated, but rather that they might not have the necessary skills. The question is now how staff can work through those issues with their clients. Then, the next step is putting that knowledge into practice. They are looking forward to implementing practical approaches to address these issues. Brain sciences research could help them understand how to interact with those in extreme poverty.

**Arkansas** is facing similar challenges. They are moving too quickly to an engagement model from a compliance-based to coaching approach, and are trying to engage both legislators and clients. They have had extensive training for frontline staff. Specifically, they use the Bridges Out of Poverty training to educate new hires about poverty, including situational and generational poverty. They have to educate legislatures, the governor and new staff and stakeholders, so they need to figure out how to communicate their approach for helping the population they serve.

**Question: How do political leaders in your state define success, and how *should* they define success?**

- A **Utah** representative said that they define success in terms of employment, but they are moving towards focusing on coaching. However, now it is about getting any job, sometimes two. They are not getting people off of temporary assistance, just TANF. They remain eligible for assistance such as food stamps and Medicaid. The goal is to help people so that they no longer need these benefits and can build a career. However, one of Utah's challenges is that they have hired a lot of individuals who are compliance-oriented, and need to build skills in coaching and motivational interviewing. As they start to build caseworkers' skills, there is a resistance and fear of whether or not they can work with these clients, and do more than just process their case files.

There has been increased interagency cooperation in Utah. Five years ago they were not having the conversations they are having today in terms of data sharing, collaborating, leveraging funds, and identifying overlaps and duplication of services. Success involves being efficient. It also involves taking a strength-based approach and asking families where they want to be in five years; this means asking them what they want to do and not necessarily trying to mold them to fit the work participation requirements (WPR). They are trying to change the culture and conversation with new training and approaches to case management.

- In **Colorado** the leadership is supportive of efforts to achieve positive outcomes for their clients. They are implementing a transitional food assistance program for those leaving TANF due to obtaining employment so that they can continue to receive the same food assistance benefits. They provide a lot of support for helping families out of poverty.
- **Arkansas** uses success stories to communicate about TANF and WIOA. An Arkansas representative shared that when he took over as Director, he realized that they were not telling their story. The

representative found that it helps to put a real person in the story and let people understand what that person is going through and what their outcomes are. In Arkansas, success is considered to be sustainable employment. The representative hopes that their work will become more career-focused by moving people into growing industries and strengthening career pathways programs. They started doing a newsletter for TANF and included success stories in the newsletter. They share the newsletter with the TANF stakeholder including the TANF oversight board and the governors' office.

## Using Two-Generation Approaches to Break the Cycle of Poverty

*Moderator: Monica Barczak, Ph.D., Senior Advisor on Rural IMPACT and Two-Generation Efforts, ACF*

*Speaker: Reggie Bicha, Director, Colorado Department of Human Services*

Moderator Monica Barczak, Ph.D., Senior Advisor on Rural IMPACT and Two-Generation Efforts, ACF, talked about the Community Action Project (CAP) Tulsa's Two Generation Model. While the poverty rate is now lower than it was in 1964 (the start of the war on poverty), the number in poverty has grown and the child poverty rate is even higher. Currently, there are 36.1 million individuals in poverty.

The hypothesis behind the two-generation model is that if we can make programs work for children and families at the same time, we will achieve larger and longer lasting results than working with either population alone. ACF promotes a two-generation approach, and engages in efforts to advance a two generation approach through research, technical assistance and providing program and policy guidance. As part of this, ACF aims to promote linkages between high-quality early childhood services for children and workforce development services for their parents. In addition, they support programs for helping parents gain the skills, knowledge, and resources needed to support their child's development. This ensures that families have access to the economic and social supports necessary for child resilience and healthy child development. This will also help families to build social capital, which can provide resilience and upward mobility. If we figure out how to link families together, that will help to sustain them after they have completed participation in a program. Another key piece would be to have a research agenda that will enhance our understanding of two-generation approaches.

The core components of two-generation approaches include: social capital, early childhood and education, health and well-being, economic supports, and postsecondary and employment pathways. To address those components there are multiple possible platforms including: schools, workforce development programs, community colleges, TANF agencies, community-based organizations, and home visiting programs. However, no single entity can deliver all of these services alone; rather multiple entities have to work together as a web.

Two-generation is a new way of doing business. It should be thought of as an approach, in terms of how we spend time working with other programs to assist families. The remaining questions include: how can we equip parents and children with the income, tools, and skills needed to succeed both individually and as a family? In addition, how do we structure public systems to be more family friendly, so families are not turning in the same forms over and over again? How are we using existing platforms to help us build evidence?

There are many opportunities for two-generation approaches in TANF. First, there is currently a lot of flexibility. For example, TANF dollars can be spent on a lot of non-TANF activities. The President's fiscal year (FY) 2017 budget proposal provides \$100 million in competitive grants for TANF two-generation demonstration projects. These projects will involve coordinated efforts focused on the following outcomes: parental employment, child and family well-being, and support for child development. Funds will also be available to develop a resource base for this work.

Another potential opportunity is in the technical assistance and guidance provided for TANF programs. These include: the Systems to Family Stability (SFS) National Policy Academy, the two-generation Information

Memorandum released by OFA, the TANF Summit, regional TANF meetings, Health Professions Opportunity Grant (HPOG) meetings, and the Healthy Marriage Responsible Fatherhood (HMRF) conference.

When considering TANF's two-generation approach for workforce development, key questions include: Can we make the employment program work around the child's school day? Can the employment program include discussions about handling the stresses of being a working parent? Can the employment program promote social connections among parent participants? Does the employment program ensure access to child care and transportation services?

When considering TANF and early child development, key questions include: Can TANF agencies partner with high-quality child care providers/Early Head Start/Head Start? Can TANF partner with home visiting? Can a TANF client assessment tool include questions about child well-being? Can TANF agencies create opportunities for parents of young children to build connections with each other?

CAP Tulsa is not a TANF-centered program, but they work hard to recruit TANF families. However, in Oklahoma it can be hard to find families who receive cash assistance, because there are so few. CAP Tulsa tries to align their HPOG project with the Head Start program. In one success story, a woman became a registered nurse through CAP Tulsa. She had two kids in child care centers. Her classes were at the community college, and were timed to match the Head Start schedule. Every day, she had five to six hours of classes or a two-hour peer partner meeting. She had a Family Support Specialist who provides wraparound care to Head Start families. She also had a Career Coach (a CAP employee), who worked individually with participants and the cohort as a whole. The woman got her associate's degree in nursing and now works at the intensive care unit (ICU) for children in a big hospital in Oklahoma. There is a video about her on the CAP Tulsa website. She went from having to go to the food pantry to get food for her family to going to the food pantry to donate food for others.

There are a few key components to CAP Tulsa's two-generation program. These components include having children enrolled in CAP Tulsa and having participants engaged in a sector-driven industry. The program involves career coaching, stackable credentials, and core courses to prepare for college work. There is cohort enrollment to create peer support. Additionally, the program provides remediation in reading, math, and science. It also provides child care, transportation, and performance-based incentives. The program has many key partners which include: Tulsa Tech Center, Tulsa Community College, Union Public Schools, the Workforce Investment Board (WIB), and TANF.

Shifting the conversation, Reggie Bicha, Executive Director of the Colorado Department of Human Services (CDHS), talked about how TANF and the two-generation approach are a natural fit. Working parents have to consider issues such as having safe and high-quality child care, along with back-up child care. They also have to consider college savings, other costs, and transportation. Another issue is the importance of having understanding employers; even with children, employees are expected to go to work every day, be on time, and be prepared to work.

Children from low-income families with access to high-quality child care tend to do better in life in essentially any area that is measured. They are less likely to be in the criminal justice system, less likely to experience abuse, less likely to have substance abuse issues, more likely to be ready for kindergarten, more likely to read, more likely to graduate from high school and college, and more likely to have higher incomes.

**ReWorks.** There is engagement in two-generation work at CDHS. Colorado ReWorks! is a TANF program that has been redesigned. They look at the percentage of people who leave TANF for employment and increase their earnings.

**ReHire Colorado.** ReHire Colorado is a partnership between the Department of Labor (DOL), TANF, and child support. It is a subsidized employment program for up to eight weeks for veterans, individuals who are older

than 50 and unemployed, and non-custodial parents referred from the child support program. It has been incredibly successful for over two years. There has been a more than 70% success rate of participants moving from subsidized to unsubsidized employment. People who have not paid child support are now doing so.

**COPEP.** Another program is the Colorado Parent Employment Project (COPEP). The child support system does not help non-custodial parents (NCP), some of whom have recently been released from prison or are struggling with mental health issues. These individuals do not receive TANF supports. Through the COPEP initiative, the idea is that if they help NCPs obtain housing and a job, and have them develop a relationship with their child, they will pay child support on time. So far, the results look promising.

**Colorado PEAK.** Colorado has made a lot of changes. Initially the length of their 32-page paper application was a barrier, so they shortened it to eight pages. They took advantage of the Affordable Care Act (ACA) to make significant changes to their eligibility system. Using 90/10 funding, they created the Colorado Program Eligibility and Application Kit (PEAK), which is an entry point for almost all public assistance programs. PEAK is designed to be intuitive and in line with a two-generation approach.

**Colorado Shines.** Colorado Shines is both a work support and early learning strategy. They embed this program with the licensing system and offer microloans for people who want to invest in the quality of their child care programs.

In Colorado they are making large changes to TANF. First, they want to reduce the time on TANF. The best chance to get families off of assistance is by helping them get stabilized as quickly as possible, getting them the resources needed for stability, and helping to create a plan that they believe will help them move on with their lives in a timely way. For example, the plan could help them start and complete work on time. As part of this, they want to move from 45-day to seven-day eligibility.

Colorado is working on “cutting red tape.” They are doing this by eliminating monthly service reports and reviewing administrative rules in the agency. They have also eliminated 20% of the department rules and rewritten 60% of the rules. Part of that was done as part of the Colorado Works administrative rule package. In addition, they are providing local coaching on how to use programs successfully. The legislature approved a 100% pass-through of child support payments, which allowed more money to be provided to children and families. This can contribute to reduced child abuse and neglect, provide more income for parents, and enable families to spend less time on TANF. In addition, they are more focused on employment entry, retention, and earnings.

Colorado is making some additional changes as well. They are taking a roadmap approach to ask: how do we take you (the client) from where you are to where you want to go? They have a child care workgroup. They have

**Family-Centered Services**  
*Provide services that stabilize the family, understanding the uniqueness of families and local areas.*

- Family is defined by the family
- Leverage partnerships to serve customers (ie: child welfare and collaborative case staffings)
- Nurse Family Partnership
- Multigenerational approach through connections to CDHS programs external to Colorado Works (ie: housing, quality child care)
- Programs work with Colorado Works eligible parents and their children and other family members
- Measure and evaluate child, parent and family outcomes

- ✓ Family is defined by program eligibility
- ✓ Timely and accurate provision of basic cash assistance, diversion payment or other health and human services as needed (ie: Medicaid, Food Assistance, Child Care, LEAP, etc)
- ✓ Family-centered needs/services captured in comprehensive assessments
- ✓ Initial and ongoing comprehensive assessment of family needs

Exhibit 1: Family-Center Services Principles Espoused by Colorado Department of Human Services

the Online Work Readiness Assessment (OWRA) built into their system, which is easier for the workers. The system prompts parents to answer questions about the whole family. Meanwhile, Bridge to 64 Strong aims to provide a more unified approach to helping working parents be effective in the 21<sup>st</sup> century. One of the five pillars of the program is to provide family-centered “services that stabilize the family, understanding the uniqueness of families and local areas.”

**Question. Have the speakers used resources from the philanthropic community?**

- The move into two-generation services was largely driven by the philanthropic community (e.g., the Kellogg Foundation, the Gates Foundation, and the Annie E. Casey Foundation). In Tulsa, they had a local foundation dedicated to keeping money in Tulsa. The foundation funded CareerAdvance before HPOG existed. Colorado was a Work Support Strategies (WSS) state, funded through various foundations. They used that funding to embed two-generation approaches into their work. They have proposed, but have not yet funded, a children’s savings account program that was going to be a public/private partnership with government opening savings account for Head Start participants and philanthropic programs matching the funds. Lastly, they meet with several foundations on a regular basis to talk about two-generation approaches. Some of the foundations are coming up with a two-generation state-wide plan, which involves a public/private partnership.

**Question. What type of influence are you finding the third generation has on the first and second generations? A lot of the challenges are formed by the generation before the current mother. A lot of times, their support systems causes backlash. How do you get rid of that discouragement?**

- No matter what social class one is in, some family members may not be supportive. If someone is developing a plan that goes beyond solely obtaining a job, it would be necessary to modify the plan to address tensions and help the client work through it. While one might use a two-generation approach, it is really the family that defines it. The final piece is social capital. Cohorts can become new support systems that promote success, even if families are not as supportive.

**Question. TANF is funding individual components of two-generation approaches in many states. Is there a way to leverage the fact that TANF is spreading dollars here and there? How do we make sure that the TANF participants’ children get the early preschool experience?**

- **Utah** does a lot of targeting when they are doing grants. In Utah, they have recently released funding in the community to target families through other agencies. Throughout the state, they have focused on their immediate need to reduce the complex issues they deal with. A good example for this is a Community Action Agency.

**Question. What measures are feasible in terms of children’s outcomes in a two-generation approach?**

- CAP Tulsa started with a child first approach. Head Start programs have a lot of different ways that they measure child progress. For example, they might look at whether the child’s development is on track socially, cognitively, and emotionally. An organization could have a conversation about what they are going to focus on when measuring child well-being. In addition, many two-generation strategies in Colorado are “one generation plus.” This means that they work primarily with parents. They may ask a question or two about the child but they are mostly focused on the parent. They are moving towards two-generation, but it is not there yet, except in cases where they are focused on both the outcomes of the parent and child. For example, a program might figure out, among current and past TANF recipients who have children requiring child care, the percentage of children that in high-quality child care. Then, how do we increase that percentage? Other possible examples of two-generation measurements for

strengthening TANF programs include: immunization rates, child development, and child care attendance.

## TANF/WIOA Coordination

*Moderator: John Disque, Child and Family Program Specialist, ACF Region VI*

*Speakers: Nicholas Lalpius, Administrator, U.S. Department of Labor (DOL), Employment and Training Administration - Region 4; Phil Harris, Assistant Director, TANF Program, Arkansas Department of Workforce Services*

Moderator John Disque, Child and Family Program Specialist, ACF Region VI, talked about addressing workforce concerns from the TANF perspective, and stated that participants should be proud of what has been accomplished.

Nicholas Lalpius, Administrator, U.S. Department of Labor (DOL), Employment and Training Administration - Region 4, discussed how jobs programs have changed through legislation for federal job training programs, namely the Job Training Partnership Act (JTPA), the Workforce Investment Act (WIA), and the Workforce Investment Opportunity Act (WIOA). In the 1980s, JTPA aimed to unify DOL job training programs at the local level, but it made little progress. In 1998, WIA was signed, which established the One-Stop system. The idea was that there would be one place in the community where jobseekers could get job training services and employers could find workers. This began an effort to coordinate as many resources as possible in a given community. However, TANF was not a required partner for WIA, which also attempted to provide all of the local programs (e.g., food stamps/SNAP, Social Security benefits, Veterans Services) together.

Still, a few challenges remained. First, there were gaps in infrastructure funding, which meant that core programs at DOL needed to pay infrastructure costs. Another challenge was that the legislation did not sufficiently specify how integrated the program needed to be. In WIA there were partnerships, but when one looked deeper, it would become apparent that they did not work together very well.

WIA expired in 2002, but was re-authorized through an appropriations process over the next decade. In 2014, WIOA was signed into law to replace WIA. WIOA added many required partners to the One-Stop system, including TANF, although a governor could choose to opt out of these requirements. Partners included Department of Education (ED) programs such as rehabilitative programs and adult education programs. As part of this integration, DOL and ED wrote joint regulations. WIOA also identified core partner programs for the One-Stop system youth funding streams.

WIOA established the use of sector strategies and career pathways for local and state WIBs, and improved the alignment of resources. The legislation also provided information about targeting in-demand occupations. Rather than provide individuals with dead-end jobs, the legislation aimed to help individuals start with an entry level job and move up the career ladder. This approach gave the workforce system more tools for training, which could have a large impact for individuals without work experience. In WIA there was some flexibility to do incumbent worker training, but only at the state level.

One of the challenges was that a lot of companies discriminated against people with gaps in their work experience. To address this, WIOA allowed for transitional jobs through the local boards. There is now a stronger connection between the local boards and the Office of Apprenticeships, which makes it easier for them to work together. As a result, employees are better able to learn, receive training from employers, and obtain certifications. These efforts involve industries such as IT and healthcare. To facilitate training, apprenticeship programs are automatically approved for inclusion on eligible training provider lists.

As programs work more closely together, and there are more resources for One-Stop centers, sites are better positioned to serve clients long-term. For example, they are better able to give clients good advice, and get them the right types of training. This then helps get them onto a career pathway within a growing sector in their region.

Currently, there is a great opportunity for the workforce systems to re-imagine how talent development systems work in their communities. Workforce systems have been told to engage their partners as much as possible in conversations about how they want their talent development systems to work. Utah and Texas have both done a great job of integrating resources between services. By September 1, 2016, Texas will be the only state in the country to have all Title I, Title III, Application for Benefits Eligibility (ABE), and vocational rehabilitation under the Texas Workforce Commission.

DOL is now embarking on an aggressive TA plan that will last about a year. They have already worked on having six training sessions across the country, and are making sure that they include their partners at HHS and the ED to ensure that all are invited to those sessions. They are working on different platforms. The Innovation and Opportunity Network (ION) has all of ETA's TA tools, including many state practices, guides, and videos. Another change is that the state plans are now four-year plans.

Phil Harris, Assistant Director, TANF Program, Arkansas Department of Workforce Services (DWS), stated that Arkansas had a head start with WIOA. In 2005, their state legislature transferred a portion of TANF funding to DWS. Since then, TANF has been a partner with the workforce system, which has helped during the WIOA process. This has translated into improving the relationship between employees and employers. TANF has been at the table and been a partner, so their knowledge in employment services has increased over time. TANF participants have benefited greatly from this partnership because of the expanded job search and job readiness opportunities, along with coordinated training and placement services.

The Arkansas Workforce Development Board was established in 2015. Once sworn into office, the governor immediately began to appoint members to the board. The board advises the governor and consists of business and industry representatives across Arkansas, local elected officials, state agency directors, community based organizations (CBOs), and others. TANF has its own subcommittee on the board, and is now involved in decision making and conveying the impact that decisions have on TANF participants. There are now 10 local boards.

**Arkansas** has submitted a combined state plan, which fosters coordination and discussion within the state. In Arkansas, both SNAP Employment and Training (E & T) and the private option have expanded and have been able to serve more families. When the board was established and the committees began to form, they brought all partners to the table. WIOA roundtables also began. They are updating aspects of the TANF program so that it is more aligned with SNAP and WIOA populations. Additionally, they are working to increase eligibility standards and intensify outreach to partners. Currently, they also need to make changes in the career pathways program to focus on short-term training programs.

To support these efforts, Arkansas is in the process of building a new IT system: the Arkansas Workforce Integrated Network System (ARWINS). There is also Arkansas Works, which is Arkansas' version of the private option. Both One-Stops and TANF will be involved, too. In the future, they may implement a common intake system, which would foster more integration. One problem that they have had is with confidentiality and handling HIPAA information. To address this, they developed a system that only extracts the data needed for verification, which would remove human review of the records and prevent HIPAA information from being compromised. It has also been important to ensure that participants are able to compete for job vacancies.

There was discussion of how to coordinate TANF performance measures with WIOA demands. Utah, in particular, wanted to decide on performance measures before they went into a combined plan. Most of their TANF recipients are co-enrolled in Wagner-Peyser programs. They have already been reporting performance for

many years. The goal is that the TANF work requirement and intended employment outcomes would be aligned with the Wagner-Peyser Act and WIOA.

States continue to be reluctant to have One-Stops serve TANF participants. The remaining question is: what performance measures should be included, and how can TANF administrators be involved in that conversation to ensure that their concerns are considered? For ETA programs, states negotiate performance measures with regional administrators each year. They send out guidance letters, and let the states know what they are going to consider in these negotiations. Utah, Texas, Louisiana, and Oklahoma are doing co-enrollment. The participants involved are those that are the hardest to serve. In some other states, offices did not seem to be working with the hardest to serve, in order to improve their performance metrics. In response, ETA went to states to discuss how to address this, and they agreed to lower performance goals for some states in exchange for data and for working with those who are hardest to serve. Each year, the data is re-run and the performance goals are readjusted accordingly.

**Question. What are your thoughts or perspectives on the chances of doing what Arkansas is already doing and not missing the opportunity to think about the children of the participants that come into a One-Stop center?**

- **Arkansas** is partnering with a CBO called Our House that focuses on a two-generation approach. However, their focus is on homelessness. They worked with them to form a career center on campus, along with a child development center; this allows children to be on the same campus as their parents. Arkansas is also helping the third generation to become involved. They need to bring the children into the program by working with DHS.
- **Utah** is testing strategies for intergenerational poverty programs. They have gotten more teens with mothers or fathers on TANF into WIOA youth programs, and it has been a successful effort. Connecting families to WIOA youth programs has been helpful. For example, there was a young woman who was not going to complete high school, but is now staying in school because of her involvement with WIOA youth. There are now more resources to provide for entire families. Specifically, they are better able to connect families to child care, youth programs, and TANF.
- In **Texas**, there is an intranet for nonprofits. It has resources and messaging components where someone could post about a client and ask for advice or help. It has a lot of resources and guides on federal programs, such as how to apply for federal student aid. The intranet is mainly dedicated to the nonprofits that are in the community, which have many types of services available.

**Question. In terms of the system that Arkansas is building, is it going to be customer-facing at all? Would it be similar to the intranet where there are resources available? Are customers going to be able to go in and look at their cases, or would it just provide data management?**

- The system will ultimately have an external user portal, but that is coming later. Currently, it is just internal.

**Question. Why did Arkansas move TANF to DWS?**

- They did so because of the TANF emphasis on employment. At that time, the idea was that it would position TANF to connect with the employment sector and be more focused in terms of employment. The ACF Office of Planning, Research and Evaluation (OPRE) has employment data for each state. Under the law, 75% of youth funds have to be spent on disconnected youth: those who are out of school, unemployed, and under the age of 24. There has been a lot of talk about the OWRA assessment tool as well, and it has been used more and more. Some states are adapting it so that it is more useful to their specific interests.

**Question. What happened to TANF WPR in 2005 in Arkansas?**

- They did not meet the WPR in 2004, but they did in 2005. However, today, they struggle with the two-parent WPR and are making the necessary adjustments to improve.

## State Discussion on TANF/WIOA Coordination

*Moderators: Larry McDowell, Acting TANF Regional Program Manager, ACF Region VI; Kisha Russell, TANF Regional Program Manager, ACF Region VIII*

During this session, the Regional Program Managers led a discussion with the states about how their TANF programs are or will be collaborating with workforce development programs in the wake of WIOA.

**Question. Is TANF included in your state's combined plan? Why or why not?**

- **Louisiana** participants said that TANF is included in their state's combined plan. They have been working with the Louisiana Workforce Commission since July 2015. They moved case management to the workforce commission, so when the combined plan came together, it was natural to do it that way. TANF was involved in the creation of that plan from the beginning, and there were also numerous meetings with other partners.
- **Colorado** said that their plan did include TANF. First, they did a kickoff event. They had the Colorado Workforce Development Council and county development councils, which included several leaders from workforce centers, as well as human services directors. It was a three-day working session and they were able to do strategic planning together. In addition, they have a WIOA implementation team which has representatives from different agencies, as well as county partners and several other CBOs. They tried to align their interests where they could, which is reflected in the state plan. TANF was at the table informing the work from day one. That success came from the leadership of the workforce development council, which had one person contracted to help the agencies through the process and ensure all voices were heard. They also had legislation in which all of the agencies were represented to make changes moving forward.
- Counties are continuing to work at the local level to determine the format of the MOUs. They had an event where they brought all of the programs together and walked through a customer's experience. Every person who was part of the implementation team committed to make navigating the systems as simple as possible. They have a workgroup figuring out how to align forms and make better connections. All the evaluations have been great so far, because people feel like they have the right tools to make the best connections for families. However, they have a long way to go in terms of implementation. Some counties are up and running well, but some are working through data sharing, MOUs, and other aspects of their program.
- In **New Mexico**, they had a phone meeting with one of the Department of Workforce Solutions staff members, who asked questions about how their program worked. The next thing they knew, they had a draft in front of them. Overall, the plan followed what TANF was currently doing.
- In **Texas**, their plan did not include TANF. Instead, their plan included the Adult Dislocated Workers and Youth programs, Wagner-Peyser, adult education and literacy, and vocational rehabilitation services. They did not include TANF because Texas is a bi-located state, which means that eligibility work is done by human services, and employment is done through the workforce commission.

**Question. How do you see your state's TANF program working with workforce development going forward, whether or not you are included in the combined plan?**

- **Utah** said that they see themselves being more specific about career pathways and targeted industries. They have done a really good job with WIA, but now, with a unified plan and career pathways, they have an opportunity to move people toward self-sufficiency. They do not have adult education or local boards in their department. However, they have been great partners to work with.
- The **South Dakota** DOL has been writing the work component in all of their non-tribal areas, and they have a different employment specialist in reservation areas. They have not heard anything about WIOA plans, but the representative is hoping that she can work on and improve their relationship with the workforce system.
- **Oklahoma** had trouble getting TANF brought to the table with workforce development boards, and felt that they were initially placed at the “kids’ table.” However, they now feel that they have a seat at the “big table”. At a meeting on Friday, they were looking at reducing their duplication of services. They will be able to share test scores with partners. They now feel that they have better rapport with workforce development boards. For TANF, they are looking at bringing in career development specialists they have already been working with, who also have relationships with workforce development system and employers. Since they will have different partner agencies working together, they are going to use a holistic approach and look at clients as families, which will involve a two-generation approach. They might take it even further than that.

**Question. How is your state configuring its One-Stops? How are local TANF agencies involved?**

- In **Oklahoma**, they are considering putting career development specialists at least part-time in One-Stops, and developing a training tool for workforce systems that goes over key components of TANF eligibility. Essentially, they are developing a One-Stop online system to be used to complete applications, access resources, and do other tasks.
- In **Colorado**, they are county-administered and state-supervised. They have 10 workforce regions and 64 counties. Nine of the regions are fully integrated or almost integrated. 54 counties participate in a rural consortium that handles rural areas that are not tied to a workforce center. The counties that have the integrated approach already have existing co-location services and One-Stop models. Areas that do not have a nearby workforce center have the ability to use an online application process. Their main goal is to keep barriers from hindering access to benefits. Having the ability to apply online and have the interviews done by phone is really important.
- For **South Dakota**, they have DOL regulation staff co-located with TANF staff in some locations. The employment component of TANF is administered by Department of Social Services (DSS) staff. There is some variation in their level of availability. They have more DSS locations than Department of Rehabilitation (DOR) locations.
- **Louisiana** has a similar vision to Oklahoma’s, with the goal of having an electronic presence. They will have a statewide, computerized system that individuals can use to apply online for any benefits program. There will also be information that they can use to be referred to local economic stability offices and community partners.

**Question. Have you developed an MOU with your workforce development partner?**

- **Utah** will have MOUs with partners by July; they have some agreements with the state Department of Education, with whom they share wage data. However, they need to complete a new data sharing agreement. They include confidentiality requirements in the terms of their contract agreements. They talk specifically about data sharing, especially related to individual data. Since their data has student IDs

rather than social security numbers, it can be hard to match their data with TANF data. This is especially an issue for the adult education population. They make sure that customers are aware of the information that is going to be shared. As they are developing MOUs with the state's Department of Human Services, they look at the different data components and have their legal professionals speak to each other. They are going through multiple phases of data sharing and recently finished Phase One.

- **Louisiana** is looking into developing MOUs. There are going to be 16 One-Stops in Louisiana, and they are all developing MOUs. They just received the first one to sign off on. Louisiana still has a waiver for the state; all able-bodied adults without dependents are required to be involved with the workforce commission and must follow the commission's instructions.
- **Oklahoma** is still coming up with an MOU that will work for all parties. They also received a draft for state and regional guidance that will help partners develop plans accordingly.

**Question. How is your state balancing confidentiality of client data with collaboration between partner agencies?**

- Most states have already been dealing with this issue. **Colorado's** systems are set up to do that pretty easily. Their systems are either interfacing with one another, or getting ready to. They have interagency and data agreements in place. **Utah** is waiting for final regulations before moving forward, and anticipates that other states are, too.

**Question. What is the range of issues being handled in the MOUs? Is there anything about how the partner agencies will provide information about WPRs through their providers?**

- **Louisiana's** MOUs address core services, funding, costs, and indirect costs. **Colorado's** local sites do not like the default approach, so they will mainly work it out at the local level. The template requires that the relevant department of human services is on the board. They have some performance outcomes, but it depends on the county or locality, because some do performance contracting.

**Question. How are MOUs addressing the financial contribution and infrastructure that TANF will be faced with?**

- The MOUs they have seen so far are looking into in-kind contributions. The language in the MOUs for all of **Louisiana's** 16 One-Stops will be exactly alike.

## Day Two

### One Year Closer to Ending Family Homelessness

*Moderator: Larry McDowell, Acting TANF Regional Program Manager, ACF Region VI*

*Speakers: Rebecca Cox (in place of Cindy Crain), Metro Dallas Homeless Alliance; Julie Starns, Economic Stability Manager, Louisiana Department of Children and Family Services*

This session centered on innovative ways that state and local agencies are working to reach the U.S. Interagency Council on Homelessness' (USICH) ambitious goal of eradicating youth and family homelessness by 2020. Using many of the strategies laid out in the USICH's Family Connection: Building Systems to End Family Homelessness ([https://www.usich.gov/resources/uploads/asset\\_library/Final\\_Family\\_Connection.pdf](https://www.usich.gov/resources/uploads/asset_library/Final_Family_Connection.pdf)) and Opening Doors: Federal Strategic Plan to Prevent and End Homelessness

([https://www.usich.gov/resources/uploads/asset\\_library/USICH\\_OpeningDoors\\_Amendment2015\\_FINAL.pdf](https://www.usich.gov/resources/uploads/asset_library/USICH_OpeningDoors_Amendment2015_FINAL.pdf)), state and local leaders are implementing new systems and collaborating across agencies to improve outcomes for families at risk of or experiencing homelessness. Moderator Larry McDowell, Acting TANF Regional Program

Manager, ACF, Region VI, encouraged participants to consider ways to partner with their State and local Continuums of Care (CoCs) -- the entities charged with developing and implementing comprehensive homelessness plans -- and apply TANF dollars to the problem of family and youth homelessness.

Rebecca Cox from the Metro Dallas Homeless Alliance's (MDHA), the lead agency for the Dallas Continuum of Care, opened the presentation with a brief overview of provisions of the 2009 Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act, particularly the requirement that CoCs provide a systemic response to homelessness in their communities.

A system-wide response has five components: 1) strategically allocating resources in consultation with local government; 2) a coordinated entry system for all clients; 3) planning; 4) accessible, appealing assistance (e.g. housing first); and 5) data collection and analysis (i.e. the U.S. Department of Housing and Urban Development's (HUD) Homeless Management Information System (HMIS)).

She emphasized the scale of the resources that HUD makes available to communities through the CoC grant, noting that it is the largest source of funding for housing for homeless families. Each CoC handles the proposal on behalf of its community, and must address its ability to meet the 2020 deadline to end family and youth homelessness; coordination with agencies that serve the same population; coordinated entry system; prevention efforts; efforts to reduce the duration and frequency of homelessness; and strategies to increase income.

The CoC grant criteria reflect and support HUD's shift from Transitional Housing to Rapid Re-Housing, which aims to quickly place, stabilize and restore self-sufficiency to families. Using a coordinated entry system enables CoCs to prescreen for Rapid Re-Housing eligibility and simplifies the intake process for families. She stated that MDHA implemented a coordinated entry system three months ago that is functioning efficiently.

In terms of outcomes that HUD is tracking, MDHA and all other CoCs annually report the following System Performance Metrics: length of time homeless, returns to homelessness, number of homeless individuals, employment and income increases achieved in CoC-funded (i.e. CBO) programs, number of individuals who became homeless for the first time, and successful placement and retention of individuals engaged through street outreach.

**Question. Are the System Performance Metrics entered into a common system?**

- Yes, they are all contained in HMIS. HMIS data is extremely secure; HUD mandates that it is not even used for research or shared with police departments.

**Question. Does MDHA collaborate with TANF agencies?**

- Local agencies within the CoC collaborate with TANF agencies.

**Question. Are any TANF agencies making referrals to their local CoCs?**

- Utah's TANF Rapid Re-Housing program works with CoCs.

**Question. Does MDHA's housing assessment consider adverse experiences and childhood trauma? If so, how are assessed individuals linked to services?**

- MDHA uses the Service Prioritization Decision Assistance Tool (<http://www.orgcode.com/product/spdat/>) (SPDAT) to prioritize individuals.

Next, Julie Starns, Economic Stability Manager for the Louisiana Department of Children and Family Services (DCFS), shared how her agency's Homeless Initiative has successfully used TANF funds to prevent family homelessness. DCFS contracts with public, non- and for-profit agencies to deliver services such as case

management, adult education and training, referrals, life skill instruction, housing options and the short-term provision of food, clothing and shelter. Ms. Starns emphasized that the Initiative promotes a Housing First approach, which can prevent families from ever becoming homeless.

Ms. Starns outlined the models used by the Homeless Initiative’s three contracted providers: Volunteers of America Greater Baton Rouge (VOA), The Wellspring Alliance for Families, Inc. (The Wellspring) and Providence House. All three programs utilize their Homeless Initiative (TANF) funding for salaries and/or fringe benefits, rather than to provide direct assistance to families. Two of the three providers use the Vulnerability Index - Service Prioritization Decision Assistance Tool (<http://www.orgcode.com/product/vi-spdatt/>) (VI-SPDAT) assessment tool.

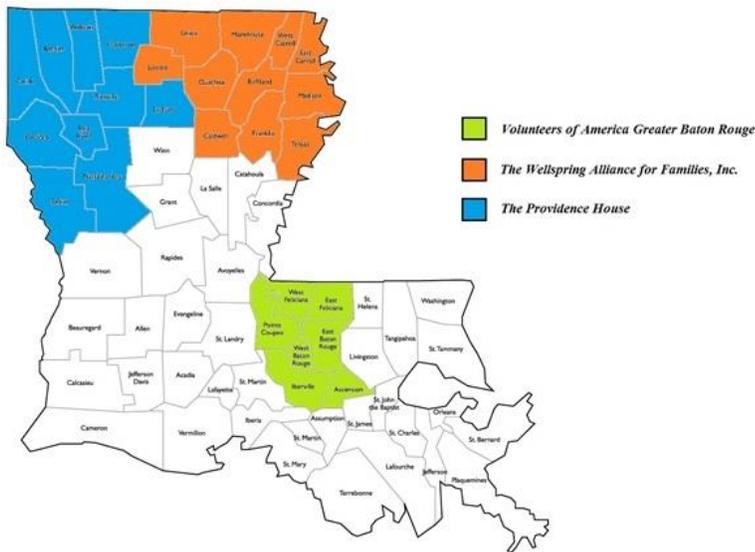


Exhibit 2: Map of the Louisiana regions served by the Homeless Initiative

Housed in a One-Stop, VOA uses a tiered intake process, stabilizes families, and assists them with housing placement. Emergency financial assistance and supportive services are provided for up to four months, with check-ins for one year. The Wellspring operates similarly, providing housing search and placement, case management, and up to four months of emergency financial assistance and supportive services.

Providence House serves families that meet the HUD definition of homelessness and prioritizes based on need. The staged program begins with on-site emergency shelter, followed by semi-independent living at an off-site apartment. Families create budgets and must save half of their income. In addition to housing, Providence House

provides early learning child care, family life skills classes and an adult education and job readiness program. If a family successfully completes the program, their off-site apartment becomes their permanent housing.

**Question. Why does Providence House have a 90-day limit for its emergency shelter?**

- Providers have the freedom to structure their programs, and Providence House chose that duration.

**Question. How are Providence House’s youth services structured?**

- The program offers onsite daycare for infants and small children, a pre-kindergarten class, and after-school care and tutoring.

In closing, Mr. McDowell commented that distributing TANF funds through contracts, as Louisiana did, can yield a large ROI and is one way for TANF agencies to get involved in the CoC.

**Rural Community Engagement**

*Moderator: Monica Barczak, Ph.D., Senior Advisor on Rural Integration Models for Parents and Children to Thrive (IMPACT) and Two-Generation Efforts, ACF*

*Speakers: Rebecca Reynolds, Executive Director, Little Dixie Community Action Agency; Dawn McDaniel, Associate Director, Little Dixie Community Action Agency; Sisifo Taatiti, Program Manager, Workforce Development Division Program and Training, Utah Department of Workforce Services*

Monica Barczak, Senior Advisor, ACF, introduced the session and provided an overview of the White House’s Rural IMPACT Initiative. The goal of the two year initiative (September 2015 – September 2017) is to reduce child poverty in rural and tribal areas by improving the well-being of children, parents, and families through two-generation approaches that address the needs of vulnerable children and their parents. This is particularly important in rural areas because more than one in four rural children live in poverty and rural poverty rates have exceeded urban rates for over 30 years.



Exhibit 3: White House Rural Council Rural Impact Initiative

There are 10 rural and tribal communities participating in IMPACT. Although no federal funds are available for services, the government is working with philanthropic organizations, such as the Kellogg Foundation, to bring in funds to help support the initiative. Each community is receiving support from federal staff: technical assistance from the American Academy of Pediatrics and the Community Action Partnership; and placement of two AmeriCorps VISTA volunteers to help develop or enhance their antipoverty programming. The technical assistance includes participation in a peer learning network to facilitate the sharing of best practices. There is also a focus on encouraging work with state offices (e.g., TANF, Head Start, Child Care) and exploring new partnerships and innovative models of service delivery. A descriptive report will be produced at the end of the demonstration to build momentum and share: 1) innovative models that respond to local needs; 2) innovations in practice or integrated service delivery; and 3) stories of families who received services in a better coordinated way.

Three of the ten communities are in Regions VI and VIII - and two of these three (Little Dixie Community Action Agency in Hugo, Oklahoma and the San Juan Foundation in Blanding, Utah) were represented at the meeting to share information about their Rural IMPACT work to date.

Rebecca Reynolds and Dawn McDaniel, Executive Director and Associate Director of Little Dixie Community Action Agency, explained that, although overall poverty has decreased from 60% to 30% in their area during the past 48 years, their target counties (Choctaw, McCurtain, and Pushmataha) still have the highest poverty rates for children and families in the state (34% for children and 27% for families). Their two-generation goal is to concurrently address the needs of vulnerable children and their parents by increasing parents' employment and education while also focusing on the well-being of their children and families. They are working with partners to eliminate duplication of data collection, remove barriers to accessing services, provide comprehensive services for the whole family, and develop a cross system planning team of critical partners.

They have strong leadership support from their partners and it hasn't been a "hard sell" because their partners were already looking for this kind of opportunity, which represents a "change in philosophy, not just another program." Because most of the partner programs have traditionally concentrated on early child care or working with adults, training was provided for agency and partner staff to ensure "big picture thinking" and an awareness of the two-generation philosophy.

There has also been a focus on enhanced communication through the development of Newsletters, "Resource Updates," an Online Resource Directory, and a Facebook page to ensure that partners and the community are receiving messages about available resources and the new approach. One of the key partners is the Southern Workforce Board, the overarching funding source for workforce development in the region. Other external partners include the Oklahoma Departments of Human Services, Rehabilitative Services, and Health; the Choctaw Nation; Adult Education services through Hugo Public Schools; the Kiamichi Technology Center; and the Oklahoma Employment Security Commission. As a Community Action Agency, they are also able to draw on internal programs such as Head Start, Early Head Start, Child Care, Housing, Drug Free Communities, CASA, Smart Start, At Risk Youth, and Transit.

The Oklahoma initiative is working with 20 Early Head Start families. Children are participating in quality early childhood services through the Early Head Start program while their parents simultaneously benefit from intensive case management and access to education, job skills and financial capability training, and various other support services. Case managers have been encouraged to think about what it would take for the families to be successful, and what they can offer to help them be successful. Parents' input was sought through interviews and community assessment meetings. There has been a focus on developing tracking systems to collect and analyze data in order to monitor and share progress. They have collaborated with the Southern Workforce Board to utilize G-STARs as a data sharing system for the partners, and have also utilized VROOM, a smart phone app that provides information and resources, to help parents identify ways to "boost early learning by turning simple, everyday shared moments into brain building moments." They are applying for numerous grants to offer additional training and support services.

Sisifo Taatiti, TANF Program Manager with the Utah Department of Workforce Services, shared information about the Rural IMPACT initiative to address intergenerational poverty in San Juan County, Utah, where the San Juan Foundation is the lead agency. Ms. Taatiti explained that they began with small program implementation steps focused on educating, convening, and planning that included visiting each county to hear from stakeholders; presenting labor market and resource information; and encouraging sharing of exactly what they need and want. There was a need to rebuild relationships with tribal communities, which cover a large part of their rural area, and the goal is to improve indicators of child well-being that lead to success in adulthood. The approach involves building interagency collaborations to ensure access to services such as home visiting, relationship and parenting workshops, mental health, domestic violence prevention, early childhood education, and homelessness prevention. To ensure an emphasis on family focused case management, staff received training in skills such as motivational interviewing, executive functioning, and trauma awareness, and agencies are being encouraged to make gradual policy and procedure changes as they build these new principles into the

case management process. The project is utilizing baseline data from internal data reports and gathering information from staff surveys and follow-up calls with families to look at outcomes that tell the story of change.

**Question. How did your staff maintain a good balance between case management and helping families?**

- **Utah** is a compliance-focused state, so the transition has been challenging. It’s hard for staff to trust that they can meet with a customer for longer than one hour. Many staff embraced the change, but others are more focused on compliance. The supervisors are key to shifting their offices to a coaching culture. We expect a positive impact on closure rates and WPR.

**Question. What technology do you use to deliver services?**

- VROOM, kiosks that clients can use to apply for benefits, and a navigator that has different programs and tools. Caseworkers assist clients as needed with technology.

**Question. What is your advice for TANF agencies who want to partner with CAAs?**

- Acknowledge that both agencies are serving the same clients and experiencing the same challenges. Comparing services enables agencies to de-duplicate services. There’s also a resource guide and a live, interactive portal is in development.

**Question. What are some strategies that you have used to work successfully with rural counties?**

- Building resources (e.g. mental health, substance abuse, and youth) in those communities. Through a TANF-funded state grant, Utah learned about different demographics and needs within each county.

**Question. How much of Utah’s \$51 million in grant funds is left?**

- The state is halfway through a one-time, three-year funding cycle. Many grantees are using funds to prove a concept and build evidence to use to apply for other grants.

## Integrating Trauma-Informed Care into Human Services Programs

*Moderator: Jennifer Jones, Director of Child and Family Systems Innovation, Alliance for Strong Families and Communities Speakers: Kathy Szafran, President, Crittenton Services of West Virginia (absent); Nancy Ashley, Children’s Home Society of Washington*

Jennifer Jones, Director of Child and Family Systems Innovation with the Alliance for Strong Families and Communities, introduced the session; provided an overview of information from the Centers for Disease Control and Prevention (CDC)-Kaiser Permanente 1995-1997 ACE (Adverse Childhood Experiences) study and more recent research concerning early childhood experiences and brain development; and shared information about the new Change in Mind initiative.

“Individual trauma results from an event, series of events, or set of circumstances that is experienced by an individual as physically or emotionally harmful or life threatening and that has lasting adverse effects on the individual’s functioning and mental, physical, social, emotional, or spiritual well-being.”

- SAMHSA’s Definition of Trauma

Ms. Jones explained that we now know more about how experiences from ages zero to five influence a child’s developing brain and subsequent functioning. She mentioned three key findings from the Center on the Developing Child at Harvard University: 1) relationships with caring, competent, responsive adults and early positive experiences build strong brain architecture for children; 2) significant stress from ongoing hardship or threat (e.g., exposure to violence, extreme poverty, or maltreatment) disrupts the biological foundations of learning, behavior, and health, with life-long consequences; and 3) providing the right ingredients for healthy

development, including protective factors to counterbalance effects of adversity, produces better outcomes than trying to fix problems later.

In November 2014, the Alliance for Strong Families and Communities, in partnership with the Palix Foundation from Alberta, Canada, received a grant from the Robert Wood Johnson Foundation to implement Change in Mind, an initiative focused on integrating brain science research into non-profit sector work to inform systems and policy changes. Fifteen sites (10 in the U.S. and five in Canada) were selected in June 2015 and the Alliance and its partners are now finalizing a series of three research briefs to share early project information. One of the sites has a rapid rehousing strategy, so findings related to homelessness will be coming out of that.

Although Kathy Szafran, President of Crittenton Services of West Virginia, was unable to provide her scheduled presentation, some of the information she had planned to share was provided by the next speaker, Nancy Ashley from the Children's Home Society of Washington (CHSW).

Ms. Ashley provided information about CHSW's work as one of the Change in Mind sites. She emphasized that trauma- and ACE-informed knowledge and skills can help clients heal from past trauma; avoid further trauma; and provide clients with skills and capabilities to manage life, work, and parenting. While this knowledge can help programs know what to avoid doing and how to help people heal, learning more about brain science can guide us more broadly about what is needed to create adult and child well-being and resilience. The developing brain is shaped through interaction with attentive parents and other caregivers in the family or community. Ms. Ashley discussed this as a "serve and return" relationship and stressed the importance of building the capabilities of adult caregivers to provide this attentive interaction during the first year of a child's life: "By supporting the development of adults' self-regulation skills, executive functioning, and mental health, we can enhance both caregiving skills and employability."

Ms. Ashley mentioned two CHSW strategies that she believes have the potential to improve outcomes for TANF families. Firstly, they have incorporated "Mobility Mentoring" as part of their Early Head Start Home Visiting program to create a two-generation approach that combines parenting and child development goals with a mentoring approach that encourages, educates, and coaches parents to achieve financial stability goals. In four months, 62% of participating families completed their goals and another 20% made progress. Families reported that the program helped them think about their spending practices and realize that taking small steps can help them reach longer-term goals. The second strategy, the "Child Welfare-Early Learning Linkages Project" encourages shared commitment of child welfare and early childhood systems to meet the developmental and early learning needs of young children involved in the child welfare system. Towards that end, they hold monthly multidisciplinary staff meetings focused on cases of families with children ages zero to five and have created an online searchable database of more than 50 early childhood service providers at over 150 program sites.

## TANF and Child Care Coordination: New Opportunities with the Child Care and Development Fund (CCDF) Reauthorization

*Moderator: Gwendolyn Jones, Child Care Regional Program Manager, ACF Region VI*

*Speakers: Rachel Schumacher, Director, Office of Child Care (OCC), ACF (virtual); Susan Golonka, Acting Director, OFA, ACF; Tracy S. Gruber, Director of the Office of Child Care and Senior Advisor of the Intergenerational Poverty Initiative, Utah Department of Workforce Services (virtual); Charles Pruett, Programs Manager, Child Care Subsidy, Oklahoma Department of Human Services (virtual); Rose Prochazka, Policy Section Chief, Bureau of Early Learning and Policy, Wisconsin Department of Children and Families (virtual); Jason Wutt, Policy Initiative Advisor, Administrator's Office, Wisconsin Department of Children and Families (virtual)*

Moderated by Gwendolyn Jones, Child Care Regional Program Manager, ACF Region VI, this session included a joint presentation by Susan Golonka, Acting Director, OFA, ACF, and Rachel Schumacher, Director, OCC, ACF; a virtual panel presentation; and a live state discussion.

Ms. Golonka and Ms. Schumacher explained that despite limited research about the interaction of child care and TANF, it has been shown that:

- Parents receiving child care assistance are more likely to be employed, have more stable employment, and have higher earnings.
- Parents’ ability to succeed in school and the workplace is affected by their children’s well-being.
- Stable child care offers parents peace of mind, making them more likely to be productive at work and thus more likely to stay employed and advance on the job.
- A lack of stable child care arrangements impacts mothers’ abilities to remain employed; some research has shown linkages between loss of child care and the loss of employment for low-income mothers.

The Child Care and Development Block Grant Act of 2014 reauthorized the CCDF program for the first time since 1996 and represents a historic shift to support parental employment/education and child development. Reauthorization provides a two-generational approach focused on the family as a whole, and helps parents support their children’s development and learning. New language was added by Congress that includes improving quality of services, promoting involvement by parents and family members, improving child development, and increasing the percentage and number of low-income children in high-quality settings. For TANF participants, 12-month child care eligibility provides stability for children as their parents move from one work activity to another; it also provides stability for child care providers, along with new health and safety requirements. Additional changes ensure basic protections for children in child care and equal access for low-income children.

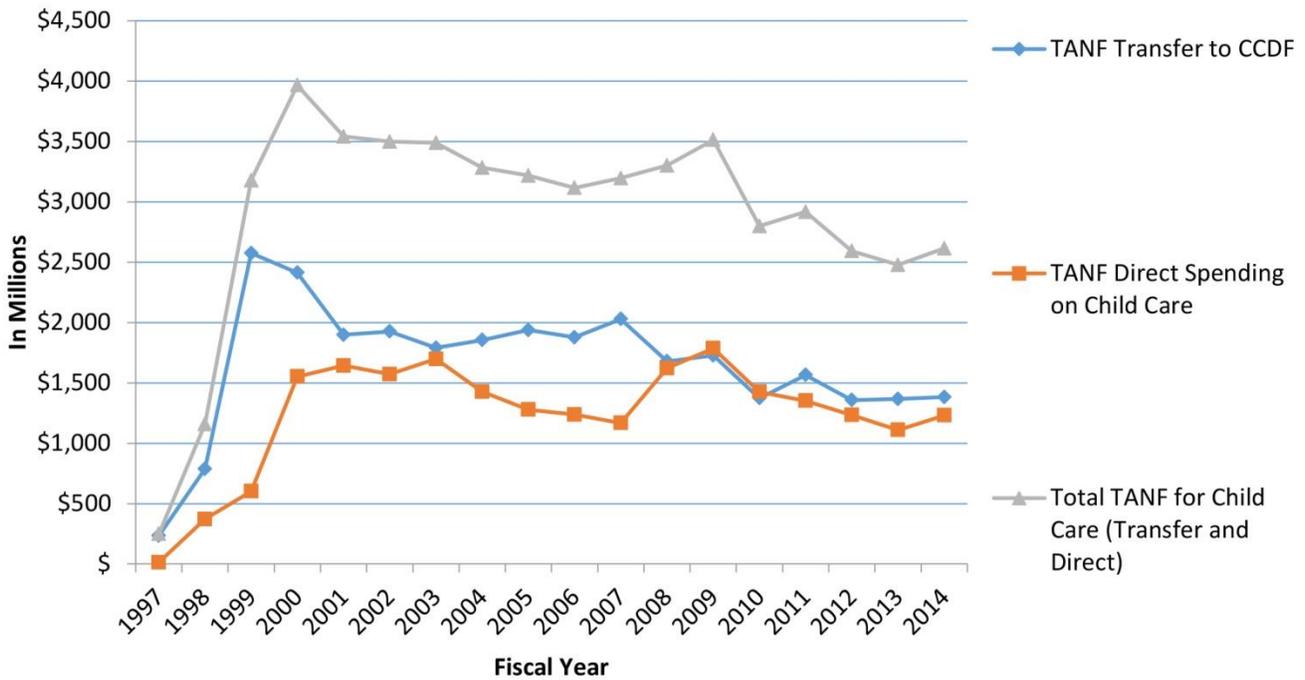


Exhibit 4: TANF Federal-Only Spending on Child Care (FY1997-2014)

There are some potential challenges. For instance, some of the new requirements (e.g., 12 months eligibility, monitoring, and health and safety requirements) create additional costs for states and burdens for providers, which may reduce the supply of providers offering part-time and non-traditional hours, with consequences for TANF participants who rely on their services.

Virtual presenters Rose Prochazka, Policy Section Chief, Bureau of Early Learning and Policy, Wisconsin Department of Children and Families, and Jason Wutt, Policy Initiative Advisor, Administrator's Office, Wisconsin Department of Children and Families discussed opportunities for TANF and CCDF in Wisconsin. They already have a shared, automated system for Wisconsin Works (W-2), the state's TANF program, Wisconsin Shares, SNAP, and their health care programs. Applications and verification items that are submitted for one program are usually acceptable for other programs and the child care subsidy program is a component of W-2.

Direct TANF funds support half of all child care subsidies in Wisconsin, which total approximately \$126 million annually, and 20% of Wisconsin's TANF block grant is transferred into Wisconsin's CCDF. As a result, there are more funds available to support families; there is no waitlist; and the TANF transfer helps the state increase quality expenditures and allows more flexibility to implement change. However, there are some disadvantages because maintaining consistency across the two programs in eligibility policy becomes increasingly difficult so they have to work on communication.

Tracy S. Gruber, Director of the Office of Child Care and Senior Advisor of the Intergenerational Poverty Initiative, Utah Department of Workforce Services, provided an overview of the relationship between TANF & CCDF in Utah. Ms. Gruber described the relationship as mutually beneficial because the programs are completely intertwined and there is "no wrong door" for families when it comes to eligibility. They can use TANF dollars to support after-school programs for teens and CCDF funds to support children ages zero to 12, which helps achieve partnership goals by improving child care and preschool quality and access; supporting low-income working families; providing transitions to self-reliance; and improving outcomes for teens.

Joni Riley, Program Administrator, Child Care Services, Oklahoma Department of Human Services, discussed Oklahoma Child Care and TANF Coordination. With pooled funding, TANF child care meets CCDBG requirements. They also benefit from using the same eligibility system, having one case number for all programs (TANF, child care, Medicaid), and only needing one eligibility worker per case (TANF workers handle all programs for TANF cases and non-TANF workers handle all programs for non-TANF cases). There is a comprehensive application for all programs at local county offices and TANF and non-TANF eligibility workers are housed at the same location. There is also policy alignment and the same verifications for both TANF and child care, meaning that verification only has to be submitted once since the same eligibility worker handles all benefits and all verifications are scanned into a centralized imaging system. Although TANF clients do not have a copay for child care, non-TANF clients may have a copay based on income, household size, and number of children.

Ms. Schumacher and Ms. Golonka then led participants through some questions about TANF and Child Care program coordination in their states.

**Question: Have you met with your state Child Care agency to review policies, procedures, and practices in both child care programs and identify opportunities for improved services and service delivery? What was the tone of the meeting? What were the action steps and takeaways?**

- In **Louisiana, Arkansas, and Utah**, TANF programs are in a different department than Child Care programs. There is no transfer of TANF funds to child care in Louisiana. In Arkansas, DHS handles TANF eligibility determination (including the child care portion); DWS manages program and workforce services, as well as referrals to DHS for child care. DWS annually transfers \$7 million to the Department of Education, and other TANF monies on DHS side that go towards supporting child care. Utah allows

six months of transitional child care for families that are terminated from TANF due to increased income. Several states transfer TANF funds to CCDF.

**Question: What challenges or opportunities do you see with the Minimum 12-Month Eligibility and/or Continued Assistance before Termination requirements?**

- **Colorado, Utah, Oklahoma, Texas, and South Dakota** are planning on the 12-month certification.

**Question: Do you intend to pursue the recommendation for cross-enrollment and other streamlining and alignment strategies for multiple benefit programs?**

- Almost all states do. As for providing training around new CCDF rules/requirements, **Utah** does not; **Oklahoma** is working towards that.

**Question: Will CCDF health and safety requirements impact license-exempt child care in the short-term, and is that a concern?**

- **Utah** does not think there will be a huge impact.

**Question: Is child care during nontraditional hours the most common need for working clients?**

- Yes, but this has always been the case.

**Question: Should more education and training activities be child care allowable? Are there any child care rules that make two-gen strategies more difficult?**

- **Colorado** has “child care deserts” in some parts of the state. It’s still a struggle to provide child care to people who work nights/nontraditional hours. Some of the small-medium sized counties don’t have as many options.

## Day Three

During the final day of the conference, facilitator Larry McDowell, the Acting TANF Regional Program Manager for ACF Region VI, encouraged participants to explore effective ways to design and deliver youth employment activities that leverage TANF resources and partnerships with workforce agencies. Presentations of national trends and effective local practice were followed by a lively Action Planning session.

## Employment and Work Strategies Surrounding Youth Employment Programming

*Moderator: Bernarda Cutter, Workforce Development Specialist, U.S. Department of Labor (DOL), Employment and Training Administration - Region 4*

*Speakers: Kisha Bird, Director, Youth Policy, Center for Law and Social Policy (CLASP); Jody Schanilec, Employment Services Manager, Workforce Center of Anoka County*

Moderator Bernarda Cutter, Workforce Development Specialist, U.S. Department of Labor (DOL), Employment and Training Administration - Region 4, opened the session with an overview of the Workforce Innovation and Opportunity Act’s (WIOA) out-of-school youth (OSY) service requirements, noting that 75% of state and local youth funds must be spent serving this population. Ms. Cutter also highlighted five elements that WIOA added to the youth program: 1) financial literacy; 2) labor market information (LMI) services in local markets; 3) support for the transition to postsecondary training; 4) offering concurrent education and workforce preparation activities; and 5) entrepreneurship training. Finally, she encouraged local Workforce Investment Boards (WIB) to either retain their existing Youth Councils or create a standing Youth Committee.

Kisha Bird, the Director of Youth Policy at the Center for Law and Social Policy (CLASP), began her presentation by orienting participants to national trends in youth employment and education. Ms. Bird emphasized the primacy of work experience and identified several models, including structured work experience programs, national service, summer youth employment, transitional jobs, and pre-apprenticeship programs, that can provide youth with invaluable experience.

She described integrated education and training programs that provide participants with both educational credentials and occupational certificates. She highlighted Washington State’s pioneering Integrated Basic Education and Skills Training (I-BEST) program, which pairs a basic education instructor with a vocational instructor to teach basic math and reading skills in an industry specific context.

Ms. Bird also touched on the promise of career pathways, career and technical education, subsidized jobs, dropout recovery systems, and transitional jobs in serving youth. She noted the importance of focusing on the needs of opportunity youth and youth of color in structuring youth education and employment programs.

Ms. Bird emphasized that community leadership – from mayors, city councils, workforce development boards and CBOs – is essential to establishing strong youth employment systems and programs. In her research, Ms. Bird has seen significant differences among communities and anticipates that those already serving majority OSY populations will have an easier time adjusting to WIOA requirements than those that have traditionally served in-school youth. She encouraged communities that lack prior OSY

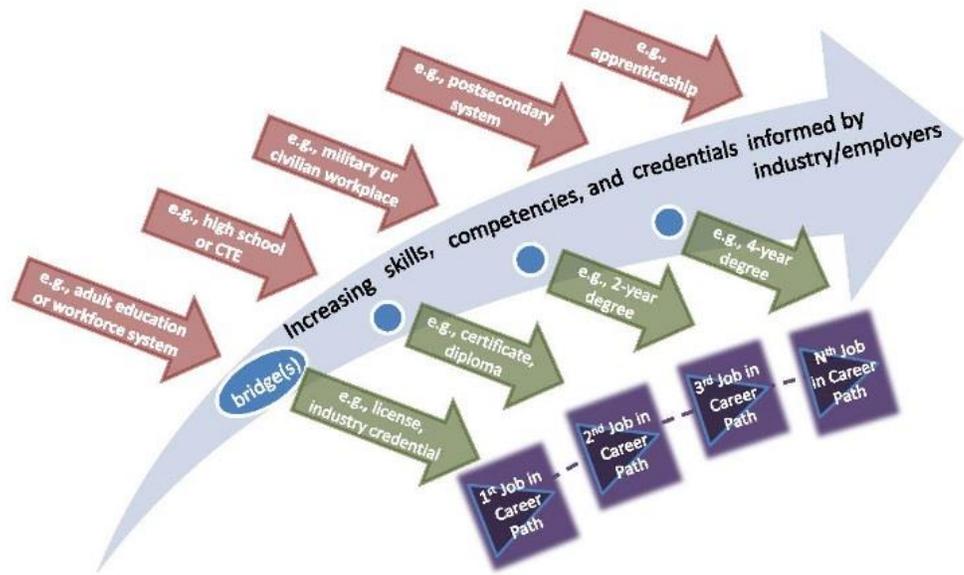


Exhibit 5: Illustration of a Career Pathway

experience to partner with other groups, such as Youth Councils, and leverage different strategies to communicate with and refer clients.

Ms. Bird outlined seven components that States and localities can use to create a comprehensive OSY delivery system: 1) a convening entity; 2) an administrative agent; 3) case management; 4) partnerships across systems; 5) work experience and exposure; 6) a dropout recovery system; and 7) youth leadership and civil engagement. She specified that the convening entity -- a Youth Council -- is responsible for establishing a vision, performance measures, collective accountability, and quality improvement, as well as leveraging resources.

Ms. Bird revisited the national trend toward career pathways, noting the WIOA requirement that youth receive a career assessment and have documentation regarding their proposed career pathway. She explained that a career pathway must feature well-connected and transparent education, training, credentials, and support services (e.g. child care, transportation, behavioral and mental health supports, etc.) available. In the case of

justice-involved youth, whom CLASP works with, expungement is also a consideration. To be effective, she stated, there must be multiple entry and exit points along the pathway for both well-prepared students and targeted populations.

Revisiting the centrality of work experience, Ms. Bird expanded on transitional jobs as a mechanism to engage OSY, particularly those with no prior work experience. The largest barrier to securing employment is lack of experience and lack of references, and transitional jobs can provide both. Ms. Bird identified additional reasons that transitional jobs may be a good fit for OSY. They enable programs to meet youth “where they’re at,” engage youth for as long as necessary, and focus on building trusting relationships. The format also allows facilitators to gradually increase stress and responsibility over time, and provides chances for youth to fail and persist. Ms. Bird stated that up to 10% of local funds can be used to support these transitional jobs, but cautioned that providing necessary work supports, such as child care, health and mental health services, housing, and transportation, often requires private funding.

These social-emotional and work supports may also be effective interventions for OSY in other contexts. Ms. Bird also described promising Dropout Recovery interventions for OSY, including credit recovery, re-engagement centers, integrated education and training, and dual enrollment. She affirmed the new opportunities that WIOA provides for low-income and low-skill adults and youth, noting that it “expands proven education and training options to help participants access good jobs and advance in their careers.”

Describing how States can leverage WIOA, Ms. Bird reiterated the requirements laid out by Ms. Cutter, adding that up to 10% of funds can be used for transitional jobs for individuals with barriers to employment, and that there is a 75% wage reimbursement rate for on-the-job (OJT) training.

In closing, Ms. Bird shared the comments on WIOA that CLASP provided to federal agencies: Unified and Combined State Plans, Performance Accountability, and the One-Stop System Joint Provisions (<http://www.clasp.org/resources-and-publications/publication-1/CLASP-Comments-to-the-Departments-of-Education-and-Labor-on-WIOA-Joint-ED-DOL-Proposed-Regulations.pdf>) (submitted to DOL and the U.S. Department of Education (ED)), Workforce Innovation and Opportunity Act provisions administered by DOL (<http://www.clasp.org/resources-and-publications/publication-1/CLASP-Comments-on-WIOA-Title-I-Proposed-Regulations.pdf>) (submitted to DOL), and Title II Adult Education and Literacy (<http://www.clasp.org/resources-and-publications/publication-1/CLASP-Comments-on-WIOA-Title-II-Adult-Education-and-Family-Literacy-Act-Proposed-Regulations.pdf>) (submitted to ED). She also shared links to CLASP’s WIOA Game Plan for Low-Income People (<http://www.clasp.org/issues/postsecondary/wioa-game-plan>) and to DOL’s “Enough is Known for Action” Youth TA Webinars (<http://www.workforceone.org/>) which are held the last Wednesday of each month.

In the next presentation, Jody Schanilec, Employment Services Manager at the Workforce Center of Anoka County in Minnesota, explained how Anoka County was successfully serving youth across programs and funding streams. Ms. Schanilec’s Workforce Center is located in a One-Stop and its youth programs — TANF, WIOA, and Youth Services — are interconnected. The Center’s services to young TANF parents focus on high school completion, followed by post-secondary training/education and job placement. Anoka also offers the TANF Innovations Project, a summer youth employment program that primarily serves 14-16-year-old members of TANF households. The Center also operates the Diversionary Work Program, a four month, pre-TANF program that provides intensive job search services.

The local Workforce Development Board (WDB) includes a standing Youth Committee that collaborates to share resources and deliver services to Anoka County youth. Initially, it was challenging for the Center to recruit and engage OSY. Now, she stated, with multiple community partners at the table who already serve older OSY, engagement has increased.

She described the county's robust youth programming, beginning with Anoka County Empowers, a program to help participants obtain postsecondary credentials and/or occupational skills training (OST). A youth counselor spends one day per week at the local technical college and interfaces with the financial aid office to recruit potential candidates. The program's service model components include: career matches, high school completion, internships, OJT, and job shadowing. Ms. Schanilec credited collaboration and communication, diverse recruitment sources, monthly partner meetings, and regular communication with partners for the program's success. Empowers U (University) is a related program that offers trainings that emphasize the importance of education and inform participants about additional community resources. Youth participate in mandatory quarterly meetings that feature speakers on topics such as financial literacy.

Anoka County operates a number of programs using non-WIOA funds, including the Pre-Employment Transition Services (PETS), a collaborative effort with a vocational rehabilitation partner, and Higher Education and Career Advisors Project (HECAP), which guides WIOA-eligible secondary school students to postsecondary credential learning opportunities.

Anoka County offers career pathways training that prepares students for careers in three in-demand sectors: manufacturing, office and administrative technology, and health care. The program features an initial assessment, supports during training and a compressed GED program called Jump Start Your Success. The county's Disability Employment Initiative (DEI), an innovative program focused on helping people with disabilities transition to employment through career pathways training, is funded through a DOL grant.

A number of the county's programs, including its career pathways training, rely on braided funds. Ms. Schanilec warned that braiding funds is difficult and can become complex and intensive in terms of staff time and effort. For example, she stated, a TANF youth could end up working with six different counselors.

Ms. Schanilec closed her presentation with a summary of the pros and cons of Anoka County's program integration. The benefits include: leveraging funds and resources, greater overlap of programs and services, more universally accessible services, services for those with the greatest need, expanding collaborative networks, and increasing the number and level of community partnerships. The county is challenged by: simultaneously managing several different program requirements and funding streams, less customer friendly processes, overwhelming complexity, and the difficulty of streamlining agency processes.

**Question. How does Anoka County handle enrolling participants as youth as opposed to adults?**

- The issue hasn't yet surfaced in Anoka County. In Utah, they have more funding to serve adults than they do for youth, but there could be negative outcomes from exiting participants from the youth program and enrolling them in the adult program. At the same time, it seems strange to co-enroll participants in two funding streams. Ms. Bird noted that many people have been asking the same question, and that Career Source South Florida got state waivers to use Title I funds for youth.

**Question. Does Anoka County now use more outreach, social media, and technology to meet youth demand for self-service options?**

- Anoka County uses Facebook, Twitter, and Craigslist to engage youth. It remains very important to establish rapport with youth, some of whom don't have people to support them. Locating youth workforce centers in youth-friendly locations is another strategy that some sites have successfully employed.

**Question. How is pre-TANF Diversionary Work Program funded?**

- It is State funded. It started in 2002 and has been quite successful, though dependent on the broader economy. Participants remain eligible for food support and child care assistance, and, depending on

household needs, may have their rent and/or utilities covered. Recently, participants have been applying for the program to get child care assistance because the basic fee for that service has not increased.

**Question. Early work skills encompass self-regulation and executive functioning – is CLASP integrating what is known about adolescent brain development into its work?**

- CLASP reviewed the data and found that enabling a young person to earn a credential requires multiple interventions and multiple staff members. Youth stated that this level of involvement was necessary because they have a deficit of supportive adults and opportunities. In the past, mistakes were punished and youth were locked out of opportunities. When youth make age-related mistakes, they need many positive adults to get them back on track.

## Action Planning

*Moderator: Caterina Bumbara, Manager, ICF International*

Caterina Bumbara, Manager, ICF International, facilitated an action planning session during which state teams were asked to identify three primary objectives for integrating what they had learned at the TA Meeting into their TANF Programs. For each objective, they developed concrete action steps, for which they identified TA or resources needed, assigned responsible parties, and set timelines for completion. Each state then reported back to the larger group about their priorities:

- Participants from **Louisiana** shared that they have been employing a two-generation approach, but haven't been calling it that. They will now emphasize their use of this approach. They also noted that with reauthorization of the Child Care and Development Block Grant (CCDF), they will be implementing the 12-month certification for TANF participants.
- Representatives from **New Mexico** stated that they feel far behind, but that the conference was a good learning experience to see where other programs have gone. They had already decided to reach out to Peer TA, and next year, they will have good ideas to report.
- **Oklahoma** participants echoed appreciation of learning about other states. They plan to work more closely with OSY, partners in workforce, and TANF applicants/recipients to refer participants to OSY services. They have a good working relationship with those entities and need to communicate with their field staff to ensure that they are receiving new information.
- **Arkansas** participants have been encouraged to focus on homelessness. They are going to initiate contacts with their CoCs, which they did not know existed. They have connected with Louisiana regarding follow-up discussions. They are going to strengthen their relationship with a CBO called Our House that focuses on homelessness and has a strong presence in their largest county. There, they see an opportunity to use a two-generation process at an existing campus that offers child development and adult career development. They also want to connect with their two-generation project in Blyville, Arkansas, which will connect with their Rural Initiative. It is possible that their proposed partnership with Our House will depend on the Rural Initiative. Arkansas will initiate these discussions and envision TANF offices (working with CBOs) being the responsible parties. Activities will be initiated by October 1 or November 1, 2016. Arkansas is also going to focus on youth employment. It has an extensive relationship with the Boys & Girls Club, and has used TANF funds to support its prevention/intervention programming. There is an opportunity to strengthen that relationship to include employment and career development. Arkansas wants to spark more discussions about ways to strengthen the relationship, incorporate WIOA, and use the organization as a possible intake channel for low-income youth and their

parents. Arkansas is excited about PeerTA (<http://peerta.acf.hhs.gov/>) and has already submitted a request for information about performance-based contracting.

- **Utah** reported that learning from Minnesota had sparked interest in working on a diversion employment program. Utah currently has a three-month time limit, provides a lump sum payment, and is very hands-off. They want to make the program more engaging and meaningful. They do not yet have action steps, but will add the topic to the agenda of their Operational Excellence Committee and work to get something going in the next year. Utah wants to connect families to resources, including financial education, through home visits and strengthen existing contacts and programs. They aim to increase home visits and extend the service to TANF families (it is currently focused on other populations).
- Participants from **Texas** shared that the state has 28 WIBs. They want to increase summer youth opportunities. Their current TANF plan allows areas to submit funding requests for specific initiatives. Each WIB area can submit a plan that addresses a TANF purpose, and use up to 10% of their allocation. There have only been three submissions in the past year. They want to increase awareness of this opportunity and hope to have more submissions by next April.
- **South Dakota** participants shared that their attempts to implement some new ideas have met resistance because TANF has been run the same way for 20 years. They will be focusing on turning employment specialists into true coaches, and have already reached out to get some information. They plan to begin in the next year.
- Participants from **Wyoming** stated that they are working toward common goals through two state agencies. They work within TANF to create starting points for career pathways that can move participants into WIOA. They want to make sure that it's a clear, concise pathway that enables TANF participants to move in the right direction. The participants want to connect with CoC staff to utilize more of the available resources, particularly in rural regions. Also, since the state is working through two different agencies, they want to blend some of the lines and ensure that they're functioning as a cohesive unit. They talked about sharing an employee evaluation measure related to staffing cases. There will be training on brain development and other topics to remind staff of factors that underlie some client reactions. An early childhood program was added to TANF during the last legislative session. A two-generation approach was discussed and could be bolstered with measurable parent outcomes.