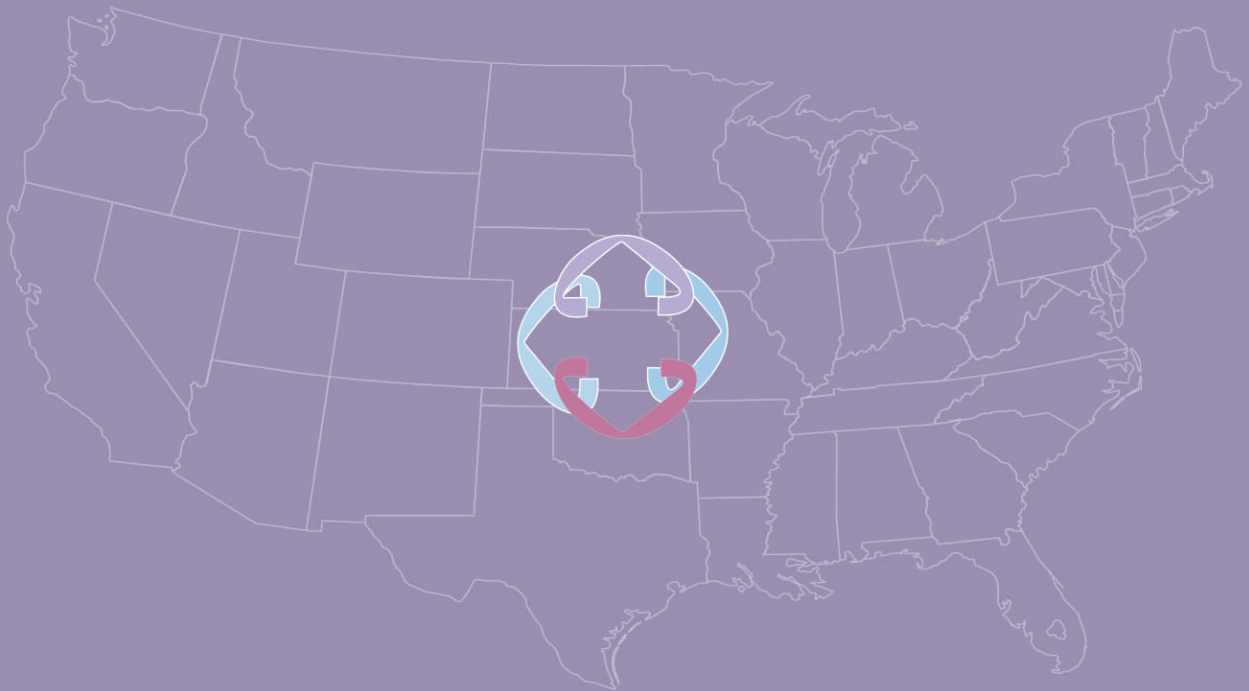


PATHWAYS TO SELF-SUFFICIENCY

FINDINGS OF THE NATIONAL
NEEDS ASSESSMENT



PRE-RELEASE DRAFT
WELFARE PEER TECHNICAL
ASSISTANCE NETWORK

SEPTEMBER 2001

WELFARE PEER TECHNICAL ASSISTANCE NETWORK

**PATHWAYS TO SELF-SUFFICIENCY:
FINDINGS OF THE NATIONAL NEEDS ASSESSMENT**

**U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES
ADMINISTRATION FOR CHILDREN AND FAMILIES
OFFICE OF FAMILY ASSISTANCE**

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EXECUTIVE SUMMARY

The Welfare Peer Technical Assistance Network, funded by the US Department of Health and Human Services (DHHS), Administration for Children and Families (ACF), facilitates the sharing of information between and among States on all aspects of welfare reform. This second iteration of the National Needs Assessment (the first, *Progress and Promise of TANF Implementation* was published in 1997) explores the challenges and successes States have experienced in implementing their Temporary Assistance to Needy Families (TANF) programs.

Between November 2000 and April 2001, the Welfare Peer TA Network held discussions with State TANF representatives in all 50 States, the District of Columbia, and the territories of Puerto Rico and the U.S. Virgin Islands. Discussions lasted approximately 1 to 1.5 hours. ACF Regional Office staff also participated in the majority of discussions. Issue areas discussed included:

- **Challenges to Welfare Reform Implementation and Operation**—over the past two years; anticipated for the upcoming year
- **Policies, Services, and Collaborations to Address the Hard-to-Serve**—included information addressing substance abuse/mental health, domestic violence, disabilities, limited English proficiency, teen parents, noncustodial parents, clients with criminal records, job retention and advancement, housing, transportation, child care, and approaching the time limit
- **Services for Welfare Leavers, TANF Eligible/Diverted, and Low-Income Working Families**—discussed types of services—including post-employment support, child care, transportation, education, housing, domestic violence services, substance abuse/mental health services, and expanding/improving access to the Food Stamp and Medicaid programs—provided to welfare leavers, TANF eligible/diverted, and low-income working families. Information on services provided to welfare leavers also was broken down by reasons for leaving TANF—due to employment, sanctioning for non-compliance, and reaching the TANF time limit.

In addition, TANF staff of county-administered programs and State-administered programs with high levels of flexibility were asked to nominate a local TANF office they felt was doing a particularly good job at addressing the needs of the hard-to-serve, welfare leavers, and/or low-income working poor.

Key Learnings

Welfare as we knew it has been changed. Under TANF, the nature of public assistance changed from an entitlement program to one that requires individuals to work in order to receive time-limited support. This change in the welfare delivery system was accompanied by an increase in State-level flexibility in program design and operation. Since the passage of welfare reform, caseload sizes have decreased dramatically and substantial proportions of clients have moved into employment. However, there have been many challenges to TANF program implementation and operation along the way and many additional challenges still remain.

Analysis of the national needs assessment data collected by Welfare Peer TA staff provides information on the primary challenges to welfare reform implementation and TANF program operation over the past two years and for the upcoming year. The top five challenges reported by States for the past two years included:

- Organizational change
- Hard-to-Serve / Clients with Multiple Barriers
- Federal Data Collection and Reporting Requirements
- Meeting Federal Work Participation Requirements
- Interaction of TANF with Food Stamp and Medicaid Programs.

Four of the five above responses revolve around the challenges of implementing a new program and meeting the related requirements. Besides the challenge of working with the hard-to-serve / clients with multiple barriers, States were most concerned with how to effectively implement programmatic and systems level changes required under PRWORA.

The top five challenges reported by States for the upcoming year included:

- Hard-to-Serve / Clients with Multiple Barriers
- TANF Reauthorization
- Job Retention, Career Advancement, and Wage Progression Strategies
- Serving / Tracking Welfare Leavers and Low-Income Working Families
- Approaching / Reaching Time Limits.

As you can see, the primary challenges reported for the upcoming year are substantially different than those of the past two years. Programmatic and systems changes have by and large been incorporated into the TANF programs. States are now facing the challenges of how to move families not only off of welfare and into employment, but also out of poverty and into self-sufficiency. Employment opportunities for former welfare clients have generally been in low-wage paying jobs without health benefits that do not lift families out of poverty. Moreover, many current and former clients continue to face multiple barriers to self-sufficiency, making it extremely difficult to retain employment, and resulting in substantial rates of recidivism. With the rapidly approaching time limits and the uncertainty of what TANF reauthorization will bring, States are concerned with how to effectively equip welfare clients, welfare leavers, and low-income working families with the means to retain and advance in employment in order to move their families out of poverty.

Conversations with State TANF representatives also highlighted the diversity of programs and services available to welfare recipients both within and across the States. The majority of States reported having formal policies in place to address substance abuse, mental health issues, domestic violence, disabilities, limited English proficiency, job retention and advancement, transportation, child care, child-only cases, teen parents, and approaching the time limit. Substantially fewer numbers of States reported having formal policies to address housing issues, noncustodial parents, and clients with criminal records. However, regardless of whether or not formal policies are in place, there is a wide diversity in the types of programs and services available to identify barriers, track clients, offer related support services, fund local programs, and count barrier removal as work-related activities or exemptions and extensions.

In addition to the wide array of services, State TANF departments have also formed a number of collaborative inter-agency and community relationships to serve their clients more effectively. By far, the most prevalent type of collaborative relationship reported is the informal one – with no exchange of money, data, training, staff or memorandums of understanding/agreement (MOU/MOA). A minority of States reported having formalized collaborative relationships in place, with States generally reporting having higher levels of MOU/MOAs and joint training between agencies than staff co-location, data sharing, and combined funding. However, the type of collaborative relationships in place and the percentage of States reporting having these in place varies greatly depending on the hard-to-serve issue area being addressed.

- **MOU / MOA** – States reporting inter-agency MOU/MOA in place ranged from 9 to 47 percent depending on the hard-to-serve issue area being addressed. Fewer states reported having MOU/MOAs in place for addressing child-only cases and clients

with criminal records; larger numbers for addressing clients with disabilities, substance abuse, and transportation.

- **Joint Training** – States reporting inter-agency joint training ranged from 8 to 64 percent depending on the hard-to-serve issue area being addressed. Fewer states reported providing joint training for addressing transportation, clients with criminal records, housing, noncustodial parents, and child only cases; larger numbers for addressing domestic violence, substance abuse, mental health, and disabilities.
- **Staff Co-Location** – States reporting staff co-location in place ranged from 6 to 30 percent depending on the hard-to-serve issue area being addressed. Fewer states reported having staff co-location in place for addressing transportation, housing, and clients with criminal records; larger numbers for addressing substance abuse, disabilities, clients approaching the time limit, mental health, and domestic violence.
- **Data Sharing** – States reporting inter-agency data sharing ranged from 8 to 34 percent depending on the hard-to-serve issue area being addressed. Fewer states reported conducting data sharing for addressing clients with criminal records, transportation, and child only cases; larger numbers for addressing clients approaching the time limit, child care, and disabilities.
- **Combined Funding** – States reporting combined funding in place ranged from 2 to 28 percent depending on the hard-to-serve issue area being addressed. Fewer states reported having combined funding for addressing child-only cases, clients with criminal records, and noncustodial parents; larger numbers for addressing child care and teen parents.
- **Other** – States reporting informal or other types of collaboration ranged from 19 to 79 percent depending on the hard-to-serve issue area being addressed. Fewer states reported having informal / other collaborations for addressing clients with criminal records and child only cases; larger numbers for addressing transportation, mental health, and substance abuse.

In addition, States may use TANF funding to provide non-assistance support services to welfare leavers, TANF-eligible families, and the working poor regardless of previous welfare receipt. Provision of support services - such as employment support, child care, transportation assistance, housing assistance, substance abuse and mental health services, domestic violence services, and coordination with Food Stamp and Medicaid programs - can help stabilize families and serve as a prevention strategy against recidivism or initial entry into TANF without unnecessarily running the clients' time clock. Conversations with State TANF representatives highlighted the variation in how States are supporting TANF leavers, TANF-eligible families, and the working poor. The majority of States reported making support services available to those families leaving TANF for employment. The percentage of States providing support services to families leaving TANF due to sanctioning or reaching the time limit is approximately halved compared to those leaving for

employment. The percentage of States reporting support services available to TANF-eligible and working poor families is generally comparable to or slightly higher than those for leavers due to sanctioning and reaching the time limit. Furthermore, there is wide variation depending upon the type of support service. In general, greater numbers of States report providing employment support services, child care assistance, and improving access to the Food Stamps and Medicaid programs and lesser numbers report providing housing supports and educational assistance.

It is clear that States have met many of the challenges of moving people successfully from welfare to work and, without a doubt, have changed welfare as we knew it. However, as this report highlights, there are a number of challenges remaining. In addition, the weakened economy and the approach of time limits necessitates a closer look at how States are funding their programs, the types of services they are providing, and who they are benefiting. This report highlights the wide diversity of TANF programs and services, as well as collaborative relationships formed and funding streams used. We hope that this research will add to the knowledge base and contribute to the reauthorization debate on the challenges facing TANF programs and the programs, services and collaborative relationships available to address the needs of the hard-to-serve, welfare leavers, and low-income working poor at both the National and the State level.

Chapter I of *Pathways to Self-Sufficiency* provides an overview of the purpose and methodology of the Welfare Peer TA Network research effort. Chapter II provides a brief explanation of the rules surrounding TANF funding and provides a look at the flexibility it offers. Chapter III presents the Welfare Peer TA Network's research findings about the most challenging issues States have encountered in implementing welfare reform in the past two years, and the challenges they foresee for the coming year. Chapter IV provides information about policies, services, and collaborative relationships that States have implemented to address the needs of families receiving welfare. Specific State examples are highlighted. Chapter V presents information about the services States currently provide to welfare leavers and for those at risk of entering or returning to the welfare rolls. Once again, specific State examples are highlighted. Chapter VI presents a conclusion of the research findings. The appendices provide State-specific information. Appendix A contains two documents detailing the challenges mentioned by each State. Appendix B contains fourteen issue-specific tables detailing the policies, services, and collaborations by State for addressing the needs of the hard-to-serve. Appendix C contains five tables detailing, by State, the services provided to welfare leavers due to employment, welfare leavers due to noncompliance and sanctioning, welfare leavers due to reaching the time limit, TANF-eligible diverted, and low-income working poor.

I. OVERVIEW

The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 replaced the Aid to Families with Dependent Children (AFDC), the Job Opportunities and Basic Skills (JOBS) and Emergency Assistance programs with the Temporary Assistance for Needy Families (TANF) program. Under TANF, the nature of public assistance changed from an entitlement program to one that requires individuals to work in order to receive time-limited support. This change in the welfare delivery system was accompanied by an increase in State-level flexibility in program design and operation. Welfare reform required no less than a redefinition of the role of decision-makers at the Federal, State and local level, including the role played by front-line workers when interacting with welfare recipients. Five years after the passage of welfare reform, this report takes stock of the challenges to welfare reform implementation and program operation. This report then focuses on the policies, services, and collaborations that States have developed to address the needs of the hard-to-serve, as well as for those leaving welfare, TANF-eligible and low-income working families, regardless of current or previous welfare receipt.

1. CASELOAD DYNAMICS

A strong economy backed by government policies emphasizing work have brought about dramatic declines in the number of welfare recipients in the five years since PRWORA was signed into law (Schott et al., 1999). Since the passage of welfare reform, caseloads have declined by approximately 50 percent nationally. However, there is some evidence that the period of rapid declines is slowing down. The most rapid declines in the national welfare rolls took place during 1997; but, every year since 1997, percent declines have been smaller than in previous years.¹ Furthermore, the most recent caseload data available shows that the rate of decline in the first three-quarters of calendar year 2000 has significantly slowed down with a percentage of decline of only 6 percent nationally (ACF, U.S. Welfare Caseloads Information). Reflecting national trends, some of the States—such as Arizona, Arkansas, Indiana, Nevada, Tennessee, Texas and Wisconsin—have reported that not only are their caseloads no longer declining, but that they have in fact increased during the first three-quarters of 2000.

As caseloads declined, many practitioners in the field have reported anecdotally that those remaining on the caseload are the hardest-to-serve, the least ready to take up employment, and the most likely to cycle in and out of the welfare program. The reason being that those TANF clients who were most job-ready—with limited or no barriers to employment—would

¹ Between January 1997 and January 1998, caseloads declined 20 percent. Between January 1998 and January 1999, caseloads declined 18 percent. Between January 1999 and January 2000, caseloads declined 17 percent.

quickly exit TANF, leaving behind an increasingly disadvantaged caseload. Recent research, however, by the Urban Institute, New Federalism Project, has brought into question the notion of the changing composition of the caseload (Zedlewski & Alderson, 2001).

Using the nationally representative National Survey of America's Families (NSAF) data, Zedlewski and Alderson (2001) examined similarities and differences between the characteristics of 1999 and 1997 TANF recipients.² As shown in Exhibit I-1, the New Federalism research found that there was not a significant difference or change in the barriers to employment facing TANF clients in 1999 compared to 1997. The incidence of employment barriers among welfare recipients was high in both 1997 and 1999. In 1999, 80 percent of welfare recipients reported having at least one significant barrier to employment (with a subset of 40 percent reporting multiple barriers) as compared to 78 percent in 1997 (with a subset of 45 percent reporting multiple barriers).

EXHIBIT I-1 DISTRIBUTION OF WORK ACTIVITY BY NUMBER OF BARRIERS TO WORK AMONG TANF RECIPIENTS NATIONAL STUDY OF FAMILIES (NSAF) DATA						
Year	Number of Barriers	Recipients (%)	Current Work Activity (%)			
			Paid Work	In School	Looking for Work	No Activity
1997	0	22	53	17	18	12
	1	33	22	9	28	41
	2+	45	5	9	16	60
	All Recipients	100	22	11	25	43
1999	0	20	56	8*	26	10
	1	40*	33*	15	20	32
	2+	40	20**	4*	30	46**
	All Recipients	100	32**	9	25	33**

Source: Zedlewski, S and Alderson, D. 2001. Before and After Reform: How Have Families on Welfare Changed? Washington, DC: Urban Institute.

* Statistically different from 1997 at 90 % confidence interval.

** Statistically different from 1997 at 95 % confidence interval.

Given the work-first philosophy, stricter work requirements (e.g., engage in work activities within a two-year time frame), and work incentives (e.g., earnings disregards) implemented under TANF, as well as the strong economy of the late 1990s, it makes good sense that the number of clients working in 1999 was significantly higher than those in 1997. Even

² The first round of the NSAF interviews took place between February and November 1997. The second round took place the same time two years later. Use of 1997 as a comparison year is based on the fact that most State TANF plans were not implemented until the second half of 1997 and, therefore, serves as a predominantly pre-TANF caseload. However, it is critical to note that many States began their welfare reform implementation efforts under waivers prior to 1996.

among those clients with multiple barriers, employment increased from 5 to 20 percent during this time frame. However, it is critical to keep in mind that even with this large increase in employment nearly one-half of clients with multiple barriers were not engaged in any work activity (Zedlewski & Alderson, 2001). Moreover, issues for those with multiple barriers continue after clients leave TANF. About one-half of welfare clients who left welfare but have no recent employment or disability income have multiple barriers to employment (Zedlewski & Loprest, 2000) and approximately one-fifth to one-third of leavers return to welfare within one year of exit (Acs & Loprest 2001; Loprest 2001).

While the NSAF data point to a high incidence of welfare clients with significant barriers to employment, it is important to recognize exactly what barriers to employment the study did and did not capture. NSAF collected information on the following six barriers to employment: (1) either mental health limits work or very poor mental health; (2) English language difficulties; (3) child on SSI; (4) child under age one; (5) education less than high school; and (6) last worked three or more years ago. The NSAF data does not capture a wide range of other significant barriers to employment and self-sufficiency, including domestic violence, substance abuse, learning disabilities, child care, transportation and housing. Therefore, it is likely that the percentage of clients with barriers to employment is even higher than reported in this study.

An additional two years have passed since the collection of the 1999 NSAF data. Since this time, a number of States that opted to set shorter State time limits have had many clients already hit their time limits and an increasing share of TANF recipients will begin facing their five year time limit on federally funded assistance beginning in late 2001/early 2002. As clients reach the Federal 60-month time limit, States will have three primary options: (1) to include clients as part of the Federal 20 Percent Hardship Exemption group³; (2) to continue to serve clients using solely State Maintenance of Effort (MOE) funds, to transfer TANF funds to the Child Care Development Fund (CCDF) or Social Services Block Grant (SSBG), or to use other non-TANF funds; or (3) to allow clients to fall off the caseload. As more clients reach the time limit, it is highly unlikely the 20 Percent Hardship Exemption group will be sufficient over time. Therefore, TANF agencies must act now to comprehensively address the multiple barriers to employment facing not only current TANF recipients, but also welfare leavers and low-income working families in danger of falling onto the caseload. This report examines the challenges that TANF agencies are facing and also the current policies, services, and collaborative relationships that they have developed to address the wide range of barriers to employment and self-sufficiency.

³ Time limit extensions for domestic violence victims under the Family Violence Option (FVO) also count toward the Hardship Exemption limit, but a State will not be penalized for exceeding the 20% limit based on the FVO waivers.

2. WELFARE PEER TECHNICAL ASSISTANCE NETWORK RESEARCH EFFORT

In an effort to understand the challenges and successes of States as they implemented their TANF programs, the U.S. Department of Health and Human Services (DHHS), Administration for Children and Families (ACF) funded the Welfare Peer Technical Assistance (TA) Network. The objective of the Welfare Peer TA Network is to facilitate the sharing of information between and among States and to establish linkages between organizations serving the needs of welfare recipients. As a first step to meeting this objective, the Welfare Peer TA Network conducted a needs assessment in 1997 and 1998 in all 50 States, the District of Columbia, and the territories of Guam and Puerto Rico. The assessment included interviews with State TANF, Department of Labor, Child Care, and Child Support representatives. In addition, the Welfare Peer TA Network conducted a sub-analysis with counties and community-based organizations in a number of States facing significant challenges or achieving considerable success in moving recipients from welfare to work. The findings were made available in the report entitled “Progress and Promise of TANF Implementation” (Hercik & Holguin-Peña 1998).

The information gathered in the 1997-1998 national needs assessment formed the basis of the Welfare Peer TA Network’s technical assistance plan. Since that time, the Welfare Peer TA Network has provided nearly one hundred technical assistance events covering a wide range of welfare-related issue areas. Technical assistance is provided through a variety of mechanisms: peer-to-peer site visits, workshops, moderated teleconferences, and one-on-one conversations. In addition, the Welfare Peer TA Network Web site (<http://www.calib.com/peerta>) highlights technical assistance event summaries, policy relevant research, innovative programs, interactive questions and answers, related links and upcoming events.

In preparation for the Welfare Reform National Conference, *Five Years into Welfare Reform: Lessons Learned and Models for the Future*, on September 5-6, 2001, ACF funded the Welfare Peer TA Network to conduct a second national needs assessment. The goal of the research effort was to (1) identify the challenges States are having in running their TANF program and serving low-income families, and (2) learn about the types of policies, services, and collaborative efforts that States have developed to address the needs of the hard-to-serve, welfare leavers, and low-income working families. To make the most efficient use of time, letters explaining the purpose of the research effort were mailed to all State TANF directors in October 2000. TANF directors were asked to select the date, time, and appropriate staff to participate in the research discussion with the Welfare Peer TA Network. At the same time, Welfare Peer TA Network staff held discussions with ACF Regional staff to obtain their buy-in and assistance with the research effort.

Between November 2000 and April 2001, the Welfare Peer TA Network held discussions with State TANF representatives in all 50 States, the District of Columbia, and the territories of Puerto Rico and the U.S. Virgin Islands.⁴ Discussions lasted approximately 1 to 1.5 hours. ACF Regional Office staff also participated in the majority of discussions. Issue areas discussed included:

- **Challenges to Welfare Reform Implementation and Operation**—over the past two years; anticipated for the upcoming year
- **Policies, Services, and Collaborations to Address the Hard-to-Serve**—included information on substance abuse/mental health, domestic violence, disabilities, limited English proficiency, teen parents, noncustodial parents, clients with criminal records, job retention and advancement, housing, transportation, child care, and approaching the time limit
- **Services for Welfare Leavers, TANF Eligible/Diverted, and Low-Income Working Families**—discussed types of services—including post-employment support, child care, transportation, education, housing, domestic violence services, substance abuse/mental health services, and expanding/improving access to the Food Stamp and Medicaid programs—provided to welfare leavers, TANF eligible/diverted, and low-income working families. Information on services provided to welfare leavers also was broken down by reasons for leaving TANF—due to employment, sanctioning for non-compliance, and reaching the TANF time limit.

In addition, TANF staff of county-administered programs and State-administered programs with high levels of flexibility were asked to nominate a local TANF office they felt was doing a particularly good job at addressing the needs of the hard-to-serve, welfare leavers, and/or low-income working poor. Welfare Peer TA Network staff held discussions with four counties—Larimer County, Colorado; Shawano County, Wisconsin; Hall County, Georgia; and District V (Eugene), Oregon—to learn more about their innovative practices.

Data gathered from the issue guide discussions were entered into an Access database to enable further analysis. All of the self-reported data were coded and analyzed to determine trends across States. Specifically, the data collected on challenges to welfare reform implementation and operation were examined to determine significant similarities or differences between subsets of States based on population size, administrative locus of the TANF program, and geographic region.

⁴ TANF representatives in Guam did not respond to the letters or phone calls to set up the research discussion. Puerto Rico faxed back information on their program but no discussion could be held. Therefore, only general information was obtained.

With the information gathered from issue guide discussions and the coding of self-reported qualitative information, Welfare Peer TA Network staff created a number of issue-specific tables detailing the policies, services, and collaborations by State for addressing the needs of the hard-to-serve. Tables were also created detailing the services provided to welfare leavers, TANF-eligible diverted, and low-income working poor by State. In order to ensure that accurate information was obtained, the Welfare Peer TA Network e-mailed and/or faxed the nineteen tables to the key State TANF staff members who participated in the issue guide discussion. State TANF representatives were asked to review the tables and make revisions. States were also told that if revisions were not received before a given date, the information on the tables would be assumed correct. Thirty-five States and the District of Columbia (or 68 %) provided feedback.⁵

This chapter has provided an overview of the purpose and methodology of the Welfare Peer TA Network research effort. Chapter II provides a brief explanation of the rules surrounding TANF funding and provides a look at the flexibility it offers. Chapter III presents the Welfare Peer TA Network's research findings about the most challenging issues States have encountered in implementing welfare reform in the past two years, and the challenges they foresee for the coming year. Chapter IV provides information about policies, services, and collaborative relationships that States have implemented to address the needs of families receiving welfare. Specific State examples are highlighted. Chapter V presents information about the services States currently provide to welfare leavers and for those at risk of entering or returning to the welfare rolls. Once again, specific State examples are highlighted. Chapter VI presents a conclusion of the research findings. The appendices provide State-specific information. Appendix A contains two documents detailing the challenges mentioned by each State. Appendix B contains fourteen issue-specific tables detailing the policies, services, and collaborations by State for addressing the needs of the hard-to-serve. Appendix C contains five tables detailing, by State, the services provided to welfare leavers due to employment, welfare leavers due to noncompliance and sanctioning, welfare leavers due to reaching the time limit, TANF-eligible diverted, and low-income working poor.

⁵ States providing feedback on the tables were: Alabama, Alaska, Arizona, Arkansas, California, Colorado, Delaware, District of Columbia, Florida, Hawaii, Idaho, Illinois, Iowa, Kansas, Kentucky, Louisiana, Maryland, Massachusetts, Minnesota, Missouri, Montana, Nebraska, Nevada, New Jersey, New Mexico, New York, Ohio, Oklahoma, Rhode Island, South Carolina, South Dakota, Texas, Utah, Virginia, Washington, and Wisconsin.

II. TANF FUNDING OPTIONS

The TANF program provides tremendous flexibility for funding a variety of activities and supportive services to accomplish the purposes of the program, which include:

- Providing assistance to needy families
- Ending dependence of needy parents by promoting job preparation, work and marriage
- Preventing and reducing out-of-wedlock pregnancies
- Encouraging the formation and maintenance of two-parent families.

For the first two purposes outlined above, States decide the income and resource standards for determining eligibility (i.e., States define who is “needy” and they may set different financial eligibility criteria for different benefits or services). The third and fourth purposes outlined above, however, are not limited to the “needy.” Therefore, States may use Federal TANF funds to provide services related to preventing and reducing of out-of-wedlock pregnancies and/or encouraging the formation and maintenance of two-parent families to the population at large.

1. FUNDING SOURCES

States have two primary sources of funding to accomplish the purposes of the TANF program outlined above.⁶ Each funding source entails different rules and restrictions.

- **Federal TANF Funds**—TANF is a Federal block grant to the States allocating a total of \$16.5 billion annually through Fiscal Year (FY) 2002.⁷ Additional Federal TANF funds are distributed as bonuses (e.g., High Performance Bonus Award and Bonus to Reward Decrease in Illegitimacy Ratio) and supplemental grants to States with high population growth and/or low fiscal year. When States use Federal TANF funds to provide assistance, recipients are subject to work and participation requirements, a 5-year time limit on Federal assistance, data reporting, child support assignment and certain prohibitions. In addition, a State may transfer a total of up to 30 percent of its Federal TANF funds for a fiscal year to the Child Care Development Fund (CCDF)

⁶ States are not limited to using only these two funding sources to achieve the goals of the TANF program. Other funding sources—such as State dollars, Social Services Block Grant (SSBG), Child Care Development Fund (CCDF), Workforce Investment (WIA) dollars, Workforce Attachment and Advancement (WAA) dollars, and foundation grants to just name a few—can also be used to help communities meet the purposes of the TANF program. The funding sources must be used in accordance with the rules of the given program or grant.

⁷ Distribution of funds among States is based on Federal payments made in previous years for the AFDC, EA, and JOBS programs.

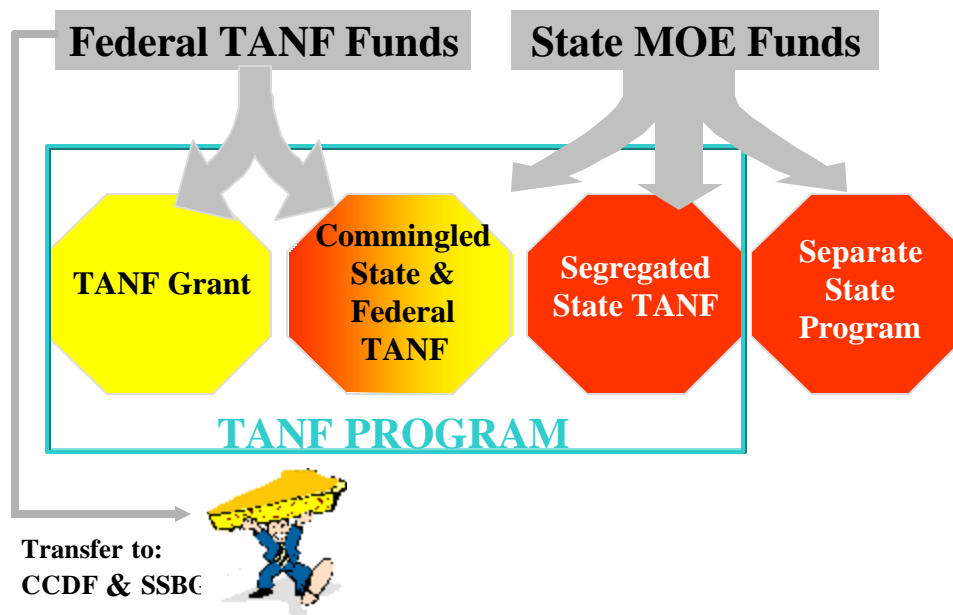
and the Social Services Block Grant (SSBG). However, it may transfer no more than 10 percent of the grant amount to SSBG. Once a State transfers funds to either program, it must use the funds in accordance with the rules of the receiving program.

- **State Maintenance of Effort (MOE) Funds**—States must spend 80 percent of their historic level of spending—or 75 percent if they meet work participation requirements—on “qualified State expenditures.” All State MOE funds must be spent on TANF eligible families—those that both include a child living with a parent or adult relative and meet the State’s financial eligibility test (income/resource standards). When States use solely MOE funds to provide services, recipients are not subject to a 5-year time limit on Federal assistance or Federal funding requirements (such as teen parent restrictions).

2. FUNDING STREAMS AND STRATEGIES

Program and funding requirements vary greatly depending on how States structure their funding. As depicted on Exhibit II-1, States have a few options about how to fund services using Federal TANF and State MOE funds. States can spend their MOE funds in three different ways—commingled, segregated, or in a separate State program.

EXHIBIT II-1
POTENTIAL FUNDING OPTIONS



- **Commingled**—State MOE funds commingled or combined with Federal funds and expended in the TANF program. These expenditures are the least flexible because all funds are subject to Federal funding restrictions, TANF requirement, and MOE limitations.
- **Segregated**—State MOE funds segregated or separated from Federal funds, but expended within the TANF program. These segregated State MOE expenditures are subject to many TANF requirements, including the work participation, child support assignment and reporting requirements. However time limits and teen parent restrictions do not apply.
- **Separate State Program**—States can use their State MOE funds to fund separate State programs, operated outside of the TANF program. Funding separate State programs are the most flexible funding option; those receiving separate State program services are not subject to the general TANF requirements. However, these programs must be consistent with the goals of the TANF statute and other MOE requirements.

The majority of States commingle their Federal TANF and State MOE funds to fund services for their clients. A handful of States, however, have begun to take advantage of the funding flexibility available to them.

- **Illinois and Rhode Island** segregate their TANF and State MOE funds rather than commingling them. State MOE dollars are used for those clients who are employed, working thirty or more hours per week, as well as those engaged in post-secondary education and minor heads of households. Since State MOE funds are being used, the client's time clock (both State and Federal) is stopped. Early findings suggest that this funding strategy enables recipients to gain additional dollars and increase work experience while remaining on TANF and tends to decrease the recidivism rate (Schott, 2001).
- **Vermont and Michigan** do not have State time limits. If assistance is received for more than 60 months and an adult does not qualify for the 20 percent hardship exemption, assistance will be funded with State MOE.
- States can use State MOE dollars to continue funds to pay for benefits after families reach 60 months. Some States have chosen to continue assistance for the needs of children when a family reaches the TANF time limit. The following six States—**Arizona, California, Indiana, Maine, Maryland and Rhode Island**—continue benefits to the children when the family reaches the 60-month time limit.
- Some States have chosen to use their State MOE to fund separate State programs to continue to provide basic assistance to families that have exhausted their time on TANF and still need additional assistance. These programs primarily provide vendor or voucher payments so that while the basic needs of the family are provided, the

parent receives very little in the form of a cash payment. For example, both **New York** and **Connecticut** have developed State-funded Safety Net programs (Schott, 2001).

3. ASSISTANCE AND NON-ASSISTANCE SERVICES

States provide both “assistance” and “non-assistance” services to help families meet the four basic goals of the TANF program. Whether a service is considered assistance under the Federal regulations also determines which TANF program requirements are applicable. Many requirements—such as time limits, child support assignments, work requirements, and data collection and reporting—apply only to families receiving assistance.

- **Assistance**—Assistance includes cash, payments, vouchers and other forms of benefits designed to meet a family’s basic, ongoing needs. Assistance can only be provided to “needy” families with a child.⁸
- **Non-Assistance**—States can use Federal TANF funds to provide a broad range of non-assistance benefits and services without triggering a family’s time limit. Non-assistance includes: (1) non-recurrent, short-term benefits (not extending beyond four months); (2) child care, transportation, and other supportive services provided to families that are employed; (3) work subsidies; (4) refundable earned income tax credits; (5) contributions to and distributions from Individual Development Accounts (IDAs); (6) education or training, including tuition assistance; (7) other services such as counseling, case management, peer support, child care information and referral, transitional services, job retention, job advancement and other employment-related services that do not provide basic income support; and (8) transportation benefits provided under a Job Access or Reverse Commute project to an individual who is not otherwise receiving TANF (ACF, Helping Families Achieve Self-Sufficiency).

Clients receiving only non-assistance services are not restricted by the rules of the welfare system. Therefore, States can select to fund non-assistance services and provided them to families both on and off TANF, regardless of previous welfare receipt. For example, Ohio and Minnesota are providing additional TANF funds to the local level to provide a variety of non-assistance services.

- **Ohio** provides “non-assistance” services under their Prevention, Retention & Contingency (PRC) program. PRC services are designed at the county level within the TANF parameters and vary from county to county. The counties each received a

⁸ It is also important to note that unobligated Federal TANF funds carried over to the next fiscal year can only be spent on those activities within the TANF program and considered “assistance.” States can not transfer any of these unobligated Federal TANF funds to the CCDF or SSBG nor can these funds be used for providing non-assistance services.

consolidated allocation of Federal TANF for administrative and PRC costs. Due to the reduction in caseload, Ohio had an additional \$300 million in Federal TANF monies for PRC projects. The Ohio Department of Job and Family Services allocates this money based on the percentage of poverty in each county. To receive this funding, each county must submit a PRC project proposal, which shows how each non-assistance service/project to be funded fits under one of the four purposes of TANF. If a county does not access PRC dollars for a given quarter, the funding is reallocated to other counties.

- The **Minnesota** Department of Human Services is providing \$75 million in local intervention grants to be used over a three year period to assist MFIP participants who are hard to employ or who need help keeping their jobs or increasing their wages. The critical strategy is to help hard to serve families avoid the 60-month time limit. Counties, regions, and organizations are planning diverse approaches in using the funds and coordinating their work at the local level. Most plan to use funds for: assessment and referral for employment barriers; specialized staff positions; home visits; services for families under program sanctions; intensive case management; and job retention and wage advancement services. Examples of community intervention services include assistance with mental health and chemical dependency issues; supported work efforts; collaborations with employers; help assessing and working with physical and mental disabilities; low-cost loan program to help families purchase used automobiles; assistance for immigrants, those with limited English proficiency, and people of color.

As time limits rapidly approach, many States can and should take advantage of the funding flexibility offered under TANF. Use of non-commingled State MOE dollars and the provision of non-assistance services are two options States can use to provide services to address the needs of the hardest-to-serve, welfare leavers, and low-income working families without impacting time limits on federally funded assistance.

4. FUNDING SERVICES THAT PROMOTE MARRIAGE AND FAMILY FORMATION AND PREVENT FAMILY DISINTEGRATION

TANF agencies have concentrated primarily on accomplishing the first two purposes of TANF. An increasing number of States, however, are beginning to explore ways to fund services and programs that promote marriage and family formation and prevent family disintegration. Some of these services focus on supporting couples facing difficulties in their marriages, while others provide the skills, counseling, and support to prepare younger persons for the decisions around family formation that they make as they approach adulthood (APHSA, 2001). A number of State TANF representatives provided the Welfare Peer TA Network with examples of efforts to accomplish the third and fourth purposes of TANF. For example:

- **Oklahoma**—Oklahoma’s TANF program has been collaborating with the Oklahoma State Department of Health (OSDH) on several initiatives related to teen pregnancy. The latest is using TANF and MOE funds to provide awards for projects that will provide comprehensive, coordinated efforts that enlist the support and commitment of parents, community resources, health and educational professionals in the provision of community-based Abstinence-Only education. On the family formation and maintenance of two-parent families front, the Governor and First Lady’s Marriage Initiative was launched in 1998 with the goal of reducing the divorce rate in Oklahoma by one-third by 2010. TANF and MOE funds are being allocated to provide relationship and marriage education workshops designed to stabilize and strengthen the relationships of married and unmarried parents, help them develop new skills and attitudes and, when appropriate, move unmarried, cohabitation parents toward marriage.
- **Idaho**—Idaho Public Television produced a video, called Life in the Fast Lane, highlighting the reality of teenage pregnancy for the Idaho Department of Health and Welfare. The video was initially distributed to 1,100 teachers, legislators, schools and other interested parties. There is also a Web site “www.teenageparent.org” which provides access to the Life in the Fast Lane video, as well as teenage stories, frequently asked questions, activities (e.g., how much does it cost to have a baby), links and resources, and a teacher’s guide on issues surrounding teenage pregnancy.
- **Alabama**—In 2000, an Office of Unwed Pregnancy Prevention was established through a contract with the State’s Department of Public Health with TANF funds. The State was divided into three categories of need based on the incidences of unwed pregnancy across the State and thirty-four local pregnancy prevention projects received funding. An advisory board reviewed the proposals and awards were made with the majority of the grants to the areas with the highest incidence of unwed pregnancy. All projects will be evaluated through a contract with Alabama State University. The Office will also develop an on-line resource directory and conduct a media campaign. A contract with the State Department of Public Health for a Teen Care Coordinator Program has also been implemented. This program will provide coordinators for teens, 18 and younger, who seek family planning services at the local health department. Coordinators will take a holistic approach and provide assistance with both health and social issues such as school attendance and goal setting.

In addition, the Department has funded an Alabama Fatherhood Initiative to provide funding to local projects to address preventing unintended pregnancies, father/child bonding, and employment with the ultimate goal to increase child support and improve relationships between fathers, their children and the mothers of the children.

- **Louisiana**—The Louisiana Department of Social Services, Office of Family Support developed and implemented the Keeping It R.E.A.L. (Reality Education About Life) Pregnancy Prevention program focused on pre-teenagers and teenagers, ages 11-19.

The initial pilot project was started in New Orleans in 1997. The pilot project consisted of contracts with community, faith, and school-based entities to offer comprehensive programs in Orleans parish because of the high incidence of out-of-wedlock and repeat births to youth. Many of the programs offered recreational activities, vocational training, abstinence-based education, character building, academic assistance and mental health counseling. Due to the success of the pilot, the Agency initiated its statewide efforts in May 2000 and currently contracts with over 50 providers in 48 parishes across the State to offer comprehensive services using nationally recognized ‘best practice methods’. The program also has a statewide media campaign entitled “Get R.E.A.L.”, which consists of billboards, television and radio spots, public relations, and a Web site (http://www.dss.state.la.us/offofs/html/teen_pregnancy_prevention.html).

- **Texas**—Texas has an initiative called “Teen Smart” directed at preventing and reducing out-of-wedlock pregnancies through a goal-oriented program for teens. Part of this effort involves contracting with Community In Schools (CIS) programs in four cities—Laredo, Waco, Odessa, and Mount Pleasant - with high teen pregnancy rates. The CIS Teen Smart programs provide services to 10 to 18 year-olds whose families are currently receiving or who have recently received TANF benefits. The goal is to promote high school completion, job preparation, and work. These contracts expire at the end of this fiscal year. The other part of the effort is a public information campaign, which involved billboards, public service announcements, a poster campaign, and a Web site (<http://www.dhs.state.tx.us/programs/teensmart/index.html>).
- **Arizona**—The Arizona Department of Human Services uses TANF, Title V abstinence-only monies, and State funds to promote abstinence-only education programs. Seventeen local projects in 12 counties, including a Native American reservation, target school-age children, adults at-risk for out-of-wedlock pregnancies, and parents. Programs take place in a variety of settings including schools, youth centers, group homes, medical centers, and juvenile detention centers (O’Dell, 2001).
- **New Hampshire**—New Hampshire’s Family Planning and TANF collaborative dedicates approximately \$300,000 in TANF funds to enhance community outreach efforts to Medicaid-eligible women and teens at risk for pregnancy and expand access to affordable, effective methods of contraception (O’Dell, 2001).

III. NATIONAL NEEDS ASSESSMENT: PRIMARY CHALLENGES TO WELFARE REFORM EFFORTS

During issue guide discussions with State TANF representatives, the Welfare Peer TA Network gathered information about the primary challenges States face in implementing their welfare reform efforts and operating their TANF programs. States were asked the following questions:

- Over the past two years, what have been the most challenging issues your State has had to struggle with in implementing its welfare reform efforts, operating the TANF program and effectively serving low-income families?
- Over the course of the next year, what do you anticipate will be the most challenging issues facing your State as it continues its welfare reform efforts?

This chapter provides an overview of the key challenges to TANF implementation and operation from a national perspective. Differences in challenges based on population size, administrative locus, and geographic region are highlighted in the second section of the chapter. The findings from the national needs assessment will be used by Welfare Peer TA Network staff to effectively design and target future technical assistance delivery to the States. Appendix A-1 provides an overview of the top challenges identified by States. For a comprehensive State-by-State listing of all challenges identified, see Appendix A-2

1. A NATIONAL PROFILE: CHALLENGES FACING TANF PROGRAMS

Although much diversity exists among how States implemented welfare reform and are currently operating their TANF programs, States have several challenge areas in common. From a national perspective, we have analyzed the needs assessment data in two ways:

- **Primary Challenges Over the Past Two Years.** This analysis examines only the needs assessment data reflective of the challenges States have been facing over the past two years.
- **Anticipated Primary Challenges Over the Next Year.** This analysis examines only the needs assessment data reflective of the challenges States anticipate facing over the course of the next year.

The analysis allows the Welfare Peer TA Network to determine those challenge areas that continue to plague States and also to address pro-actively the new areas of technical assistance need.

1.1 Primary Challenges Over the Past Two Years

There is a great deal of consensus over the primary challenges that have been impacting and continue to impact States over the past two years. Exhibit III-1 shows the issues identified by States as the key challenges over the past two years based on analysis of the needs assessment data.

EXHIBIT III-1	
NATIONAL TOP 10 TANF CHALLENGES OVER THE PAST TWO YEARS	
Challenges	Percentage of States
■ Organizational Change	36%
■ Hard-to-Serve/Clients with Multiple Barriers	34%
■ Federal Data Collection and Reporting Requirements (Management Information Systems Issues)	32%
■ Meeting Federal Work Participation Requirements	21%
■ Interaction of TANF with Food Stamp and Medicaid Programs	17%
■ Inter-agency Collaboration	13%
■ Clients with Substance Abuse and/or Mental Health Barriers	13%
■ Job Retention, Career Advancement, & Wage Progression Strategies	11%
■ Funding Flexibility/Effective Spending Strategies	9%
■ Approaching/Reaching Time Limits	9%

Additional detail about each of the above challenges is provided below.

Organizational Change

The most frequently mentioned challenge from States—more than one-third—was regarding organizational change issues. With the passage of PRWORA in 1996, the purpose of welfare offices was dramatically altered from an income maintenance philosophy to an employment-based program. TANF agencies have had to work through a number of complex changes, including:

- Re-assessment and re-alignment of the TANF agency's vision and goals
- Development and implementation of new/revised policies, protocols and services, which match the agency's vision and goals under welfare reform
- Expansion of staff roles and responsibilities, including changing the perceptions, attitudes and assumptions of staff about their roles under welfare reform

- Spreading the vision of welfare reform to clients, which necessitates a clear expectation of how agency staff should interact and communicate with clients about the priority of work and self-sufficiency
- Agreement about how to relate to and collaborate with other agencies and service providers under the new context of welfare reform.

Given the time limit restrictions instituted under PRWORA, TANF agencies incurred the added challenge of having to complete this complex organizational and staff culture change within a limited time period.

Hard-to-Serve/Clients with Multiple Barriers

A little more than one-third of States reported challenges with identifying and effectively serving the hard-to-employ TANF population. While caseloads have dramatically declined since passage of PRWORA, those remaining on the caseload face several barriers to employment, including substance abuse, mental health, domestic violence, learning disabilities, physical and mental disabilities, poor employment histories, and homelessness. For example, a study examining prevalence rates of barriers among Utah's TANF caseload found that 37 percent faced four or more barriers to work. (Barusch et. al., 1999). According to the National Survey of America's Families (NSAF) data, 40 percent of clients in 1999 reported multiple barriers to employment (not counting hidden barriers such as domestic violence, substance abuse and learning disabilities) (Zedlewski & Alderson, 2001). Therefore, while the size of the caseload may be much lower than in the past, the level of service provision and effort needed to place the remaining hard-to-serve clients into employment activities is a time consuming and expensive task.

TANF agencies are trying to identify effective services and programs to comprehensively and holistically identify and address the multiple barriers facing the hard-to-serve population. At the same time, agencies are concerned both about placing these clients into accountable work activities in order to meet participation rates, and about providing effective services before clients' time clocks expire. Many TANF representatives also discussed the difficulty over what to do once all known resources have been exhausted and clients are still not anywhere near ready for employment or self-sufficiency.

Federal Data Collection and Reporting Requirements (Management Information System Issues)

One-third of States reported challenges surrounding the Federal data collection and reporting requirements implemented under PRWORA. The largest difficulty is that States were, and often still are, working with management information systems (MIS) created for an entitlement program. Therefore, obtaining data relevant under TANF becomes expensive and time intensive, requiring substantial personnel resources. In addition, a number of State TANF representatives felt they were often not made aware of what the data and reporting requirements are being used for and, therefore, end up questioning the usefulness of such information.

Meeting Federal Work Participation Requirements

PRWORA set work participation rates for families receiving TANF assistance. One rate is calculated for all families receiving assistance and a higher rate is calculated for two-parent families.⁹ To count toward a participation rate, clients must be involved in statutorily defined work-related activities for a specified number of hours per week. States risk financial penalties if they do not meet their all-families or two-parent participation rates. Furthermore, there are graduated penalties for each consecutive failure to meet the work participation standard.

States discussed the need to identify strategies and incentives to encourage work participation. While States have been able to meet their all-families participation rates over the last few years—due in large part to the sharp reduction in caseload size¹⁰—TANF agencies worry about continuing to meet these participation rates as large percentages of their caseload face multiple barriers to employment. Furthermore, many States mentioned the difficulty of meeting the two-parent participation rates.

Interaction of TANF with Food Stamp and Medicaid Programs

Nearly one-fifth of States reported challenges between the interaction of the TANF program with the Food Stamp and Medicaid programs. Since enactment of PRWORA, participation of TANF-eligible families in both programs has declined dramatically. Reasons for this decline have included:

⁹ Exceptions are given to single parents/caretakers with a child under six years of age, single teen heads of households, and married teens without high school degrees.

¹⁰ The caseload reduction credit allows States to reduce the required work participation rate based on the percentage decline in welfare caseloads between Federal fiscal year 1995 and the fiscal year most recently completed. Caseload reductions due to State eligibility changes or Federal eligibility requirements do not count toward a State's caseload reduction credit.

- **De-linking of TANF and Medicaid.** While de-linking of cash assistance did not reduce the number of persons eligible for Medicaid, there has been a sharp decrease in Medicaid participation rates among TANF-eligible families. One of the most significant drops has been in Medicaid receipt for those families who leave TANF. Factors contributing to this decline include: confusion about eligibility, administrative errors (e.g., failure to properly determine whether families are eligible), the complexity and restrictiveness of transitional Medicaid rules, TANF sanction policies (i.e., States may elect to terminate Medicaid for a non-pregnant parent—not children—who receives a sanction for failure to comply with TANF work requirements). In addition, the use of diversion and up-front job search may preclude some low-income families from completing the Medicaid application process in the first place (Greenberg, et al, 2000).
- **Interaction between TANF and Food Stamp Program** PRWORA allowed States to impose Food Stamp sanctions against individuals who were not compliant with TANF rules. A household's Food Stamp benefits could not increase if a family's TANF assistance was reduced due to a sanction. Sharp declines in food stamp participation among those families who left TANF were likely due to administrative complexity, not knowing or being informed that they were still eligible, and issues of stigma (Greenberg, et al, 2000).

State TANF representatives also discussed the need to ease the administrative complexity between TANF and the Food Stamp and Medicaid programs and the need to increase outreach and education efforts to encourage participation of low-income families in these programs.

Interagency Collaboration

Thirteen percent of States highlighted both the challenge and need to work collaboratively with other agencies and organizations to successfully move clients from welfare to employment and self-sufficiency. Given the multiple barriers to employment facing many clients, TANF agency staff need to work closely both formally and informally with a number of agencies and organizations in order to streamline services to clients and avoid duplication of services. A number of the States also highlighted the need to proactively engage employers and the business community.

Clients with Substance Abuse and/or Mental Health Barriers

Thirteen percent of States specifically mentioned substance abuse and mental health barriers as one of the top challenges. Similar to the earlier discussion around the hard-to-serve and clients with multiple barriers, challenges for clients with substance abuse and/or mental

health barriers revolved around identification and staff training, provision of effective services, and coordination with work activities.

Job Retention, Career Advancement, and Wage Progression Strategies

Eleven percent of States highlighted challenges in implementing effective job retention, career advancement, and wage progression strategies for their clients. The work-first philosophy has begun to shift from the idea of just getting a job to also keeping and advancing in a job. While studies have consistently found that the majority of families leaving welfare find work, most welfare leavers are entering low-paying jobs with wages below the poverty line and providing no health coverage (Acs & Loprest, 2000; Loprest, 2001). Furthermore, despite relatively high employment rates after leaving TANF, a sizeable percentage of TANF exiters return to cash assistance within the first year after leaving. Examination of eleven sites receiving Office of the Assistant Secretary for Planning and Evaluation (ASPE) leavers grants finds that between 18 and 35% of former clients have returned to TANF at some point in the year after exiting TANF (Acs & Loprest, 2001).

Funding Flexibility/Effective Spending Strategies

Nine percent of States identified issues around clearly understanding how TANF dollars could and could not be used. While PRWORA greatly increased the flexibility of how TANF funds could be spent, States discussed the need for clarification on correctly interpreting the TANF rules. It was not until the publishing of the Final TANF Regulations in April 1999 that much needed clarification was provided.

Primarily, State TANF agencies were looking for specific examples of how and what Federal TANF and State MOE funds could be used. In addition, TANF agencies were seeking information on differences between “assistance” and “non-assistance” services, as well as how to effectively structure their Federal TANF and State MOE funding streams.

Approaching/Reaching Time Limits

Nine percent of States also discussed their concerns with clients approaching and reaching the time limit on federally funded TANF assistance. While PRWORA set a ceiling of 60 months of Federal assistance to families, States were given a great deal of flexibility on policy development and implementation. For example, States can elect to set their time limits shorter than 60 months, and 20 States have done so (Schott, 2000). The largest question facing States is

what do about those clients who are nearing the end of their time clock but are still not ready for employment.

Other

Additional challenges that were identified by State TANF agencies included transportation strategies, effective case management, availability of child care, especially after-hours and special needs, and rural issues.

1.2 Anticipated Challenges Over the Next Year

In examining the top anticipated challenges for TANF programs in the upcoming year, it is interesting to note that half of the challenges indicated were the same as those reported for the last two years. However, the percentage of States reporting these same challenges were very different, showing a change in emphasis on the types and levels of challenges. Exhibit III-2 highlights the top ten anticipated challenges for the TANF program in the next year.

EXHIBIT III-2	
NATIONAL TOP 10 TANF CHALLENGES IN THE NEXT YEAR	
Challenges	Percentage of States
■ Hard-to-Serve/Clients with Multiple Barriers	45%
■ TANF Reauthorization	40%
■ Job Retention, Career Advancement, and Wage Progression Strategies	32%
■ Tracking/Serving Welfare Leavers and Low-Income Working Families	30%
■ Approaching/Reaching Time Limits	30%
■ 20% Hardship Exemption	21%
■ Special Needs Child Care	19%
■ Serving Clients and Caretakers with Disabilities	17%
■ Inter-agency Collaboration	15%
■ Federal Data Collection and Reporting Requirements (Management Information Systems Issues)	15%

Additional detail about each of the above challenges is provided below.

Hard-to-Serve/Clients with Multiple Barriers

Effectively identifying, serving and tracking clients with multiple barriers moved up to the number one identified challenge facing States in the upcoming year. An additional 33 percent of States reported serving clients with multiple barriers as a top challenge for the next year as compared to challenges indicated for the last two years. This substantial increase can

likely be tied to the large proportion of the caseload with multiple barriers that have not engaged in any work activities and to the rapidly approaching time limit on federally funded assistance.

TANF Reauthorization

The TANF program—along with the CCDF and the Food Stamp Program—is scheduled to be reauthorized by the end of 2002. Two-fifths of States discussed concerns surrounding the TANF program reauthorization. The most common concerns included:

- How to plan for reauthorization
- Potential for changes or decreases in Federal funding levels
- Potential for changes or decreases in State/local flexibility and autonomy
- Potential for changes or increases in data collection and reporting requirements
- Impact on eligibility, participation, funding levels, and allowable services in other programs, such as Food Stamp, Medicaid, SSBG, and CCDF.

Job Retention, Career Advancement, and Wage Progression Strategies

Approximately one-third of States reported that implementing effective job retention and advancement strategies would be a major challenge to their TANF program in the coming year. Compared to States facing this challenge over the last two years, there was a dramatic increase—nearly triple—in the number of States that view job retention, career advancement, and wage progression issues as a challenge for the upcoming year. This substantial increase can likely be tied to a number of factors, including:

- High proportion of the caseload with multiple barriers to employment, making it more difficult to both obtain and retain employment
- Rapidly approaching time limit on federally funded assistance
- Most welfare leavers obtain low-wage paying jobs, which do not pay enough to move families out of poverty
- Substantial proportion of welfare leavers that return to TANF within a year of exit.

Tracking/Serving Welfare Leavers and Low-Income Working Families

Nearly one-third of States identified tracking and providing services to those families leaving welfare, as well as to low-income working families, as a top challenge for TANF programs in the next year. The TANF program provides tremendous flexibility for funding a variety of activities and supportive services for not only welfare recipients but also for welfare leavers and low-income working families, regardless of welfare receipt. By providing supportive services, such as employment support, child care, transportation assistance, housing assistance, or substance abuse services, to welfare leavers and low-income working families, States can use TANF as a prevention strategy against recidivism or initial entry into TANF.

Little is known about how families are doing after leaving welfare. Research has provided limited information about employment, income, housing and recidivism for clients who leave welfare for employment (Loprest 2001; Acs & Loprest 2000). However, much more information is needed on both families leaving TANF for employment and those families leaving for other reasons, such as sanctions, time limits, or marriage. In order to determine what types of services should be provided, States need to learn more about how families leaving welfare are faring, what they are doing, and what challenges they are facing. A number of States want to gain additional information and specific examples of what other State and local TANF agencies are doing to serve welfare leavers and the low-income working population effectively.

Approaching/Reaching Time Limits

Thirty percent of States identified the time limit on Federal-assistance as a primary challenge for the upcoming year. Compared to States facing this challenge within the last two years, the number of States that view time limits as a top challenge for the upcoming year has more than tripled. This dramatic increase is due to the fact that clients in many States have already reached the shorter State-imposed time limits and clients in all States (without time limit waivers) will begin reaching the five-year Federal time limit on or before August 2002 (Schott, 2000).

20% Hardship Exemption

More than one-fifth of States reported anticipating challenges in defining the eligibility criteria for and implementing the Federal 20% Hardship Exemption. The 20% Hardship Exemption enables States to extend benefits beyond 60 months for up to 20 percent of the

caseload for reason of hardship or domestic violence.¹¹ The exemption is granted only *after* families have reached 60 months of assistance. Time limit extensions for domestic violence victims under the Family Violence Option (FVO) also count toward the 20% Hardship Exemption limit, but a State will not be penalized for exceeding the 20% limit based on the FVO waivers. Decisions regarding the criteria of and processes for identifying and addressing hardship and domestic violence as part of the 20% Hardship Exemption are made by the State, not the Federal government. As clients with multiple barriers to employment continue to make up a significant proportion of the caseload, many States worry that the 20% Hardship Exemption will not be large enough over time.

Special Needs Child Care

Approximately one-fifth of States identified special needs child care as a top challenge for TANF programs in the next year. The success of moving people into employment hinges largely on the availability and affordability of quality child care. However, many States are currently facing funding deficits in child care with the demand for child care greatly outweighing the supply. Specific areas of concern include lack of infant care, sick child care, and after-hours care.

Serving Clients and Caretakers with Disabilities

Seventeen percent of States anticipated challenges in serving clients and caretakers with disabilities in the upcoming year. States discussed the lengthy process of SSI procedures with the end result being that only a small proportion actually qualify for SSI. While these clients' disabilities are not severe enough to qualify for SSI, many will never be employable. States are looking for more information about the types of services they should provide but also where the line should be drawn. State TANF agencies are asking how much they should do for those who may never be helped by more intensive services and who may never be self-sufficient. Furthermore, a handful of States discussed the need for collaboration with other partner agencies, such as Vocational Rehabilitation.

Inter-agency Collaboration

Similar to the percentage identified for the past two years, 15 percent of States reported the challenges in developing and sustaining inter-agency and organizational collaborations. Once again, this includes the need to collaborate with a variety of agencies and organizations,

¹¹ States can also use their own funds, including segregated MOE funds, to provide services beyond 60 months to those families not meeting the Federal 20% Hardship criteria.

including private employers, in order to streamline services to clients, avoid duplication of effort, and provide the most effective services to clients to move to employment and self-sufficiency.

Federal Data Collection and Reporting Requirements (Management Information System Issues)

Fifteen percent of States identified Federal data collection, reporting requirements and tracking as a challenge for the upcoming year. However, the percentage of States identifying this as a challenge for the upcoming year dropped drastically (53 % decrease) compared to the number identifying this as a challenge over the past two years. States that did mention this issue primarily discussed the difficulty of working with a management information system created for an entitlement program rather than a work-based program. Tracking clients with specific barriers to employment is a capacity that a number of States are still trying to obtain.

Other

Additional challenges for the next year included economic development, worsening economy/lack of jobs, transportation, funding flexibility, organizational change, substance abuse/mental health, staff burden/turnover, housing, noncustodial parents, and child welfare issues.

2. BREAKING DOWN THE NATIONAL PROFILE: CHALLENGES FACING TANF PROGRAMS

While providing a national profile is critical, it is also important to look more closely at the data to determine if there are significant similarities or differences between subsets of States based on population size, administrative locus of the TANF program, and geographic region.

2.1 Population Size

Based on population size, the States were divided into three groups: the largest 10 States, the middle 30 States, and the smallest 10 States. This type of “grouping” is often utilized by researchers when doing comparative analyses of large State/small State distinctions. When breaking down this national data into three subsets, there are many issues that are essentially tied in ranking for top challenges. Therefore, we are limiting the number of issues to the top four or five concerns raised by States. By limiting these issues, a clear picture depicting both similarities and differences quickly emerges.

Exhibit III-3 highlights the top challenges for TANF implementation over the last two years by differences in State population size. There are a lot of similarities in the challenges listed. However, as Exhibit III-3 depicts, Federal data collection and reporting requirements was the only challenge that was mentioned among each of the three groupings, regardless of population size. Three additional issues—organizational change, identifying and assisting the hard-to-serve/clients with multiple barriers, and meeting work participation rates—were identified as top challenges by two of the three groupings. The largest States also identify interaction of TANF with the Food Stamp and Medicaid programs and issues surrounding inter-agency and organizational collaboration among their top challenges over the past two years. The smallest States highlight serving clients with substance abuse/mental health issues and providing effective case management among their top challenges over the past two years.

EXHIBIT III-3 TOP CHALLENGES FOR TANF OVER PAST TWO YEARS: DIFFERENCES AMONG STATES BY POPULATION SIZE		
Large	Middle	Small
1. Organizational Change	1. Hard-to-Serve/Clients with Multiple Barriers	1. Hard-to-Serve/Clients with Multiple Barriers
2. Interaction of TANF with Food Stamp & Medicaid Program	2. Organizational Change	2. Federal Data Collection & Reporting Requirements
3. Federal Data Collection & Reporting Requirements	3. Federal Data Collection & Reporting Requirements	3. Meeting Work Participation Rates
4. Inter-agency Collaboration	4. Meeting Work Participation Rates	4. Clients with Substance Abuse/Mental Health Issues
		5. Effective Case Management

Note: Top challenges are listed in descending order. When multiple issues tie for a top challenge, the same number denoting their order is repeated. For instance, meeting work participation rates, clients with substance abuse/mental health issues, and effective case management tied as the third ranked challenge for TANF implementation in small populated States over the past two years.

Dark shaded cells indicate top challenge unique to only one group of States.

Light shaded cells indicate top challenge to only two of the groups of States.

Exhibit III-4 highlights the top anticipated challenges to State TANF programs over the next year by the three population groupings described above. There are two issues—identifying and assisting the hard-to-serve/clients with multiple barriers and serving welfare leavers and low-income populations—which have been identified by each of the groupings, regardless of population size. Four issues—TANF reauthorization, time limits, 20% Hardship Exemption, and job retention and advancement services—are identified by two of the three groupings. In addition, the largest States identify inter-agency collaboration; the middle States identify child care needs; and the smallest States identify lack of jobs or a worsening economy as top anticipated challenges in the upcoming year.

EXHIBIT III-4 TOP CHALLENGES FOR TANF IN THE NEXT YEAR: DIFFERENCES AMONG STATES BY POPULATION SIZE		
Large	Middle	Small
1. Hard-to-Serve/Clients with Multiple Barriers	1. Hard-to-Serve/Clients with Multiple Barriers	1. Welfare Leavers & Low-Income Working Poor
2. TANF Reauthorization	2. TANF Reauthorization	2. Hard-to-Serve/Clients with Multiple Barriers
3. Job Retention, Career Advancement, Wage Progression	3. Job Retention, Career Advancement, Wage Progression	3. Time Limits
4. Welfare Leavers & Low-Income Working Poor	4. Time Limits	4. 20% Hardship Exemption
5. Inter-agency Collaboration	5. Welfare Leavers & Low-Income Working Poor	5. Bad Economy/Lack of Jobs
	6. 20% Hardship Exemption	
	7. Child Care	

Note: Top challenges are listed in descending order. When multiple issues tie for a top challenge, the same number denoting their order is repeated. For instance, hard-to-serve/clients with multiple barriers and TANF reauthorization both tied as the number one ranked challenge for TANF programs in large populated States.

Dark shaded cells indicate top challenge unique to only one group of States.

Light shaded cells indicate top challenge to only two of the groups of States.

2.2 Administrative Locus

The Welfare Peer TA Network staff also explored potential differences among States based on locus of control of their TANF program. Eleven States described themselves as county-administered programs and an additional State as a locally-administered programs.¹²

As depicted in Exhibit III-5, there is very little variance between top challenges to TANF programs based on administrative locus. Examining the top challenges to TANF over the past two years, the same issues of organizational change, hard-to-serve/multiple barriers, Federal data collection and reporting requirements, meeting work participation requirements, interaction between TANF and the Food Stamp and Medicaid programs, and inter-agency collaboration remain on top. Items of difference, however, are the inclusion of clients with substance abuse/mental health barriers as a barrier for State-administered systems and transportation and TANF funding flexibility/effective spending for county- and locally-administered systems.

The top anticipated challenges for TANF programs in the upcoming year are also similar regardless of locus of administration. As depicted in Exhibit III-6, the only difference is the addition of child care as one of the top challenges for State-administered systems.

¹² The 11 County-administered States are California, Colorado, Minnesota, Montana, New Jersey, New York, North Carolina, North Dakota, Ohio, Virginia and Wisconsin. The locally-administered State is Texas.

EXHIBIT III-5 TOP CHALLENGES FOR TANF OVER LAST TWO YEARS STATE- VS. COUNTY/LOCALLY-ADMINISTERED SYSTEMS	
State Administered	County/Locally Administered
1. Organizational Change	1. Federal Data Collection & Reporting Requirements
2. Hard-to-Serve/Clients with Multiple Barriers to Employment	2. Interaction Between TANF and Food Stamp and Medicaid Programs
3. Federal Data Collection & Reporting Requirements	3. Hard-to-Serve/Clients with Multiple Barriers to Employment
4. Meeting Work Participation Rates	4. Meeting Work Participation Rates
5. Interaction Between TANF and Food Stamp and Medicaid Programs	5. Organizational Change
6. Inter-agency Collaboration	6. Inter-agency Collaboration
7. Clients with Substance Abuse and Mental Health Issues	7. Transportation Issues
	8. TANF Funding Flexibility/Effective Spending

Note: Top challenges are listed in descending order. When multiple issues tie for a top challenge, the same number denoting their order is repeated. For instance, Federal data collection/reporting requirements and interaction between the TANF, Food Stamp, and Medicaid programs tied as the number one ranked challenge for TANF programs in county/locally-administered States.

Shaded cells indicate top challenge unique to that group of States.

EXHIBIT III-6 TOP CHALLENGES FOR TANF IMPLEMENTATION IN THE NEXT YEAR STATE- VS. COUNTY/LOCALLY-ADMINISTERED SYSTEMS	
State-administered	County/Locally-administered⁷
1. Hard-to-Serve/Clients with Multiple Barriers to Employment	1. Welfare Leavers and Low-Income Working Families
2. TANF Reauthorization	2. Hard-to-Serve/Clients with Multiple Barriers to Employment
3. Job Retention, Career Advancement, & Wage Progression Strategies	3. TANF Reauthorization
4. Time Limits	4. Time Limits
5. Welfare Leavers and Low-Income Working Families	5. Job Retention, Career Advancement, & Wage Progression Strategies
6. Child Care	

Note: Top challenges are listed in descending order. When multiple issues tie for a top challenge, the same number denoting their order is repeated. For instance, TANF reauthorization and time limits tied as the third ranked challenge for TANF programs in county/locally-administered States.

Shaded cells indicate top challenge unique to that group of States.

2.3 Regional Differences and Commonalities

Finally, the Welfare Peer TA staff examined whether there were geographic regions of the country that were experiencing particular challenges regarding TANF implementation (see

Exhibit III-7). Similar to the national trends displayed earlier, the top challenges to TANF implementation across ACF regions were:

Challenges—Past Two Years

Organizational Change
Federal Data Collection & Reporting Reqs
Hard-to-Serve/Multiple Barriers
Interaction b/w TANF and FS/Medicaid

Challenges—Next Year

Hard-to-Serve/Multiple Barriers
Job Retention and Advancement
TANF Reauthorization
TANF Leavers/Low-Income Working Poor

There is, however, a great deal of diversity among the top challenges selected by the Regions. Moreover, there were two top challenges—child care and rural issues—that differed from the national profile.

- **Child Care.** At least half of the States in Region IX indicated that child care was a top challenge to TANF programs over the past two years.
- **Rural Issues.** At least half of the States in Region VIII indicated that rural issues would be a top challenge for their TANF programs in the next year.

EXHIBIT III-7 REGIONAL DIFFERENCES AND COMMONALITIES IN TANF CHALLENGES P = TOP CHALLENGES OVER THE LAST TWO YEARS; F = TOP CHALLENGES IN THE NEXT YEAR										
Challenges Identified	Region I	Region II	Region III	Region IV	Region V	Region VI	Region VII	Region VIII	Region IX	Region X
Hard to Serve/Clients with Multiple Barriers	P F	F	F			P F			P F	F
TANF Reauthorization			F	F			F		F	
Job Retention, Career Advancement, & Wage Progression	F	F	P					F	F	F
Organizational Change/New Staff Roles				P	P		P		P	
Welfare Leavers & Low-Income Working Families	F	F						F		F
20% Hardship Exemption							F	F		
Time Limits		F								F
Meeting Federal Work Participation Rates								P		
Interaction Between TANF & Food Stamp and Medicaid Programs					P		P			
Inter-agency Collaboration		P F								
Child Care									P	
Federal Data Collection and Reporting Requirements (MIS)		P				P	P	P		
Clients Caretakers with Disabilities					F					
Rural Issues								F		

P indicates that this challenge was a top concern for at least half of the States in that region over the last two years.
F indicates that this challenge is a top concern for at least half of the States in that region for the next year.
Shading indicates that the issue is unique to the region and deviates from the national profile.

IV. ADDRESSING THE NEEDS OF THE HARD-TO-SERVE

According to the 1999 NSAF data, approximately 80 percent of welfare recipients reported having at least one significant barrier to employment, and a subset of 40 percent reporting multiple barriers to employment (Zedlewski & Alderson, 2001).¹³ NSAF data also pointed out a significant increase in the number of clients working in 1999 as compared to 1997. Clients with multiple barriers to employment increased from 5 percent to 20 percent during this timeframe. However, it is critical to keep in mind that even with this large increase in employment, nearly half of clients with multiple barriers were not engaged in any work activity (Zedlewski & Alderson, 2001).

As the 60-month time limit on federally funded assistance grows nearer, “an increasing share of TANF recipients will begin to face time limits late in 2001. While States can exempt 20 percent of their caseloads from time limits, this is unlikely to cover all those who need assistance for a long period. States will need to exercise considerable flexibility—including using their own resources—to prevent Federal benefit time limits from harming the most disadvantaged families” (Leibovitz & Baseman, 2001).

States are currently providing a number of services aimed at moving disadvantaged families into employment and self-sufficiency. The Welfare Peer TA staff held discussions with State TANF representatives in all 50 States, the District of Columbia, and the Virgin Islands¹⁴ to get a general overview of the types of activities that States had developed and implemented to serve those with barriers to employment. State TANF representatives described two primary activities—TANF policies and services and inter-agency and community collaborations.

- **Policies and Services**—including, but not limited to, screening and assessment, tracking systems, information and referral procedures, related work activities and support services, funding of local programs and exemption/extension policies
- **Inter-agency and Community Collaborations**—including, but not limited to, Memorandums of Understanding/Agreement (MOU/MOA), joint or cross training, co-location of staff, data sharing capabilities and combined funding streams.

¹³ NSAF collected information on the following six barriers to employment: either mental health limits work or very poor mental health; English language difficulties; child on SSI; child under age 1; education less than high school; and last worked three or more years ago. The NSAF data does not capture a wide range of other significant barriers to employment and self-sufficiency, including domestic violence, substance abuse, learning disabilities, child care issues, transportation issues and housing issues. Therefore, it is likely that the percentage of clients with barriers to employment is even higher than reported in this study.

¹⁴ Puerto Rico provided limited information by fax but a research discussion was never held.

The increasing need for interagency coordination, and for the provision of an integrated system of service delivery, cannot be emphasized enough. In the absence of coordination, agencies may be unnecessarily duplicating efforts and neglecting gaps in service. Ultimately, gaps in the delivery of services to recipients facing complex barriers are liable to increase confusion in both the procedures required to obtain services and the expectations placed on TANF clients. A coordinated system requires clear communication about “turf” issues, sources of funding, and the role to be played by each agency. In particular, funding decisions need to be based on accurate information about the flexibility to pay for a variety of services.

The rest of this chapter describes the types of policies, services, and collaborative relationships that State TANF agencies have developed or are currently implementing to address the needs of the hard-to-serve. Information on trends throughout the States, as well as specific program highlights are included for the following:

- Substance Abuse/Mental Health Issues
- Domestic Violence
- Learning, Mental and Physical Disabilities
- Clients with Limited English Proficiency
- Job Retention and Advancement Services
- Housing
- Transportation
- Child Care
- Child-Only Cases
- Teen Parents
- Noncustodial Parents
- Clients with Criminal Records
- Clients Approaching the Time Limit.

Appendix B contains issue-specific tables describing the policies, services, and collaborations by State for addressing the needs of the hard-to-serve.

1. ADDRESSING THE NEEDS OF TANF CLIENTS WITH SUBSTANCE ABUSE/ MENTAL HEALTH ISSUES

Research has indicated that substance abuse and mental health problems are more prevalent among welfare recipients, than non-recipients. National estimates of the welfare population with substance abuse issues range from 5 to 27 percent (and State and local estimates range from 9 to 60%), compared to 4 to 12 percent of the general population (Johnson & Meckstroth, 1998; CSAT Welfare Reform Project Fact Sheet, 2000). Similarly, national estimates of the welfare population with a mental health issue range from between one-fourth and one-third of the current welfare population, compared to one-fifth of the general adult population (Derr, Hill & Pavetti, 2000). Major depression is the most common mental health issue among welfare recipients, followed by post-traumatic stress disorder (PTSD) and generalized anxiety (Derr, Hill & Pavetti, 2000). Furthermore, research has highlighted the high correlation between the barriers of substance abuse, mental health, domestic violence, and child abuse and neglect (Fazzone et al, 1999; National Clearinghouse on Child Abuse and Neglect, 1999; Bennett, 1997; NY State OPDV). Denial and stigma further mark substance abuse and mental health issues, making it difficult for people to talk about their substance abuse condition or to seek help for it. Welfare recipients may be especially reluctant to disclose substance abuse and mental health problems for fear they will lose their children or their welfare benefits or both.

Substance abuse and mental health barriers can be major obstacles to economic self-sufficiency and, if left untreated, can interfere with the ability to find and keep employment. These barriers can affect employment directly through absenteeism, illness, injury, reduced capacity, and lost productivity or indirectly through lowered self-esteem and self-concept (CSAT Welfare Reform Project Fact Sheet, 2000). Fortunately, substance abuse and many mental health conditions can be addressed with appropriate treatment measures. Treatment helps improve work outcomes, making this an important and effective work-related service for welfare recipients who need it (Fazzone et al, 1999).

Under PRWORA, program and funding flexibility allow States to undertake innovative strategies in building system capacity to address substance abuse and mental health barriers to employment for those both on and off the caseload. For instance, TANF and MOE dollars can be used for the following services:

- Collaborate and/or fund substance abuse/mental health providers to screen and identify these barriers to employment; provide referrals and other related services; and develop appropriate staff training

- Use Federal TANF to provide appropriate counseling services (e.g., mental health services, anger management counseling, non-medical substance abuse counseling services) to family members with barriers to employment and self-sufficiency
- Use Federal TANF or State MOE funds to provide non-medical substance abuse services, including room and board costs at residential treatment programs
- Use State MOE funds (that have not been commingled with Federal TANF funds) to pay for medical services (e.g., treatment of substance abuse not paid by Medicaid) or to provide medical coverage for families that lack medical benefits (e.g., families ineligible for transitional Medicaid or adults whose children are served by Medicaid or SCHIP).

1.1 Policies and Services

States have developed a wide range of policies and services to begin to address the issues of substance abuse and/or mental health barriers that TANF clients are facing. The majority of States (approximately 80%) report having formal policies in place to address substance abuse and mental health barriers to employment. Appendices B-1 and B-2 provide a State-by-State overviews of the type of services that are currently in place to assist clients with substance abuse and mental health barriers to employment.

Identification/Screening and Assessment

All States depend at least partially on self-disclosure of the clients and the ability of case managers to pick up on apparent behavioral signs. Some States—such as **New York** and **North Carolina**—have developed behavioral indicator checklists for workers to complete even if screenings have not detected an issue. Items on the checklist include appearance, body odor, physical symptoms (e.g., dilated eyes, psychomotor impairment), speech, history of substance abuse related problems, and/or general conduct and behavior.

In addition, many States are now using screening and assessment tools—most often at time of eligibility determination—to identify whether clients have a substance abuse or mental health condition that poses a barrier to employment. Approximately 60 percent of States reported using such tools to identify substance abuse and mental health barriers. The most commonly mentioned substance abuse screening and assessment tools were the (4 ‘yes’ and ‘no’ questions measuring alcohol use problems; the modified CAGE can be used to measure other drug use problems) and the Substance Abuse Subtle Screening Inventory (SASSI). The SASSI instrument uses 78 true/false and scaled questions to measure alcohol or drug problems. Specific State examples of screening and assessment strategies in practice include:

- **District V (Eugene), Oregon.** Counselors conduct mental health and substance abuse screenings on all applicants. The combined screening tool uses questions from the SASSI, Depression Inventory, and the 1:1 Inventory to identify barriers and make referrals for more formal assessments. As clients go through the program, issues around substance abuse and mental health identification are constantly revisited. Currently, 25 to 30 percent of recipients (excluding SSI and child-only cases) are involved in mental health and/or substance abuse treatment.
- **North Carolina.** Under the Work First Substance Abuse Initiative, Qualified Substance Abuse Professionals (QSAPs) are outstationed in each of the 100 county Department of Social Services (DSS) offices to provide assessments as well as screenings (when possible; otherwise conducted by DSS workers). The Alcohol Use Disorder Identification Test (AUDIT) and the Drug Abuse Screening Test (DAST-20) are used for screening all applicants and recipients. The AUDIT contains eight scaled questions and two 'yes' or 'no' questions on alcohol use and problems. The DAST-20 contains twenty 'yes' or 'no' questions on substance abuse not including alcohol. In addition, North Carolina uses the Substance Abuse Disorders Diagnostic Schedule (SUDDS-IV) for diagnostic assessment. The SUDDS-IV contains sixty-four multiple choice and frequency scaled questions which screen for substance abuse and dependence, depression, and anxiety (Thompson & Mikelson, 2001). In addition, DSS workers use the Substance Abuse Behavioral Indicator Checklist to identify clients at risk who may not be identified by other screening tools. There have been significantly higher identification rates for QSAPs as compared to DSS workers. Whereas DSS workers identified 8 to 11 percent of the welfare population with substance abuse issues, QSAPs identified 28 to 33 percent (Capitani, 2000).
- **Connecticut.** As part of the client intake process, staff conduct a needs assessment using a Case Management Information System (CMIS) to ask clients questions in areas involving more than 100 data elements. Questions related to both substance abuse (i.e., CAGE instrument questions) and mental health are included. This process began in October 2000 and is a collaborative effort between the Department of Social Services, Department of Labor, Mental Health and Addiction, Vocational Rehabilitation, and Children and Families. These agencies will be working together to determine and design the most appropriate services based on findings from CMIS.
- **Delaware.** The State of Delaware uses both the CAGE alcohol and substance abuse questionnaire and the Family Development Profile guideline to decide what kinds of services might benefit each family. Based on responses from the CAGE and the Family Development Profile, caseworkers make decisions regarding whether to refer a family to a Bridge provider, the State's substance abuse program funded with TANF dollars, for a complete assessment.
- **Utah.** Employment counselors conduct initial assessments covering employment goals, employment history, education and training, family situation, emotional and psychological well-being, health issues, and basic resources. Mental health and substance abuse issues—including CAGE screening questions—are asked with other

general health questions. All assessment information is entered into the UWORKS Comprehensive Assessment Screen MIS system. If substance abuse or mental health is self-disclosed or identified during the initial assessment, the client is referred to a co-located social worker for more detailed screening and assessment services. Substance abuse and mental health program staff reside at local offices one to two days per week. Social workers use the SASSI tool to seek and provide interventions as opposed to long-term treatment. Social workers also provide psychosocial write-ups of clients who are found to have mental health issues.

- **Rhode Island.** Rhode Island recognized the importance of provider input in developing their assessment tool. The tool was developed with assistance from the Welfare Reform Task Group, local treatment providers, and mental health and substance abuse professionals. The assessment is implemented solely through the social worker, who provides information to clients early on as to where and how to get help. They also created a brochure about available mental health services and include it as part of the application package.
- **Washington.** Washington includes questions on substance abuse and mental health issues as part of their comprehensive Employment/Job Search Screening Tool, which is conducted with all recipients. Washington is currently revising the tool to include additional standardized questions on substance abuse. If recipients screen positive for substance abuse, they are referred to an on-site, co-located chemical dependency specialist for further assessment, counseling, triage services, and referral to appropriate resources. If recipients screen positive for mental health barriers, caseworkers conduct a case staffing and bring in a mental health specialist to participate. Currently, Washington is exploring the feasibility of co-location of mental health professionals.

Tracking and Percentage Identified

Approximately half of States report the ability to track clients with substance abuse and mental health conditions over time. Only a handful of States provided Peer TA staff with information on the percentages or estimates of the TANF population with substance abuse and/or mental health issues. The percentages from States that did provide information varied widely. Much of the variation, however, is due to the fact that States are capturing and tracking different types of information (e.g., percentage self-reporting; percentage with positive screen; percentage receiving services; percentage receiving work deferrals or time extensions; TANF managers estimation of population with these barriers; and research study findings). For example:

- **New Mexico** reports that 2 to 3 percent of their welfare caseload self-reports substance abuse.
- **New Jersey** and **Wisconsin** report that 1.5 and 3 percent, respectively, of their clients are receiving substance abuse related services.

- **Maryland, Florida, and Oklahoma** provided estimates of clients with substance abuse issues that ranged from 15 to 20 percent in Maryland, 20 percent in Florida, and 20 to 30 percent in Oklahoma.
- **Nevada** screens clients for substance abuse and mental health barriers to employment and found that approximately 15 percent of the caseload had substance abuse issues and approximately 25 percent had mental health issues.
- There is a substance abuse screening pilot in one county in **Kansas**. Screenings in this pilot area identified 20 percent of the caseload with substance abuse barriers to employment.
- **Oregon** provides a good example of two different estimates of clients facing substance abuse and mental health barriers to employment. Oregon tracks the number of individuals who are participating in substance abuse and mental health-related activities. At the time of the interview, 5 percent of Oregon's clients were participating in a substance abuse related activity and 7 percent in a mental health related activity. Comparatively, in a representative statewide sample, TANF case managers reported that they believed approximately 40 percent of their caseload, on average, had substance abuse issues and 67 percent, on average, had mental health barriers to employment.

Information and Referral Services

The vast majority of States (more than 90%) report providing some level of information and/or referral services to clients with substance abuse and mental health barriers. Some States talked about education programs and formalized collaborations with local providers, while other States discussed providing such information during one-on-one sessions.

- **Oregon.** All TANF families attend an “Addictions Awareness Class.” The classes run for two hours in local welfare offices. Trained and experienced substance abuse counselors who are co-located in the welfare office run classes. The counselor provides general information on the physical and biological aspects of addiction including co-dependency. One video is shown and counselor leads discussion around it. The SASSI tool is administered and discussed.
- **Wisconsin.** Wisconsin developed a case management resource guide, which includes general information on substance abuse, mental health, domestic violence, and learning disabilities, as well as screening tools for these barriers, agencies and advocacy groups to work with, best practices, interview guides, resource contact information at State and national level. The Department also offers local agencies a wide selection of training courses on special needs populations.

- **New Hampshire.** Under the State’s Federal waiver, “barrier resolution activities” count as allowable work activities. This enables New Hampshire’s TANF program to refer clients to a contractor that offers services in such areas as substance abuse, mental health, domestic violence, problematic children, and homelessness.

Support Services

Support services include the provision of (non-medical) substance abuse and mental health treatment services, case management, counseling, integrated work activities, related transportation and child care assistance while participating in treatment. Approximately 65 percent of States report providing some level of related support services for clients with substance abuse issues and/or mental health issues.

- **Montgomery County, Ohio.** The Montgomery County Job Center utilizes a treatment-based work first employment strategy, which includes treatment, job skills training and employment stabilization. The emphasis of this integrated program is on the development of a wrap-around self-sufficiency plan to include crisis intervention, psychological and emotional support, substance abuse treatment services, physical health care, vocational/educational services, spiritual/cultural support, social and recreational opportunities, and financial planning.
- **Delaware.** The Delaware Department of Social Services (DSS) created the Bridge program. Under Bridge, DSS allocated TANF funds to the Division of Substance Abuse and Mental Health (DSAMH) to contract with two community based providers: Brandywine Counseling Inc. (BCI) and Delmarva Rural Ministries (DRM). BCI is a substance abuse treatment program with special expertise in serving pregnant and post-partum women. DRM is a community-based program that provides case management and other social services to families in need. Staff from BCI and DRM visit families in their homes and attempt to engage them in a comprehensive needs assessment that includes substance abuse, children and family concerns, housing and immediate needs, employment, mental health, and domestic violence.
- **Tennessee.** Tennessee implemented the Family Services Counseling (FSC) program statewide on February 1, 2000. All TANF recipients are offered the services of the FSC program. Family Service Counselors are trained professional counselors who are employed by the University of Tennessee but who are co-located on site in the State’s welfare offices. The focus of FSC services is on identifying and removing barriers in order to improve work, education, and training performance. FSC services include confidential assessments, solution-focused brief counseling, referral for other services, intensive case management, and advocacy. FSC is a work component of the State’s welfare program, Families First. Participation in FSC counts as meeting work requirements and the TANF time clock stops when clients are referred for services.

- **Atlantic County, New Jersey.** In Atlantic County, a pilot program was implemented to coordinate mental health treatment and support with work participation activities for 50 clients. They plan to expand the project to 100 clients in Atlantic County and to 600 clients statewide.
- **New York.** New York has allocated more than \$40 million for enhanced drug and alcohol services. They have also created a Work Opportunities Program for clients with mental health and substance abuse barriers, which uses partnerships with local agencies to place these hard to serve into employment.
- **South Carolina.** On October 1, 1999, the Department of Human Services and the Department of Alcohol and Other Drugs began formal collaborations to serve welfare clients with substance abuse problems better. Clients identified with substance abuse issues can enter full residential treatment programs and can be provided with intensive case management services. TANF dollars are used to pay for expanded bed costs.
- **Oregon.** Oregon co-locates substance abuse and mental health specialists on-site. These specialists, along with case managers, vocational rehabilitation staff, and registered nurses, provide “triage” services for clients. Specialists help case managers deal with families on the spot, assist with counseling and assessment, and provide referral and training.

Funding Local Programs

Approximately one-quarter of States reported providing TANF and State MOE dollars to fund local substance abuse treatment providers. Only three States—**California, Ohio** and **Virginia**—reported provision of funds for mental health programs.

- **Florida.** The State has placed \$22 million into a program to serve TANF recipients and needy families up to 200 percent of the Federal Poverty Level (FPL). These funds can be used to fund both substance abuse and mental health programs.
- **Illinois.** Illinois funds substance abuse programs—defined as non-assistance services—for those at or below 200 percent of the FPL.
- **Arizona.** The Employment Transition Program has contracts with agencies to provide services for participants with substance abuse or mental health issues. The Legislature has also appropriated \$10 million of TANF funds to establish a program that offers comprehensive non-medical substance abuse treatment services.
- **Montana.** Through combined funding of State MOE, Addictive Mental Disorders Division dollars, and community funding, Montana funds the Turning Point program. This program provides a family home residential center for 10 families over a period of 3 to 12 months.

- **Rhode Island.** The Starbirth Residential Treatment Project is funded through combined funds of TANF, Mental Health, HUD, and Medical Assistance. Starbirth provides residential treatment for women needing employment. There is also a program for parents who are transitioning from prison into residential treatment. They are able to live at the residence with their children and receive employment training for job readiness. They are allowed to stay for up to 12 months and are provided with child care and transportation assistance.
- **Wisconsin.** Wisconsin provided \$1 million in TANF funds—combined with substance abuse treatment block grant funds—to fund non-Milwaukee substance abuse treatment programs through December 31, 2001. They accomplished this goal through a request for proposal (RFP) process to distribute funding to agencies addressing substance abuse issues. These funds can be used to serve those families at or below 200 percent of the FPL.
- **Tennessee.** Substance abuse treatment services are contracted from the Tennessee Department of Health, Bureau of Drugs and Alcohol. Tennessee has obligated about \$7.5 million in TANF to the Department of Health for a 3-year period to address drug and alcohol treatment. Services provided include specific assessments, case management and outpatient counseling, residential and outpatient detoxification services. Customers are monitored for the duration of their participation in the program. Drug and alcohol services are subcontracted out to 26 local treatment programs.

Services Count as Work-related Activity

As part of the welfare law, clients were required to participate in qualified work activities for at least 30 hours per week (based on a monthly average).¹⁵ Work activities under TANF include: subsidized and unsubsidized employment, work experience, on the job training, job searches, job readiness assistance, community service, vocational educational training, and job skills training and education directly related to employment. In addition, States are given the flexibility to define other activities that directly relate to obtaining employment. Nearly 40 percent of States have defined substance abuse treatment to count as a work-related activity. Approximately 30 percent of States have defined mental health related services as a work-related activity. The primary guideline is that substance abuse and mental health activities are entered into the clients' Personal Responsibility/Employment contract.

¹⁵ Federal exceptions are given to single parents/caretakers with child under age 6, single teen heads of households, and married teens without high school degrees. Two parent families must participate for at least 35 hours per week or 55 hours per week if receiving federally funded child care and adult in family is not disabled or caring for the disabled.

- **Alabama.** Treatment is an allowable work activity in Alabama. Clients can not be sanctioned when in treatment and the State time limit is extended for time in treatment.
- **Arkansas.** Once written into the client’s Personal Responsibility/Employment contract, substance abuse treatment counts as work activity. Participation in treatment is voluntary. If the client refuses treatment, Arkansas’s TANF program requires participation in other allowable work activities.
- **Florida.** If client tests positive for substance abuse (urine test), he/she is not eligible for TANF unless he/she agrees to go to treatment. Time spent in treatment is earned back on the time limit, if treatment is successful.
- **New Mexico.** Persons with substance abuse or mental health issues are still required to participate in work activities at a level of 30 hours per week, but can use up to 10 hours per week of counseling/treatment toward work activities.
- **Ohio.** In cases where traditional work activities are unsuitable, individuals are placed in “alternative” work activities appropriate to specific needs. This may include participation in a certified alcohol or drug addiction program. No more than 20 percent of adults and minor heads of households participating in Ohio Work First may be assigned to “alternative” work activities.

State Exemption/Extension

Approximately one-quarter of States reported that clients with substance abuse issues may be eligible to be temporarily exempted or receive an extension from the State time limit. Approximately one-third of States report temporary State exemptions or extensions based on severity of mental health condition. Keep in mind, however, that unless the client is receiving services funded completely with non-commingled State MOE funds or is just receiving non-assistance services, the Federal 60-month clock is still running.

1.2 Collaboration

In order to best serve clients with substance abuse and mental health barriers to employment, many States are working collaboratively with other agencies and organizations. Appendices B-1 and B-2 provide State-by-State overviews of the types of collaboration that States are using to assist these hard-to-serve clients.

Memorandum of Understanding (MOU)/Agreement (MOA)

Nearly 40 percent of States reported having MOU/MOAs in place with other agencies or organizations to address substance abuse issues and nearly one-third reported formalized agreements to address mental health issues. Formal collaborative relationships exist at both the State and local level. The most commonly mentioned agencies and organizations with whom TANF agencies have MOU/MOAs include the Department of Alcohol and Drug Abuse Programs, Department of Mental Health, local substance abuse providers, local mental health programs, Department of Labor, local workforce development boards, Welfare-to-Work (WtW) providers, and Vocational Rehabilitation Services.

- **Arkansas.** Arkansas' Department of Human Services has a MOA with the Department of Health, Division of Mental Health and the Employment Security Department, which represents WtW programs. The three agencies are currently working on an inter-agency agreement to introduce and jointly fund a new screening instrument and seven assessment teams across the State. Once screening is conducted, clients identified with substance abuse, mental health, or domestic violence barriers to employment will be referred to one of the seven assessment teams. The assessment team will conduct home visits, determine treatment needs, coordinate with case managers and follow-up with the family.
- **New Jersey.** The Division of Family Development has an MOA with the Department of Health and Senior Services that makes all of their providers part of a treatment network. Through this network, licensed counselors link clients to DHSS for treatment. Full-time treatment is considered an acceptable substitute for work activity. Client activities are coordinated by the care counselor and the case manager to determine how clients will spend their day (e.g., part in treatment and/or partially in work participation activities).

Joint/Cross Training

Approximately 40 percent of States reported that the State or local TANF departments collaborated with other agencies, organizations and specialists to conduct joint or cross trainings on the issues of substance abuse and mental health among the welfare population.

- **Colorado.** Colorado holds statewide training of TANF workers with the substance abuse and mental health agencies focusing on the identification of substance abuse and mental health issues among the TANF population and where to refer clients for help. They also conduct an annual conference bring in substance abuse professionals to educate and inform workers.

- **Pennsylvania.** Cross training occurs between the Department of Public Welfare staff and Mental Health Services Administration staff. Special training is provided for caseworkers and diagnosis of mental health problems is done in conjunction with county mental health workers.
- **South Carolina.** South Carolina's Department of Social Services incorporates cross training of staff (welfare, substance abuse and domestic violence specialists) to assist in the identification of clients with multiple barriers to employment. Staff from each of the departments are also given a list of indicators to help identify domestic violence and substance abuse problems.
- **Utah.** All employment counselors have completed a core curriculum of 250 hours taught by substance abuse and mental health specialists to learn about integrated services, how to conduct assessment trainings on early identification and detection of mental health, substance abuse and domestic violence, and how to conduct employment plans.

Staff Co-location

Approximately 30 percent of States have co-located substance abuse specialists in at least one of their local TANF departments. Approximately one-quarter of States reported the co-location of mental health specialists in at least one of their local TANF departments.

- **Nevada.** Nevada chose to hire social workers who work intensively with TANF families with the most barriers to employment. Social workers' responsibilities include participant assessment, case management, and service coordination. They become members of a local team that also includes the welfare eligibility certification specialist, employment and training specialist, substance abuse counselors and others.
- **North Carolina.** The Qualified Substance Abuse Professionals (QSAP) program is paid for with TANF funds, approximately \$3.5 million annually. QSAPs are located in most county offices and are attached to local mental health and substance abuse agencies. They provide screening, treatment planning and referral services for anyone receiving cash assistance. North Carolina is working to get them more involved in mental health issues.
- **Kentucky.** The University of Kentucky Institute on Women and Substance Abuse received a \$3.2 million contract with the Cabinet for Families and Children for 2001-2002 to continue the Targeted Assessment Project (TAP). TAP works with women who battle substance abuse, mental health, domestic violence and learning problems that interfere with their ability to get and keep a job. The funding will be used to add more specialists (from 24 to 31) and expand the project from 17 to 19 counties. Specialists work one-on-one with clients, visiting them at home, and taking them to appointments. About 2,600 women have been served since January 2000, with 10 to 20 new referrals come in each month.

- **Larimer County, Colorado.** Larimer County's TANF agency has contracted with a local mental health organization to co-locate three mental health therapists on-site at the TANF office. Being on-site enables the mental health therapists to be viewed with the same credibility as any other team member and, at the same time, strengthens the skills sets of employment coaches to better understand mental health as a barrier to employment and learn what strategies to use. In addition, clients showing mental health conditions often are experiencing other co-occurring disorders such as substance abuse and domestic violence. Mental health therapists are well versed on the issues of substance abuse and domestic violence and provide a holistic and therapeutic perspective to addressing these multiple barriers.

Data Sharing

Less than 20 percent of States report sharing data with other agencies about clients with substance abuse and/or mental health issues. Treatment agencies are under strict confidentiality guidelines and unless participants sign confidentiality/information waivers, all individual-level data is classified and confidential. Therefore, most data shared is on the aggregate level. For example, there is an agency shared statewide database in the **Washington** on mental health, which shows that approximately 20 percent of TANF clients have seen mental health professionals, though referrals have not been primarily made through TANF.

Combined Funding

Less than 20 percent of States reported jointly funding substance abuse and mental health services with other agency or organizational dollars.

- **Ohio.** In order to provide better prevention and treatment services to youth and adults where substance abuse threatens their ability to become economically self-sufficient and to care for children in their own home, Ohio created a Separate State Program for serving clients with substance abuse barriers. The biennial State budget provided \$1.6 million for FY 2000 and \$2.27 million for 2001. The resources are combined with and administered by the Ohio Department of Alcohol and Drug Addiction Services (ODADAS). ODADAS works closely with county TANF departments, public child services agencies, and local providers to identify service needs and develop appropriate service interventions.
- **New York.** The Office of Temporary & Disability Assistance (OTDA) has provided the Office of Alcoholism and Substance Abuse Services (OASAS) with \$10 million to provide certified substance abuse counselors on-site, as well as to offer vocational rehabilitation services.

- **Arkansas.** Arkansas' Department of Human Services has an MOA with the Department of Health, Division of Mental Health and the Employment Security Department, which represents WtW programs. The three agencies are currently working on an inter-agency agreement to introduce and jointly fund a new screening instrument and seven assessment teams across the State.

Other

Approximately 70 percent of States reported having another type of collaborative relationship—whether formal or informal—with agencies/organizations throughout the State to better serve clients with substance abuse or mental health barriers to employment. For instance, **Nevada** works with drug courts in Reno and Las Vegas, the Division of Child and Family Services, Child Protective Services, Vocational Rehabilitation, parole/probation, churches, public schools, family courts, and community services on a case-by-case, as needed, basis.

2. ADDRESSING THE NEEDS OF TANF CLIENTS WHO ARE VICTIMS OF DOMESTIC VIOLENCE

Domestic violence is often defined narrowly to include physical assaults that can cause physical harm. A broader definition, however, includes not only physical battering, but also a wide range of harmful assaultive and controlling behaviors, including “sexual, emotional, and psychological attacks as well as economic coercion, that adults or adolescents use against their intimate partners” (Family Violence Prevention Fund, 2000). Although domestic violence crosses economic and social boundaries, several studies find significantly higher rates of domestic violence among women on welfare as compared to national samples as well as within samples of low-income women who are not on welfare (Tolman & Raphael, 2000). Richard Tolman and Jody Raphael’s review of 20 research studies on domestic violence and welfare reform (of varying sample sizes and methodologies) found that between 12 and 50 percent of female welfare recipients have either currently or recently experienced domestic violence and that between 40 and 75 percent have experienced domestic violence during their adult lives.

Finding and keeping a job can be extremely difficult for women whose lives are continually interrupted by violence. Domestic violence is often associated with tardiness and frequent absences, as well as low self-esteem, depression and anxiety, which may lead to the wrongful termination of the victim’s employment (Family Violence Prevention Fund, 2000). Abusers also may feel threatened and try to sabotage a woman’s efforts at employment and self-sufficiency. Moreover, the high correlation between victimization, substance abuse and mental health adds additional significant barriers to obtaining and maintaining employment (Fazzone et al, 1999; Bennett, 1997; NY State OPDV). Substance abuse and mental health conditions can affect employment directly through absenteeism, illness, injury, reduced capacity, and lost

productivity or indirectly through lowered self-esteem and self-concept. Also, there is often a lack of willingness among employers to hire individuals with substance abuse and mental health histories (Tolman & Raphael, 2000; Lloyd, 1997).

However, it is important to remember that domestic violence does not prevent employment for all women who experience it. Many battered women manage to work, struggling to overcome work obstacles created by abusers (Lloyd, 1997). Moreover, some battered women try to use work as way to escape from domestic violence. The bottom line is that every woman's case is unique and should be handled in a way that promotes her safety first.

2.1 Policies and Services

States have developed a wide range of policies and services to better serve clients who are current or past victims of domestic violence. All of the States interviewed, except for Puerto Rico and Ohio, reported having formal policies in place to address domestic violence as a barrier to employment. Rather than a formal domestic violence policy, Ohio provides “non-assistance” services (in this case domestic violence services) under their Prevention, Retention & Contingency (PRC) program. PRC services are designed at the county level within the TANF parameters and vary from county to county. Appendix B-3 provides a State-by-State overview of the types of services that States have implemented to better serve victims of domestic violence.

Implemented Family Violence Option

States have the option to include a certification about victims of domestic violence in their State plans. The Family Violence Option (FVO) enables States to temporarily waive certain requirements (e.g., work requirements, time limits, and child support cooperation requirements) for certain domestic violence victims, and to increase services to victims of domestic violence and their families without being penalized financially. Specifically, States opting to include the FVO are affirming that they have established and are enforcing standards and procedures to:

- Screen and identify individuals receiving assistance with a history of domestic violence while maintaining the confidentiality of such individuals
- Refer such individuals to counseling and support services
- Waive, pursuant to a determination of good cause, other program requirements in cases where compliance with such requirements would make it more difficult for these individuals to escape domestic violence or unfairly penalize them for this violence.

Approximately three-quarter of States have adopted the FVO. However, the processes for identifying domestic violence, granting waivers, and providing domestic violence services differs greatly across the States, between localities, and sometimes within the same offices. Therefore, it is important to recognize that just because a State has adopted the FVO (or conversely has not adopted the FVO) does not necessarily tell us how effectively this State is serving clients facing domestic violence issues (Raphael & Haennicke, 1999).

Identification/Screening and Assessment

All States depend at least partially on self-disclosure of abuse by the clients and the ability of case managers to pick up on apparent physical and behavioral signs. In addition, many States are now using screening and assessment procedures—most often at time of eligibility determination—to identify whether clients are currently or previously have been victims of domestic violence and whether this violence poses a barrier to their employment. Approximately 65 percent of States reported using screening and assessment tools to identify domestic violence. Some screening procedures consist of only a few yes or no questions about whether or not domestic violence is an issue for this client, while others use more comprehensive strategies.

- **Rhode Island.** Rhode Island was the first State to develop a critical assessment process for domestic violence. The Rhode Island Assessment Tool consists of 14 open-ended questions about threats to the client or family members, sexual abuse, fear of partner, ability to participate in education and work requirements, residency, child support, paternity, location of an absent parent, and hiding from an absent parent. The State hired a domestic violence professional as a contractor to conduct interviews with parents if domestic violence was indicated at all through the assessment. The State accepts recommendations from the contractor as to whether or not to exempt or defer a client from work requirements.
- **Nevada.** The State of Nevada uses an integrated service delivery system for clients with multiple barriers and coordinates services with local providers. Their intake process includes comprehensive assessment forms that help identify barriers and assess skill levels for employability. The client is involved in both the assessment procedure and in planning their personal responsibility plan. Social workers, in collaboration with TANF workers, screen clients for domestic violence using the assessment forms. If domestic violence is determined to be an issue, clients are referred to an on-site social worker who specializes in domestic violence issues. Domestic violence services are counted as an allowable work activity, but only if the social worker decides domestic violence poses a barrier to employment.
- **Washington.** Washington includes questions on domestic violence as part of their comprehensive Employment Job Search Screening Tool, which is conducted with all recipients. The Employment/Job Search Screening Tool contains seven to eight questions on domestic violence issues. If screened positive for domestic violence,

clients are referred to either a co-located domestic violence specialist or a contracted domestic violence provider for further assessment, counseling and triage services and referral to appropriate resources.

- **New York.** The New York State Department of Family Assistance, Office of Temporary and Disability Assistance, in coordination with the Office of Children and Family Services, New York State Domestic Violence Coalition, and legal experts, developed a domestic violence screening tool. The tool consists of six yes or no questions about physical, emotional, and sexual abuse, fear of partner, threats to the client or children, and stalking. The tool is given to all clients at intake and discussed verbally, however, clients are not required to complete it. Positive screens lead to a referral to a domestic violence specialist.
- **Oregon.** Adult Family and Services staff are provided with suggested interview questions. Staff use these tools as a guide to interview the client and to establish a trusting relationship with the client. The interview guide consists of 35 suggested questions to ask at each stage of a conversation on how to establish trust, how to broach the subject, how to identify patterns of abuse, how to assess the level of risk to the children and the women's history of seeking help.

Tracking and Percentage Identified

Approximately three-quarters of States report the ability to track clients with domestic violence issues. The majority of States are referring to the ability to track those clients who receive work and time limit exemptions and extensions. Fewer States are able to automatically track clients individually and determine their services received.

Developing accurate estimates of the overall prevalence of domestic violence is extremely difficult given the substantial under-reporting of abuse by victims because of fear of retaliation, economic dependence, internalized shame and stigma, and fear of losing children. States that provided information on their clientele with domestic violence varied widely, with ranges from less than 1 percent to highs ranging between 20 and 80 percent. Much of the variation, however, is due to the fact that States are capturing different types of information (e.g., percentage self-reporting; percentage with positive screen; percentage receiving services; percentage receiving work deferrals or time extensions; estimations; and research findings).

- **California, Montana, New Jersey, and Rhode Island** all reported that 1 percent or less of their caseload were either receiving domestic violence services (which, by and large, are voluntary) or had obtained a domestic violence waiver or exemption rather than the number of those identified with domestic violence issues.
- Through its screening and assessment procedures, **Nevada** identifies domestic violence issues in approximately 27 percent of their caseload.

- In a representative statewide sample in **Oregon**, Adult and Family Services case managers reported they believed that approximately 36 percent of their clients are currently or have previously experienced domestic violence. However, in October 2000, only 350 participants (less than 1% of all TANF recipients) were participating in a domestic violence related activity.
- Counties in **North Carolina** manually collect and track domestic violence that will become part of an automated system. Estimates of domestic violence range across counties from 20 to 80 percent of their caseload.

Information and Referral Process

The vast majority of States report providing some level of information about domestic violence in general and resources available, as well as provide referral services for victims of domestic violence. Some States talked about marketing efforts, contracts and informal collaborations with local providers and shelters.

- **New York.** Each county receives about \$3 million to fund and support the ongoing training of the domestic violence liaisons, who provide in-house referral services, and to fund non-residential domestic violence services.
- **Wisconsin.** Wisconsin developed a case management resource guide, which includes information on barriers to employment (including domestic violence, substance abuse, mental health, and learning disabilities), screening tools for these barriers, agencies/ advocacy groups to work with in addressing these issues, best practices, interview guides, and resource contact information at the State and national level.

Support Services

In addition to referrals to domestic violence providers and shelters, TANF staff and (contracted) domestic violence specialists offer a number of other support services to clients with domestic violence issues. Approximately 60 percent of States report providing additional support services to victims of domestic violence—including help developing a safety plan, counseling and case management, and legal services.

- **Arizona and Maryland** provide legal assistance and services to adult victims of domestic violence and their children. **Arizona** also has a contract with Chrysalis Shelter to provide counseling services.
- **Oregon** hired a registered nurse to assist with “triage” services. They have found it helpful to have medical knowledge on-staff.

Housing Relocation Assistance

Approximately 60 percent of States use TANF funds towards relocation assistance and emergency housing expenses (rent, utilities, and security deposits) in order to help move victims of domestic violence to safety and self-sufficiency.

- **Florida** has created a relocation assistance program to relocate victims of domestic violence in communities that will offer greatest opportunities for self-sufficiency.
- In **Oregon**, domestic violence victims on TANF are eligible for up to \$1,200 for a 90-day period to move the victim to a safe place.

Fund Local Domestic Violence Programs

Approximately one-quarter of States report contributing Federal TANF and State MOE funds to local domestic violence providers.

- **Michigan** provides approximately \$3 million in TANF funds to local shelters to support transitional housing to help domestic violence victims establish new independent households.
- **Illinois** uses State MOE dollars to enable local domestic violence programs to expand their services to low-income victims with children who have earnings at or below 200 percent of the FPL.
- **Wisconsin** provides TANF dollars to the Department of Health and Family Services in order to fund local domestic violence service providers. TANF funds can be used for victims at or below 250 percent of the FPL.
- The **Georgia** Department of Human Resources has contracts with 40 to 50 private providers for shelter services. Shelters submit proposals, and if they meet State guidelines, they can obtain contracts. Contracts usually state that 80 percent of individuals housed must be TANF recipients.

Services Count as Work-Related Activity

Approximately one-third of States report that domestic violence services can be counted as an allowable work activity, as long as it is written into the client's work plan. **Ohio** provided more specific information. Residing in a domestic violence shelter, receiving counseling or treatment related to domestic violence, or participating in criminal justice proceedings against the domestic violence offender are all counted as alternative work activities in Ohio. However, no more than 20 percent of the caseload can be assigned alternative work activities.

State Exemptions/Extensions

Approximately half of the States reported providing State exemptions or extensions to clients with domestic violence issues. Keep in mind, however, that unless the client is receiving services funded completely with non-commingled State MOE funds or is just receiving non-assistance services, the Federal 60-month clock is still running.

In addition, States are currently defining who will be eligible for the Federal 20 Percent Hardship Exemption. The Federal Hardship Exemption enables States to extend benefits beyond 60 months for up to 20 percent of the caseload for reason of hardship.¹⁶ The Exemption is granted only *after* families have reached 60 months of assistance. Time limit extensions for domestic violence victims under the FVO also count toward the Hardship Exemption limit, but a State will not be penalized for exceeding the 20 percent limit based on the FVO waivers. Decisions regarding the criteria of and processes for identifying and addressing hardship and domestic violence as part of the Hardship Exemption are made by the State, not the Federal government.

2.2 Collaboration

In order to better serve clients who are current or previous victims of domestic violence, a number of States are working collaboratively with other agencies and organizations. Appendix B-3 provides a State-by-State overview of the types of collaborative relationships that States are using to assist these hard-to-serve clients.

Memorandum of Understanding/Agreement (MOU/MOA)

Approximately 30 percent of States indicated that either the State or local TANF agency had formal MOU/MOAs with other agencies or organizations to address issues of domestic violence cooperatively. TANF agencies most commonly mentioned MOUs/MOAs with local domestic violence treatment providers for the provision of screening or further assessment, information and referral, and other relevant supportive services.

Joint/Cross Training

More than 60 percent of States report obtaining staff training from domestic violence specialists and providers on what constitutes domestic violence, how to recognize signs and identify domestic violence, how to prepare a safety plan, and how to make referrals.

¹⁶ States can also use their own funds, including MOE funds, to provide services beyond 60 months to those families not meeting the Federal 20% Hardship criteria.

- **South Carolina.** Cross training is conducted between the South Carolina Department of Social Services (DSS) and local domestic violence advocacy groups. The advocacy groups train TANF staff on how to recognize symptoms of domestic violence; and DSS trains advocacy groups on relevant TANF policy issues, including time limits, work participation, and exemptions and extensions.
- **New Jersey.** The Battered Women’s Coalition provides training (40-hour course) for individuals within the TANF agency who will serve as domestic violence specialists/coordinators. The State wants to have at least one or two staff trained per county as domestic violence specialists/coordinators. The coalition will also train every TANF worker in the State to do referrals.
- **Utah.** The Department of Workfirst Services is involved in joint training with human services staff in the areas of employment counselor awareness, recognizing barriers, and customer employment planning. Training is ongoing in all regions of the State, and has been updated to include an assessment for early identification.

Staff Co-location

Co-location of domestic violence providers can help welfare and domestic violence staff develop personal relationships that foster coordinated service delivery and bring greater expertise to identification and case planning for victims of domestic violence. Thirteen States—**Alabama, Arizona, California, Colorado, Illinois, Kentucky, New Jersey, New York, Ohio, Oregon, Rhode Island, Virginia** and **Washington**—reported they had domestic violence specialists co-located on-site at the TANF office in areas of their State.

Data Sharing

Approximately 15 percent of States reported sharing data about domestic violence cases with other relevant agencies/organizations. Domestic violence providers are under strict confidentiality guidelines and unless participants sign confidentiality/information waivers, all individual level data is classified and confidential. Therefore, most data shared is on the aggregate level.

Combined Funding

Approximately 10 percent of States reported use of combined funding to provide services to TANF clients and low-income families with domestic violence issues. For instance, **California** uses TANF funds in conjunction with the Department of Health Services, and local agencies to fund domestic violence services.

Other

Approximately 60 percent of States reported having another type of collaborative relationship, whether formal or informal, with other agencies or organizations throughout the State to better serve victims of domestic violence. For instance, **Connecticut** collaborates with the Department of Labor, Bureau of Rehabilitation Services, Bureau of Child Support Enforcement, Department of Mental Health and Addiction Services, Department of Child and Families, Greater Hartford Legal Assistance, Council of Family Service agencies, and the Women's Education and Legal Fund.

3. ADDRESSING THE NEEDS OF TANF CLIENTS WITH LEARNING, MENTAL AND PHYSICAL DISABILITIES

States are constantly looking for ways to address the needs of the portion of their TANF population with challenging mental, physical, and/or learning disabilities. The proportion of TANF clients with these types of issues is still being determined. The 1999 NSAF data shows that approximately 36 percent of TANF participants had limitations to work participation due to health considerations or very poor mental health (Zedlewski & Alderson, 2001). Research conducted in Ohio, Kansas, and Washington has indicated that between 22 and 35 percent of former welfare-to-work participants have learning disabilities and between 5 and 7 percent had mild mental retardation (Brown & Ganzglass, 1998).

Proper screening to determine the potential presence of limitations and assessment of the extent of limitations and the need for alternative services or accommodations is essential to effectively addressing the needs of this population. This type of screening and assessment is key to determining the proportion of caseload that will require extensions or exemptions. In addition to the determination of appropriate evaluation criteria and practices, major concerns for States in attempting to address the needs of clients with learning, mental, or physical disabilities include:

- Training TANF staff to use the screening and assessment tools
- Collaborating with the medical community, vocational rehabilitation agencies and other specialists for referrals and staff development
- Securing reasonable accommodations (training, testing, employment, worksite accessibility, ergonomically appropriate workstations, flexible work and break schedules, etc.) in the workplace
- Modifying work requirements, and other support services such as SSI application assistance and pre-employment counseling.

3.1 Policies and Services

Recent changes in SSI requirements have changed TANF work participation policies to involve more participants with disabilities. Exemptions and/or extensions are not automatic. Appendix B-4 provides a State-by-State overview of the type of services that are being used to assist clients with disabilities. All but five States report formal policies aimed at addressing this population. Two of these States—Ohio and Virginia—are county-administered States and, therefore, decision making regarding disability policies and services occur at the county rather than State level. Specific policies and services to support people with disabilities can include:

Screening and Assessment

Approximately three-quarters of States report using screening and assessment tools for clients with disabilities.

- **Washington.** Washington has developed the Learning Needs Screening Tool and implemented it statewide. This tool aims at gaining a better understanding of the services needed to help a client gain successful employment and to identify resources needed to aid in self-sufficiency.
- **Oregon.** Oregon is adopting a screening and evaluation process that is based on the Washington model. In a recent representative sample, caseworker's reported they believed that 69 percent of clients have a disability.
- **New Hampshire.** New Hampshire contracts with the Department of Education to provide learning disability specialists to assist with screening and assessment. In addition, a contractor specializing in working with individuals with physical and/or mental disabilities provides in-home visits for counseling and referrals.

Tracking and Percentage Identified

More than 70 percent of States report the ability to track clients who have learning, mental, and/or physical disabilities. Some States, however, only have the capacity to track certain types of disabilities. For example, **Pennsylvania** tracks clients with learning disabilities, where as **Hawaii, South Carolina, Texas, Vermont,** and **Wisconsin** track only those clients with mental/physical disabilities. For this reason, there is a wide range of percentage estimates for clients with disabilities.

Only a handful of States provided Welfare Peer TA Network staff with information on the estimates of the TANF population with disabilities. The percentages from States that did provide information varied widely. Much of the variation, however, is due to the fact that States

are capturing and tracking different types of information. For example, some States—such as **Arizona** and **Michigan**—identify the percentage of the caseload that receive deferrals due to disability. Some States—such as **Illinois**, **Kansas**, **Louisiana** and **Missouri**—provided estimates of the caseload with learning disabilities; other States—such as **Hawaii**, **New Jersey** and **Texas**—provided estimates of those with mental and/or physical disabilities.

Training and Work Support Services

Offered in 31 States, work support services accommodate TANF recipients with special needs in the work environment.

- **New Mexico.** New Mexico established a modified work participation agreement for clients with learning, physical, and/or mental disabilities. Of the 20 required hours, participants may spend up to 10 engaged in tutoring, counseling, therapy, or any activity needed to address their particular disability.
- **Montana.** Montana focuses on providing skills in budgeting, money management, math skills for cash register operations, and reading skills to those clients with low literacy abilities.
- **Utah.** In Utah, TANF participants are co-managed by a specialized rehabilitation worker trained to address specific disabilities. This person is responsible for helping prepare the participant for work.
- **Michigan.** Primarily offered to SSI clients, Michigan collaborates with support agencies such as Vocational Rehabilitation, Michigan Works, the Office of Career Development, and schools to hold employment workshops for about 40 participants. Thirteen such workshops have been held thus far. Staff invite employers and assist participants with application procedures.

Information and Referral Process

When particular agencies are incapable of providing all the necessary and appropriate services for individuals with disabilities, it is essential that they be able to direct these clients to other resources to meet their needs. Such processes of information and referral exist in 38 States.

- **Wisconsin.** Wisconsin has developed a case management resource guide that includes information on learning, physical, and mental disabilities as barriers to employment. The guide also includes screening tools, best practices for providing services to clients with specific disabilities, a list of agencies and advocate groups representing potential collaborative partners, interview guides, and resource contact information at the State and national levels.

SSI Application Support

SSI is often an essential part of the package of supports available to individuals with disabilities. In order for these individuals to obtain the needed services, they may require assistance in completing application forms. Approximately one-half of States report offering this type of support under the auspices of their TANF programs. For example, case managers at the **Maryland** Family Investment Administration provide SSI application support for approximately 1,400 clients with disabilities.

State Exemption/Extension

Sometimes, the restrictions and requirements placed on receiving TANF support are inappropriate for individuals with disabilities. When this is the case, States may elect to exempt these individuals from certain State requirements and time limits, or offer extensions on State time limits. Approximately three-quarter of States report offering State exemptions and/or extensions for disabled parents/caretakers or those caring for a disabled family member. Keep in mind, however, that unless the client is receiving services funded completely with non-commingled State MOE funds or is just receiving non-assistance services, the Federal 60-month clock is still running.

3.2 Collaboration

Considerable resources may be necessary to address the potential range of issues facing TANF clients with disabilities. One agency or program is not often able to meet every need that may arise. As a result, collaborative efforts are fundamental to successfully supporting individuals with disabilities. Appendix B-4 provides a State-by-State overview of the types of collaborative relationships that States are using to assist these hard-to-serve clients.

Memorandum of Understanding/Agreement (MOU/MOA)

Twenty-five States have an MOU/MOA in place to improve services to clients with disabilities. Formal agreements are most commonly with Vocational Rehabilitation, WtW, Department of Education and local colleges.

Joint Training

Joint training was reported by approximately 40 percent of States.

Staff Co-location

Staff co-location, while important for all clients, can be especially important for individuals with disabilities. For clients with mobility impairment, for example, accessing all services in one location is a significant advantage. This can also be true for individuals with learning or other cognitive disabilities. Approximately one-quarter of States report the co-location of disability specialists/Vocational Rehabilitation Services staff at the TANF office.

- **Rhode Island.** The Rhode Island Department of Human Services and the Office of Rehabilitation Services have co-located staff, conduct cross training, and share funding of the Learning Disabilities Project (LDP). LDP was developed to provide services to TANF recipients and was named an exemplary project by DHHS' *Bridging the Gap* Program. The Rhode Island LDP currently serves 200 clients.
- **Alabama.** Alabama co-locates staff of TANF and the Department of Rehabilitative Services (DRS). Typically, DRS sites are located in county TANF offices.
- **Arizona.** One Arizona county (Maricopa) TANF office houses Goodwill Industries and the Department Rehabilitation Services.

Data Sharing

Approximately one-quarter of States report sharing data on clients with disabilities. This method of collaboration reduces the number of forms clients must complete, thereby simplifying the process of receiving services.

Combined Funding

Five States—**Connecticut, Indiana, Ohio, Rhode Island, and Virginia**—report combining funding with other agencies—primarily Vocational Rehabilitation—to serve TANF clients with disabilities.

- **Indiana.** Indiana is currently expanding services to address physical, mental, and learning disabilities. The process will include case management, career development, and employment supports. While current services are primarily supported by vocational rehabilitation money, the expanded service menu is being funded with Federal TANF dollars.

- **Rhode Island.** Clients identified through screening and assessment protocols as needing specialized services due to disability are supported by combined TANF and Vocational Rehabilitation funding streams. The assessment and the workers salaries come from TANF; but the services related to the plan come from Vocational Rehabilitation.

Other

Other than these specific types of efforts, 33 States reported some type of collaborative effort in serving TANF clients with mental, physical, and/or learning disabilities. Identified partners include health management associations, adult basic education, vocational rehabilitation, mental health services, State Departments of Education, and local service providers or community-based organizations.

- **California.** The California Learning Disabilities Advisory Workgroup consists of the Department of Rehabilitation, clients with disabilities, California Employment Development Department, California Department of Education, Chancellor's Office of the California community colleges, local community colleges, client advocacy groups, and local service providers.

4. ADDRESSING THE NEEDS OF TANF CLIENTS WITH LIMITED ENGLISH PROFICIENCY

Long-term welfare recipients with limited English proficiency (LEP) are considered among the hardest to serve because they may face several barriers that make it difficult to obtain and retain paid employment. Specifically, they must contend with limited work opportunities and the need for language acquisition and training, while at the same time, they must meet the challenges of cultural adaptation. Moreover, sometimes the work experience that immigrants have gained in their home countries is not recognized in the U.S., and they must find new occupations. In the case of refugees¹⁷, often there is the additional challenge of recovering from the trauma of persecution in their country of origin (Community Legal Services, 2001).

Advocates have suggested the need for initial assessment to identify individuals in need of bilingual services, and avoid unnecessary delays in the provision of these and other services, such as training or mental health (Greenberg, 2000). At the Federal level, on August 30, 2000, the Office for Civil Rights (OCR) United States DHHS issued new guidance to clarify the services that federally-funded providers of health and social services must offer to individuals with LEP issues. This guidance refers to Title VI of the Civil Rights Act of 1964, which makes

¹⁷ Refugees are persons who come to the United States to escape political persecution in their home countries. Immigrants come for a range of reasons, the most prevalent of which are to reunify with families and to pursue economic opportunities.

illegal any form of discrimination against persons with limited English proficiency. To comply with Title VI, agencies must provide “meaningful access” at no cost to LEP individuals.

As a first step, this law requires agencies to identify and assess the language needs of their client population. In addition to interpreters or bilingual staff, the agency may need to translate some of its documents, depending on the percentage and number of clients who are identified as LEP.¹⁸ Agencies are required to conduct staff training periodically, and to continuously monitor implementation of bilingual services that address the needs of their LEP populations.

4.1 Policies and Services

More than 80 percent of States report having adopted or begun developing formal policies to address the needs of clients with LEP. Appendix B-5 provides a State-by-State overview of the types of services that States are using to assist clients with LEP.

Tracking and Identification

At the time the States were contacted for this report, the estimated percentage of clients with LEP issues varied from between 5 percent (**Oklahoma** and **Pennsylvania**) to 28 percent (**Washington**). Approximately half of States reported the ability to track clients identified with LEP. However, some States track by clients identified with LEP while others track by the number of clients receiving with English as a Second Language (ESL) or other supportive services. For instance, **Connecticut** tracks clients using the new case management information system (CMIS), under which an assessment questionnaire is conducted and entered into a computer during the intake process. Approximately 20 percent of **Connecticut’s** caseload are identified with LEP skills. Each district office in **Nevada** tracks the number of clients with language interpretation needs (verbal, written, signing). On the other hand, **Oregon** and **Wisconsin** track information on those clients currently receiving ESL training or related services—1 percent in **Oregon** and 3 percent in **Wisconsin**. In addition, some State information systems only have information codes for certain foreign languages. For instance, **Idaho** and **Illinois** have only Spanish-speaking codes, the dominant foreign language spoken in these States.

¹⁸ All “vital” documents (applications, consent forms, legal notices, etc.) must be translated if 1,000 or more individuals or at least 5 percent of the eligible population are LEP. All documents must be translated if 3,000 or more individuals or at least 10 percent of their eligible population are LEP. If there are fewer than 100 individuals among the eligible population, written notice of the right to receive oral translation of materials will suffice to fulfill Title VI (National Immigration Law Center, Press Release, September 1, 2000).

Referrals to English as a Second Language (ESL) Classes

Approximately three-quarters of States report referring clients who are not fluent in English to ESL classes. In some States, ESL courses are combined with work-related basic education. In **Louisiana**, for example, clients with LEP are referred to ESL classes and to jobs that do not require fluency in English. If adults cannot be placed in employment due to their language limitations, they are given temporary “good cause” for not participating in the work program, *Find Work*. In **Alabama**, **New Mexico** and **New Jersey**, ESL classes can be counted as part of the weekly work activities required of TANF participants. **Washington** State has developed an “LEP pathway” parallel to their main *Work First* pathway. Under this program, LEP clients receive work-related services combined with ESL classes. These policies help clients improve their language skills while gaining valuable work experience. Depending on the degree of need, LEP services in **Michigan** range from individual tutorial classes, to group classes, to training on work sites. **Tennessee** is using TANF dollars to pay for ESL classes in local school systems. **Wisconsin** provides TANF dollars to fund 29 local literacy providers, which provide adult literacy, workplace literacy and children literacy services. The Alaska Division of Public Assistance has a contract with the Delta Mine Training Center to provide ESL services in an employment-based center, tailored to the mining business.

Bilingual Staff/Translators

Among the services provided to individuals with LEP, approximately 60 percent indicated providing access to language translators through either local contracts or bilingual staff. In most cases, when TANF agencies offer translator services, they do so by contracting with local providers, colleges, or the Department of Education.

Translated Application Forms/Materials

Approximately 45 percent of States indicated having translated application forms and other resources and materials for their LEP clients. The majority of these States have translated forms into Spanish, though States with more diverse populations may translate materials to additional languages. For instance, the State of **Washington** translates all of its application forms and related materials into Russian, Vietnamese, Cambodian, Laotian, Chinese, Japanese, and Spanish.

4.2 Collaboration

A number of States are working collaboratively with other agencies and local organizations to address the needs of LEP clients. Appendix B-5 provides a State-by-State overview of the types of collaboration that States are using to better serve clients with LEP.

Memorandum of Understanding/Agreement (MOU/MOA)

Approximately one-quarter of States have formal inter-agency agreements to address the needs of their limited English clients. For example, **Connecticut** and **New York** have MOUs, as well as joint training, staff co-location, shared data and/or combined funding, with their respective Department of Labor agencies to provide ESL and interpretive services. The **District of Columbia** and **Pennsylvania** have similar agreements with local community organizations and the Office of Employment and Training, respectively. Other States—such as **Colorado**—have developed MOUs with local educational institutions and/or community-based organizations to provide ESL and adult basic education to their LEP clients

Joint/Cross Training

Approximately one-fifth of States reported participation in joint/cross training exercises. For example, **Montana** has developed substantial collaboration with the Office of Public Instruction (including a MOU and combined funding streams) to offer services and provide cross training of staff to better serve clients with limited English proficiency.

Staff Co-location

Six States—**New York, Ohio, Oregon, Rhode Island, Texas** and **Washington**—report co-location of ESL services on-site at TANF offices. For example, **Rhode Island** has service contracts with nonprofit organizations and the Department of Labor and Training to provide services on-site at their One-Stop Career Centers.

Data Sharing

Approximately 17 percent of States indicated they share data on LEP clients and the services they are receiving with other agencies and related organizations.

Combined Funding

Seven States—**Connecticut, Montana, Ohio, South Carolina, Tennessee, Virginia** and **Wisconsin**—report combining TANF dollars with other funding sources to provide LEP services. For example, **South Carolina** has a formal agreement to combine TANF funds with the University of South Carolina for the provision of translation services.

Other

A significant number of States also reported the development of other forms of collaboration. States are referring LEP clients, at no cost to TANF, to a variety of other agencies and organizations, including the local Bureau of Refugee Services, other refugee resettlement agencies, Adult Basic Education, Department of Labor, Workforce Development, community-based organizations, and faith-based organizations. For example, in **Nevada** most of the interpreter services are provided by volunteers from the community or local faith-based organizations (e.g., Catholic Community Refugee Services and Episcopal Migration Program, Catholic Charities Lutheran Services, Nevada Hispanic Services). When volunteers are not available, the offices hire interpreters as needed. Other States such as **South Dakota, Nebraska** and **Louisiana** also refer clients to local faith-based organizations (Lutheran or Catholic social services) for ESL classes.

5. ADDRESSING JOB RETENTION AND ADVANCEMENT ISSUES AMONG TANF CLIENTS

The challenges associated with moving TANF recipients to work are well documented. Less is known, however, about efforts at employee retention, advancement, and wage progression. “The transition to steady employment is often difficult. Personal and family issues, employment-related concerns, low-paying jobs, and limited work supports can result in unstable employment and a return to welfare” (Revale, 2000). Cost burdens associated with employment (e.g., child care, transportation, and appropriate attire) coupled with a decrease in cash assistance can create extremely tenuous financial situations for families attempting to transition from welfare to work. As a result, they may only be successful in entering the workforce for a short time.

Research indicates that the median earning level for a former TANF recipient is \$6.61 per hour. Longitudinal data reveal a slight earnings growth over time, but estimate the median annual earnings for TANF leavers to be in the range of \$8,000 to \$12,000 (DHHS, *Indicators of Welfare Dependence*, 2000). The slight earnings growth, however, may not be due to wage increases but rather from additional hours worked. These hours are often during “nontraditional

or challenging” times of the day or night, thereby further jeopardizing a client’s ability to remain in the workforce (Strawn & Martinson, 2000).

The National Evaluation of Welfare-to-Work Strategies (NEWWS) found that while initially strong in placing employees in jobs, programs focusing primarily on job search activities were outstripped in efficacy by year 3 by those focusing on adult education. “In general, the most effective...programs have had a flexible, balanced approach that offers a mix of job search, education, job training, and work activities, known as a ‘mixed strategy.’ Successful employment programs more generally individualize services, have a central focus on employment, have close ties to local employers, and are intensive, setting high expectations for participation” (Strawn, Greenberg & Savner, 2001; Strawn & Martinson, 2000).

Because TANF funds spent for benefits that fall outside the Federal definition of cash assistance are not subject to rules governing time limits, work participation, or child support assignment, TANF agencies can provide the support necessary to maintain recipients in the workforce as well as to promote their advancement and wage progression. Services such as child care and transportation provided to employed families, payments to employees to cover wages, benefits, supervision, and/or training costs, direct job training costs, and case management are all useful in achieving the goal of employee advancement.

Further, TANF regulations also do not require that State MOE funds be spent within the framework of the TANF program. Therefore, these funds can be organized into a separate State program designed to support employee retention and advancement.

5.1 Policies and Services

States employ various programs and services aimed at supporting employment stability and wage progression for TANF clients. Appendix B-6 provides a State-by-State overview of the types of policies and services intended to support employment retention and advancement. As shown in Appendix B-6, all but two States report offering some type of employee retention or advancement services. This section provides a brief overview of potential services used to promote job retention and advancement and highlights innovative examples from selected States.

Tracking

Approximately three quarter of the States currently track the number of clients receiving employment services and/or the length of time a particular client has been served under the program.

- **Florida.** In Florida, 100 percent of those served by the program are tracked. Job retention/wage progression is the focus of a specialized effort in Florida. The State won a competitive grant to track retention and advancement and two pilot sites (Tallahassee and Jacksonville) each receives \$100,000 a year for five years to complete the study.
- **North Carolina.** Automated technology allows North Carolina to monitor the progress of clients as they move toward self-sufficiency. A partnership with the Employment Security Commission (ESC) “has provided an automated solution to tracking *First Stop* registrants’ progress toward employment. The automated tool that is available allows ESC and county departments to communicate about families’ progress, status, and support services needed and provided.”

Job/Skills Training

In order for employees to succeed in the workplace, they often need additional training or new skills. The vast majority of States offer some type of job or skills training to TANF recipients.

- **Wisconsin** has an innovative program to encourage TANF recipients to further their development. The Wisconsin Employment Skills Advancement Program (ESAP) provides financial assistance to qualified individuals¹⁹ who desire to pursue education and training opportunities. ESAP is a matching grant program requiring applicants to contribute toward the cost of their chosen course of study. ESAP provides up to \$500 for tuition, books, equipment, supplies, or other costs of education and/or training.

Case Management/Home Visits

Approximately one-half of States offer home visits and/or case management under the auspices of TANF to support employee advancement/wage progression.

- **Alaska.** Alaska identifies case management as “the single most important tool division staff have to help families move from welfare to work.” Case management in Alaska consists of identifying client strengths, assessment of potential barriers, the development of Family Self Sufficiency Plan, the identification and provision of necessary support services, linkages to resources, and monitoring a family’s progress toward becoming self-supporting.

¹⁹ In order to qualify, the applicant must be at least 18 years of age, a custodial parent of a minor child, have received TANF/W-2 within the past five years, be employed full time for the previous six months, and meet income/asset guidelines (including capacity to contribute matching funds).

Support Services

Individuals moving toward self-sufficiency often require supports to make this transition. Child care, transportation, and other services help sustain parents in the workforce, and encourage stability and eventual progression. Thirty-four States report offering some type of support service(s) under TANF.

- **Alabama.** Alabama, for example, has recently expanded their policy to provide such services as transportation, work clothes, and financial support with bills after cash assistance ends.
- **Wisconsin.** Wisconsin's Workforce Attachment and Advancement (WAA) program provides TANF eligible families with skill development/training and other job retention services focused on both employer and employee. In addition, it provides support services to clients receiving any other service from WAA.
- **Alaska.** The Alaska Division of Public Assistance authorizes expenditures for such start-up expenses as such alarm clocks, child car seats and school supplies. This program will also assist in the acquisition of job-specific gear (safety glasses, boots, etc.) and/or suitable attire for office employment. These expenses are authorized provided they relate directly to accepting or retaining employment, or to participation in an assigned work activity.
- **Rhode Island.** More than two years ago, Rhode Island established a Job Retention Unit consisting of six former social workers and a supervisor. It is designated as a problem-solving unit that works with both employers and employees. Employer interactions focus on subsidized job placement as well as the negotiation of strategic supports for clients on job sites. Interactions with clients center on providing support and monitoring progress. The Job Retention Unit follows and tracks unemployed clients and works to address issues that may jeopardize stable employment for clients currently working. The Unit also negotiates better wages and hours, and the adaptation of jobs to better match with client skill sets, as well as supporting clients with literacy skill development.

Job Call Centers/Jobs Databases

Job call centers and jobs databases offer support for the job searcher, the employee and the employer. Ten States (one under development) report using call centers to facilitate job progression.

- **Washington.** For more than two years, Washington State has run an automated call center (WPLEX). After a client has been employed for 90 days, staff contacts the client to find how he/she is doing, how the job is going, and what other supportive services are needed.

- **Ohio.** The OhioWorks.com system links potential employers with appropriate candidates. The system, which matches job requests with employer needs, satisfies the Workforce Investment Act (WIA) reporting requirements and service link components.

Job Mentors/Coaches

Sometimes, clients need a person to offer support, advice and encouragement as they move to self-sufficiency. These job-mentors or coaches offer critically important skill development and backing to clients navigating the work environment. Nineteen States report offering this service with TANF dollars.

- **Minnesota.** Ten counties in Minnesota are currently engaged in employer-based mentoring, a model program for employers to implement in the workplace. Employers are trained in how to create a mentoring program to reduce employee turnover, and increase job satisfaction and progression. This program provides mentors with the skills they need to help newer and less experienced employees succeed in the work place. Key components of the program include a dedicated coordinator, committed employees, and ongoing, specialized training. Mentors are trained to assist clients in dealing with internal obstacles faced in work environments, such as poor orientation, inadequate training, lack of recognition, poor pay and benefits, and inconsistent hours, and also with such external challenges as lack of transportation, child care, and adequate housing. Mentors learn the skills necessary to work directly with new employees to help them access resources to meet these challenges. Employers are taught how to create optimum work environments, as well as how to partner with service agencies to counter outside obstacles. Employers match each new employee with a mentor to help overcome the fear associated with starting a new job, orient them to the workplace, and introduce them to coworkers and supervisors. Mentors maintain regular contact with the new employee during the first several months of employment. Quarterly newsletters promote mentoring by featuring employers who, through the program, have improved employee satisfaction and retention.
- **Mississippi.** Mississippi is in the process of instituting policies to train supervisors in businesses that hire welfare recipients in the establishment of mentoring programs.

Job Retention/Advancement Incentives

Job retention and advancement incentives encourage TANF clients to remain in the workforce and offer rewards for successes along the way. Approximately 40 percent of States offer some type of incentive to encourage job retention and advancement.

- **New Jersey.** In December 2000, New Jersey established a special program for clients leaving welfare and remaining employed for four months. These leavers receive a congratulatory letter and a voucher good for up to \$3,000 in training and education activities through identified provider selection. The voucher system allows clients great flexibility with regard to scheduling and providers. Clients successfully using the first voucher may obtain a second. The State has allocated \$6 million to this program and uses colleges and skill training centers as providers.
- **Larimer County, Colorado.** In Larimer County, clients working in the same job for two weeks or longer, and are assessed as likely to remain, are moved into a post-TANF program called Advance Works. Advance Works is a 6-month program that provides incentives for retaining employment, including:
 - Two Weeks—Start-to-Work Kit (cash value \$50), including gift certificates for food/restaurants, bus passes, gas bucks, a career development book, and a personal planner
 - Two Months—\$100 transportation incentive, good for an oil change, bus pass, gas bucks, tire change, etc.
 - Four Months—\$100 gift certificate for groceries (this is the point at which Food Stamp eligibility would expire)
 - Six Months—\$100 gift certificate, very flexible options.

The program always uses gift certificates because cash counts against the amount received for Food Stamps. Survey results indicate that while certificates are appreciated, the most useful part of the program is support from the employment coach providing case management. This person is available even after the 6-month period has ended to assist with navigating the public aid system.

Employer Incentives: Financial and/or Training

States can support wage progression and job retention by providing incentives and/or offering training to employers. Approximately 40 percent of States report using some type of employer incentive program to foster advancement for TANF recipients.

- **Utah.** Utah offers enhanced supervision contracts to help employers provide additional supervision for newly trained clients. The State offsets the increased costs for supervisor time and training for six months.
- **Oregon.** The State of Oregon is addressing elevated turnover rates by placing case managers at industry sites. This case manager is available to aid in retention, child

care issues, and transportation and enables employers to keep welfare clients employed.

- **South Carolina.** In South Carolina, employers operate on-the job-training programs under which DSS pays one-half client salaries for a contracted period of time.

5.2 Collaboration

Collaboration with WtW agencies is very common and most States report formalized ongoing relationships with WtW, other agencies, local non-governmental organizations, universities, contractors, and/or employers. Appendix B-6 provides a State-by-State overview of the types of collaboration that States are using to improve job retention and employee advancement.

Memorandum of Understanding/Agreement (MOU/MOA)

Fifteen States report formalized agreements (MOU/MOA) with other agencies or organizations. Most commonly, States develop these agreements with WtW agencies or State Departments of Labor.

- **Wyoming.** The Wyoming Department of Family Services (DFS) developed an MOU with the Department of Employment in October 2000 to offer short-term training to clients to promote job advancement and wage progression. Participants were encouraged to pursue GED courses and skills training at local community colleges, for example.
- **California.** MDRC is developing an MOU for each CalWORKs site. Parties will include MDRC, HHS-ACF, the Lewin Group, California Department of Social Services (CDSS), and Riverside and Los Angeles Counties. CDSS is also preparing individual contracts for each project site in California-Riverside and Los Angeles counties.

Joint Training

Joint training efforts allow collaborators to each share their specific expertise with a client, thereby more fully developing his/her skills. Ten States report using joint training initiatives to support wage progression and job advancement efforts.

Staff Co-location

By physically co-locating service staff, clients may receive additional services to identify employment needs and provide appropriate referral services. Staff co-location was reported by 11 States as a way to foster job retention and income advancement.

- **Rhode Island.** Rhode Island, in addition to sharing TANF funding streams and data, co-locates TANF and WtW staff within the One Stop Career Centers.
- **Pennsylvania.** In addition to contracting with the Department of Labor, TANF staff are co-located with staff from the Departments of Commerce and Economic Development.

Data Sharing

Many State agencies and other organizations sometimes require the same information regarding clients in order to best serve them. Ten States report sharing data as part of a collaborative effort to encourage wage progression and job retention.

Combined Funding

Combined funding can serve clients effectively because it often allows for greater flexibility in spending patterns and more buy-in from both partners. Only seven States report blending funding to support job retention and advancement.

Other

TANF agencies in 32 States participate in partnerships not captured by these categories. Collaborators include Employment Securities Commissions, WIA, local businesses, WtW agencies, Vocational Rehabilitation departments, training and technical schools, and non-governmental agencies such as the United Way.

6. ADDRESSING THE NEEDS OF TANF CLIENTS WITH HOUSING ISSUES

Affordable and quality housing—along with transportation, child care, medical care, and food stability—are crucial supports to stabilize the lives of families and help them transition to self-sufficiency. However, it has become increasingly difficult to find housing that does not consume excessive portions of family income. In 1999, approximately five million households with incomes below 50 percent of the local area median income paid more than half of their income for housing or lived in severely substandard housing (HUD, 2001). These low-income

families are particularly vulnerable to economic downturns. Assistance with housing may help to stabilize the lives of many low-income families and improve their ability to obtain and maintain employment. Furthermore, housing assistance frees up funds for other necessary expenses, such as food, child care, transportation, and work clothes. Funds may also enable families to move out of bad situations (e.g., domestic violence; high crime neighborhoods) and to where better jobs are located.

TANF is an important, often overlooked, source of funding for housing assistance and homelessness prevention. Federal TANF and State MOE funds may be used to pay for the following housing related services that enhance or supplement the family income or assets:

- Provide rental assistance, including security deposits, application fees, and payments of back rent to prevent evictions
- Provide a moving allowance (e.g., when a needy adult family member secures a job that is not close to the family's home)
- Make loans to needy families to stabilize housing
- Match the contributions of TANF eligible individuals in Individual Development Accounts (IDAs).

Furthermore, if housing-related services are non-recurrent, short-term benefits that are designed to deal with a specific crisis situation or episode of need that will not extend beyond four months, families receiving these services (i.e., non-assistance) will not be subject to the rules and restrictions of TANF (e.g., time limit, work requirements).

6.1 Policies and Services

States have developed a wide range of policies and services to better serve clients with housing and homelessness issues. Approximately 60 percent of States reported having formal housing policies. Appendix B-7 provides a State-by-State overview of the types of housing services that States have implemented to assist clients and low-income families. Housing services discussed include emergency assistance, rental and utility payments, supportive services, funding homelessness prevention programs, IDA programs for home purchase, loan/mortgage programs, voucher programs, relocation and moving assistance and tracking services.

Emergency Assistance

States no longer receive funding specifically for emergency assistance (EA) programs, though they can use their TANF dollars to provide similar services. Approximately 65 percent of States use TANF and/or MOE funds to provide EA for families in situations that meet the State's emergency criteria. Types of emergency or crisis assistance generally include eviction protection, emergency housing, short-term rental assistance, assistance to prevent utility shut-off, and temporary shelter for homeless families.

Housing, Rental and Utility Payments

Approximately half of States reported assisting clients in making their rental payments, security deposits, and utility payments for a more extended period. Often, this assistance is dependent on client's being employed.

- **Connecticut.** The Transitional Rental Assistance Program provides support to clients who are employed or have reached the State 21-month time limit. Services are available for up to one year.
- **Alabama.** Alabama has an emerging program known as Short-Term Employment Assistance that helps clients with rental and utility costs both before and after leaving welfare.
- **District V (Eugene) Oregon.** The TANF department and a local community action agency jointly run a program for 20 to 30 teen parents. TANF dollars are matched with housing dollars to subsidize part of rent for teen parents with the aim of helping them to follow through with school. An on-site manager oversees the teen parents and TANF case managers conduct home visits. The average time of receiving subsidized rent is six to nine months. Those teen parents on TANF selected to participate are already enrolled in high school teen parent programs and either they or their teachers provide information that indicates that they may drop out of school due to housing issues.

Relocation/Moving Assistance

Approximately one-third of States reported using TANF and MOE funds to provide a moving allowance to families who secure a job that is not close to the family's home. For example, **Rhode Island** has established an emergency move policy that provides a \$200 moving allowance for TANF recipients that are forced to move.

Loan and Mortgage Programs

TANF funds can be used to assist in loan and mortgage assistance to facilitate home ownership. Four States—**Kentucky, Michigan, North Carolina** and **Ohio**—indicated they used TANF funding to provide mortgage and loan programs.

- **Kentucky's** Department of Human Services has a contract with the Kentucky Housing Corporation. Through this contract, the corporation coordinates low-cost housing loan and assistance. There is a mortgage assistance and home ownership program for families that participate in a self-sufficiency program.
- The **North Carolina** TANF agency issued a request for proposals in August 1999 for a \$3 million TANF-Housing Program that requires a 50 percent county cash match. Three counties included homeownership components in their proposals (Sard & Lubell, 2000).

Individual Development Account (IDA) Programs for Home Purchase

Individual Development Accounts (IDAs) are restricted savings accounts that enable TANF-eligible individuals to build assets and achieve economic well-being. Under the provisions of the TANF statute, use of the savings accrued in the IDA is restricted to first home purchase, secondary education and training, and business capitalization. Under TANF, an individual may only contribute earned income to their IDA. However, because of funding flexibility under TANF, States could also use Federal TANF or State MOE to fund/match IDAs established under another authority. Approximately one-half of States reported using TANF funds to create and match IDA programs for TANF clients and low-income workers to assist them in the process of home purchase.

- **Arkansas.** Participants receive matching funds for every dollar they save. Each dollar that an individual places into an IDA will be matched by three dollars in TANF funds. To be eligible, participants must be employed and the household's income must be less than 185 percent of the FPL.

Voucher Programs

Seven States—**California, Colorado, New Jersey, Maryland, Ohio, Utah** and **Washington**—indicated they used TANF funding (at least partially) to provide voucher programs to assist low-income families obtain housing.

- **New Jersey** developed a pilot program in partnership with the Department of Community Affairs to conduct a housing assistance program. The program provides

vouchers good for two years to persons leaving TANF for employment and makes them eligible for Section 8. Vouchers are based on client income and require continued employment. New Jersey received approval to issue 500 vouchers statewide, except in Bergen and Mammoth counties, where HUD and WtW vouchers are already available.

- **Utah.** Salt Lake City makes 200 vouchers available for families under 65 percent of the FPL.

Supportive Services

In addition to assistance with rental and utility payments, more than one-third of States reported providing other related supportive services, such as housing search assistance, case management, life skills training/tenancy skills, transportation and child care.

- **Delaware's** TANF program has an MOU with the housing authority to offer transportation services to clients at housing projects.
- **New York's** TANF programs in New York City, Suffolk and Westchester counties collaborate with local housing offices to provide wrap-around services as opposed to paying rent. Individuals returning from treatment or children returning from foster care receive supportive services, which include housing.
- **Utah's** TANF agency works with nine housing authorities in the State to provide joint case management to clients, which eliminates the duplication of services.
- **Pennsylvania** is developing programs focusing on job skills enhancement as a means of obtaining and maintaining employment.

Funding Homelessness Prevention Programs

Approximately 20 percent of States reported using TANF and MOE to fund homelessness shelters and prevention programs.

- **Florida** has appropriated \$5 million in Federal TANF and State MOE funds for homeless families. The funding will go through a request for proposal (RFP) process with money flowing to district homelessness programs.
- **Minnesota's** Department of Human Services is working with the Minnesota Housing Finance department on two housing initiatives. The Housing Managed Care Pilot is in the early stages of implementation in two counties (Ramsey and Blue Ridge). The goal of the project is to assist clients with disabilities and mental health issues move into appropriate (semi-independent living) housing situations. The combination of TANF and Housing Finance dollars is used to cover case management services. The

Homelessness Prevention Pilot provides TANF funding to increase and expand availability of services in homelessness shelters. TANF funds spent on the two housing programs are classified as non-assistance funds; therefore, there are no TANF work requirements or time clocks on these participants.

Tracking

Approximately one-third of States report the ability to track clients individually who are receiving housing related services. For example, **Connecticut** tracks services provided via its Transitional Rental Assistance Program and CMIS assessment process conducted at intake. **California** reported approximately 20 percent of their caseload were receiving housing services.

6.2 Collaboration

In order to best serve clients with housing issues, a number of States are working collaboratively with other agencies and organizations. Appendix B-7 provides a State-by-State overview of the types of collaboration that States are using to address housing issues.

Memorandum of Understanding/Agreement (MOU/MOA)

Nineteen States reported having an MOU/MOA in place with other agencies and organization to address housing issues. Most commonly, TANF agencies have MOU/MOAs in place with HUD and State and local housing authorities.

Joint/Cross Training

Approximately 10 percent of States report cross training between TANF agencies and housing authorities and local providers.

Staff Co-location

Four States—**Florida, New York, Pennsylvania** and **Washington**—indicated co-location of TANF and housing staff. For example, both local TANF and housing authority staff are housed at **Florida's** One Stop Centers.

Data Sharing

Approximately 15 percent of States indicated they shared data with other agencies and organizations to assist clients find and maintain stable housing. For example, **Alaska** shares data

to help match eligible clients to subsidized housing waiting lists. **Hawaii's** TANF staff provide the Housing Authority with a list of TANF clients who are employed and approaching the time limit in hopes of their receiving housing vouchers.

Combined Funding

Approximately 15 percent of States report combining TANF and MOE dollars with other funding streams to implement housing programs. For example, **Minnesota's** housing programs—the Housing Managed Care and the Homelessness Prevention Pilot—combine TANF and Housing Finance dollars to jointly fund case management services for these clients.

Other

Approximately 60 percent of States reported having another type of collaborative relationship—whether formal or informal—to better serve clients with housing and homelessness issues. Most commonly collaborations are with HUD, local housing authorities, homelessness shelters, DOL, workforce investment boards, and community based organizations. For example, **Indiana** established a coalition of housing entities that included TANF, HUD, homelessness organizations, housing and intervention programs, Habitat for Humanity, and local community-based organizations. **Nevada's** TANF agency collaborates with churches, Catholic Charities, Family for Family, the Salvation Army, and the Women's Development Center. **Rhode Island** has informal collaborative relationships with local housing advocates and membership on the Rhode Island Housing Commission.

7. ADDRESSING THE NEEDS OF TANF CLIENTS WITH TRANSPORTATION ISSUES

Inadequate availability of public and/or private transportation is a major barrier to finding and sustaining employment for the TANF population in many parts of the country. For rural areas, the distance between home and job training, employment, and/or child care facilities exacerbate this challenge. In fact, many rural areas are struggling to provide even basic TANF assistance to families who lack the means to travel to service sites. Nationally, 40 percent of rural communities and 25 percent of small urban counties have no public transportation, while an additional 25 percent of rural areas have low-level service (available only during peak usage hours) (CTAA, 1998). Coupled with the high incidence of TANF clients working during non-traditional hours, this poses significant challenge.

7.1 Policies and Services

Every State reports a formal policy aimed at addressing the transportation needs of TANF clients. Appendix B-8 provides a State-by-State overview of the types of services that States have implemented to improve transportation services. The policies and services available to these clients might include car expense allowances, car loan purchase programs, and public transit allowances.

Tracking

Twenty-seven States currently report the ability to track individuals on their caseload that are receiving transportation services.

Car Expense Allowances

While only about 6 percent of the national TANF population has access to reliable personal transportation (CTAA, 1998), two-thirds of States report offering car expense allowances. In general, these allowances may be used to cover purchase, repair, insurance, parking, and gas expenses.

- **Alaska.** Alaska has partnered with a faith-based organization, *Love, Inc.*, to establish a Ride Center. TANF funds are used for paying the coordinator, coupled with donations for, vehicle repair and/or donation.
- **Arkansas.** Arkansas has developed a time limit extension for clients leaving cash assistance due to employment. These clients remain eligible for \$200/month in transportation assistance for two months after cash assistance ends.
- **Idaho.** In Idaho, car repair services are funded directly through client electronic benefit transfer (EBT).

Car Loan/Purchase Program

Approximately one-half of States indicated they use TANF funds to assist in automobile purchase programs.

- **Minnesota.** The Transportation Loan Program assists TANF job seekers to secure loans with local banks for auto purchase or auto repair. Heartland Community Action Agency, Inc. is a partner in this program with the Minnesota Department of Human Services. During its two-years of operation, 82 loans have been completed and 32 of the 42 (or 76%) local banks are partners with Heartland.

- **Georgia.** The Georgia Regional Transportation Program is comprised of transportation authorities in each of the 12 DHR regions. The Georgia Environmental Facility Authority (GEFA) purchases vehicles and sells them to clients to help them maintain employment. These vehicles are sold at costs ranging from \$2,500 to \$4,000. GEFA also provides training, and helps clients with licenses and repairs.
- **Florida.** State law allows TANF funds to be used to purchase a car up to \$8,500 in value.

Public Transit Allowances

Approximately three-quarters of States allow for reimbursements for public transit expenses. This service is more valuable in urban areas as public transit is often either underdeveloped or absent in more rural areas.

Rural Area Issue

For TANF recipients in rural areas, the commute distance between affordable housing and employment centers is a significant challenge. Commuting to different jobs that are located at great distances from each other is a daily challenge for many TANF families. Twenty-three States cited transportation as a major issue in their rural areas. For example, TANF representatives from **Alabama** cited transportation as the primary obstacle to moving people from welfare to work. **Montana** estimated that more than 75 percent of its caseload has major transportation needs.

- **Illinois.** Illinois uses State and Federal funds to supplement the operating expenses for RIDES Mass Transit, one of the nation's largest mass transit services for rural areas.
- **Alabama.** Vender agreements for taxi services are in development at the county level. Some parents ride school buses with their children to get to work.

7.2 Collaboration

In order to effectively serve clients with transportation needs, many States have developed both formal and informal collaborations with the Departments of Transportation and Labor, as well as with local community-based organizations. Appendix B-8 provides a State-by-State overview of the types of collaboration that States are using to better address transportation issues.

Memorandum of Understanding/Agreement (MOU/MOA)

Approximately 40 percent of States have an MOU/MOA to support coordinated transportation service delivery. State TANF agencies most commonly partner with State Departments of Transportation and Labor, among others.

- **Michigan.** Michigan Family Independence operates MOU with the Michigan Department of Career Development and the Department of Transportation. Under these programs, TANF and MOE monies are used for mileage reimbursement, vehicle purchase, and public transportation passes.
- **U.S. Virgin Islands.** The U.S. Virgin Islands operates a formal MOA with the Department of Public Works to provide transportation coupons for public transportation.

Joint Training

Joint training on determining effective transportation strategies was reported in four States—**Colorado, Massachusetts, Ohio** and **Rhode Island**.

Staff Co-location

TANF staff are co-located with transportation specialists in areas of three States—**Massachusetts, Ohio, and Rhode Island**.

Data Sharing

Six States—**Connecticut, Massachusetts, Rhode Island, Tennessee, Vermont** and **Washington**—report sharing data as a means of improving transportation services to TANF clients.

Combined Funding

Eight States report combining TANF funds with other dollars to address the transportation issues of TANF clients.

- **Kentucky.** The Kentucky *Human Transportation Delivery System* includes representatives from four State agencies and eight State-funded human services programs. Using funds from the Cabinet for Children and Families and the Transportation Cabinet, the system provides transportation to every adult and child TANF recipient via a capitated rate system.

- **Tennessee.** Tennessee receives \$7.8 million in Job Access Reverse Commute (JARC) grants. Tennessee uses a significant portion of its TANF funds to match 40 percent of the grant. Department of Transportation contributes 10 percent.
- **Connecticut.** Connecticut uses TANF, Welfare-to-Work, SSBG, and JARC grant monies to fund transportation initiatives. Connecticut is also considering committing some high performance award monies as well.
- **New Jersey.** In 1997, New Jersey conducted an intensive collaborative study that involved the New Jersey Departments of Transportation, Human Services and Labor as well as New Jersey Transit, and the DOL Employment and Training Division. The result was the implementation of a project oversight group made up of representatives from the aforementioned groups. The project oversight group then created a Transportation Innovation Fund to finance pilot projects and future studies.
- **Hall County, Georgia.** The Hall County Transportation Authority, along with several partners created a transportation system of three buses that serves 600 people per week. Partners and joint funders in this initiative included Welfare-to-Work, the Division of Family and Children Services, Vocational Rehabilitation, the Housing Authority, the Access Center for Independent Living, and the Departments of Human Resources, Labor, and Transportation. It is estimated that this new system will eventually serve one-third of the TANF population in need of transportation. The routes were designed to serve individuals receiving TANF support, but also to continue to support them after they exit the TANF system. Routes serve low-income housing projects and several employers. Discussions are currently underway with Hall County Area Transit to expand the routes to include technical schools and colleges. There are several child care providers along the route as well, which enables parents and children to travel together. Child care staff will meet the child at the bus stop so the parent can continue on to work.

Other

The majority of States (approximately 80%) cited examples of collaborative efforts not captured in these categories. These efforts include partnerships with community agencies and organizations, local vendors, and workforce development boards.

8. ADDRESSING THE NEEDS OF TANF CLIENTS WITH CHILD CARE ISSUES

The need for high quality child care is a pressing issue for many families. Approximately 13 million children under the age of 6 live in families with either both parents or their only parent, in the workforce (BLS, 1998). More than half of these children spend all or part of their day in the care of a non-relative (U.S. Census Bureau, 2000). In addition, four million children between the ages of five and twelve spend some of their out-of-school hours with no adult supervision (National Institute on Out of School Time, 2001).

Children need consistent, age appropriate child care that promotes healthy development. Working parents need child care that allows them to meet effectively both personal and professional responsibilities. However, finding this care can be challenging, especially for low-income families, families of children with special needs, and/or those working during nontraditional hours. While the availability of public funds to help families fund child care increased significantly under welfare reform and the subsequent DHHS rule changes to CCDF, funding still falls far short of demand. Fewer than 15 percent of families qualify under Federal law to receive assistance from CCDF (DHSS/ACF, Access to Child Care for Low Income Families, 1999).

Child care is recognized by TANF as a key support necessary to move families to self-sufficiency. The welfare law provided a few different ways to fund and provide child care assistance for low-income families both on and off of welfare. TANF dollars can be spent directly on child care for unemployed clients, defined as “assistance.” Child care for employed families is defined as “non-assistance” and, therefore, such families can receive services without being subject to the rules of TANF. In addition, States may transfer up to 30 percent of the TANF block grant to CCDF to serve both low-income working families and families attempting to transition off welfare into employment.²⁰ Funding transferred into child care must be spent according to CCDF rules rather than TANF rules. Families eligible for CCDF are those whose incomes do not exceed 85 percent of the State median income—though States may adopt lower eligibility limits if they choose—with priority given to those families the State defines as low-income.

8.1 Policies and Services

Appendix B-9 provides a State-by-State overview of the types of services that States have implemented to meet the needs of clients with child care issues. Every State reported offering some type of formal policy addressing to this population.

Transfer to CCDF

According to ACF, the vast majority of States transferred TANF funds to CCDF in FY 2000. Percentage transfers ranged from lows of 1 percent in **California, Hawaii, Michigan, North Dakota** and **South Carolina** to highs of 20 percent in **Illinois** and **Massachusetts**. The national TANF transfer to CCDF percentage was 8.2 percent. Nine States—**Alaska, Connecticut, Nevada, New Hampshire, Oregon, Rhode Island, Utah, West Virginia, and Wyoming**—did not transfer TANF funds to CCDF (ACF, Office of Financial Services, 2001).

²⁰ States may transfer up to 30 percent of TANF block grant to CCDF or SSBG, but no more than 10 percent to SSBG.

Counseling/Referrals on Child Care Choices

States want parents to make educated decisions about placing their children in child care. Approximately half of States offer counseling and/or information and referral on available child care options. For example, **Hawaii** defines encouraging clients to choose better quality care as one of the major issues facing the State. Currently, 65 to 70 percent of children are in legal exempt care (relative or neighbor with two or fewer unrelated children). The State would like to promote moving children into child care environments operated by providers with more formal training.

- **South Carolina.** The State Department of Health and Human Services in South Carolina has a contract with a private agency, the Interfaith Community Child Care Resource and Referral. Under the contract, the purpose of which is to track the demand for nontraditional and sick child care, TANF referral clients directly to the agency.
- **Illinois.** Illinois caseworkers consult the Child Care Referral Agency, a list of licensed facilities to match clients with the type of care desired. Payments are made directly from TANF to the provider.
- **Wisconsin.** Wisconsin operated a program of one-time grants called *Building Child Care for Welfare Families*. The purpose of this program was to increase child care capacity to serve children and families receiving W-2 child care assistance. Grant funds were administered by Wisconsin's 17 Child Care Resource and Referral Agencies (CCRAs), each of which serves a multi-county area. CCRAs worked with local teams to plan and oversee grants to help start and expand needed child care services, to initiate innovative models for development and support of child care, and to maintain existing child care capacity. More than \$1.8 million in grants to 937 recipients have been awarded.

Increasing Subsidy/Capacity Levels

The demand for quality child care is growing. In response, approximately 30 percent of States have efforts underway to expand availability of child care.

- **Nevada.** Every TANF client is guaranteed child care. Nevada funds child care for TANF clients with vouchers payable to providers. Employed leavers are eligible for 12 months of transitional care, contingent on continued employment.

Increased Payment Rates for Special Needs

Finding quality, affordable child care during nontraditional hours, weekends, or when a child is ill, is challenging for all parents. In response to the exacerbated hardship faced by TANF clients requiring special types of child care, more than 40 percent of States report offering elevated payment rates to providers working with these families.

- **Maine.** The Maine Aspire program has transferred \$500,000 of TANF funds to community service centers for the provision of nontraditional hours and special needs child care. These centers are also the primary housing of the Head Start Program.
- **New York.** The State of New York has established a market rate structure to allow local districts to pay increased amounts for providers offering nontraditional care. The State also offers incentives to new and existing providers to include and/or upgrade services offered during nontraditional hours. New York TANF programs established a regulatory framework and incentives for providers to offer sick child care.
- **New Jersey.** New Jersey makes child care available to clients working both day and evening shifts. In addition to the family's regular provider, the State will pay for an alternative or "backup" provider when the child is sick.
- **Missouri.** By using funding obtained via special grants, Missouri increases the base subsidy rates for child care providers by 15 percent for weekend and evening care.
- **Connecticut.** While Connecticut does not transfer TANF money to CCDF, they do exempt clients from work requirements when caring for a sick child. Nontraditional hours care is funded by State assistance to a family member provider.
- **Colorado.** Colorado addresses the lack of special needs child care by allowing each county to set its own provider rate for weekend, sick child, and after hours care. At present, about one in three counties provide this form of specialized child care.

Funding After-School Programs

After-school programs can be a valuable alternative to traditional child care settings. "A recent study at University of Wisconsin showed after-school programs had reduced vandalism and helped children become more cooperative, better at handling conflicts, more interested in reading, and better students" (Georgia School Care Association). More than 40 percent of States reported using TANF monies to fund after-school programs.

- **Oklahoma.** Oklahoma identified a need in tribal areas of the State for 24-hour child care programs. Some of the TANF transfer to CCDF was used in developing an around-the-clock child care center.
- **Pennsylvania.** Pennsylvania’s budget includes \$2 million in TANF surplus funds for the Head Start Collaborative Project to build full-day/full-year child care capacity, \$15 million for after-school and summer programs, \$4 million for a voluntary parent-child home visiting program with an early literacy focus, \$10 million in challenge grants for child care facilities for equipment and materials, and \$250,000 to train child care professionals in using “I Am Your Child’s” early childhood
- **Connecticut.** The Connecticut “Readiness Initiative” is funded by Federal TANF, State MOE, and CCDF monies. The \$40 million project is a pre-school program for TANF families.

Tracking

Approximately 40 percent of States report the ability to track the proportion of the caseload with child care needs and/or receiving child care services.

8.2 Collaboration

States report collaborating with a variety of partners to provide high quality child care to the TANF population. Appendix B-9 provides a State-by-State overview of the types of collaborative relationships that States are using to increase child care options.

Memorandum of Understanding/Agreement (MOU/MOA)

Fourteen States have a formal MOU/MOA in place to support the provision child care for TANF families.

- **South Carolina.** South Carolina has a statewide MOU with Head Start to provide resources and referrals for parents. Parents can go to the Head Start Center to accesses referrals and parenting classes.
- **Louisiana.** Louisiana has had an MOU with the State Department of Education since 1992.

Joint Training

Eleven States report efforts at providing joint training on child care information and referrals.

Staff Co-location

Twelve States report the co-location of TANF and child care staff at the same office.

Data Sharing

Fifteen States share data on child care for TANF families to assist clients find and maintain quality and affordable child care.

Combined Funding

Fifteen States report combining at least two funding streams to effectively serve TANF families requiring child care. For example, **Illinois** currently combines CCDF, SSBG, TANF (Federal and MOE) and child care funding to serve TANF clients requiring child care.

Other

In addition to these five collaborative strategies, 23 States reported an alternative method of collaboration. Partners identified in this category included Departments of Labor, Corrections, and Education, Workforce Investment Boards, local providers, Head Start, pre-K programs and local community colleges.

9. ADDRESSING THE NEEDS OF CHILD-ONLY CASES

Child-only TANF cases are those with no adult in the economic assistance unit, even if the parent is present in the household. Adult caregivers in child-only cases are not subject to work requirements or time limits; and they usually do not receive TANF services such as training, childcare or transportation (ASPE, Human Services Policy: Frequently Asked Questions about Child-Only Cases).

In the eight years prior to welfare reform, the number of child-only cases nearly tripled (from 368,000 families in 1988 to a peak of 978,000 in 1996). Most of this increase was due to cases with a parent in the household—expansion of program eligibility resulting in more parents receiving SSI, a higher participation rate among citizen children in families with ineligible alien parents, and a higher sanction rate due to the adoption of mandatory work policies (ASPE, Understanding the AFDC-TANF Child-Only Caseload). Between 1996 and 1999, the number of child-only cases declined to 770,000 cases nationwide, accounting for 29 percent of the total TANF caseload (Kaplan & Copeland, 2001). There are several causes for the recent formation

of child-only cases. Children in child-only cases are likely to be in one of the following situations:

- Not living with a parent, and the relatives caring for the child either are not eligible for TANF assistance or choose not to be included in the assistance unit
- Living with a parent who has been sanctioned due to a program violation
- Living with a parent who is ineligible for TANF assistance because she is receiving Supplemental Security Income (SSI)
- Living with an immigrant parent not eligible for benefits (e.g., undocumented immigrants or legal permanent residents arriving after welfare reform was signed into law, August 22, 1996).

Until recently, most States had not adopted extraordinary measures to ensure the well-being of children in child-only cases. As child-only cases become an increasingly large proportion of TANF caseloads, however, it will be important to monitor the situation of the children in these cases in order to address their specific needs. Such information will shed light on the situation of the children and adults in these cases. An area of concern is that children in these cases are at risk of emotional or behavioral problems because they are likely to have been separated from their parents due to adverse circumstances (Risler et al, 2000).

9.1 Policies and Services

All States have adopted formal policies to address the needs of individuals in child-only cases. In most States, this means that TANF cash grants are issued on behalf of the children in the case, and the assistance is not subject to work requirements or time limits. In general, the income of caregivers in child-only cases is not used to determine the eligibility or benefits for the children. However, in most States, no additional services are provided to the children in these cases or to their adult caregivers. Appendix B-10 provides a State-by-State overview of the types of services that States are using to assist child-only cases.

Tracking and Identification

At the time the States were contacted for this report, the proportion of child-only cases in TANF caseloads across the nation varied from between 10 percent (**Vermont** and **Montana**) to 66 percent (**Idaho**). Only **Connecticut**, **Mississippi** and **Puerto Rico** indicated they do not track child-only cases. It is likely that tracking is not done in these States because it is not an employment related area.

Kinship Care Program

States increasingly perceive kinship care as a better solution for children than foster care placement, and as mentioned by TANF representatives in some States, a more cost-effective arrangement. Nationwide, 19 States currently have kinship care programs in place that provide a variety of services to caregivers, and, in some cases, even provide legal support to encourage and facilitate legal guardianship. In addition, **New Jersey** will implement its kinship care program on January 1, 2002 and will offer higher payments to kinship caregivers.

- In **Alabama** caregivers are eligible for child care, respite care, counseling, emergency intervention services and even supportive services for job-related needs.
- In **Michigan** and **Ohio**, support may include parenting classes, legal assistance, money management classes and emergency assistance.
- **Oregon's** services include both supports needed for the economic self-sufficiency of caregivers and the developmental needs of the children.
- In **Oklahoma**, counties have access to a flexible funding stream to provide support services to caregivers in child-only cases similar to services provided to adults in regular TANF. These services include cash assistance for school clothing, legal issues or shelter expenses.

Provide Higher Payments/Cash Assistance to Kinship Caregivers

Eleven out of the 19 States that have implemented kinship care programs—**California, Colorado, Florida, Louisiana, Maryland, Michigan, Missouri, Nevada, Oregon, Tennessee** and **Wisconsin**—also provide higher child-only cash payments to kinship caregivers. However, in some of these States, for example **Louisiana**, caregivers must have legal custody of the child in order to qualify for the higher cash grant.

9.2 Collaboration

An emerging issue during our conversations with State-level TANF representatives involved the need to re-define the role of TANF agencies when it comes to children in child-only cases. In particular, some TANF representatives suggested that kinship care may be more appropriately monitored by Child Welfare agencies. Nevertheless, at the time the States were contacted, few States reported formal inter-agency collaborations. Appendix B-10 provides a State-by-State overview of the types of collaborative relationships that States are using to assist these hard-to-serve clients.

Memoranda of Understanding/Agreement (MOU/MOA)

Only four States—**New Jersey, New York, Ohio** and **Rhode Island**—and the **District of Columbia** have an MOU/MOA with the Division of Child and Family Services, Child Protective Services or other agencies. For example, **Rhode Island**, in collaboration with a private foundation, has initiated a program to provide support to caregivers in child-only TANF cases. These support groups are run in collaboration with the Department for Children, Youth and Families and the Department of Elderly Affairs, and an MOU as well as combined funding are in place. **New York** has an MOU with the Department for Children, Youth and Families and the Division of Child Welfare.

Joint Training

Seven States—**Arizona, Florida, Iowa, New York, Ohio, Pennsylvania** and **Washington**—report joint or cross training between the staff at the TANF department and the Child Welfare and/or Child Protective Services regarding child-only cases and kinship care services.

Staff Co-location

Six States—**Arizona, Iowa, New York, Ohio, Oregon** and **Washington**—co-locate Child and Family Services, Division, the Division of Child Welfare and/or Child Protective Services staff who work collaboratively on child-only cases at the TANF department.

Data Sharing

Six States—**Florida, Iowa, Ohio, Texas, Washington** and **Wisconsin**—also report data sharing between agencies regarding the number of child only cases, the reasons for formation, and the services currently provided and needed.

Combined Funding

Only **Rhode Island** reported use of combining TANF funds with other agencies for services to child-only cases.

Other

Almost 20 percent of States also reported having other collaborations regarding serving child-only cases. States mentioned informal collaborations (i.e., no MOU/MOA) with agencies and departments such as Child Welfare, Division of Children Youth and Families and the

Department of Aging, as well as private foundations. A few States also have contracts for services with local community-based organizations to provide services to adults and children in child-only cases or to prevent child-only cases (e.g., counseling services to parents or caregivers, job-related training, or legal services for caregivers).

10. ADDRESSING THE NEEDS OF TEEN PARENTS IN TANF FAMILIES

Each year in the United States, nearly one million adolescents aged 15-19 years become pregnant (AGI, Teenage Pregnancy, 1999). Challenges abound for both these new mothers and their babies. Teenage mothers are:

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

Infants born to these young mothers are more likely to suffer:

- Low birth weight
- Neonatal death
- Sudden Infant Death Syndrome (SIDS)
- An elevated risk for abuse, neglect, and behavioral and educational issues in later life.

Research indicates that approximately two-thirds of teenage pregnancies are unintended. Together, this data indicates that every year more than 600,000 teenagers become unintentionally pregnant (AGI, Teenage Pregnancy, 1999). In unintended pregnancies, mothers seek less prenatal care, are less likely to breastfeed, and are more likely to expose the fetus to tobacco or alcohol (Kost et al, 1998; Dye et al, 1997; Brown & Eisenberg, 1995). Unintended pregnancy is also associated with increased risk of low birth weight, death within the first year, and failure to thrive (AGI, 1994).

Section 401(a) of the PRWORA allows States to use block grant money to reach any of four specific goals. Two of these goals relate directly to teen parents:

- Prevent and reduce the incidence of out-of-wedlock pregnancies and establish numerical goals for preventing and reducing the incidence of these pregnancies
- Encourage the formation and maintenance of two-parent families.

These goals are important for teenaged parents because 78 percent of births to teens occur out-of-wedlock (Ventura, 1997). Furthermore, 83 percent of teenaged mothers are from poor or low-income families and more than 60 percent of births to these mothers are unintended (AGI, Sex and America's Teenagers, 1999; Brown & Eisenberg, 1995).

10.1 Policies and Services

Programs aimed at addressing the needs of teen parents actually begin before teens become parents. Prevention strategies, stay-in-school programs, and programs aimed at addressing the underlying causes of teen pregnancy (low self-esteem, lack of education) are all captured under the heading of “teen parent” policies. Prevention policies can also be effective in delaying additional pregnancies until parents are ready. Policies to address the needs of these young parents are essential. Appendix B-11 provides a State-by-State overview of the types of services that States have implemented to meet the needs of teenage parents in TANF families. Approximately three-quarters of States report offering formal policies to meet the needs of teen parents.

Tracking

To better address the needs of teen parents, most States currently track teen parents. For example, “teen parents” is available as a query term in the North Carolina Data Warehouse. This program allows **North Carolina** to track both teen parents living at home (90%) and emancipated teens.

Parenting Skills

Teen parents often need assistance in developing the skills necessary to parent their children. Approximately 70 percent of States report offering programs to develop parenting skills in young parents.

- **South Dakota.** South Dakota is currently piloting a two-phase project to address the needs of parents (teen parents are included, but not exclusively). The first phase provides home nursing visits to prenatal families. In phase two, the home visits focus on developing parenting skills in families. For teen parents, program focus includes

eligibility determination, assistance with living arrangement, and support in meeting education requirements for employment.

- **Rhode Island.** The Rhode Island Male Responsibility Initiative partners male mentors with teenage fathers. The goal of the initiative is to help young fathers build connections with their children. Fathers in this program also receive assistance with skills development and educational attainment.

Teen Pregnancy Prevention

Nearly 60 percent of States are funding/providing outreach public awareness efforts with respect to teen pregnancy prevention.

- **Arizona.** Arizona's Department of Human Services is concentrating its pregnancy prevention efforts on an abstinence-only education program funded by TANF, Title V abstinence-only monies and State funds. The initiative promotes "abstinence as a healthy choice and positive lifestyle through the implementation of programs designed to change a culture about out-of-wedlock sexual activity" (O'Dell, 2001).
- **New Hampshire.** New Hampshire's Family Planning and TANF Collaborative dedicates approximately \$300,000 in TANF funds to enhance community outreach efforts to Medicaid-eligible women and teens at risk for pregnancy and expand access to affordable, effective methods of contraception (O'Dell, 2001).
- **Alabama.** The Alabama Department of Human Resources allocated part of its \$20-million out-of-wedlock bonus to pregnancy prevention efforts. Thirty-four grants were awarded with a variety pregnancy prevention strategies including youth development, after-school programs, reproductive health services, abstinence education, and prevention of subsequent pregnancies (O'Dell, 2001).

Education/Stay in School Programs

Thirty-one States reported providing educational support programs to help teen parents comply with TANF enrollment provisions.

- **Ohio.** Ohio's Learning, Earning and Parenting (LEAP) program has been supporting pregnant and parenting teens in educational endeavors since 1989. LEAP distributes financial incentives and sanctions based on school performance, attendance, and graduation. Teen parents who meet LEAP benchmarks earn increases in welfare checks. LEAP program evaluations revealed great success for students enrolled in school when they became LEAP eligible, but less efficacy for students having dropped out. To address this latter population, the Ohio Departments of Human Services and Health, together with the Ohio Family and Children First (OFCF) Action Team have linked LEAP with Early Start. Early Start focuses on

strengthening families with children from birth through age three, who are at risk of abuse and neglect or other developmental delays. The Early Start program includes a home visit component and a process for determining the family's strengths and needs in many areas, including self-sufficiency (education and employment), parenting skills, the health and safety of the teen and her child, and cognitive and social development of the teen's child.

- **Massachusetts.** The Massachusetts Young Parents Program (YPP) is designed to serve pregnant and/or parenting recipients between the ages of 14 and 22 who have not achieved a high school diploma or its equivalent. The program has two primary goals: enabling young recipients to achieve a high school diploma or GED and helping young parents to take the next step toward employment, through further education and training.

Teen Employment Programs

Programs aimed at helping teen parents enter or reenter the labor force are essential to long-term success. Sixteen States report programs directly aimed at fostering teen employment.

- **Illinois.** Illinois contracts with local colleges and universities to provide employment and training courses tailored to teens.
- **Larimer County, Colorado.** Larimer County is in its second year of operating a summer work program for teens lacking a strong work history. The program involves eight weeks of work in the summer for 20 hours each week. Teens are paid minimum wage and, each Friday, participate in some type of development activity (e.g. literacy activity, workshops, motivational speakers). Currently, the program places teens, mostly 14- and 15-year olds, in entry-level, minimum wage jobs with nonprofits, hospitals, and such community-based organizations and Junior Corps (the youth version of AmeriCorps).

Support Services

At least 30 States offer some type of supportive services, including, but not limited to, counseling services, mentoring, transportation, and case management. A small number of States partner with local health departments and social service agencies to provide health care for teen parents.

- **Wisconsin.** Wisconsin Community Youth Grants have been awarded to seven targeted agencies to improve social, academic and employment skills for low-income TANF eligible youth ages 5 to 18 years. Wilson House, Inc. in Cheboygan County provides foster care to teen mothers and their infants/toddlers. With the award of the Community Youth Grant, services have expanded to include counseling, life-skills

training, housing counseling, academic tutoring and remediation, and resident facilitated teen counseling sessions on adolescent pregnancy.

- **District V (Eugene) Oregon.** The TANF department and a local community action agency jointly run a program for 20 to 30 teen parents. TANF dollars are matched with housing dollars to subsidize part of rent for teen parents with the aim of helping them to follow through with school. An on-site manager oversees the teen parents and TANF case managers conduct home visits. The average time of receiving subsidized rent is six to nine months. Teen parents on TANF selected to participate are already enrolled in high school teen parent programs and either they or their teachers provide information that indicates that they may drop out of school due to issues around housing.
- **Rhode Island.** Rhode Island has opened six New Opportunity Homes to serve pregnant and/or parenting teens lacking an appropriate living arrangement, and their children. These homes help never-married teenage mothers meet the appropriate guardian eligibility requirements for cash assistance under TANF and Rhode Island's Family Independence Program. The homes provide supervised living arrangements (group housing and individual apartments) with varying levels of supervision depending on the mother's readiness. This continuum of care will enable young parents to experience increasing amounts of decision making and autonomy, and encourages the natural, evolving development and maturation of the adolescents involved. All teen mothers in the program are assigned a case manager and a service provider. Teen mothers may remain in the New Opportunity Home until age 18. Upon leaving the home, these women will continue to receive transitional services for at least one year.

10.2 Collaboration

Collaborative efforts vary across the States. Partnerships between State government and education agencies facilitate ongoing coordination essential to meeting the human service, employment and training, and educational needs of teen parents. Local resources employed by States to support teen parents include youth councils, grants, nonprofit organizations, education agencies, and extension services. Appendix B-11 provides a State-by-State overview of the types of collaborative relationships that States are using to assist these hard-to-serve clients.

Memorandum of Understanding/Agreement (MOU/MOA)

Approximately one-third of States use MOU/MOAs in collaborating with other agencies or groups.

- **Kentucky.** Kentucky has an MOU with an organization called New Chance, which operates in two populous locations: Lexington (Fayette County), and suburban

Cincinnati, OH (Boone, Campbell, and Kenton Counties). This MOU supports one-stop shopping for such services as health counseling, education, job development, and work-related assistance. K-TAP (Kentucky's TANF program) staff are available on-site.

- **Minnesota.** Minnesota operates an MOU with Department of Health Public Health Nurse. This program provides home nursing for teen parents and education to decrease out-of-wedlock births.

Joint Training

Collaborative training efforts to improve services exist in 14 States.

Staff Co-location

Staff co-location can ease the process of obtaining services. This is especially useful for young teen parents. Nine States report co-locating staff.

Data Sharing

Because teen parents often require myriad services, it is useful to have a means of sharing data regarding service receipt and eligibility as well as compliance and other factors. Ten States report sharing data on teen parents. For example, **Nebraska** shares data via an MOU with the Department of Education and the public school system and **New Mexico** obtains attendance data from local schools.

Combined Funding

Fourteen States report sharing funding between programs. TANF monies are spent in conjunction with WtW funds, and the Departments of Education, Health, and Labor, for example.

- **Wisconsin.** Wisconsin provides TANF dollars to DHFS to fund Brighter Futures, a program that funds local agencies to decrease risky behaviors among teens; primarily to decrease pregnancy among teens and to prevent second children to teen parents.

Other

Additional efforts at collaboration were identified by more than 50 percent of States. Examples of these collaborators might include Departments of Education and Health, colleges, universities, family planning providers, and community-based organizations.

11. ADDRESSING THE NEEDS OF NONCUSTODIAL PARENTS IN TANF FAMILIES

Increasing divorce rates, out-of-wedlock births, incarcerated fathers, and the breakdown of traditional family supports have reduced the participation of many fathers in the lives of their children. Currently, close to one-third of our nation's children live in a single parent household and 44 percent of those children live in poverty (Gallagher & Zedlewski, 1999). Child poverty is linked with a number of negative long-term consequences, including lower educational achievement and increased risk of juvenile delinquency, substance abuse, and teenage pregnancy. Almost 1.5 million minor children had a parent in prison in 1999—an increase of more than 500,000 children since 1991 (Mumola, 2000). These children are at the highest risk for poor academic achievement, school dropout, gang involvement, delinquency, substance abuse, and early parenting.

All of these risk factors can be softened if children have a strong family bond and a strong family support system that includes positive influence from fathers—even when they do not live in their children's home. Both financial and emotional support from fathers is essential for healthy child development. Research conducted by the US DHHS Services Fatherhood Initiative shows:

- Father involvement is important even for very young children. Good fathering during infancy and early childhood contributes to the development of emotional security, curiosity, and math and verbal skills.
- Higher levels of involvement by fathers in activities with their children, such as eating meals together, going on outings, and helping with homework, are associated with fewer behavioral problems, higher levels of sociability, and higher levels of school performance among children and adolescents.
- Involvement by fathers in children's schooling, such as volunteering at school and attending school meetings, parent-teacher conferences and class events, is associated with higher grades, greater school enjoyment, and lower chances of suspension or expulsion from school.
- The father-child relationship affects daughters as well as sons. Girls who live with both their mother and their father do better academically. In addition, they are less likely to engage in early sexual involvement and in the use of alcohol or drugs.

There is a critical need to engage fathers and recognize their complementary role in parenting. Both parents have a role and responsibility to provide for their children, both financially and emotionally. Social programs designed to help children have traditionally been focused on the mother, often excluding fathers. With the passage of PRWORA, State and local efforts are

currently underway to establish, expand, and improve services for noncustodial parents using Federal TANF and State MOE funds.

11.1 Policies and Services

States use several types of programs and services to address the needs of noncustodial parents whose children are receiving TANF benefits. Appendix B-12 provides a State-by-State overview of the types of services that States are using to help noncustodial parents better meet their financial and emotional obligations to their children. Approximately one-half of States report some type of formalized policy directed at meeting the specific needs of noncustodial parents.

Tracking

Currently, 40 percent of all States report tracking, at the State or county levels, the number of noncustodial parents receiving services. Some States also track this clientele at the local level through departments of child support or local organizations. The determination of exact numbers is often complicated by data collection methods that require self-identification or measure only those noncustodial parents tied to court cases.

Parenting Skills

Approximately one-quarter of States report offering programs to assist in the development of parenting skills. Because noncustodial parents are often absent from their children for lengthy periods of time, training is often required to reunite these parents with their children successfully. These skills will allow the noncustodial parent to successfully interact with the children as well as with the custodial parent. This type of interaction facilitates the establishment of a stable environment for the children.

- **Wisconsin.** The Wisconsin Fatherhood Initiative is funded by Federal TANF and income augmentation funds. The purpose of the grant program is to encourage and support the development of local initiatives aimed at effective fatherhood. Grant recipients use the funds to promote fathers' involvement in parenting. Several of the programs are intended to target a particular population or culture.

Employment and Education

Because emotional and financial support of fathers is essential for child development, programs often focus on preparing fathers for success in the workforce, thereby increasingly the likelihood that child support payments will flow to the custodial parent. Approximately 45

percent of States report offering programs to educate, train, and/or support the employment of noncustodial parents.

- **Idaho.** Idaho operates the Career Enhancement Program to serve TANF clients with income levels up to 200 percent of the FPL. However, this parameter is expanded to allow participation of noncustodial parents with income levels up to 400 percent of the FPL. The program, operated through contractors, provides services such as job training, mentoring, and retention strategies.
- **Michigan.** Michigan Friends of the Court, a TANF-funded alternative to jail for noncustodial parent with significant arrearages, gives priority to noncustodial parents with children who receive TANF or other public assistance. Services provided include employment services, access to educational programs, transportation, and other social services.

Case Management/Supportive Services

Sometimes, the needs of noncustodial parents are complicated and require support services and effective case management. Approximately one-third of States offer some type of case management or supportive services for these TANF clients.

- **Wisconsin.** In Wisconsin, support services are offered in conjunction with employment and job readiness training and basic skills development under the auspices of the Workforce Advancement and Attachment program. Participants must be meet income eligibility levels and cooperate with any child support collections.
- **North Carolina.** The counties of North Carolina have the option to spend TANF dollars on any non-assistance program for noncustodial parents whose income is up to 200 percent of the FPL. In the few efforts that are underway, such services as job searching skills, drug treatment, and transportation are most frequently requested.

Prevention of Early/Unplanned Fatherhood

Some TANF programs are also focusing on helping noncustodial fathers prevent the onset of fatherhood until they are more prepared to handle its attendant responsibilities. Four States—**Alabama, Arizona, Maryland** and **Ohio**—report offering programs directed at preventing young noncustodial fathers from having more children until they are ready.

- **Arizona.** The Arizona Young Fathers program offers low income fathers (16 to 22 years of age) employment services, case management, parenting skills training, paternity establishment, arrearage reduction, and peer counseling. This program aims to involve both young fathers in their children's lives and to educate these young men about the responsibilities of fatherhood.

11.2 Collaboration

In order to better serve noncustodial parents whose children are receiving TANF benefits, a number of States are working collaboratively with other agencies and organizations. Most commonly, States reported working in collaboration with WtW programs. Appendix B-12 provides a State-by-State overview of the types of collaborative relationships that States are using to assist noncustodial parents.

Memoranda of Understanding/Agreement (MOU/MOA)

MOU/MOAs are formalized mechanisms for communicating intentions to collaborate. These documents are useful for delineating roles and responsibilities and can facilitate future collaborative efforts as well. Approximately one-quarter of States have an MOU/MOA in place with other agencies to serve the needs of noncustodial parents.

- **Washington.** In Washington, an MOU exists between TANF, WtW and the Employment Security Department (ESD). TANF funds go to the ESD which, in turn, partners with WtW to provide Work First services to noncustodial parents.

Joint Training

Seven States—**Idaho, Kansas, Ohio, Oregon, Pennsylvania, Tennessee** and **Washington**—report conducting joint training to address issues surrounding and services to noncustodial parents.

Staff Co-location

Physical co-location of services not only simplifies processes for clients, it can lead to more effective service delivery, information, and referral. For noncustodial parents with multiple needs a one-stop approach allows them to address all issues in one location. Six States—**Florida, Kentucky, Maryland, Ohio, Oregon** and **Rhode Island**—report co-location of TANF staff with other agency staff, most commonly WtW and Child Support Enforcement (CSE) staff, to address needs of noncustodial parents.

- **Oregon.** Oregon co-locates some staff from each of TANF, Child Support Enforcement (both under the Department of Human Services), and the Department of Justice. Eugene, Oregon is fully integrated with additional staff from FAS and DOJ.

Data Sharing

Data sharing can facilitate coordinating service delivery thereby reducing duplicative services and improving cost-effectiveness. Ten States report sharing data between agencies.

- **U.S. Virgin Islands.** The U.S. Virgin Islands tracks noncustodial parents through the Office of Maternal and Child Support (MCS). TANF has a close working relationship with MCS and WtW. Once a noncustodial parent is identified and verified, TANF partnerships with DOJ and DOL allow them to access WtW money to support employment.
- **Rhode Island.** Although up to 85 percent of cases in Rhode Island involve noncustodial parents, the State can only provide services for up to 100 clients who receive job assistance support. Therefore, TANF works collaboratively with Child Support Enforcement to identify noncustodial parents eligible for programs.

Combined Funding

Four States—**Tennessee, Virginia, Washington and Wisconsin**—report combining funding streams for services provided to noncustodial parents.

Other

In addition to these collaborations, more than half of States report some type of “other” partnership activity directed at noncustodial parents in TANF families. These other partners might include Head Start and CSE agencies, community-based organizations and councils in various States.

12. ADDRESSING THE NEEDS OF TANF CLIENTS WITH CRIMINAL RECORDS

In 1999, approximately 600,000 people were released from correctional custody (Petersilia, 2000). The socioeconomic, health, family structure, and educational backgrounds of these individuals, along with a paucity of effective intervention policies, present unique challenges to their successful reintegration into society.

Twenty-two percent of inmates surveyed in 1996 reported receiving at least one type of government-funded financial assistance prior to incarceration. Nearly 14 percent of all inmates had received welfare payments prior to arrest (Wolf Harlow, 1998). One in three inmates reported growing up in a household receiving welfare (Wolf Harlow, 1998). Compared with the general population, inmates were more than twice as likely to grow up in a single parent

household (Wolf Harlow, 1998). More than half of State prison inmates have minor children themselves. Of these parents, 70 percent have less than a high school diploma (Mumola, 2000). Prior to arrest, nearly 30 percent of inmates were unemployed with another 11 percent working only part-time or occasionally (Mumola, 2000). Of those that were working, nearly 40 percent were earning less than \$600 each month and a full 53 percent were earning less than \$1,000 per month (Mumola, 2000).

Health and mental health issues in prison are also prevalent. More than 80 percent of inmates report having used illicit drugs in the past, more than one-third report a mental or physical disability, and nearly half of female inmates report some type of sexual or physical abuse prior to arrest (Mumola, 2000).

As these inmates reach parole dates, or “max out” and complete their sentences, the issues they faced before incarceration do not vanish. Rather, they face greater challenges as they now bear the stigma of a criminal record. An increasing shortfall of assistance programs prior to release exacerbates the difficulties former inmates face. For instance, while the Office of National Drug Control Policy estimates that 70 to 85 percent of inmates need treatment, only 13 percent receive treatment while incarcerated (Petersilia, 2000). “The majority of inmates leave prison with no savings, no immediate entitlement to unemployment benefits, and few job prospects. One year after release, as many as 60 percent of former inmates are not employed in the legitimate labor market...65 percent of employers said they would not knowingly hire an ex-offender” (Petersilia, 2000).

12.1 Policies and Services

A small proportion of States are developing programs and services to address the needs of clients with criminal records. Appendix B-13 provides a State-by-State overview of the types of policies and services aimed at supporting clients with criminal records as they move to self-sufficiency. As shown in Appendix B-13, approximately one-quarter of States have a formal policy designed for this population.

Tracking

Twelve States currently track the number of clients with criminal records. Across States, clients with criminal records comprised from less than 1 percent to 28 percent of the TANF population.

Opt Out/Modify Drug Felony Exclusion Provision

Section 115 of PRWORA prohibits the provision of Food Stamp and cash assistance benefits to individuals convicted of felony drug-related charges. However, States have the authority to opt out of and/or modify this provision. As of May 2000, 18 states had modified the exclusion and 10 States (including the **District of Columbia**) had opted-out entirely.

Support Services

Approximately one-fifth of States reported offering support services to TANF clients with criminal records. Such services might include counseling, mentoring, job training/coaching, information and referral, and other programs designed to meet the needs of this client population.

- **New York.** Federal TANF provided New York \$4 million to fund the Alternatives to Incarceration (ATI) program for parents (including noncustodial parents) released from prison. The program provides intensive services for clients, predominately women, with substance abuse problems, and provides funds for probation through local contractors. ATI services include 162 separate programs across the State which offer a variety of human service interventions and sanctions to enhance a system of pretrial services and intermediate sanctions. These programs are designed to reduce reliance on detention and incarceration, consistent with public safety.

Employment Services

Approximately one-quarter of States report offering employment services targeted to TANF clients with criminal records.

- **Rhode Island.** The Starbirth Program provides support for parents who are transitioning from prison into residential treatment. These are able to live at the residence with their children and receive employment training for job readiness. They are allowed to stay for up to 12 months and are provided with child care and transportation.
- **Delaware.** The Delaware Department of Social Services works with Delaware DOL and the Legal Aid Society to assist clients in expunging past offenses from their records. The process of expunging records benefits the client by both removing the stigma of a criminal history, and, in some cases, opening doors to programs otherwise deemed unavailable (e.g. bonding).

12.2 Collaboration

Appendix B-13 provides a State-by-State overview of the types of collaborative relationships that States are using to assist these hard-to-serve clients. Nineteen States report efforts at collaborating to serve clients with criminal records. In these States, various methods of collaboration are employed.

Memoranda of Understanding/Agreement (MOU/MOA)

Five States—**Massachusetts, New Jersey, New York, South Carolina** and **Wyoming**—report having an MOU/MOA in place to serve TANF clients with criminal records.

- **Massachusetts.** The State of Massachusetts has had an MOU in place with the Criminal Histories Board for more than two years.

Joint Training

Six States—**Nebraska, New Jersey, New York, Pennsylvania, Rhode Island** and **Washington**—report offering joint training programs to better serve TANF clients with criminal records.

- **Pennsylvania.** In Pennsylvania, the State Police and the Department of Corrections collaborate with the TANF agency to provide cross training and facilitate data collection processes.

Staff Co-location

Five States—**Florida, Iowa, New Jersey, Rhode Island** and **Washington**—report co-locating TANF and other Human Services staff in order to meet the needs of clients with criminal records.

- **Rhode Island.** In Rhode Island, staff from Department of Social Services and the Department of Labor and Training are co-located at one-stop centers.

Data Sharing

Four States—**New Jersey, Pennsylvania, South Carolina** and **Washington**—report undertaking efforts to share data relevant to supporting TANF clients with criminal records.

- **South Carolina.** South Carolina Department of Social Services has an MOU with the Department of Probation, Pardon, and Parole to facilitate data exchange. DSS receives quarterly reports and court administrative reports on drug convictions. Individuals with felony drug convictions are banned from TANF benefits.

Combined Funding

Three States—**Maryland, New Jersey and Rhode Island**—report using combined funding to sustain programs aimed at supporting clients with criminal records.

- **Rhode Island.** Dollars from TANF, mental health, HUD, and Medical Assistance collaboratively fund Rhode Island’s Starbirth Program.

Other

In addition to these collaborative efforts, 10 States report some level of collaboration designed to benefit clients with criminal records. These other collaborative partners might include Departments of Labor and/or Corrections, local workforce investment areas, WtW agencies, and child care programs.

13. ADDRESSING THE NEEDS OF TANF CLIENTS APPROACHING THE TIME LIMIT

One of the most commonly known features of PRWORA is the 60-month time limit on the receipt of Federal TANF assistance. In general, States cannot use Federal TANF dollars to provide assistance to an eligible family for more than a total of 60 months. Exceptions include:

- Child-only cases
- Minor parents who are not heads of the household
- Families living on Indian reservations with greater than 50 percent unemployment
- States with time limit waivers²¹
- 20 Percent Federal Hardship Exemption.²²

²¹ To the extent to which the TANF time limit is inconsistent with the State’s waiver time limit, the State may be allowed to follow its waiver policy rather than the TANF policy until the expiration of the waiver. States with waivers that have impacted the time limit include: Arizona, Connecticut, Delaware, Florida, Hawaii, Illinois, Indiana, Iowa, Nebraska, North Carolina, Ohio, Oregon, South Carolina, Tennessee, Texas, Virginia, and Wisconsin.

While PRWORA set a ceiling of 60-months of Federal assistance to families, States were given a great deal of flexibility on policy development and implementation. For example, States can elect to set their time limits shorter than 60 months, and 20 States have done so (Schott, 2000). Therefore, a number of clients across the States have already reached the shorter State-imposed time limits and clients in all States (without time limit waivers) will begin reaching the 5-year Federal time limit on or before August 2002.

13.1 Policies and Services

States are developing a number of policies and services in order to address the issue of clients reaching the time limit before being ready for employment and self-sufficiency. Appendix B-14 provides a State-by-State overview of the types of policies and services used to assist clients nearing the TANF time limit. All States reported having a formal policy in place to address the needs of TANF clients approaching the time limit.

Tracking

The vast majority of State and local TANF agencies have the ability to track the number of months that clients have received TANF benefits and the number of months remaining before they meet their State or Federal time limit. For instance, **Delaware** has a management information system, Delaware Client Information System, that allows staff to know when clients are nearing the time limit and also assists to identify services (e.g., Food Stamps) that clients are eligible for as they transition off the caseload.

Informing Clients about Months Remaining

The majority of States use the data from their information systems to inform and educate clients. Nearly two-third of States inform clients either in person or by mail about the number of months they have used and have remaining on TANF. Many State TANF representatives voiced concerns that clients did not believe or take the time limits seriously. Therefore, by giving clients this information, it enables them to understand the urgency of their situation and encourages them to proactively engage in their work activities.

²² States can extend Federal TANF benefits beyond 60 months for up to 20 percent of the caseload, if this time limit would create a hardship or if the family includes an individual who has been battered or subjected to extreme cruelty. This extension, known commonly as the 20% Hardship Exemption, is granted only *after* families have reached 60 months of assistance.

Detailed Assessments

Approximately 30 percent of States reported conducting additional detailed assessments to identify barriers to employment as clients near the time limit on TANF.

- **Alabama.** Alabama does a more detailed assessment of clients as they reach the 20th month and they plan to do intensive evaluation at the 48th to 50th months. Alabama involves other service agencies in the development of a work plan at 20 months. These agencies include rehabilitative services, adult education, child welfare, and domestic violence.
- **New Jersey.** Approximately 26 percent of the State's caseload is within 34 months of time limits. They will complete a full assessment of this population within the next few months in all counties. The assessment will contain three parts: A client self-assessment, 12 training modules (including domestic violence, substance abuse, health issues, etc.), and a case manager summary with activities to address issues entered into the data bank. New Jersey wants to ensure that clients' work plans effectively address the identified needs. In addition, New Jersey's DOL will provide assessments of math, reading and workplace maturity skills.

Case Management and Home Visits

Approximately 35 percent of States report the use of case management and home visits to more comprehensively serve clients nearing the time limit.

- **Kansas.** Intensive case management is provided after 48 months to ensure every assessment tool is used to eliminate barriers to employment. Protocols have been developed to guide these efforts. Interdisciplinary teams are employed to work with clients, and information from the various assessments is shared among the various agencies comprising the interdisciplinary team.

Case Staffings/Interdisciplinary Teams

More than one-third of States described the use of case staffings and interdisciplinary teams to better identify the services needed for clients approaching the time limit.

- **Arkansas.** There is a 24-month time limit in Arkansas, and 1 percent of the caseload are in their 22nd month. Arkansas holds case staffings at 6, 12, 18 and 22 months. The clients meet with the caseworker to discuss the time remaining on the clock and to identify services and resources that will be available.

- **Washington.** In early 2001, Washington began piloting additional intensive services for clients nearing the time limit. Every client who has used 30 or more months of the clock will have a case staffing, which brings together a variety of agencies and organizations to discuss what else can be done and what other resources and services are available to assist the client. Under certain criteria, the TANF agency will hire a contractor for whole family services who will use home visits to take a more holistic and comprehensive approach—still with a focus on employment and self-sufficiency—to learning about the family.

Increased Supportive Services

One-third of States reported providing increased supportive services and comprehensive wrap-around services to clients nearing the TANF time limit. Supportive services mentioned include services to address substance abuse, mental health conditions, domestic violence, child welfare, adult education.

- **Kentucky.** The Kentucky Cabinet is piloting “Comprehensive Family Services” in six counties. This new initiative involves dealing with families holistically to get them assistance and provide comprehensive wrap-around services. They are targeting clients who are nearing the time limit as well as new and recent TANF folks who are most willing to embrace the concept.

Increased Work Engagement Activities

Approximately one-quarter of States reported providing increased work engagement activities for those nearing the time limit. These activities may be targeted at the client or at the employer/business community.

- **Florida.** The State sends notices to all regional boards for cases within six months. The Boards are required to provide specialized services to these individuals. In addition, State law provides a hiring incentive for employers who hire individuals within three months. The incentive is \$200 to \$300 per month.
- **Montana.** Clients within 18 months of leaving TANF have been notified and are being worked with to address needs beyond TANF. Montana intends to increase employment services, as well as assessments and substance abuse services, for these clients.

State Extension Policies

States have the option to provide ongoing aid after the family has reached the State time limit based on circumstances at the end of State time limit.²³ Approximately 80 percent of States have some type of extension policy in their State plan. The most common criteria for State extensions are: victim of domestic violence; “played by the rules”; “good faith effort”; disabled parent/caretaker; and caring for disabled dependent.²⁴

Continue Benefits to Children

Six States—**Arizona, California, Indiana, Maine, Maryland** and **Rhode Island**—continue benefits to children once the adult in the family has used up all of their time clock. This option is available to all States by using their State MOE funds to pay for benefits. The State can also use Federal TANF funds to continue benefits to the children if the parent left the caseload before reaching 60 months. **Texas** also continues to provide services to children when families hit the shorter State-imposed time limits but not after reaching 60-months.

Use State MOE to Continue Services

States are not required to impose time limits on the assistance provided solely with State MOE funds segregated from (i.e., not commingled with) Federal TANF funds or expended as part of a separate State program. There is no required time limit on the use of State MOE funds for cash assistance. States have flexibility under Federal law to use State funds to continue assistance beyond 60 months to more families. Eight States—**California, Connecticut, District of Columbia, Maryland, Michigan, Missouri, New York**, and **Vermont**—reported plans to use State MOE to continue services. In fact, **Vermont** and **Michigan** do not even have State time limits. Other States—such as **New York** and **Connecticut**—have developed State-funded Safety Net programs.

Time Limit Waiver/Exemption

Approximately one-quarter of States have had time limit waivers or exemptions in place which push back the date that time limits will be reached in their State. For example, **Arizona** and **Oregon** have waivers, which exempted their clients from time limits. **Arizona’s** first clients will be hitting the time limit in September 2002, and **Oregon’s** waiver runs through TANF Reauthorization.

²³ Under State extension policies, the Federal time clock may continue to run during the state extension unless services provided are defined as “non-assistance” or the assistance to the family is funded with State MOE.

13.2 Collaboration

In order to best serve clients reaching the time limit, a number of States are working collaboratively with other agencies and organizations. Appendix B-14 provides a State-by-State overview of the types of collaboration that States are using to assist clients nearing the TANF time limit.

Memorandum of Understanding/Agreement (MOU/MOA)

Approximately 20 percent of States report using MOU/MOAs to establish formal relationships and services between agencies. Most commonly, MOU/MOAs to assist in better serving clients nearing the TANF time limit are with the following agencies: Department of Labor/Welfare to Work, Workforce Investment Boards, Employment Security departments, community and technical colleges, Social Security advocacy groups, and legal aid groups.

Joint Training

Approximately 30 percent of States discussed the use of joint or inter-agency training in order to work together effectively to assist those nearing the time limit. Training is happening with many of the same agencies discussed under MOU/MOAs, including Department of Labor/Welfare to Work, Workforce Investment Boards, Employment Security departments, and community and technical colleges, as well as with Vocational Rehabilitation.

Staff Co-location

Approximately one-quarter of States report that they used staff co-location—primarily co-location of DOL/WtW staff—as a collaborative strategy to assist in better identifying barriers to employment and serving clients as they near the time limit. For example, in **New Jersey**, DOL staff are co-located at TANF and provide comprehensive assessment (math, reading, and workplace maturity skills) of clients on assistance for 34 or more months.

Data Sharing

Approximately one-third of States report they share data with other agencies/programs to facilitate clients finding jobs or other supportive services prior to leaving TANF. Once again, it is primarily agencies or departments supervising or running the WtW or Workforce Investment

²⁴ The State Policy Documentation Project (SPDP), a joint project of the Center for Law and Social Policy and the Center on Budget and Policy Priorities, can be accessed at <http://www.spdp.org>.

Act (WIA) programs. For example, **North Dakota's** TANF agency collaborates with the JOBS program through constant sharing of information, such as the number of months a client has been on public assistance.

Combined Funding

Seven States—**Colorado, Connecticut, Maryland, Massachusetts, Pennsylvania, South Carolina** and **Washington**—report combined or joint funding with other agencies—primarily DOL/WtW—to meet the needs of TANF clients nearing the TANF time limit. For instance, **South Carolina's** TANF agency has a combined funding stream with the Employment Security Commission (ESC), which administers the WIA and WtW grants.

Other

Approximately 40 percent of States reported having another type of collaborative relationship—whether formal or informal—with other agencies or organizations throughout the State. States mentioned direct contract for services with local/community organizations, informal collaboration with DOL/WtW programs and local community colleges, and the use of multidisciplinary teams for case staffings and the revising of work plans.

V. SERVING WELFARE LEAVERS AND LOW-INCOME WORKING FAMILIES

Given the dramatic decline in caseload size since the passage of welfare reform and the rapid approach of time limits on federally funded assistance, there is an increasing interest and concern in how families who have recently left and will soon be leaving welfare are faring. Commonly heard questions include:

- Have clients leaving welfare found jobs, and if so, are they working enough hours and/or receiving high enough wages to move their families out of poverty?
- Are families financially better or worse off now as compared to when they were receiving welfare?
- Are low-income working families receiving other public support services, such as Food Stamps and Medicaid, to help them move to self-sufficiency?
- Are families experiencing greater or lesser material hardship and emotional and physical wellbeing as compared to when they were on welfare?

1. RESEARCH ON WELFARE LEAVERS

To address these and many other questions, Federal and State agencies are funding a variety of research projects to more closely examine those families leaving welfare, commonly referred to as welfare leavers. While it is difficult to generalize between studies due to differences in types of data, sample size and selection process, methodology, geographical region, and population density, a number of common trends emerge. Findings from two large welfare leavers research projects are highlighted below.

The Urban Institute summarized results from 11 studies of former welfare recipients funded by the Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation (ASPE). The studies include administrative and survey data on the well-being of families who left welfare. Key findings highlighted in the *Initial Synthesis Report of the Findings from ASPE's "Leavers" Grants* include (Acs & Loprest, 2001):

- The majority of families—approximately three-quarters—leaving welfare find work within the first year of exit.
- Most individuals finding employment are entering low-paying jobs with wages at or below the poverty line and which provide limited or no health coverage.

- There have been significant drops in receipt of Food Stamps and Medicaid among TANF leavers who are still eligible for these programs.
- Despite relatively high employment rates after leaving TANF, a sizeable percentage of TANF exiters return to cash assistance within the first year after leaving. Among the 11 sites, recidivism rates of clients that have returned to TANF at some point in the year following exit range from 18 to 35 percent.

The New Federalism Project of the Urban Institute uses the NSAF, a large nationally representative survey conducted in 1997 and 1999, to examine the socioeconomic, demographic, educational, employment, and health characteristics of TANF recipients and leavers. NSAF data show that recent welfare leavers (exiting between 1997 and 1999) are not statistically significantly different than earlier leavers (exiting between 1995 and 1997), with the exceptions of higher employment rates and higher health insecurity for recent leavers. The data also point out that while the majority of welfare leavers in both groups find employment shortly after exiting the program, many face significant economic hardship and instability in terms of health, housing, and food. Findings for the most recent group of welfare leavers, who received cash benefits between 1997 and 1999, include (Loprest, 2001):

- The vast majority of recent leavers (nearly 80%) are working or have worked recently. Leavers receive about the same wage rates as low-income working poor families in the labor market.
- Approximately half of recent leavers have income below the poverty line. After including the EITC and Food Stamps, the percentage of leavers below the poverty line falls to two-fifths.
- A significant number of recent leavers (more than 20%) returned to TANF prior to the NSAF interview.
- Barriers to employment remain high among leavers. Approximately one-third of recent leavers reported poor physical or mental health caused a barrier to employment
- Recent leavers report high levels of housing instability. Nearly 50 percent of recent leavers were not able to pay mortgage, rent, or utility bills at some time during the last year. Nearly 10 percent moved in with other people because they could not afford to pay mortgage, rent or utility bills.
- Recent leavers experience high food insecurity and instability. Approximately 60 percent worried that food would run out before they got the money to buy more and about one-third reported having to skip or cut the size of meals.
- Though many families remain eligible for Food Stamps and Medicaid, many do not receive these benefits. Less than one-third of recent leavers were receiving food

stamps and approximately one-third of former adult recipients reported having Medicaid coverage the time of interview. Health coverage for children of recent leavers is higher at approximately 50 percent, likely due to expansion of the State Child Health Insurance Program (SCHIP).

Therefore, while employment rates have been extremely high among leavers, many families are still not earning enough to move them out of poverty. A significant portion must return to TANF and many others continue to struggle with health barriers, food instability and housing insecurity. States face added concerns as current recipients—many with multiple barriers to employment—begin to reach time limits at a period when the economic boom and the low unemployment rates of the last few years seem to be ending. The struggles of low-paying jobs and little or no benefit coverage are not solely falling on former welfare recipients. Many low-income working families struggle daily to make ends meet and transition out of poverty, whether or not they have ever received welfare assistance. States have been given the flexibility to use their TANF and State MOE funds to help welfare leavers and low-income working families to make this transition out of poverty.

2. USING FEDERAL TANF AND STATE MOE FUNDS TO SERVE WELFARE LEAVERS AND LOW-INCOME WORKING FAMILIES

Many States are using their Federal TANF and State MOE funds to assist families that have left TANF, as well as TANF-eligible families and low-income working poor families, to move out of poverty. As discussed in Chapter II, the TANF program provides tremendous flexibility for funding a variety of activities and supportive services for not only welfare recipients and TANF-eligible individuals but also for welfare leavers and low-income working families, regardless of welfare receipt. Flexibility comes from the following factors:

- **States Define and Set Eligibility Criteria.** The first two purposes of TANF: to provide assistance to needy families so that children may be cared for in their own homes or in the homes of relatives; and to end the dependence of needy parents on government benefits by promoting job preparation, work, and marriage. To provide services in line with the above two purposes, Federal TANF and State MOE expenditures must, by definition, be limited to “needy” families. However, States have discretion over definition of “needy” and also may set different eligibility criteria for different types of benefits in order to help families become self-sufficient. For example, States may limit TANF cash assistance to families with incomes below the Federal Poverty Level (FPL), while setting higher income standards for transitional services—such as transportation, child care, or other job retention and advancement services—making them available to families with incomes of up to 150, 200, or 300 percent above the FPL. By adopting these different eligibility standards, States may provide a number of supports to a broader range of families, regardless of previous welfare receipt.

- **Services Aimed at Reducing Out-of-Wedlock Pregnancy and Encouraging Family Formation.** The third and fourth purposes of the TANF program: to prevent and reduce the incidence of out-of-wedlock pregnancy; and to encourage the formation and maintenance of two parent families, do not have income eligibility standards attached to them. Therefore, States can use Federal TANF dollars to fund broad income-based services and programs related to the above goals without subjecting families to the rules and restrictions of TANF.
- **Use of State MOE Funds.** All State MOE funds must be used to fund services for “needy” families. However, as long as families receive services funded solely with State MOE funds that have not been commingled with Federal TANF funds, these families will not be subject to the 60-month time limit. See Chapter II for additional detail on State MOE funding options (e.g., segregated spending and separate State programs) and related rules and restrictions.
- **Assistance versus Non-Assistance Services.** States can use Federal TANF funds to provide a broad range of “non-assistance” benefits and services without triggering TANF program rules, such as work requirements and time limits. TANF assistance is defined as benefits, which meet ongoing basic needs—including child care and transportation assistance for people who are not employed. Non-assistance includes: (1) non-recurrent, short-term benefits (not extending beyond four months); (2) child care, transportation, and other supportive services provided to families that are employed; (3) work subsidies; (4) refundable earned income tax credits; (5) contributions to and distributions from Individual Development Accounts (IDAs); (6) education or training, including tuition assistance; (7) other services such as counseling, case management, peer support, child care information and referral, transitional services, job retention, job advancement and other employment-related services that do not provide basic income support; and (8) transportation benefits provided under a Job Access or Reverse Commute project to an individual who is not otherwise receiving TANF (ACF, Helping Families Achieve Self-Sufficiency). Clients receiving only non-assistance services are not restricted by the rules of the welfare system.

3. **SERVICES AVAILABLE TO WELFARE LEAVERS, TANF-ELIGIBLE FAMILIES, AND LOW-INCOME WORKING POOR FAMILIES**

As part of the Welfare Peer TA Network’s research effort, State TANF representatives were asked to identify and describe the types of TANF and State MOE funded services available for those leaving welfare, as well as for the TANF-eligible who were diverted and low-income working families, regardless of previous welfare receipt. Appendix C provides State-by-State listings of TANF and MOE funded support services offered to the following five populations:

- TANF Leavers Exiting due to Employment (Appendix C-1)
- TANF Leavers Exiting due to Sanction (Appendix C-2)
- TANF Leavers Exiting due to Reaching the Time Limit (Appendix C-3)
- TANF-Eligible Families/Received Diversion Services (Appendix C-4)
- Low Income Working Poor Families (Appendix C-5).

It is critical to point out that the State-by-State tables do not provide information on the level or intensity of services provided. Therefore, it is difficult to compare services accurately across the States.

The remainder of this chapter describes the type of support services that State TANF agencies report offering to TANF leavers, TANF-eligible families and working poor families. The support services described include:

- Employment Supports
- Child Care Assistance
- Transportation Services
- Educational Assistance
- Housing Assistance
- Domestic Violence Services
- Substance Abuse/Mental Health Services
- Expanding/Improving the Food Stamp and Medicaid Programs

Throughout these subchapters, national trends are described and specific State programs and services are highlighted to provide additional detail.

3.1 Employment Supports

As discussed earlier in the chapter, the vast majority of welfare leavers find employment within the year after exit. However, many of these families still do not earn enough to move their families out of poverty. To address this issue, many States have begun to provide post-employment support and retention incentives for not only welfare leavers but also for low-

income working families. However, there are substantial differences in the number of States that provide these supports, dependent on why they left TANF, whether they are TANF eligible and need short-term emergency/diversion services, or whether they are part of the low-income working poor, regardless of current or previous welfare receipt.

- **Leavers for Employment.** The vast majority of States (nearly 90%) provide post-employment support services and financial incentives to former recipients who left the caseload for employment.
- **Leavers for Sanction.** Approximately 40 percent of States offer employment support services even if participants have been non-compliant and sanctioned off TANF.
- **Leavers for Time Limit.** Approximately 45 percent of States offer employment supports to families who left TANF because they expired their time on federally funded assistance. A number of States, however, reported they had not yet developed these policies or services for this population. As more families near the time limit on federally funded TANF assistance, it is likely that more States will begin to examine and re-assess the support services available.
- **TANF-Eligible/Diverted.** Nearly 60 percent of States offer employment supports to families that are eligible but not currently receiving TANF assistance. Employment support services may be offered as part of a diversion program—often a lump sum of money or services in lieu of applying for welfare for a given period of time—or available to any family meeting the income eligibility level for receiving TANF services.
- **Low-Income Working Poor.** Approximately half of States offer employment support services to low-income working families, regardless of previous welfare receipt.

The most commonly mentioned employment supports for the above groups include: work-related expenses (e.g., clothing/uniform, tools, transportation), worker stipends, job retention financial incentives, extended case management, job mentors, and financial incentives (e.g., income disregards and individual development accounts). Some States provide these services as transitional benefits (i.e., for a limited period of time after exiting the program) and others provide services until families reach a given income level.

Transitional Benefits

Transitional employment benefits reported by States ranged from lengths of three months to up to two years after exiting TANF. For example, **Illinois** offers additional employment expenses (up to \$1,200) for 90 days after leaving for employment. **Alaska, Minnesota,**

Nebraska, and **Rhode Island** provide up to six months of continued support services and case management to those who leave welfare for employment. In **Louisiana**, TANF leavers can receive post-employment services, a transportation stipend and \$200 for work-related expenses for one year as long as they retain employment. In **Arkansas** and **Oklahoma**, up to one year of job retention and case management services are available for clients leaving due to employment. Other State examples include:

- **Arizona.** Leavers due to employment are followed up at 30, 60, 90, 120 and 180 days. For the first six months of employment, they are eligible to receive: tools, equipment and specialized garments (\$500/purchase), clothing (\$150/12-month period), licenses (\$250/purchase), as well as a number of other services related to staying employed (e.g., transportation, child care, health-related, dental services, shelter/utility assistance, relocation assistance, substance abuse services, mental health counseling, and GED testing). For up to two years from exit, employed former TANF participants also are eligible for post employment education (\$2,500 limit); transportation assistance, transitional child care and medical assistance (up to 24 months).
- **Texas.** Under their Employment Retention and Advancement Project, families leaving welfare for employment are eligible for post-employment stipend of up to \$1,200 for the year and also receive continued case management support on how to keep and advance in long-term employment. These stipends support education, training, and transportation activities.
- **Larimer County, Colorado.** Advance Works is a post-employment support program for both current TANF recipients (who have been working for two weeks or longer and appear that they could retain this job) and those recipients who leave welfare for employment. Eighty percent of TANF clients stay on the Advance Works program after they leave welfare for employment. Advance Works is a 6-month program, which provides incentives for retaining employment. After completing two weeks of employment, individuals receive a Start-to-Work Kit (cash value is \$50) which contains: gift certificates for food/restaurants, bus passes, gas bucks, book on career development, and a day timer. After two months of employment, individuals receive a \$100 transportation incentive, good for an oil change, bus pass, gas bucks, or tire change. After four months of employment (about the same time families would likely be moving off of Food Stamps), they would receive a \$100 food store gift certificate. And after six months of employment, individuals receive a \$100 gift certificate, which has multiple options such as shopping, restaurants, or movies. The program always uses gift certificates rather than dollars since cash counts against the amount the family can receive in Food Stamps. Surveys of the program state that the gift certificates/incentives are good but the best part of program is the supportive relationship they receive from their employment coach.

Income Eligibility Levels

Providing employment support services based on income eligibility levels rather than receipt of TANF enables a broader range of families to be served. This prevention-oriented strategy allows States to assist low-income employed families up-front so that they never need to enter the welfare system down the road. Income eligibility levels reported ranged from 185 to 400 percent of the FPL.

- **Arkansas.** The State coalitions in Arkansas can use TANF funds to provide services to families with incomes up to 185 percent of the FPL.
- **Idaho.** Idaho's Career Enhancement Program is available for families at 200 percent of the FPL and for noncustodial parents at 400 percent of the FPL. Contractors provide "non-assistance" services for up to four months to assist individuals obtain or retain employment or to help them succeed in a work program if not already employed. Types of services include job search, job/skills training, mentoring, and job retention. Career Enhancements funds are paid directly to the vendor rather than the participant.
- **Michigan.** Those families receiving TANF, Medicaid, Food Stamps, Child Development or with incomes equal or less than 200 percent of the FPL are eligible to receive a number of employment support services through the Michigan Works! One Stop Centers. Services to support employment or employment-related activities and enhance self-sufficiency include, but are not limited to, mentoring services, purchase of tools, uniforms or work clothes, transportation services, purchase or repair of cars, and money management services.
- **Oregon.** Oregon provides employment supports in the form of dollars and wrap-around services to TANF eligible families who have been diverted from TANF and also to those low-income employed families who are defined as TANF at-risk (at or below 185% of the FPL). There is currently no maximum amount of funding or cap on services available, but they are currently looking at ways to contain costs. Support services available include the purchase of wage progression services, computer classes, support groups, child care, transportation, evening and weekend hours care, ESL classes, education, and activities for kids. In addition, Oregon provides ongoing case management for all those leaving the system.
- **Washington.** Employment supports are provide in the form of "non-assistance" services to those at or below 175 percent of the FPL. Employment supports are similar to those provided to clients on TANF.
- **Wisconsin.** The Workforce Attachment and Advancement (WAA) program, implemented in January 2000, offers services designed to promote upward mobility for low-income working families and noncustodial parents who have earnings up to 200 percent of the poverty line. Funded for two years with \$19.7 million in TANF

funds, WAA services build on existing employment and training programs, providing continued support to individuals placed in employment and helping clients to move beyond entry level employment. WAA services are expected to lead to job placement, advancement, retention, increased earnings, and increased child support payments by noncustodial parents. Services include: (1) training for worker advancement; (2) job retention services, including mentoring, job coaching, crisis intervention, and counseling; (3) services to employers, including job development and placement, recruitment, work site mentoring and job coaching services, workplace assessment of employee training needs, arranging training for incumbent workers, developing worksite training programs, employee retention activities such as employee assistance programs, crisis resolution, arranging support services such as child care, health care, and transportation, and developing upward mobility programs for workers; (4) job readiness and placement to help prepare individuals for more advanced employment or re-employment in cases of job loss; (5) basic skills development for those with difficulty retaining or advancing in employment; and (6) support services in conjunction with one of above services. In addition, TANF-eligible clients (at or below the 200% of the FPL) are also eligible to receive W-2 Case Management services to help them stay employed and/or to gain additional skills to obtain a job with increased hours, pay or benefits.

Financial Incentives

States are offering a number of financial incentives—such as employment bonuses, income disregards, and IDAs - to encourage individuals to both obtain and retain employment. For instance, clients leaving cash assistance for employment in **Arkansas** receive an employment bonus equal to one month of their cash assistance grant and employed clients in **Mississippi** receive retention bonus payments. In **Texas**, leavers due to employment receive an income disregard for 90 percent of their earnings for the first four months. In **Nevada**, leavers due to employment receive an income disregard for 100 percent of earnings for three months, and may receive income disregards of 50 percent of earnings for up to nine more months. In **Nevada**, TANF leavers working at least 20 hours per week continue to receive partial payment of TANF funds until the percent of earnings is greater than the payment level.

Some States have enabled welfare leavers, TANF-eligible, and low-income employed families to obtain IDAs. IDAs are restricted savings accounts, which enable TANF-eligible individuals to build assets and achieve economic well-being. Use of the savings accrued in the IDA is restricted to first home purchase, secondary education and training, and business capitalization. Under the provisions of the TANF statute, an individual may only contribute earned income to their IDA. However, because of funding flexibility under TANF, States could also use Federal TANF or State MOE to fund/match IDAs established under another authority. Approximately one-half of States reported using TANF funds to create and match IDA programs for TANF clients and low-income workers to assist them in the process of home purchase. For

example, leavers due to employment have IDAs in some areas of **Arkansas**. In **Indiana**, all TANF-eligible and low income employed families under 250 percent of the FPL can receive IDAs. **Michigan** is in the final developmental phase of IDAs for recipients of FIP, Medicaid, Food Stamps, Child Development/Care, or with incomes at or below 200 percent of the FPL. **Washington** just recently implemented IDA program, whereby the State contributes \$2 for every \$1 from the individual.

Basic employment listings and job search services also are offered to all individuals, regardless of income, at many one-stop job centers. **Alaska's** one-stop job center offers job matching services to everyone regardless of income. **Wisconsin's** consolidated employment and training system, called Partnership for Full Employment (PFE), is designed to help all job seekers find and retain employment through the local job center with a continuum of services ranging from self-service to case managed services. Employers in the community also receive services through access to Job Net—computerized system posting statewide job listings—and employer-tailored workshops and seminars.

3.2 Child Care Assistance

One of the primary barriers to maintaining employment—especially for low-income single mothers—is the ability to find affordable, quality child care. As discussed in both Chapters III and IV, finding child care options for third shift, infant care, and sick child are especially difficult.

The welfare law provided a few different ways to fund and provide child care assistance for families after they leave TANF as well as for low-income families. Federal TANF dollars can be spent on transitional assistance. Child care for employed families is defined as “non-assistance” and, therefore, such families can receive services without being subject to the TANF rules. Finally, States may transfer up to 30 percent of TANF block grant to CCDF to serve both low-income working families and families attempting to transition off of welfare into employment.²⁵ Funding transferred into child care must be spent according to CCDF rules rather than TANF rules. Families eligible for CCDF are those whose incomes do not exceed 85 percent of the State median income—though States may choose to adopt lower eligibility limits—with priority given to those families the State defines as “low-income.” In addition, CCDF services are provided on a sliding fee scale based on income and States may waive child care fees for families with incomes at or below the poverty line.

²⁵ States may transfer up to 30 percent of TANF block grant to CCDF or SSBG, but no more than 10 percent to SSBG.

States reported wide variations in child care services provided depending on the reasons why families left welfare, whether they are receiving diversion services, or whether they are low-income working families regardless of previous welfare receipt. It is important to remember that not all families in the State receive these services; demand for child care is much greater than the supply in many States, and many families remain on waiting lists.

- **Leavers for Employment.** All States offer child care services—either funded through direct TANF spending or CCDF - to families who exit TANF due to employment.
- **Leavers for Sanction.** Approximately one-half of States offer transitional child care services even if participants have been non-compliant and sanctioned off TANF. Child care services are often based on CCDF income eligibility rather than circumstances for leaving TANF.
- **Leavers for Time Limit.** More than 60 percent of States continue to provide child care services to families who have reached the time limit. Once again, child care services are often based on CCDF income eligibility rather than circumstances for leaving TANF.
- **TANF-Eligible/Diverted.** Nearly 60 percent of States offer child care services to families who are eligible but not currently receiving TANF assistance and/or received diversion services rather than TANF.
- **Low-Income Working Poor.** The majority of States (more than 80%) offer child care services to low-income working families, regardless of previous welfare receipt, through either direct TANF spending or TANF transfer to CCDF.

Below, we have highlighted information and State examples for States transferring TANF to CCDF, States provide child care assistance as transitional benefits (i.e., for a limited period of time after exiting the program) and others providing services until families reach a given income level.

Transfer to CCDF

According to ACF, all States, except **Connecticut, Nevada, New Hampshire, Oregon, Utah, West Virginia** and **Wyoming**, transferred TANF funds to CCDF in FY 2000. As discussed earlier, States can transfer up to 30 percent of TANF funds to CCDF and SSBG, but no more than 10 percent to SSBG. Percentage transfers ranged from lows of 1 percent in **California, Hawaii, Michigan, North Dakota** and **South Carolina**, to highs of 20 percent in **Illinois** and **Massachusetts**. The national average TANF transfer to CCDF was 8.2 percent (ACF/OFS, Combined Federal Funds Spent in FY 2000 through the 4th Quarter).

Transitional Services

A number of States reported funding transitional child care services—generally lasting 12 months—to families leaving welfare. Some States provide transitional assistance only to those who left for employment, while others provide child care to all leavers and low-income families.

- **Arkansas** provides child care assistance for one year at no charge and two years at a sliding scale fee to those who reached the time limit or left for employment.
- In **Mississippi**, initial eligibility is for 12 months, then recipients can transition into the “at-risk” category, where they can receive assistance for an unlimited period.
- In **Nevada**, leavers due to employment receive one year of transitional child care with a co-payment based on income. After one year, those considered to be “at-risk” continue to receive child care services with a co-payment indefinitely. Those who are eligible for TANF but choose diversion services receive fully subsidized child care while looking for a job and may continue with a co-payment after they obtain employment if they are considered at-risk.
- In **Tennessee**, child care services are provided for 18 months on a sliding fee scale.
- In **Arizona**, employed former TANF participants are eligible for transitional child care for up to 24 months. Those leaving for employment also are eligible for child care (up to \$1,000) for the first six months of employment. Sanctioned participants and their families are also eligible for child care, parenting skills training, and parent aide services.
- In **California**, child care assistance is offered for 24 months for participants leaving for employment or reaching the time limit, as well as for TANF-eligible clients as part of the diversion program. For those leaving the caseload due to sanctioning, child care is provided during the sanctioned period only during hours of employment. For low-income families there is a waiting list for those with incomes up to 75 percent of the State median income.
- In **Hawaii**, child care is available for an unlimited time period for families who exit TANF due to employment or sanctioning and meet income eligibility guidelines.
- In **Louisiana**, child care services for leavers due to employment have no time limit, and are provided for as long as they are employed, going to school or in some type of training. Since child care is very limited in supply, Louisiana developed a wrap-around program using TANF funds to open other doors for child care for families who need it and to encourage more Head Start grantees to participate. Starting in 2001, parents who do not want to utilize the Head Start centers will have to be put on a waiting list.

Set Eligibility Level for Services

A number of States offer child care services to families based on earnings. Maximum earnings eligibility levels reported by States range between 150 and 225 percent of the FPL.

- **Arizona** offers child care for low-income working families who have income of less than 165 percent of the FPL. In addition, the Department does offer specialized services, including child-care, to at-risk families whose income is at or below 185 percent of FPL and who are participating in the following at-risk specialized programs: parenting classes, young fathers, teen parents, domestic violence education program, and character education.
- **Oregon** and **Wisconsin** provide employment related day-care using a graduated co-pay scale for families at or below 185 percent of the FPL. In Wisconsin, eligible families may continue to receive services until their income exceeds 200 percent of the FPL for two consecutive months.
- **Alabama**, **Illinois**, and **Michigan** provide child care or kinship care services are available to families at or below 200 percent of the FPL.
- In the State of **Washington**, child care assistance is available to all families up to 225 percent of the FPL. The State of Washington also funds special parenting programs (pregnancy to employment), special enhanced child care (nontraditional hours and sick child care) and in-home care.

3.3 Transportation Assistance

Another crucial wrap-around service necessary for both obtaining and maintaining employment is access to transportation—either public or private. The type of transportation barrier and solution are often dependant on the geographical region—i.e., urban versus rural.

Once again, there appears to be large differences in how States provide transportation support dependent on why families left TANF, if they were TANF-eligible or received diversion services, or if they are a low-income working family, regardless of previous welfare receipt.

- **Leavers for Employment.** More than 80 percent of States provide transportation services to families exiting TANF due to employment.
- **Leavers for Sanction.** More than one-quarter of States offer transportation services even if participants have been non-compliant and sanctioned off TANF.
- **Leavers for Time Limit.** Approximately one-third of States offer transportation services to families who have reached the time limit.

- **TANF-Eligible/Diverted.** Approximately one-half of States offer transportation services to families who are eligible but not currently receiving TANF assistance or may have selected to receive diversion services rather than cash assistance. Diversion payments are usually a one-time lump sum (for a given period of time over which the individual may not apply for TANF) for which individuals may use to cover an urgent need, such as transportation, that presents a barrier to employment.
- **Low-Income Working Poor.** Approximately 40 percent of States offer transportation services to low-income working families, regardless of previous welfare receipt.

The majority of transportation services are available as long as the former recipient or low-income individual is employed. The reason being that transportation services for employed individuals is not defined as ‘assistance’ and, therefore, does not subject the individual to the rules and regulations under TANF. For example, States, however, reported a wide range in number of months transportation services are made available to families.

- In **Nevada**, leavers due to employment receive transportation assistance for up to one month up to 2 months (\$200/month) in **Arkansas**.
- **Illinois** offers additional employment expenses (up to \$1,200), that can be used for transportation, for three months after recipients leave for employment.
- In **Tennessee**, a car purchase program is available for six months and transportation costs are paid for four months to former recipients and low-income individuals that are employed.
- In **Arizona**, welfare leavers are eligible for transportation-related expenses (\$7/day), vehicle liability insurance (\$600/purchase), and vehicle repairs and maintenance for the first six months of employment. Also, employed former TANF participants are eligible for transportation and Wheels to Work services for up to two years from employment.
- **California, Louisiana, Mississippi and Oklahoma** offer up to 12 months of transportation assistance for former recipients as long as they remain employed. Louisiana provides a transportation stipend of \$60 per month. Mississippi will extend support up to 24 months upon request, to match job retention bonus payments.

Other States base assistance on family earnings. For example, the State of **Washington** provides transportation services to those up to 175 percent of the FPL.

3.4 Educational Assistance

Individuals are finding it increasingly difficult to find a decent paying job, to advance in a job/wage progression or find a better job without having the requisite education and training. Therefore some States are offering short-term educational assistance and training to welfare leavers, TANF-eligible/diverted, and low-income working families.

- **Leavers for Employment.** Approximately one-half of States offer educational assistance to families exiting TANF due to employment.
- **Leavers for Sanction.** Almost one-quarter of States offer educational assistance even if participants have been non-compliant and sanctioned off TANF.
- **Leavers for Time Limit.** Approximately one-quarter of States offer educational assistance to families who have reached the time limit.
- **TANF-Eligible/Diverted.** Approximately one-quarter of States offer educational services to families who are eligible but not currently receiving TANF assistance and selected to receive diversion services.
- **Low-Income Working Poor.** Approximately one-third of States offer educational assistance to low-income working families, regardless of previous welfare receipt.

A number of States provide short-term tuition and training dollars for clients who have a short duration of their program remaining. For instance, **Alaska** provides short-term tuition and training dollars if connected to self sufficiency for six months to clients who left TANF for employment. Through collaborative efforts with community colleges and employers, **Texas** provides occupational training and counseling to recipients who leave TANF for employment.

A handful of States provide educational assistance based on income eligibility guidelines. For example:

- **Vermont.** In July 2001, Vermont's PATH program began offering tuition assistance to both those on TANF and to low-income individuals who have a child.
- **Washington.** Washington uses TANF dollars, paid directly to local colleges, to offer free slots and tuition assistance to low-income families at or below 175 percent of the FPL.
- **Oregon.** On the condition of continued employment, the State of Oregon provides post-employment funding, which includes educational assistance, to welfare leavers, TANF-eligible diverted individuals, and to those low-income families at or below 185 percent of the FPL.

- **Wisconsin.** The WAA program offers services, including educational assistance, designed to promote upward mobility for low-income working families and noncustodial parents up to 200 percent of the FPL. In addition, Wisconsin offers financial aid for qualified individuals who desire to pursue education and training opportunities through their Employment Skills Advancement Program (ESAP). ESAP is a matching grant program requiring applicants to contribute towards cost of chosen course of study. Eligible individuals include those who meet all of the following guidelines: at least 18 years of age; a custodial parent of minor child; received welfare benefits within the past five years; employed full-time; employed in the past six months; meet the income/asset guidelines; and can contribute amount equal to grant. ESAP provides up to \$500 for tuition, books, equipment, supplies, transportation, or other costs of education and training. ESAP can also help with ESL and basic education courses.
- **Idaho.** As part of their Career Advancement Program, Idaho provides educational assistance (classified as non-assistance) to former clients and low-income individuals at or below the 200 percent of the FPL (400% for noncustodial parents) for up to four months.
- **Ohio.** The State of Ohio enables counties to provide school wrap around services and education and enrichment services for families at or below 300 percent of the FPL. Ohio's PRC funding by design has been developed to provide services and benefits that are not considered "assistance".

3.5 Housing Assistance

Many low-income workers spend the majority of the earnings on housing-related costs. It has become highly difficult to find housing that does not consume excessive portions of family income. Affordable and quality housing—along with transportation, child care, medical care, and food stability—are crucial supports to stabilize the lives of families and help them transition to self-sufficiency. TANF is an important, often overlooked source of funding for housing assistance and homelessness prevention. Federal TANF funds may be used to pay for the following housing related services that enhance or supplement the family income or assets (ACF, Helping Families Achieve Self-Sufficiency):

- Make loans to needy families to stabilize housing
- Match the contributions of TANF-eligible individuals in IDAs
- Provide weatherization assistance or pay for home repairs
- Provide rental assistance, including security deposits, application fees, and payments of back rent to prevent evictions

- Provide a moving allowance (e.g., when a needy adult family member secures a job that is not close to the family's home).

A significant portion of States currently provide varying levels of housing assistance to welfare leavers, TANF-eligible families who opt to receive diversion services rather than TANF, and to low-income working families.

- **Leavers for Employment.** Almost one-half of States offer housing assistance to families who exit TANF due to employment.
- **Leavers for Sanction.** Less than 20 percent of States offer housing assistance even if participants have been non-compliant and sanctioned off of TANF.
- **Leavers for Time Limit.** Approximately one-quarter of States offer housing assistance to families who have reached the time limit.
- **TANF-Eligible/Diverted.** More than one-quarter of States offer housing assistance to families who are eligible but not currently receiving TANF assistance, often as part of a diversion program.
- **Low-Income Working Poor.** More than one-third of States offer housing assistance to low-income working families, regardless of previous welfare receipt.

Most commonly, States reported using TANF and MOE funds for assisting TANF-eligible and/or low-income employed families with housing services in emergency situations to avoid eviction or utilities being shut off. The following States use TANF and MOE funds to provide more comprehensive housing assistance services:

- **Oregon.** Oregon offers post-employment funding, including housing assistance, to employed leavers, TANF-eligible diverted individuals who are employed, and to those low-income employed families at or below 185 percent of the FPL.
- **Illinois.** Illinois provides non-assistance dollars to homeless shelters to be used for those at or below 200 percent of the FPL.
- **Michigan.** Michigan funds the Rental Subsidy Program under which a monthly rental subsidy is provided to eligible families to assist them to leave or avoid receiving welfare assistance. To qualify for the Rental Subsidy Program, clients must be recipients of TANF, Medicaid, Food Stamps, Child Development Care, or their income must be no more than 200 percent of the FPL. The subsidy is granted to employed persons or those who can secure employment by relocating. Recipients may be eligible for the subsidy payment for up to two years.

In addition, both **Ohio** and **Wisconsin** reported setting aside funds for their counties to be used exclusively for services that are not defined as “assistance.” The local counties can select to use **Ohio’s** Prevention, Retention and Contingency (PRC) program and **Wisconsin’s** Community Reinvestment dollars in a variety of ways, including, but not limited to, re-establishing housing, funding food pantries, services aimed at prevention for at-risk youth and a wide-range of supportive services.

3.6 Domestic Violence Services

Finding and keeping a job can be extremely difficult for women whose lives are continually interrupted by violence. Domestic violence is often associated with tardiness and frequent absences, as well as low self-esteem, depression and anxiety, which may lead to the termination of women’s employment. Moreover, the high correlation between victimization, substance abuse and mental health adds additional significant barriers to obtaining and maintaining employment. However, it is important to remember that domestic violence does not prevent employment for all women who experience it. Moreover, some battered women try to use work as way to escape from domestic violence.

A high proportion of States report funding domestic violence services for TANF leavers, TANF-eligible who opt for diversion services, and/or low-income employed families as a means of bringing safety and a means to self-sufficiency for those facing domestic violence.

- **Leavers for Employment.** More than half of States offer domestic violence services to families that exit TANF due to employment.
- **Leavers for Sanction.** Nearly 40 percent of States offer domestic violence services even if participants have been non-compliant and sanctioned off TANF.
- **Leavers for Time Limit.** Approximately one-third of States offer domestic violence services to families who have reached the time limit.
- **TANF-Eligible/Diverted.** Approximately 40 percent of States offer domestic violence services to families who are eligible for, but not currently receiving, TANF assistance, often as part of a diversion program.
- **Low-Income Working Poor.** More than 40 percent of States offer domestic violence services to low-income working families, regardless of previous welfare receipt.

The most commonly reported services were use of TANF or MOE funds to help victims of domestic violence relocate somewhere else in the State or outside the State where employment or

safe housing has been secured and the provision of case management services. For example, **Alaska** provides case management services that encompass counseling and referrals for domestic violence services for up to six months after clients leave for employment. Some States—such as **Alabama, Illinois, Michigan, Oregon** and **Wisconsin** - use Federal TANF and State MOE dollars to partially fund local domestic violence programs. These funded programs and services can be provided to individuals regardless of TANF eligibility. For example, **Wisconsin and Alabama** use TANF funds to provide domestic violence services to those who earn at or below 250 and 300 percent of the FPL, respectively.

3.7 Substance Abuse/Mental Health Services

Substance abuse and mental health conditions can present significant obstacles to obtaining and maintaining employment. They can affect employment directly through absenteeism, illness, injury, reduced capacity, and lost productivity or indirectly through lowered self-esteem and self-concept.

Under PRWORA, program and funding flexibility allows States to undertake innovative strategies in building system capacity to address substance abuse problems for those both on and off the caseload. For instance, TANF and MOE dollars can be used for the following:

- Use Federal TANF to provide appropriate counseling services (e.g., mental health services, anger management counseling, non-medical substance abuse counseling services) to family members with barriers to employment and self-sufficiency
- Use Federal TANF or State MOE funds to provide non-medical substance abuse services, including room and board costs at residential treatment programs
- Use State MOE funds (that have not been commingled with Federal TANF funds) to pay for medical services (e.g., treatment of substance abuse not paid by Medicaid) or to provide medical coverage for families who lack medical benefits (e.g., families ineligible for transitional Medicaid or adults whose children are served by Medicaid or SCHIP).

A number of States are using this flexibility to serve welfare leavers, as well as TANF-eligible selecting to receive diversion services, and low-income working poor families regardless of previous welfare receipt.

- **Leavers for Employment.** More than one-half of States offer substance abuse or mental health support services to families who exit TANF due to employment.

- **Leavers for Sanction.** Approximately one-third of States offer substance abuse or mental health support services even if participants have been non-compliant and sanctioned off TANF.
- **Leavers for Time Limit.** Approximately one-third of States offer substance abuse or mental health support services to families who have reached the time limit.
- **TANF-Eligible/Diverted.** Approximately one-third of States offer substance abuse or mental health support services to families who are eligible but not currently receiving TANF assistance, often as part of a diversion program.
- **Low-Income Working Poor.** Approximately one-third of States offer substance abuse or mental health support services to low-income working families, regardless of previous welfare receipt.

The types of substance abuse and mental health services most commonly reported by States were case management and information and referral services. Other States provide funding for treatment services. For example, welfare leavers due to employment in **Arizona** are eligible for substance abuse rehabilitation services (\$175/purchase) and mental health counseling (\$100/session) for the first six months of employment.

Families that are non-compliant with work activities may be facing barriers to employment, such as substance abuse and mental health. States are working hard to identify these barriers up-front; however, many times these barriers remain hidden until individuals enter the workforce. Approximately one-third of States offer some level of substance abuse and mental health services to those families that have been sanctioned to help them transition to self-sufficiency. For example, when clients reach the third sanction in **Delaware**, they are eligible to receive services from the Bridges Program, a TANF-funded substance abuse program in collaboration with the State's substance abuse agency. In **Arizona**, pre-sanctioned and sanctioned participants are referred to the Employment Transition Program (ETP). ETP is an employment focused, holistic program with a family centered service approach. Core services available through the ETP program include mental health and substance abuse counseling, as well as family assessments, case management, child care, housing search and relocation, emergency services, supportive intervention and guidance counseling, parenting skills training, parent aide services, transportation and respite services.

Approximately one-third of States provide substance abuse and/or mental health services based on income levels, regardless of previous TANF receipt. For instance, **New Jersey** provides substance abuse services for low-income employed families. **Wisconsin** and **Illinois** provide substance abuse services for those at or below 200 percent of the FPL. **Ohio** created a separate State program administered by Ohio Department of Alcohol and Drug Addiction

Services (ODADAS) to provide substance abuse services to members of needy families with dependent children under 200 percent of the FPL. Through the **Oregon** Health Plan, low-income families are eligible for substance abuse and mental health treatment based on income level. Those leaving TANF for employment are eligible for 12 months regardless of income level. After 12 months, their income level becomes the determining factor. **Illinois** also uses Federal TANF and State MOE dollars to fund local substance abuse and mental health programs. These funded programs and services go to clients regardless of TANF eligibility.

3.8 Expanding/Improving Access to the Food Stamp and Medicaid Programs

Since enactment of PRWORA, participation of TANF leavers and TANF-eligible families in both the Food Stamp and Medicaid programs have declined dramatically. Reasons for this decline have included the de-linking of TANF and Medicaid, administrative complexity of both programs, lack of information and outreach, and stigma associated with the programs. TANF representative discussed the need to ease the administrative complexity between TANF and the Food Stamp and Medicaid programs and the need to increase outreach and education efforts to encourage participation of both current and former welfare recipients in these programs.

The majority of States reported working proactively to expand access to both the Food Stamp and Medicaid programs.

- **Leavers for Employment.** More than 85 percent of States reported implementing services or strategies to expand and/or improve access to the Food Stamp and Medicaid programs for families who exit TANF due to employment.
- **Leavers for Sanction.** Approximately 60 percent of States reported using services or strategies to expand and/or improve access to the Food Stamp and Medicaid programs to participants even if they have been non-compliant and sanctioned off TANF.
- **Leavers for Time Limit.** More than one-half of States reported using services or strategies to expand and/or improve access to the Food Stamp and Medicaid programs to families who have reached the time limit.
- **TANF-Eligible.** Approximately one-half of States reported using services or strategies to expand and/or improve access to the Food Stamp and Medicaid programs to families who are eligible but not currently receiving TANF assistance, often as part of a diversion program.

- **Low-Income Working Poor.** Approximately three-quarters of States reported implementing services or strategies to expand and/or improve access to the Food Stamp and Medicaid programs to low-income working families, regardless of previous welfare receipt.

The most common strategy to expand access to these two programs was to increase communication with clients both as they enter and exit TANF. TANF agencies want to ensure that families understand the relevant eligibility rules and services offered and are emphasizing the fact that individuals can apply for these programs regardless of TANF receipt. Furthermore, as clients transition off of TANF, many States—such as **Delaware, Louisiana and New Mexico**—use their integrated data systems to monitor and track which clients are still eligible for Food Stamps and/or Medicaid as they leave the rolls. In addition, a number of States—including **California, Illinois, Minnesota, Oregon and Wisconsin**—discussed the revision and simplification of their applications as well as the benefit of using joint applications for TANF, Food Stamps, and Medicaid.

Other means of increasing access includes conducting outreach to low-income families. For instance, **Idaho and Oregon** place outreach materials and posters at local agencies, local food banks and community-based organizations. The State of **Washington** provides clients exiting TANF with a package containing literature on services and programs for which they are still eligible. In addition, **Washington** has a statewide media/public announcement campaign, entitled *Services For Families That Work*, to spread the word about Food Stamp and Medicaid program eligibility for low-income working families. **Wisconsin** is also working on media outreach campaigns as well as outstationing eligibility workers in the community.

3.9 Other Support Services

A number of other support services for TANF leavers, TANF-eligible, and low-income working populations were mentioned during the issue guide discussions. For example, States described outreach efforts, case management services, emergency assistance, child welfare services and teen pregnancy prevention.

- **Alabama.** Uses TANF funds to jointly support projects aimed at child abuse and neglect prevention and teen pregnancy prevention. Any persons under 200 percent of the FPL are eligible.
- **Delaware.** At-risk children of sanctioned clients are assisted in collaboration with Child Welfare.
- **Illinois.** Illinois provides approximately \$100 million in TANF funding annually to the State Child Welfare Agency, the Illinois Department of Children and Family

Services, to support prevention and early intervention child welfare services. Families with income levels up to 200 percent of the FPL are eligible. Typical services are case management, family preservation, and counseling.

- **Indiana.** The Short Term Empowerment Process (STEP) program is offered to those who currently have a job or a bone fide offer for impending employment. Counties develop local plans to address a variety of barriers. Clients are given \$1,500 in vouchers to address barriers.
- **Kentucky.** TANF dollars are used to fund family planning, home visitation, crisis intervention, family reunification, and family preservation services. These services are available to anyone at or below 200 percent of the FPL.
- **Michigan.** Michigan funds the Family Preservation and Family Support Program, which is intended to promote well-being of children and families by increasing strength and stability of families and by increasing parents confidence and competence in parenting abilities. There are no financial eligibility criteria for these services. Family support services are defined as community-based preventive activities to promote parents' ability to successfully nurture children, use other resources in community, and create support networks to enhance child rearing abilities. Family Preservation services are intended to alleviate crises that may lead to out-of-home placement of children, maintain safety of children, support families reuniting or adopting, and obtaining other support services. Examples include parent skill training, premarital and marriage counseling and mediation services, activities to promote parental access, initiative to increase capacity of fathers to provide emotional and financial support, and crisis/intervention services.

VI. CONCLUSION

Over four years ago the Welfare Peer Technical Assistance Network launched its first needs assessment. As stated in the overview to this report, the purpose of this first effort was to design a proactive and responsive technical assistance delivery plan to assist States in the implementation of TANF. In 1998, we suggested that the challenges to addressing the needs of TANF families would reflect waves of change—some crashing, some cresting and some barely visible yet as a ripple on the horizon. In some fashion, our predictions have proven true.

Under TANF, the nature of public assistance changed from an entitlement program to one that requires individuals to work in order to receive time-limited support. This change in the welfare delivery system was accompanied by an increase in State-level flexibility in program design and operation. Welfare reform required no less than a redefinition of the role of decision-makers at the Federal, State and local level, including the role played by front-line workers when interacting with welfare recipients.

In preparation for the Welfare Reform National Conference, *Five Years into Welfare Reform: Lessons Learned and Models for the Future*, on September 5-6, 2001, ACF funded the Welfare Peer TA Network to conduct a second national needs assessment. The goal of this research effort was to (1) identify the challenges States are having in running their TANF program and serving low-income families, and (2) learn about the types of policies, services, and collaborative efforts that States have developed to address the needs of the hard-to-serve, welfare leavers, and low-income working families.

Challenges to Welfare Reform and TANF Program Implementation

Since the passage of welfare reform, States have met many of the challenges of moving people successfully from welfare to work and, without a doubt, have changed welfare as we knew it. A strong economy backed by government policies emphasizing work have brought about dramatic declines in the number of welfare recipients in the five years since PRWORA was signed into law. Since the passage of welfare reform, caseloads have declined by approximately 50 percent nationally.

However, as caseloads declined, many practitioners in the field have reported anecdotally that those remaining on the caseload are the hardest-to-serve, the least ready to take up employment, and the most likely to cycle on and off the welfare program. The reason being that those TANF clients who were most job-ready—with limited or no barriers to employment—would quickly exit TANF, leaving behind an increasingly disadvantaged caseload.

As discussed in Chapter III, the Welfare Peer TA Network held discussions with State TANF directors and key representatives to learn about the primary challenges States face in operating their TANF programs. The top ten challenges reported for the upcoming year included:

■ Serving Clients with Multiple Barriers / Hard-to-Serve	45%
■ TANF Reauthorization	40%
■ Job Retention, Career Advancement, and Wage Progression Strategies	32%
■ Tracking/Serving Welfare Leavers and Low-Income Working Families	30%
■ Clients Approaching/Reaching Time Limits	30%
■ 20% Hardship Exemption	21%
■ Special Needs Child Care	19%
■ Serving Clients and Caretakers with Disabilities	17%
■ Inter-agency Collaboration	15%
■ Federal Data Collection and Reporting Requirements (Management Information Systems Issues)	15%

To add to these challenges, the economy began to sour in March of 2001, entering its first recession since 1990 / 1991. Unemployment rates steadily increased throughout 2001, hitting 5.8 percent in December 2001; the highest it has been since April of 1995 (BLS, 2002). This downturn in the economy was significantly impacted in the aftermath of the terrorist attacks of September 11. Particularly hard hit were the cities of New York and Washington, DC. The change in the economy raises critical questions about how welfare leavers and low-income workers are faring in the weakened economy and how this will impact TANF clients, TANF leavers and low-income working families. According to a recently released report by the Center for Law and Social Policy (2002), the majority of states (37) have experienced increases in their caseload between March and December of 2001. For the first time since TANF was implemented, the average annual change in states' caseload was an increase and a dozen states (Arizona, Colorado, Florida, Georgia, Indiana, Mississippi, Nevada, New Hampshire, North Carolina, North Dakota, South Carolina, and Texas) have shown continuous caseload growth in recent months (CLASP, 2002).

In conjunction with the worsening economy, an increasing share of TANF recipients began facing their five-year time limit on federally funded assistance beginning in late 2001 and through 2002. As clients reach the Federal 60-month time limit, States will have five primary options: (1) to include clients as part of the Federal 20 Percent Hardship Exemption group²⁶; (2) to continue to serve clients using solely State Maintenance of Effort (MOE) funds; (3) to serve clients with only those TANF funds transferred to the Child Care Development Fund (CCDF) or Social Services Block Grant (SSBG), or to use other non-TANF funds; (4) to provide only non-assistance services to clients reaching the time limit²⁷; or (5) to terminate clients from the caseload. As more clients reach the time limit, it is highly unlikely the 20 Percent Hardship Exemption group will be sufficient over time. Therefore, TANF agencies must act now to comprehensively address the multiple barriers to employment facing not only current TANF recipients, but also welfare leavers and low-income working families in danger of entering the caseload due to the economic downturn.

Addressing the Needs of the Hard-to Serve

As the economy remains in recession and time limits continue to approach, it is critical to gain a clear picture of how States are currently addressing the needs of the hard-to-serve, as well as those leaving the TANF caseload and low-income working families, regardless of previous welfare receipt. Chapter IV of *Pathways to Self-Sufficiency* highlights the diversity of programs, services and collaborative relationships implemented across the States to address the needs of the hard-to-serve.

As shown in Exhibit VI-1, the majority of States report having formal policies in place to address many of the needs of the hard-to-serve. At least three-quarter of the States indicated they had formal policies in place to address substance abuse, mental health, domestic violence, disabilities, limited English proficiency, job retention and advancement, transportation, child care, child-only cases, teen parents, and approaching time limits. The percentage of States reporting formal policies for housing, noncustodial parents, and clients with criminal records was lower – equaling 58 percent, 49 percent, and 26 percent, respectively. However, this does not

²⁶ Time limit extensions for domestic violence victims under the Family Violence Option (FVO) also count toward the Hardship Exemption limit, but a State will not be penalized for exceeding the 20% limit based on the FVO waivers.

²⁷ TANF funding guidelines include time limits only for “assistance” services. Assistance, as defined in the final TANF regulation (§260.31), includes cash, payments, vouchers and other forms of benefits directed at basic ongoing needs (food, clothing, shelter, utilities, household goods, etc.). Thus, many potentially useful programs and services, such as child care and transportation for employed families, short term emergency services (not to exceed four months), education, training, and supportive services that do not provide income support (e.g. counseling, peer networks, information and referral, transitional services) - are not “assistance” and, therefore, not subject to time limits, work requirements, or data reporting.

tell the complete picture. There is wide variation among the types of programs and services that State TANF programs are using to make up these formal policies. Exhibit VI-1 lists the types of services by issue area, as well as the percentage of States reporting using these services. This report, however, does not enable the reader to differentiate between the level and intensity of services provided. For additional detail, read the specific State examples listed within Chapter IV.

EXHIBIT VI-1 FORMAL POLICIES AND SERVICES TO ADDRESS HARD-TO-SERVE		
Hard-to-Serve Issue Area	Formal Policies and TANF-Funded Services	Percentage of States Reporting
Substance Abuse	Formal Substance Abuse Policy	79%
	▪ Self-Reporting	100%
	▪ Screening and Assessment	62%
	▪ Information and Referral Services	94%
	▪ Support Services	68%
	▪ Funding Local Programs	25%
	▪ Count as Work-Related Activity	38%
	▪ State Exemption / Extension	23%
	▪ Tracking	47%
Mental Health	Formal Mental Health Policy	81%
	▪ Screening and Assessment	60%
	▪ Information and Referral Services	92%
	▪ Support Services	66%
	▪ Funding Local Programs	6%
	▪ Count as Work-Related Activity	30%
	▪ State Exemption / Extension	32%
	▪ Tracking	47%
Domestic Violence	Formal Domestic Violence Policy	96%
	▪ Implemented Family Violence Option (FVO)	75%
	▪ Self-Reporting	100%
	▪ Screening and Assessment	64%
	▪ Information and Referral Services	96%
	▪ Support Services	62%
	▪ Funding Local Programs	26%
	▪ Relocation Assistance	

EXHIBIT VI-1 FORMAL POLICIES AND SERVICES TO ADDRESS HARD-TO-SERVE		
Hard-to-Serve Issue Area	Formal Policies and TANF-Funded Services	Percentage of States Reporting
	<ul style="list-style-type: none"> Count as Work-Related Activity State Exemption / Extension Tracking 	60% 32% 51% 77%
Learning, Mental, & Physical Disabilities	Formal Disability Policy <ul style="list-style-type: none"> Screening and Assessment Information and Referral Services Training and Work Support Services SSI Application Support State Exemption / Extension Tracking 	91% 77% 72% 58% 47% 75% 72%
Limited English Proficiency	Formal Limited English Proficiency Policy <ul style="list-style-type: none"> Bilingual Staff / Translator Services Translated Application Forms / Materials Referrals to ESL Courses Tracking 	81% 62% 45% 74% 47%
Job Retention & Advancement	Formal Job Retention & Advancement Policy <ul style="list-style-type: none"> Job / Skills Training Case Management / Home Visits Support Services Job Call Centers / Jobs Databases Job Mentors / Coaches Job Retention / Advancement Incentives Employer Incentives Tracking 	96% 92% 51% 64% 19% 26% 43% 40% 74%
Housing	Formal Housing Policy <ul style="list-style-type: none"> Emergency Assistance Housing / Rental / Utility Payments Relocation Assistance Loan / Mortgage Programs IDA Programs for Home Purchase 	58% 64% 49% 36% 8% 51%

EXHIBIT VI-1 FORMAL POLICIES AND SERVICES TO ADDRESS HARD-TO-SERVE		
Hard-to-Serve Issue Area	Formal Policies and TANF-Funded Services	Percentage of States Reporting
	<ul style="list-style-type: none"> Voucher Programs Supportive Services Funding Homelessness Prevention Programs Tracking 	13% 36% 21% 32%
Transportation	Formal Transportation Policy <ul style="list-style-type: none"> Car Expense Allowances Car Loan / Purchase Programs Public Transit Allowances Rural Area Issue Tracking 	100% 66% 53% 77% 43% 51%
Child Care	Formal Child Care Policy <ul style="list-style-type: none"> TANF Transfer to CCDF Counseling / Referrals on Child Care Choices Increasing Subsidy / Capacity Levels Increasing Payment Rates for Special Needs Funding After-School Programs Tracking 	100% 83% 49% 30% 43% 43% 40%
Child-Only Cases	Formal Child-Only Policy <ul style="list-style-type: none"> Kinship Care Programs Higher Payments to Kinship Caregivers Tracking 	100% 38% 23% 94%
Teen Parents	Formal Teen Parent Policy <ul style="list-style-type: none"> Parenting Skills Teen Pregnancy Prevention Education / Stay In School Programs Teen Employment Programs Support Services Tracking 	74% 68% 57% 58% 30% 57% 74%
Noncustodial Parents	Formal Noncustodial Parents Policy <ul style="list-style-type: none"> Parenting Skills Employment and Education 	49% 25% 45%

EXHIBIT VI-1 FORMAL POLICIES AND SERVICES TO ADDRESS HARD-TO-SERVE		
Hard-to-Serve Issue Area	Formal Policies and TANF-Funded Services	Percentage of States Reporting
	<ul style="list-style-type: none"> Case Management / Support Services Prevention of Early / Unplanned Fatherhood Tracking 	34% 8% 40%
Clients with Criminal Records	Formal Criminal Records Policy <ul style="list-style-type: none"> Opt Out of / Modify Drug Felony Exclusion Provision Support Services Employment Services Tracking 	26% 53% 21% 26% 23%
Clients Approaching the Time Limit	Formal Time Limit Policy <ul style="list-style-type: none"> Inform Clients About Months Remaining Detailed Assessments Case Management / Home Visits Case Staffings Increase Work Engagement Activities Increase Supportive Services State Extension Continue Benefits to Children Use State MOE to Continue Services State Time Limit Waiver / Exemption Tracking 	100% 64% 30% 36% 36% 26% 32% 79% 13% 15% 26% 92%

In addition to the wide array of services, State TANF departments have also formed a number of collaborative inter-agency and community relationships to serve their clients more effectively. Exhibit VI-2 highlights the different types of collaborative relationships by hard-to-serve issue area reported by States. By far, the most prevalent type of collaborative relationship reported is the informal one – with no exchange of money, data, training, staff or memorandums of understanding/agreement (MOU/MOA). A minority of States reported having formalized collaborative relationships in place, with States generally reporting having higher levels of MOU/MOAs and joint training between agencies than staff co-location, data sharing, and combined funding. However, the type of collaborative relationships in place and the percentage of States reporting having these in place varies greatly depending on the hard-to-serve issue area being addressed. For example, while approximately 40 percent of States reported having

MOU/MOAs in place to address housing and transportation issues, only 15 percent or less reported having inter-agency joint training, staff co-location, data sharing or combined funding. Moreover, some hard-to-serve individuals, such as clients with criminal records and child-only cases, have relatively small levels of collaboration across the board. Even those hard-to-serve areas with higher levels of formalized collaboration - such as substance abuse, mental health, domestic violence, disabilities, child care and teen parents – have less than forty percent of States – and usually markedly less – reporting interagency MOU/MOAs, joint training, staff co-location, data sharing, or combined funding.²⁸ For additional detail and specific State examples, see Chapter IV.

Exhibit VI-2 PERCENTAGE OF STATE TANF PROGRAMS REPORTING COLLABORATIVE RELATIONSHIPS BY HARD-TO-SERVE ISSUE AREA						
Issue Area	MOU/ MOA	Joint Training	Staff Co- Location	Data Sharing	Combined Funding	Other (Informal)
Substance Abuse	40%	40%	30%	19%	15%	68%
Mental Health	34%	40%	25%	17%	19%	70%
Domestic Violence	32%	64%	25%	15%	9%	60%
Learning, Mental, & Physical Disabilities	47%	38%	26%	26%	9%	62%
Limited English Proficiency	25%	21%	11%	17%	13%	40%
Job Retention & Advancement	28%	19%	21%	19%	13%	60%
Housing	36%	13%	8%	15%	15%	62%
Transportation	40%	8%	6%	11%	15%	79%
Child Care	26%	21%	23%	28%	28%	43%
Child-Only Cases	9%	13%	11%	11%	2%	19%
Teen Parents	32%	26%	17%	19%	26%	55%
Noncustodial Parents	23%	13%	11%	19%	8%	59%
Clients with Criminal Records	9%	11%	9%	8%	6%	19%
Clients Approaching Time Limit	23%	30%	26%	34%	13%	40%

²⁸ The one exception is that 64% of States reported participating in joint training on domestic violence issues with other agencies and community partners.

Serving Welfare Leavers and Low-Income Working Families

Welfare reform has proved very successful at moving TANF clients into employment. However, as discussed in Chapter V, most TANF clients are finding employment entering low-paying jobs with wages at or below the poverty line and which provide limited or no health care coverage. In light of the current recession, employment opportunities – especially those offering higher pay and better benefits – become increasingly difficult to obtain. Moreover, many families continue to face multiple barriers to self-sufficiency and employment, including issues around poor health, mental health, domestic violence, substance abuse, housing affordability, child care and transportation. In addition, there have been significant drops in receipt of Food Stamps and Medicaid among eligible families.

As discussed in Chapter V, States may use TANF funding to provide non-assistance support services to welfare leavers, TANF-eligible families, and the working poor regardless of previous welfare receipt. Provision of these support services can assist families and stabilize situations without the need of entering or re-entering the TANF caseload and unnecessarily running the clients' time clock. States were asked to describe the types of TANF-funded support services available to families leaving TANF (for employment, sanctioning, and reaching the time limit), TANF-eligible families, and working poor families. It is important to note that this report does not differentiate between the level, intensity and duration of services. Furthermore, States indicated that these services were available and not necessarily provided universally. See Chapter V for additional detail and specific State examples.

Exhibit VI-3 lists the types of support services available for welfare leavers, TANF-eligible families, and the working poor, as well as the percentage of States reporting having such services available. The majority of States report making support services available to those families leaving TANF for employment. The percentage of States providing support services to families leaving TANF due to sanctioning or reaching the time limit is approximately halved compared to those leaving for employment. For example, nearly 90 percent of States reported providing some form of employment support services to those clients leaving TANF for employment, as compared to only 45 percent of States that reported offering employment support services to those clients leaving TANF due to either sanctioning or reaching the time limit. In addition, the percentage of States reporting support services available to TANF-eligible and working poor families is generally comparable to or higher than those for leavers due to sanctioning and reaching the time limit. Furthermore, there is wide variation depending upon the type of support service. In general, greater numbers of States report providing employment support services, child care assistance, and improving access to the Food Stamps and Medicaid programs and lesser numbers report providing housing supports and educational assistance.

EXHIBIT VI-3 PERCENTAGE OF STATES REPORTING SUPPORT SERVICES AVAILABLE TO TANF LEAVERS, TANF-ELIGIBLE, AND LOW-INCOME WORKING FAMILIES					
Support Services	Left TANF due to Employment	Left TANF due to Sanctioning	Left TANF due to Time Limit	TANF-Eligible / Diversion Policies	Working Poor Families
Employment	87%	43%	45%	57%	53%
Child care	100%	53%	60%	58%	85%
Transportation	83%	28%	32%	49%	42%
Education	51%	23%	26%	25%	36%
Housing	47%	17%	25%	28%	36%
Domestic Violence Services	55%	38%	32%	40%	42%
Substance Abuse / Mental Health Services	53%	34%	32%	34%	34%
Improving Access to Food Stamps	85%	60%	53%	51%	72%
Improving Access to Medicaid	92%	60%	55%	51%	75%

Next Steps

The law that created the TANF program expires at the end of Federal fiscal year 2002 (September 30, 2002). In the meantime, Congress will be considering legislation to reauthorize the TANF program with the potential for making some modifications to the programs rules and funding. In fact, 40 percent of States reported their largest challenge and concern for the upcoming year revolved around reauthorization of the TANF program and specifically how it would impact their funding levels and State/local flexibility in program planning and operation.

It is clear that States have met many of the challenges of moving people successfully from welfare to work and, without a doubt, have changed welfare as we knew it. However, as this report highlights, there are a number of challenges remaining. In addition, the weakened economy and the approach of time limits necessitates a closer look at how States are funding their programs, the types of services they are providing, and who they are benefiting. This report highlights the wide diversity of programs and services, as well as collaborative relationships formed and funding streams used, to address the needs of the hard-to-serve, welfare leavers, and the low-income working poor.

As time limits approach and the economy remains in recession, the reauthorization debate takes on an even greater importance to both the States operating the TANF program and to the families in need of services. We hope that this research will add to the knowledge base and contribute to the reauthorization debate on the challenges facing TANF programs and the programs, services and collaborative relationships available to address the needs of the hard-to-serve, welfare leavers, and low-income working poor at both the National and the State level. We conclude this report with a short list of issue areas arising from this research for further discussion during the reauthorization debates:

- **Continued education and emphasis on innovative funding strategies.** States must carefully consider how the structuring of funding streams and use of assistance versus non-assistance services can impact a family's time limit on welfare and provide low-income families with the necessary support services to gain and maintain self-sufficiency.
- **Increased systems coordination.** The recent decline in receipt of Food Stamps and Medicaid among eligible families, as well as the lack of affordable child care (especially for infants and toddlers, nontraditional hours, sick and disabled children, and low-income areas) and housing, raises the need for improved systems coordination. States must continue to develop and improve their systems of coordination to ensure that the hard-to-serve and low-income families are well-informed and connected comprehensively with other Federal and State funded programs that provide support services of health, food and nutrition, employment, education, child care, child support enforcement, housing, and transportation. Without these wrap-around services, low-income working families will find it extremely difficult to remove themselves from poverty.
- **Continued and increased focus on removing barriers.** As this research shows, many current and former TANF recipients face serious barriers to employment, including poor health, mental health, domestic violence, and substance abuse. With the focus on quick employment due to time limits and work participation requirements, it has been extremely difficult for TANF programs to adequately address the multiple barriers facing clients. One step is to count barrier removal towards work participation rates.
- **Increased focus on employment retention, job advancement and wage progression.** TANF programs should measure their success not only in terms of

clients leaving the caseload for employment but also in terms of job retention and advancement and moving families out of poverty and into stability. Programs should work to upgrade employment skills and help low-income families get better jobs. One step is to eliminate the limits on vocational education training and to improve the access to work supports for both TANF clients and low-income working families.

- **Increased focus on child well-being.** There is a great deal of concern on how children and youth have been impacted by welfare reform. Moving families not only into employment but more importantly out of poverty is a strong indicator to improving child well-being. Reauthorization offers an opportunity to improve child well-being by: continuing and increasing services to noncustodial parents; increasing child support pass-through to parents; and allowing benefits to relative caregivers without imposing time and work requirements in child-only cases.

The upcoming reauthorization of the TANF program provides us with the opportunity to review what we have learned from welfare reform and TANF program implementation and to discuss and formulate the next steps in our national poverty policy. The focus should include how to better assist working poor families in terms of systems coordination, employment barrier removal, job retention and advancement, and work and family support services. A great deal of change has already occurred since 1996. And a great deal is still left ahead.

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APPENDIX A

APPENDIX A-1
TOP CHALLENGING ISSUES TO IMPLEMENTING WELFARE REFORM EFFORTS
P = TOP CHALLENGES OVER THE LAST TWO YEARS;
F = TOP CHALLENGES OVER THE NEXT YEAR

Region/State			County Administered	Top TANF Challenges																		
				Hard to Serve /Clients w/Multiple Barriers	TANF Reauthorization	Job Retention & Advancement	Organizational Change	Data Collection/Reporting	Time Limits Approaching	Welfare Leavers & Low-income Working Families	20% Hardship Exemption	Meeting Federal Work Participation Requirements	Interagency Collaboration: ORGS/NPOS/Employers	Special Needs Child Care	Clients/Caretakers with Disabilities (Not SSI ELIG)	Clients w/Substance Abuse/Mental Health Barriers	Service Integration w/ Food Stamps & Medicaid	Transportation	Rural Issues	Bad Economy/Lack of Jobs/Economic Development	Funding Flexibility/Effective Spending	Effective Case Management
Region I	Connecticut		P,F		F					P	P			F		P,F					P	F
	Maine		P,F								F	P,F										
	Massachusetts		F	F	F	P			F		F		F									F
	New Hampshire		P,F	F				P	F	P												P,F
	Rhode Island		P					F	F	F	F							F		P	P	
	Vermont				F			F			F		F		F		F					
Region II	New Jersey	v	F	F	F			F	F			P		F							P	
	New York	v	P,F				P		F			F		P,F	P							P,F
	Puerto Rico				P,F	P,F						P,F										
Region III	Virgin Islands						P,F	F			P,F	P										
	Delaware		P,F			P,F																
	District of Columbia			F											P							
	Maryland			F	P,F							F		P								P,F
	Pennsylvania		F	F		P	P					F						F				P
	Virginia	v	F		P						P				F		P	P	P			F
Region IV	West Virginia		F	F	P												P					P
	Alabama		P	F		P		F	F								F	F				
	Florida		F		F	P						F				F						P
	Georgia					P		F				F							F			F
	Kentucky		P	F						F				F						F		P
	Mississippi		P,F			P	P	F				F		P								
	North Carolina	v		F			P											F				P
	South Carolina				F		P				P		F	F		F				F		P
	Tennessee			F		P								F						P,F		P,F
Region V	Illinois			F		P								F		P	F	F				F
	Indiana		F			P	P					F										F
	Michigan				P,F							F				P				P,F		
	Minnesota	v				F			F	F		P			F					P		P,F
	Ohio	v					P,F	F		F	F											P,F
	Wisconsin	v	P,F	F				F						F	F	P						P
Region VI	Arkansas		P,F	F				P				F										P,F
	Louisiana		P,F				P,F	F		F												
	New Mexico		F			P	P	F														P
	Oklahoma		P			P	F			F	P				P							F
	Texas			F				P				P				P,F						P,F

APPENDIX A-1 (CONT.)

TOP CHALLENGING ISSUES TO IMPLEMENTING WELFARE REFORM EFFORTS

P = TOP CHALLENGES OVER THE LAST TWO YEARS;

F = TOP CHALLENGES OVER THE NEXT YEAR

Region/State		County Administered	Top TANF Challenges																			
			Hard to Serve /Clients w/Multiple Barriers	TANF Reauthorization	Job Retention & Advancement	Organizational Change	Data Collection/Reporting	Time Limits Approaching	Welfare Leavers & Low-income Working Families	20% Hardship Exemption	Meeting Federal Work Participation Requirements	Interagency Collaboration: ORGS/NPOS/Employers	Special Needs Child Care	Clients/Caretakers with Disabilities (Not SSI ELIG)	Clients w/Substance Abuse/Mental Health Barriers	Service Integration w/ Food Stamps & Medicaid	Transportation	Rural Issues	Bad Economy/Lack of Jobs/Economic Development	Funding Flexibility/Effective Spending	Effective Case Management	Other
Region VII	Iowa			F			P			F				P		P,F				P		P,F
	Kansas			F		P			F	F					P							P,F
	Missouri		F					P		F				P								
	Nebraska			F		P	P			F		P				P	P					F
Region VIII	Colorado	v	F		F			F	F	F	P,F									P		P,F
	Montana	v							P,F	F				P								
	North Dakota	v	P				P	F	F						P							P
	South Dakota		P		F		P			F				F	P					P		P,F
	Utah						P,F	P	F		P,F	P								F		
Region IX	Wyoming				F	F	P,F				P,F											
	Arizona		P,F		F							F	F					F				
	California	v	F	F	F	P				F			P				P	F				
	Hawaii												P			P,F			F	P,F		
	Nevada		P,F	F		P	P,F				F								F			
Region X	Alaska		F	F				F	F		P											P,F
	Idaho						F						F				F	F	F			
	Oregon		P		P,F	P				F												F
	Washington		F		F				P,F													P,F
Total: Last 2 Years			18	0		19	17	5	1	1	11	7	3	2	7	9	4	3	2	5	4	24
Total: Next Year			24	21		4	8	16	16	11	7	8	10	9	6	2	6	6	7	4	1	23
Overall Total			31	21		20	20	20	16	12	14	14	12	11	11	9	9	9	8	7	5	33

APPENDIX A-2 TOP CHALLENGES TO TANF

State	Over the Last 2 Years	In the Next Year
<i>Alabama</i>	<ul style="list-style-type: none"> ■ What to do with hard-to-employ after exhausting all known/available resources. ■ Difficulties in changing the culture and attitudes in welfare offices and spreading our vision of welfare reform. ■ Administrative roadblocks—securing approval for long-range plans, obtaining permission to spend money, and processes involved with expenditures. 	<ul style="list-style-type: none"> ■ What to do with hard-to-serve clients who reach time limits. ■ How to balance spending and saving in the context of reauthorization. ■ Economic slow down and/or failure of poor rural counties to make much progress even in a strong economy.
<i>Alaska</i>	<ul style="list-style-type: none"> ■ Implementation of Native Family Assistance Programs. ■ Development of grants and contracts for work services. ■ Meeting Federal work participation rates (very rural and tribal areas are exempt from time limits but not work participation requirements). 	<ul style="list-style-type: none"> ■ Developing services for families who use 60 months of assistance. ■ Providing intensive services for families at risk of using 60 months of assistance and those with significant obstacles to employment—placing hard-to-serve into accountable work activities. ■ Planning for reauthorization. ■ Tightening third party grants and contracts; use of performance-based measures; building quality and capacity of service providers.
<i>Arizona</i>	<ul style="list-style-type: none"> ■ Multiple barrier population (substance abuse and mental health). Remaining clients are those hardest to serve. 	<ul style="list-style-type: none"> ■ Identifying successful strategies for those with multiple barriers to employment. ■ Enhancing collaboration and service delivery. ■ Providing education and training to promote career advancement and wage progression. ■ Lack of infant and sick child care, especially in rural and remote areas.
<i>Arkansas</i>	<ul style="list-style-type: none"> ■ Addressing multiple barrier cases ■ Ensuring families reaching time limits have files closed or extended appropriately; identifying hardship exemptions. ■ Developing incentives and effective disincentives for program compliance. Work participation is complicated by extreme poverty and lack of work in some areas of state. 	<ul style="list-style-type: none"> ■ Addressing multiple barrier cases. Current caseload demands intensive services and effort; higher costs associated with long-term changes. Administrative costs are not decreasing. ■ Funding; potential reduction in TANF grant funding level. ■ Child care. Need increases as more clients are moved into work. Current funding deficit for child care is growing along with demand. Searching for supplemental funds for child care. There is a need for after-hours care in rural communities.
<i>California</i>	<ul style="list-style-type: none"> ■ Changing the attitudes and culture of the system has taken longer than expected. ■ Child care is a challenge. ■ Transportation deficit in rural counties. 	<ul style="list-style-type: none"> ■ Reauthorization ■ Clients with multiple barriers. ■ Post-TANF job retention. Research needed.

APPENDIX A-2 (CONT.)
TOP CHALLENGES TO TANF

State	Over the Last 2 Years	In the Next Year
<i>Colorado</i>	<ul style="list-style-type: none"> ■ Supporting county devolution; providing counties with on-going assistance and support. ■ Two-parent work participation rates. ■ Confusion surrounding non-assistance regulations (State and county levels). 	<ul style="list-style-type: none"> ■ Expanding TANF dollars to provide job retention support for broader low-income population; collective county spending. ■ Two-parent work participation rate; seeking caseload reductions. ■ Addressing the needs of clients with multiple barriers and the 60-month/20% requirement.
<i>Connecticut</i>	<ul style="list-style-type: none"> ■ Meeting TANF work participation rates. ■ Building interagency cooperation to improve case management. ■ Focusing on the hard-to-serve. 	<ul style="list-style-type: none"> ■ Implementing strategies to address the hard-to-serve and their barriers to self-sufficiency. ■ Addressing retention and wage gain; preventing recidivism. ■ Adjusting to decreased WtW funding (CT spent more of their WtW money than most States). ■ Substance abuse.
<i>Delaware</i>	<ul style="list-style-type: none"> ■ Identifying employment barriers early on. ■ Family Development Profile program depends on trust between caseworker and client and on caseworker skill with the program. 	<ul style="list-style-type: none"> ■ Appropriately serving the hard-to-serve. ■ Train staff to serve <i>all</i> clients' (substance abuse, learning disabilities, mental health) barriers along with employment-specific barriers.
<i>District of Columbia</i>	<ul style="list-style-type: none"> ■ Ability to establish a high quality work program. ■ Implementing TANF programs while dealing with changes in Medicaid programs. 	<ul style="list-style-type: none"> ■ Ability to continue to implement a high quality work program. ■ Reauthorization.
<i>Florida</i>	<ul style="list-style-type: none"> ■ Changing dynamics of administrative structure, program delivery, and policy promulgation. ■ Changes from human capital model of JOBS to work-first model of TANF. ■ Developing programs to reward work. 	<ul style="list-style-type: none"> ■ Working with the hard-to-serve. ■ Focusing on job retention and advancement toward self-sufficiency. ■ Transportation. ■ Child care.
<i>Georgia</i>	<ul style="list-style-type: none"> ■ Preparing clients for transition from welfare to work. ■ Training staff on new policy and ensuring correct interpretation and application of that policy. 	<ul style="list-style-type: none"> ■ Economic downturn leading to elevated unemployment and increased TANF caseloads. ■ Staff turnover is too high. ■ Coordination with national partners—public and private agencies, including faith-based agencies—to ensure clients get best services and resources and limit duplication.
<i>Hawaii</i>	<ul style="list-style-type: none"> ■ Lack of full-time jobs that pay a living wage. The large tourist industry relies heavily on part-time employment (cheaper, no medical insurance required). ■ Limited alternative child care. ■ Limited substance abuse treatment. 	<ul style="list-style-type: none"> ■ Few full-time jobs available at living wage. ■ Suitable employment on neighbor islands (rural areas). ■ Assisting those with limitations to self-sufficiency (substance abuse and rural areas are anticipated to be big issues).

APPENDIX A-2 (CONT.)
TOP CHALLENGES TO TANF

State	Over the Last 2 Years	In the Next Year
<i>Hawaii (cont.)</i>		<ul style="list-style-type: none"> ■ Need more information sharing with other States. Connect with other States to learn about reorganizations within staff to incorporate eligibility into work program. Information sharing and peer review/support.
<i>Idaho</i>		<ul style="list-style-type: none"> ■ Growth in child care demand; funding issues. CCDF funds exhausted even with in-transfers from TANF. ■ Transportation issues. They need more flexibility in funding to meet needs of a rural State. ■ Economic development (IDAs, job creation/development) for a rural State. ■ Data-tracking capabilities.
<i>Illinois</i>	<ul style="list-style-type: none"> ■ Changing climate in local offices from income maintenance to work program. Culture change. ■ Coordination of TANF with Medicaid and Food Stamps. This issue should be part of reauthorization as the programs are often at cross-purposes (especially with respect to loss of eligibility). 	<ul style="list-style-type: none"> ■ Clients with disabilities and/or living with persons with disabilities or other health barriers. Service design, delivery, and appropriate limitations are cause for concern. ■ Transportation to inner city and very rural areas, especially for work. ■ Exempt clients with children younger than 1-year. Under State law, these clients are not required to participate in any type of activities. The law may change.
<i>Indiana</i>	<ul style="list-style-type: none"> ■ Managing change in work first culture; labor force attachment. ■ Implementing data reporting systems. 	<ul style="list-style-type: none"> ■ Strategies for serving hard-to-serve population/multiple barriers. Effectively directing intensive services to those most likely to benefit. ■ Expand services to children (prevention and EI). ■ Encourage real collaboration, especially with DOL.
<i>Iowa</i>	<ul style="list-style-type: none"> ■ Cost effective way to spend TANF and MOE dollars on wide range of programs and services given the different conditions and requirements associated with the funds. ■ Different interests competing for limited TANF funds. ■ Reconciling different eligibility requirements among programs. ■ Complying with Federal data and financial reporting requirements and making necessary systems changes. 	<ul style="list-style-type: none"> ■ Finalizing and implement the 20% hardship exemption criteria. ■ Competition for limited TANF funds. ■ Reconciling different eligibility criteria. ■ Preparing for TANF reauthorization.
<i>Kansas</i>	<ul style="list-style-type: none"> ■ Reductions in staff 	<ul style="list-style-type: none"> ■ Overburdened staff as they cope with hard-to-employ clients, caseload increases, and continued staff reductions.

APPENDIX A-2 (CONT.) TOP CHALLENGES TO TANF

State	Over the Last 2 Years	In the Next Year
<i>Kansas (cont.)</i>	<ul style="list-style-type: none"> ■ Culture change; difficult to separate staff functions (employment case managers vs. maintenance workers). Ongoing training needed. ■ Advocacy and timeliness in benefits delivery (particularly Food Stamps). 	<ul style="list-style-type: none"> ■ Possible negative results of reauthorization (reduced funding and/or reduced flexibility). ■ Employment services for families who reach 60 months.
<i>Kentucky</i>	<ul style="list-style-type: none"> ■ Providing policy that encourages education within framework of work-first. ■ Identification of resources and effective means of serving clients with substance abuse/domestic violence/mental health or learning disability issues. 	<ul style="list-style-type: none"> ■ Preserve Federal funding allocation level and State MOE at 80%. ■ Provision of a broader scope of services for low-income families; not just TANF. ■ Five-year time limit; 20% exemption—who gets it?
<i>Louisiana</i>	<ul style="list-style-type: none"> ■ Remaining recipients are the hardest to serve. ■ Excessive and unreasonable data collection requirements. 	<ul style="list-style-type: none"> ■ Five-year time limit. ■ Clients with learning disabilities and/or mental health issues (50% of caseload). ■ 20% hardship exemption. ■ Serving remaining clients with multiple barriers. ■ Data collection.
<i>Maine</i>	<ul style="list-style-type: none"> ■ Child care during nontraditional hours. ■ Transportation. ■ Clients facing multiple barriers. 	<ul style="list-style-type: none"> ■ Funding for child care. ■ Possible fee-for-service plan for hard-to-serve clients. ■ Lack of coordination with other agencies. ■ Five-year time limit. ■ Addressing needs of hard-to-serve (ever-increasing proportion of caseload).
<i>Maryland</i>	<ul style="list-style-type: none"> ■ Substance abuse screening and treatment; referrals. ■ Job retention/advancement. ■ Welfare prevention. 	<ul style="list-style-type: none"> ■ Reauthorization, especially in Senate. ■ Job retention/advancement; need for skills enhancement. ■ Role of education and training.
<i>Massachusetts</i>	<ul style="list-style-type: none"> ■ Restructuring of agency to meet new mission under welfare reform. ■ Reaching a consensus among advocates and legislators. 	<ul style="list-style-type: none"> ■ Strategies to serve hard-to-serve clients. ■ Post-waiver time limit is 2005; have to plan for program phase out. ■ Independence maintenance programs (job training/skill enhancement, distance learning, employer involvement). ■ Serving clients with mental and or physical challenges. ■ Noncustodial parents.
<i>Michigan</i>	<ul style="list-style-type: none"> ■ Coordination between programs (FIP/MA/FS). ■ Employment retention. 	<ul style="list-style-type: none"> ■ Increasing the number of participants in occupationally relevant training and education. ■ Strengthening and expanding job retention strategies. ■ Moving clients from cash and non-cash public assistance.

APPENDIX A-2 (CONT.)
TOP CHALLENGES TO TANF

State	Over the Last 2 Years	In the Next Year
<i>Mississippi</i>	<ul style="list-style-type: none"> ■ Placing the hard to serve populations; focus has been on those with learning disabilities, homelessness, domestic violence, and/or substance abuse. ■ Changing the mindset of county workers and employers. ■ Developing system support; data collection tools ; automation. ■ Training for clients approaching 60-month time limit. 	<ul style="list-style-type: none"> ■ Placing the hard to serve population and achieving a high quality of life. ■ Families will reach 60-month time limit on September 30, 2001. ■ Child care availability for both regular and nontraditional hours. ■ Need research on parent choice in child care.
<i>Missouri</i>	<ul style="list-style-type: none"> ■ Statewide services for substance abuse and mental health; treatment doesn't count as a work activity. ■ Engaging families before time limit is reached. Helping them to understand the seriousness of the 60-month limit. 	<ul style="list-style-type: none"> ■ Defining and planning for 20% hardship exemption. ■ Serving families with multiple barriers.
<i>Montana</i>	<ul style="list-style-type: none"> ■ Slowness of SSI application process; require peer support/technical assistance. ■ Wages relative to cost of living; would like a two-tiered system of services to provide support for leavers and/or those never on TANF. ■ Maintain special waivers (end December 2002). 	<ul style="list-style-type: none"> ■ Supporting low-income working families. ■ Establishing guidelines for 20% hardship exemption. Need guidance regarding Federal guidelines for the exemption.
<i>Nebraska</i>	<ul style="list-style-type: none"> ■ Timely data collection; information collected is not useful. ■ Transition of staff roles. ■ Transportation in frontier States. 	<ul style="list-style-type: none"> ■ Reauthorization. ■ 20% hardship exemption. ■ Family Investment Model (versus Work Force Model); sees move toward more blended model of service.
<i>Nevada</i>	<ul style="list-style-type: none"> ■ Systems development and support; reform hit in the middle of their system changeover. ■ Workforce development for hard-to-employ recipients. ■ Training staff to understand reform and how to assess/impose requirements. 	<ul style="list-style-type: none"> ■ Systems development. ■ Work participation rates with challenging clients. ■ Maintaining adequate funding for services if reauthorization reduces funding to States.
<i>New Hampshire</i>	<ul style="list-style-type: none"> ■ Time limits; look carefully at hardship exemption criteria. ■ Staff becomes overwhelmed as cases become more involved, complex, difficult to diagnose, refer, etc. ■ Multi-barrier clients. 	<ul style="list-style-type: none"> ■ Screening/serving multi-barrier clients. ■ Leaver services and effects (esp. on hardship exemption). ■ Demands of State legislators for more information, numbers, reports. ■ Reauthorization.
<i>New Jersey</i>	<ul style="list-style-type: none"> ■ Developing effective case management and coordinator with DOL. ■ Ensuring the client's self-sufficiency through job training/activities and job placement within the 60-month time frame. 	<ul style="list-style-type: none"> ■ Developing post-TANF initiatives to support clients in employment retention and advancement. ■ Addressing needs of client population that will not be job-ready when reaching 60-month time limit; what to do with

APPENDIX A-2 (CONT.)

TOP CHALLENGES TO TANF

State	Over the Last 2 Years	In the Next Year
<i>New Jersey (cont.)</i>	<ul style="list-style-type: none"> ■ Conflict between pressure to spend and need for comprehensive planning. ■ Transitioning to a broader mix of services to provide comprehensive services to support recipients with differing skills, education, and health levels. ■ Implementation of the Family Violence Option; need TA on how to best integrate services. 	<p>those who've reached limit but for whom coming off TANF is not an option?</p> <ul style="list-style-type: none"> ■ Family Violence initiatives. ■ Reauthorization; engage Congress early to allow States time to plan.
<i>New Mexico</i>	<ul style="list-style-type: none"> ■ Obtaining referrals and getting communities involved with work programs so clients can access the services they need to achieve self-sufficiency. ■ Long period of instability in leadership at HSD; communication problems ■ Management information system; compliance with data collection requirements under PRWORA. 	<ul style="list-style-type: none"> ■ Direct support at clients who have received 30 months of assistance to move them toward self-sufficiency before time limit. ■ Educate clients regarding the seriousness of the 60-month time limit; convince them there won't be an extension. ■ Responsiveness to legislative changes, if any, made during January session (esp. with respect to data reporting).
<i>New York</i>	<ul style="list-style-type: none"> ■ Identification of TANF parents with substance abuse issues. ■ Strategies to serve families with multiple barriers. ■ Meeting federal data reporting requirements; personnel issue. ■ Inconsistency of alien issues between TANF and Food Stamps which cause operational problem. 	<ul style="list-style-type: none"> ■ Providing effective services to families facing multiple barriers. ■ Identifying and serving families with mental health difficulties. ■ Generation dependency ■ TA Needs—mental health and multiple barriers; child welfare; non-TANF recipients within 200% of poverty.
<i>North Carolina</i>	<ul style="list-style-type: none"> ■ Delay in Federal regulations led to a delay in State interpretation; in turn, led to county-level delay in administration/authorization. ■ Changing accounting infrastructure designed for entitlement programs to fit TANF; tracking AFDC was very different than tracking a block grant system like TANF. 	<ul style="list-style-type: none"> ■ Uncertainty about reauthorization (level and requirements). ■ Potential economic slowdown; slight changes in caseload have dramatic effects.
<i>North Dakota</i>	<ul style="list-style-type: none"> ■ Working with tribal TANF; insufficient Federal dollars necessitate State dollars. Working with tribes to develop viable programs and options. ■ Identify and develop programs to help the population with significant barriers. ■ Making technology more responsive; coordinate TANF and Medicaid into one system; staff training. 	<ul style="list-style-type: none"> ■ 60-month time limit; peer TA from other states; more training for staff. ■ How to track leavers? ■ Supporting low-income working families. Most can only support themselves with a continuing package of income supports. How to best support them and make sure they don't leave work for public assistance.

APPENDIX A-2 (CONT.)
TOP CHALLENGES TO TANF

State	Over the Last 2 Years	In the Next Year
<i>Ohio</i>	<ul style="list-style-type: none"> ■ Changing the organizational culture at both the State and local levels. ■ Merger of Ohio Department of Human Services with the Ohio Bureau of Employment Services. ■ Administrative structure to support devolution of services. 	<ul style="list-style-type: none"> ■ Continuing and defining the appropriate level of ongoing support for leavers; further refining the hardship criteria for exemption from 36-month time limit. ■ Continued refinement of post-merge structure. ■ Design of regional/state administrative structure that supports counties in their new role. ■ Seamless system for TANF and WIA; one-stop system. ■ MIS data and outcomes; develop a readily available, easy to use data system to provide county-specific data.
<i>Oklahoma</i>	<ul style="list-style-type: none"> ■ Meeting participation rates. ■ Providing assistance to hard to serve clients; remaining clients have most barriers; addressing these barriers requires more money and time. ■ Change in role of caseworkers necessitates a change in culture, new training, etc. 	<ul style="list-style-type: none"> ■ Defining the 20% hardship exemption from 60-month time limit. ■ Providing domestic violence training to staff. ■ Defining successful outcomes for families and tracking.
<i>Oregon</i>	<ul style="list-style-type: none"> ■ Attaching clients with multiple barriers to the labor market. ■ Increasing skills of case managers to work with multiple-barrier clients. ■ Development of wage progression strategies for low-income working clients. 	<ul style="list-style-type: none"> ■ Coordination of workforce efforts with WIA and TANF funded systems; use of WIA. ■ Wage progression strategies for low-income workers.
<i>Pennsylvania</i>	<ul style="list-style-type: none"> ■ Making reasonable use of motivating strategies; sanctions and other negative consequences of inappropriate behavior. ■ Tracking client and organizational behavior. ■ Communicating with clients. 	<ul style="list-style-type: none"> ■ Serving people with barriers to employment. ■ Assisting clients with upward mobility; serving clients in the face of economic slowdown. ■ Maintaining access to TANF and other funds to address second tier. ■ Reauthorization (lower cash benefits, child care, etc.).
<i>Puerto Rico</i>	<ul style="list-style-type: none"> ■ Welfare culture. ■ Revolving door of employment. ■ Lack of cooperation and commitment between public and private agencies. 	<ul style="list-style-type: none"> ■ Welfare culture. ■ Revolving door of employment. ■ Lack of cooperation and commitment between public and private agencies.
<i>Rhode Island</i>	<ul style="list-style-type: none"> ■ Helping clients transition to employment, especially hard to serve/multiple barriers population. ■ Meeting case management responsibility as caseload increases. ■ Housing affordability and quality/safety. 	<ul style="list-style-type: none"> ■ Assisting clients who reach time limits, hardship exemptions, 60-month time limit. It is important to help people to understand that the time limit is serious and to prepare them in advance. ■ Meeting increasing participation rates. ■ Maintaining support for program during possible economic downturn.

APPENDIX A-2 (CONT.)
TOP CHALLENGES TO TANF

State	Over the Last 2 Years	In the Next Year
<i>South Carolina</i>	<ul style="list-style-type: none"> ■ 24-month time limit. ■ Meeting participation rate requirements. ■ TANF reporting. 	<ul style="list-style-type: none"> ■ Employment, retention, and advancement in the work program (phase II portion of welfare reform in SC). ■ Increasing scope of case management duties. ■ Non-traditional/sick child care. ■ Transportation.
<i>South Dakota</i>	<ul style="list-style-type: none"> ■ Providing services to 67% of State's mandatory work program participants in reservation areas where the unemployment rate exceeds 50%. Request TA on this from other states, especially as it relates to alcohol abuse (screening instruments, strategies for problem identification). ■ Case management for families with multiple barriers. ■ Federal reporting requirements. Request TA around collecting/distributing information on non-eligible families; integration of Federal data requirements into SD system. 	<ul style="list-style-type: none"> ■ How to effectively work with clients who are not employable, but do not meet the federal exemption criteria. Defining hardship to meet the 20% requirement. Specifically, SD is challenged by those that do not qualify for SSI but can not be moved into the workplace. ■ How to improve employment placement and retention. ■ Reducing adolescent birth rates. Request TA in this area.
<i>Tennessee</i>	<ul style="list-style-type: none"> ■ Deciding how to focus TANF funds. ■ Implementing Phase II. ■ Spending TANF funds fast enough; culture change. 	<ul style="list-style-type: none"> ■ Refining the existing program. For example, how to address learning disabilities. ■ Possible overspending now that all money has been obligated. ■ Reauthorization.
<i>Texas</i>	<ul style="list-style-type: none"> ■ Lack of Federal guidance/timing of Federal rules. ■ Extensive data collection and reporting requirements. ■ No integration of funding streams at Federal level/need more consistency between programs. 	<ul style="list-style-type: none"> ■ Reauthorization of funding levels for TANF, CCDF, Food Stamps, and Medicaid. ■ Maintaining State flexibility to implement policies and rules.
<i>U.S. Virgin Islands</i>	<ul style="list-style-type: none"> ■ Transmission of data in Federal format/database operations. Request TA for IT staff and reporting requirements. ■ Meeting Federal participation rate requirements. USVI is in a recession. It is difficult to concentrate on caseload reduction <i>and</i> staff retention. Request TA/workshops with private sector and PICs to boost interest in TANF clients. Also request conference/workshop with a more experienced State around issues of liability, etc. 	<ul style="list-style-type: none"> ■ Time limits. Don't know what to expect or how to prepare. Need input on the social ramifications and what other States have done (TA). ■ Participation rates (same concerns as above). ■ Data collection and transmission.

APPENDIX A-2 (CONT.)
TOP CHALLENGES TO TANF

State	Over the Last 2 Years	In the Next Year
<i>U.S. Virgin Islands (cont.)</i>	<ul style="list-style-type: none"> ■ Collaboration with interagencies. Have had difficulty getting effective cooperation particularly with DOL on St. Croix. 	
<i>Utah</i>	<ul style="list-style-type: none"> ■ Integration with other services. ■ Reporting requirements. ■ Participation rates. ■ Advocacy community's fear of time limits and agency capacity to effectively deal with clients reaching time limits. 	<ul style="list-style-type: none"> ■ Impact of reauthorization and federal requirements. ■ Improving economic status of leavers (especially single parents). ■ Assuring expenditure of both obligated and unobligated funds. Request TA on format of ideas and research (cite Peer TA). ■ Explore utility of reporting systems and condensing data elements.
<i>Vermont</i>	<ul style="list-style-type: none"> ■ PATH clients have exemption for time limits and work requirements. 	<ul style="list-style-type: none"> ■ Implementation of VT Act 147 that begins work requirements and time limits. VT will not have a phase-in period. ■ Meeting work participation requirements. ■ Job retention. ■ Transportation. ■ Child care during non-traditional hours. ■ Substance abuse.
<i>Virginia</i>	<ul style="list-style-type: none"> ■ Two-parent family work-participation rates; cultural boundaries are a factor. ■ Transportation; public transit lacking in rural areas; vouchers, school buses are insufficient. ■ Rural issues; job development and transportation; double digit unemployment rates. 	<ul style="list-style-type: none"> ■ Increasingly exempt population—60% are exempt from work participation requirements. ■ Services for hard-to-serve. Remaining cases have multiple barriers. ■ Funding constraints. ■ Training of staff to identify barriers.
<i>Washington</i>	<ul style="list-style-type: none"> ■ Difficulty in engaging participants in job search; time limit was not motivating. ■ Lack of effective tools to evaluate job search readiness before client failure. Needed tool that would identify support services necessary for success (technology has since been developed to do this). 	<ul style="list-style-type: none"> ■ Concerned about stagnation with Work First program and recidivism of participants who found employment but were unable to keep job on permanent basis. ■ Many remaining clients have significant barriers, but WA feels these can be addressed simultaneously with one another and job searching. ■ How to provide motivation/engage clients who always take sanctions. ■ Looking for automated, holistic tool to help case managers screen clients/employability evaluations.
<i>West Virginia</i>	<ul style="list-style-type: none"> ■ Barriers in rural areas. ■ Job retention/advancement ■ Welfare prevention. 	<ul style="list-style-type: none"> ■ Reauthorization. ■ Serving multiple and severe barriers populations.

APPENDIX A-2 (CONT.)
TOP CHALLENGES TO TANF

State	Over the Last 2 Years	In the Next Year
<i>Wisconsin</i>	<ul style="list-style-type: none"> ■ 24-month time limit for employment positions. ■ Inability to contract with private agencies to administer Food Stamps and Medicaid. ■ Engaging harder to serve population and noncustodial parents. 	<ul style="list-style-type: none"> ■ Participants reaching 60-month time limit. ■ Reauthorization and possible changes in Federal funding formulas. ■ Engaging harder to serve population; tracking 24-month extensions (physical health, not qualifying for SSI, MH, AOD, caring for disabled).
<i>Wyoming</i>	<ul style="list-style-type: none"> ■ Federal reporting requirements; outdated computer system. 	<ul style="list-style-type: none"> ■ Change in work program; DFS will take over job retention/advancement services from the private contractor currently conducting the services. DFS staff will need transition support and may need training. ■ Federal reporting requirements.

APPENDIX B

APPENDIX B-1

ADDRESSING THE NEEDS OF TANF CLIENTS WITH SUBSTANCE ABUSE ISSUES

Region/State		County/Locally Administered	TANF Policies and Services										TANF Collaboration					
			Formal Substance Abuse Policies	Self-reporting/Apparent to Staff	Screening & Assessment	Information & Referral Process	Support Services	Fund Local Substance Abuse Programs	Services Count As Work-Related Activity	State Exemption/Extension	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region I	Connecticut		v	v	v	v					v		v	v		v	v	v
	Maine		v	v		v					v							v
	Massachusetts		v	v		v	v	v										v
	New Hampshire		v	v		v	v		v					v				v
	Rhode Island		v	v	v	v	v	v									v	v
	Vermont		v	v	v	v	v			v			v			v		
Region II	New Jersey	v	v	v		v	v		v		v	1.5 ¹	v					v
	New York	v	v	v	v	v	v	v	v	v	v		v	v	v			v
	Puerto Rico			v														
	Virgin Islands			v		v												v
Region III	Delaware		v	v	v	v	v		v	v								
	District of Columbia		v	v	v	v				v	v		v					
	Maryland		v	v	v	v	v		v		v	15-20	v	v	v			
	Pennsylvania			v		v							v					
	Virginia	v	v	v		v	v							v	v			v
	West Virginia			v														
Region IV	Alabama		v	v	v	v	v		v	v	v	2						v
	Florida		v	v	v	v	v	v			v	20		v	v		v	
	Georgia		v	v		v			v		v							v
	Kentucky		v	v	v	v	v		v		v		v	v	v	v		v
	Mississippi		v	v		v							v					v
	North Carolina	v	v	v	v	v	v				v		v		v			v
	South Carolina		v	v	v	v	v		v				v					
	Tennessee		v	v	v	v	v	v	v		v	16 ³		v	v		v	v
Region V	Illinois		v	v	v	v	v	v			v	1.1		v	v	v	v	v
	Indiana		v	v	v ⁴	v	v						v	v	v	v		
	Michigan		v	v		v								v				v
	Minnesota	v	v	v	v	v	v	v	v									v
	Ohio	v		v	v	v	v	v	v	v			v	v	v	v	v	v
	Wisconsin	v	v	v	v	v	v	v	v	v ⁵	v	3 ¹					v	
Region VI	Arkansas		v	v	v	v	v				v		v	v				v
	Louisiana		v	v	v	v	v						v					v
	New Mexico			v	v	v	v					2-3						v
	Oklahoma		v	v		v					v	20-30		v				v
	Texas	v	v	v	v	v	v						v	v		v		v
Region VII	Iowa			v		v	v											v
	Kansas		v	v	v ⁴	v	v				v	20	v	v	v	v		v
	Missouri			v	v ⁴													
	Nebraska			v	v	v	v	v	v	v								v

APPENDIX B-1 (CONT.)

ADDRESSING THE NEEDS OF TANF CLIENTS WITH SUBSTANCE ABUSE ISSUES

Region/State		County/Locally Administered	TANF Policies and Services										TANF Collaboration					
			Formal Substance Abuse Policies	Self-reporting/Apparent to Staff	Screening & Assessment	Information & Referral Process	Support Services	Fund Local Substance Abuse Programs	Services Count As Work-Related Activity	State Exemption/Extension	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region VIII	Colorado	v		v	v	v	v		v	v				v				v
	Montana	v	v	v		v	v	v					v					
	North Dakota	v	v	v	6	v			v		v							v
	South Dakota		v	v	v	v					v							v
	Utah		v	v	v	v	v				v				v			v
	Wyoming			v														
Region IX	Arizona		v	v	v ⁷	v	v	v		v	v			v		v		v
	California	v	v	v		v	v				v	6			v			v
	Hawaii		v	v		v				v								
	Nevada		v	v	v	v	v		v		v	15	v	v				v
Region X	Alaska		v	v		v	v		v				v		v			
	Idaho		v	v	v	v							v				v	
	Oregon		v	v	v	v	v		v		v	8		v	v			v
	Washington		v	v	v	v	v	v	v	v	v			v	v	v		v
Total States		12	42	53	33	50	36	13	20	12	25		21	21	16	10	8	36

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) and inter-agency/organizational collaborations addressing substance abuse issues are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if substance abuse services are provided through an agency/ organization other than the State TANF agency and TANF funding is not used nor are collaborations formed with the TANF agency, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of collaborations and services offered.

- Percentages represent those clients who are either referred for or receiving services rather than those identified with substance abuse barriers to employment. Therefore, this percentage is likely an under-representation of the percentage of all TANF customers with substance abuse issues.
- Alabama maintains data on the number of individuals—145 individuals—who have been provided a deferral due to substance abuse as a barrier to employment.
- Sixteen percent of those TANF clients referred to Family Services Counseling (FSC) are reported to have substance abuse issues. However, those referred to / receiving services from FSC is a sub-set of the TANF caseload.
- Indiana, Kansas, and Missouri are conducting substance abuse screening and assessment pilots/special initiatives.
- Wisconsin has 36 cases with approved extensions to the 24 month employment position time limit.
- North Dakota conducts an annual screening and assessment to identify clients issues that will necessitate referrals. Eight regional Human Service Centers conduct the screenings. There has been very little disclosure.
- Case managers do not usually screen for substance abuse issues. However, case managers use the SASSI screening tool when they suspect substance abuse.
- Oregon tracks the number of people who are participating in a specific activity. In October 2000, 1.5 percent of caseload were participating in substance abuse related activities. However in a representative statewide sample, TANF case managers stated they believed approximately 40 percent of their caseload (on average) were confronting substance abuse issues.

APPENDIX B-2

ADDRESSING THE NEEDS OF TANF CLIENTS WITH MENTAL HEALTH ISSUES

Region/State		County/Locally Administered	TANF Policies and Services									TANF Collaborations					
			Formal Mental Health Policies	Screening & Assessment	Information & Referral Process	Support Services	Fund Local Mental Health Programs	Services Count As Work-Related Activity	State Exemption/Extension	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region I	Connecticut		v	v	v					v		v	v		v	v	v
	Maine		v		v					v							v
	Massachusetts				v	v			v								
	New Hampshire		v	v	v	v		v					v				v
	Rhode Island		v	v	v	v										v	v
	Vermont		v	v	v	v			v	v		v			v		
Region II	New Jersey	v	v		v								v				v
	New York	v	v	v	v	v		v	v	v		v	v				v
	Puerto Rico																
	Virgin Islands				v												v
Region III	Delaware			v	v				v								
	District of Columbia		v	v	v				v	v		v					
	Maryland			v	v	v											v
	Pennsylvania		v		v					v	20	v	v		v	v	v
	Virginia	v	v	v	v	v	v			v		v	v	v		v	v
	West Virginia		v	v	v							v					v
Region IV	Alabama		v	v	v	v		v	v	v							v
	Florida		v		v	v				v			v	v	v	v	
	Georgia		v		v			v	v	v							v
	Kentucky		v	v	v	v		v	v	v		v	v	v			v
	Mississippi		v		v							v					v
	North Carolina	v	v	v	v	v				v		v		v			v
	South Carolina		v	v	v	v						v					
	Tennessee		v	v	v	v				v	58 ¹		v	v		v	
Region V	Illinois		v	v	v	v		v		v	<1		v	v	v	v	v
	Indiana		v		v	v											v
	Michigan		v		v								v				v
	Minnesota	v	v	v	v	v		v	v	v							v
	Ohio	v		v	v	v	v	v	v			v	v	v		v	v
	Wisconsin	v	v		v	v		v	v ²	v	9 ³					v	
Region VI	Arkansas		v		v	v		v					v				v
	Louisiana		v		v	v			v			v					v
	New Mexico		v	v	v	v			v								v
	Oklahoma		v		v	v		v					v				v
	Texas	v		v	v	v				v		v	v		v		v

APPENDIX B-2(CONT.) ADDRESSING THE NEEDS OF TANF CLIENTS WITH MENTAL HEALTH ISSUES																
Region/State	County/Locally Administered	TANF Policies and Services									TANF Collaborations					
		Formal Mental Health Policies	Screening & Assessment	Information & Referral Process	Support Services	Fund Local Mental Health Programs	Services Count As Work-Related Activity	State Exemption/Extension	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region VII	Iowa															
	Kansas	v	v ⁴	v	v				v	6	v	v	v	v		v
	Missouri	v	v ⁴									v				
	Nebraska	v	v	v	v		v	v								v
Region VIII	Colorado	v	v	v	v		v	v					v			v
	Montana	v		v	v						v					
	North Dakota	v	v	v					v							v
	South Dakota		v	v	v											v
	Utah		v	v	v				v				v			v
	Wyoming															
Region IX	Arizona		v	v	v				v							v
	California	v	v	v	v	v	v		v	22		v	v	v		
	Hawaii		v	v				v								
	Nevada		v	v	v			v	v	25	v	v				v
Region	Alaska		v	v	v		v									v
	Idaho		v	v	v						v				v	
	Oregon		v	v	v				v	5		v	v			v
*	Washington		v	v	v		v		v			v	v ⁶	v		v
Total States		12	43	32	49	35	3	16	17	25	18	21	13	9	10	37

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) and inter-agency/organizational collaborations addressing the mental health issues are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if mental health services for child-only cases are provided through an agency/organization other than the State TANF agency and TANF funding is not used nor are collaborations formed with the TANF agency, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of collaborations and services offered.

1 Fifty eight percent of those TANF clients referred to Family Services Counseling (FSC) are reported to have mental health conditions. However, those referred to/receiving services from FSC is a sub-set of the TANF caseload.

2 Wisconsin has 206 cases identified with mental health issues that have been approved for an extension to the 24-month employment position time limit.

3 Percentages represent those clients who are receiving services rather than those identified with mental health barriers to employment. Therefore, this percentage is likely an under-representation of the percentage of all TANF customers with mental health issues.

4 Kansas and Missouri are conducting mental health screening and assessment pilots/special initiatives.

5 Oregon tracks the number of people who are participating in a specific activity. In October 2000, 2.2% were participating in mental health related activities. However in a representative statewide sample, TANF case managers stated they believed approximately 67 percent of their caseload (on average) were confronting mental health issues.

6 Co-location of mental health specialists is occurring as a pilot project in Washington.

APPENDIX B-3

ADDRESSING THE NEEDS OF TANF CLIENTS WITH DOMESTIC VIOLENCE ISSUES

Region/State		County/Locally Administered	TANF Policies and Services												Collaboration					
			Formal Domestic Violence Policies	Implemented FVO	Self-reporting/Apparent to Staff	Screening & Assessment	Information & Referral Process	Support Services	Fund Local DV Programs/ Shelters	Relocation Assistance	Services Count As Work-Related Activity	State Exemption/Extension	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region I	Connecticut		v	v	v		v	v					v		v	v		v	v	v
	Maine		v		v		v			v			v							v
	Massachusetts		v	v	v	v	v	v	v	v										v
	New Hampshire		v	v	v		v	v		v			v		v	v				v
	Rhode Island		v	v	v	v	v	v		v		v	v	1 ¹		v	v			v
	Vermont		v	v	v	v	v	v		v		v	v			v				
Region II	New Jersey	v	v	v	v	v	v	v		v	v	v	v	<1 ¹	v	v	v			
	New York	v	v	v	v	v	v	v	v	v		v	v		v	v	v			
	Puerto Rico				v															
	Virgin Islands		v	v	v	v	v													v
Region III	Delaware		v	v	v	v	v			v		v								v
	District of Columbia			v	v	v	v	v					v		v					
	Maryland		v	v	v	v	v	v				v	v	<1		v				v
	Pennsylvania		v	v	v	v	v			v		v	v	<1		v				v
	Virginia	v	v		v	v	v	v	v				v			v	v	v		
	West Virginia		v	v	v		v					v	v		v	v				
Region IV	Alabama		v	v	v	v	v	v	v	v	v	v	v	2		v	v	v		v
	Florida		v	v	v	v	v	v		v			v			v				v
	Georgia		v	v	v		v	v	v				v	<1						v
	Kentucky		v	v	v	v	v	v			v	v	v		v	v	v	v		v
	Mississippi		v	v	v		v					v			v					
	North Carolina	v	v	v		v				v			v	20-80 ³						v
	South Carolina		v	v	v		v			v		v	v		v	v				
	Tennessee		v		v	v	v	v	v			v	v	30 ⁴		v				v
Region V	Illinois		v		v	v	v	v	v	v		v	<1			v	v	v	v	
	Indiana		v	v	v	v ⁵	v									v		v		v
	Michigan		v		v		v	v	v			v	v ⁶							v
	Minnesota	v	v	v	v		v	v		v		v	v			v				v
	Ohio	v	7		v	v	v	v	v	v	v	v			v	v	v	v		v
	Wisconsin	v	v		v	v	v	v	v	v	v					v			v	v
Region VI	Arkansas		v	v	v	v	v			v			v			v				v
	Louisiana		v	v	v	v	v	v				v	v							v
	New Mexico		v	v	v		v	v			v		v	2-3						v
	Oklahoma		v		v	v	v	v			v			5-10		v				
	Texas	v	v		v	v	v	v		v	v	v	v	<1	v	v			v	

APPENDIX B-3 (CONT.)

ADDRESSING THE NEEDS OF TANF CLIENTS WITH DOMESTIC VIOLENCE ISSUES

Region/State	County/Locally Administered	TANF Policies and Services												Collaboration					
		Formal Domestic Violence Policies	Implemented FVO	Self-reporting/Apparent to Staff	Screening & Assessment	Information & Referral Process	Support Services	Fund Local DV Programs/Shelters	Relocation Assistance	Services Count As Work-Related Activity	State Exemption/Extension	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region VII	Iowa	v	v	v		v						v							
	Kansas	v		v	v ⁸	v			v			v	20						v
	Missouri	v	v	v	v	v				v	v	v			v				
	Nebraska	v	v	v	v	v	v		v	v	v			v	v		v		
Region VIII	Colorado	v	v	v	v	v	v		v	v	v	v ⁹		v	v	v ¹⁰			v
	Montana	v	v	v					v		v	v	<1 ¹	v	v				
	North Dakota	v	v	v							v	v							v
	South Dakota	v		v	v	v						v							v
	Utah	v	v	v	v	v	v		v			v			v				
	Wyoming	v	v	v		v						v		v					
Region IX	Arizona	v	v	v		v	v		v			v				v			v
	California	v	v	v	v	v	v	v	v	v	v	v	<1 ¹		v	v			v
	Hawaii	v	v	v		v	v				v	v	11		v				v
	Nevada	v	v	v	v	v	v		v	v		v	27	v	v				
Region X	Alaska	v	v	v	v	v		v	v	v	v				v				v
	Idaho	v		v		v			v					v				v	
	Oregon	v	v	v	v	v	v		v	v		v	11		v	v			v
	Washington	v	v	v	v	v	v	v	v	v	v	v			v	v			v
Total States		12	51	40	53	34	51	33	14	32	17	27	41	17	34	13	8	5	32

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) and inter-agency/organizational collaborations addressing domestic violence are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if domestic violence services are provided through an agency/organization other than the State TANF agency and TANF funding is not used nor are collaborations formed with the TANF agency, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of collaborations and services offered.

¹ Percentages represent those clients who are either receiving services or obtained a domestic violence waiver/exemption rather than those identified with domestic violence barriers to employment. Therefore, this percentage is likely an under-representation of the percentage of all TANF customers with domestic violence issues.

² The state of Florida provides DV services to both TANF recipients and persons eligible for TANF. Approximately 15,000 individuals received DV services last year – however, not all of these are necessarily TANF recipients.

- ³ Domestic violence is tracked manually throughout North Carolina's counties. The counties are collecting domestic violence data that will become part of an automated system. Estimates of domestic violence range across the counties from 20 to 80 percent.
- ⁴ Thirty percent of those TANF clients referred to Family Services Counseling (FSC) are reported to have domestic violence issues. However, those referred to / receiving services from FSC is a sub-set of the TANF caseload.
- ⁵ In early 2001, Indiana began implementation of 5 pilot projects addressing domestic violence screening and referral issues.
- ⁶ Tracking available for those clients who are excused from the work requirement due to domestic violence.
- ⁷ In Ohio TANF cash assistance is provided under the Ohio Works First (OWF) program. OWF policies occur at the state level and are county administered. TANF "non-assistance" services are provided under the Prevention, Retention & Contingency (PRC) program. PRC services are designed at the county level within the TANF parameters and vary from county to county. Therefore, domestic violence services, classified as a non-assistance service, are determined and designed at the county level.
- ⁸ Recipients are screened by an on-site domestic violence advocate at the pilot program in Topeka, Kansas.
- ⁹ Tracking of domestic violence clients is in process.
- ¹⁰ El Paso and Denver counties have co-located staff who work closely with service agencies and victim advocates.
- ¹¹ A statewide representative sample of case managers perceptions found that case managers believe that approximately 36% of their clients are or have experienced domestic violence issues. However, in October 2000, only 350 participants (<1% of all TANF recipients) were participating in a domestic violence related-activity.

APPENDIX B-4
**ADDRESSING THE NEEDS OF TANF CLIENTS WITH LEARNING, MENTAL
AND PHYSICAL DISABILITIES**

Region/State		County /Locally Administered	TANF Policies and Services								TANF Collaborations					
			Formal Disability Policy	Screening & Assessment	Information & Referral Process	Training & Work Support Services	SSI Application Support	State Exemption/ Extension	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region I	Connecticut		v	v	v			v	v		v	v		v	v	v
	Maine		v	v	v			v	v		v					v
	Massachusetts		v	v	v	v	v		v			v				v
	New Hampshire		v ¹	v	v	v					v					v
	Rhode Island		v	v	v	v	v	v	v	v		v	v	v	v	v
	Vermont		v	v		v	v	v	v ²		v	v		v		
Region II	New Jersey	v	v ²	v	v	v	v	v	v	4.7 ²	v					v
	New York	v	v	v	v	v	v	v	v		v	v	v			v
	Puerto Rico		v						v					v		
	Virgin Islands		v ¹		v											v
Region III	Delaware		v		v		v	v								v
	District of Columbia			v	v	v		v	v		v	v				
	Maryland		v	v		v	v	v	v	v	v					v
	Pennsylvania		v				v		v ¹	25	v					
	Virginia	v		v	v	v	v		v	15	v	v	v	v	v	
	West Virginia		v		v			v	v	10	v					v
Region IV	Alabama			v	v	v	v	v	v							v
	Florida		v	v	v	v	v	v	v	1.6						v
	Georgia		v	v				v								v
	Kentucky		v	v	v	v	v	v	v		v	v	v	v		
	Mississippi		v		v			v			v					
	North Carolina	v	v					v	v	v		v				
	South Carolina		v	v	v			v	v ²		v					
	Tennessee		v		v			v	v			v	v			v
Region V	Illinois		v	v	v				v	9.4 ¹						
	Indiana		v		v	v		v							v	
	Michigan		v			v	v		v	³	v	v	v	v		
	Minnesota	v	v	v	v	v	v	v	v							
	Ohio	v		v	v	v	v	v			v	v	v	v	v	v
	Wisconsin	v	v	v	v			v	v ²	⁴		v				v
Region VI	Arkansas		v	v	v			v	v							v
	Louisiana		v	v				v		50 ¹	v					
	New Mexico		v	v	v	v		v	v							v
	Oklahoma		v	v	v		v	v								v
	Texas	v	v	v	v	v	v	v	v ²	4.6 ²	v	v	v	v		v
Region VII	Iowa		v	v	v	v								v		
	Kansas		v		v	v			v	30 ¹	v	v	v	v		v
	Missouri		v	v	v			v	v	10 ¹	v					v
	Nebraska		v	v	v	v	v	v	v				v			v

APPENDIX B-4 (CONT.) ADDRESSING THE NEEDS OF TANF CLIENTS WITH LEARNING, MENTAL AND PHYSICAL DISABILITIES																
Region/State		County /Locally Administered	TANF Policies and Services							TANF Collaborations						
			Formal Disability Policy	Screening & Assessment	Information & Referral Process	Training & Work Support Services	SSI Application Support	State Exemption/ Extension	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region VIII	Colorado	v	v ⁴	v	v	v	v	v	v ⁵			v	v	v		
	Montana	v	v	v		v	v		v		v	v				
	North Dakota	v	v	v		v		v								v
	South Dakota		v	v	v	v	v		v							v
	Utah		v	v	v	v		v	v							v
	Wyoming			v				v	v							
Region IX	Arizona		v	v	v	v		v	v	9 ³	v			v		
	California	v	v	v		v		v					v			v
	Hawaii		v ²	v				v	v ²	30 ²	v					v
	Nevada		v	v		v			v	28	v					v
Region X	Alaska		v	v	v	v	v	v			v	v				v
	Idaho		v		v		v	v								v
	Oregon		v	v			v	v		3.9 ⁶		v	v			v
	Washington		v	v	v	v	v	v	v			v	v	v		
Total States		12	48	41	38	31	25	40	38		25	20	14	14	5	33

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) and inter-agency/organizational collaborations addressing mental, physical and learning disabilities are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands.

Therefore, if disability services are provided through an agency/organization other than the State TANF agency and TANF funding is not used nor are collaborations formed with the TANF agency, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of collaborations and services offered.

¹ Denotes action taken for learning disabilities only.

² Denotes action taken for mental and/or physical disabilities only.

³ Michigan and Arizona all identified the percentage of clients who received deferrals due to disabilities.

⁴ Six percent of the W-2 cash assistance caseload are in the process of receiving a disability assessment and 14% of the cash assistance caseload are in process of receiving physical rehabilitation services or are in the process of recovering from some type of incapacitation. However, these percentages do not accurately reflect the percentage of individuals with learning, mental and physical disabilities. Wisconsin believes the number of cases with disabilities or limitations is a much higher percentage than either of these. The closest way of estimating the rate of this population is to look at the percentage who are placed in our W-2 Transitions category, which is 34% of the total cash assistance caseload. However, this number also includes individuals who are caring for another disabled family member and individuals who are in domestic violence or other family crisis situations.

⁵ Colorado is in the process of developing formal disability and tracking policies.

⁶ In October 2000, 3.9% of Oregon TANF caseload were participating in activity related to having a physical disability.

APPENDIX B-5

ADDRESSING THE NEEDS OF TANF CLIENTS WITH LIMITED ENGLISH PROFICIENCY

Region/State	County/Locally Administered	TANF Policies and Services						TANF Collaborations					
		Formal Policy/Program	Bilingual Staff/Translator Services	Translated Application Forms/Materials	Referrals to ESL Courses	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other*
Region I	Connecticut		v	v		v	20	v	v		v	v	
	Maine		v	v		v							v
	Massachusetts		v	v	v	v		v	v		v		
	New Hampshire		v			v		v					
	Rhode Island		v	v		v	22		v	v	v		
	Vermont							v			v		
Region II	New Jersey	v	v		v	v							
	New York	v	v	v	v			v	v	v			
	Puerto Rico												
	Virgin Islands		v		v								
Region III	Delaware		v	v	v	v							v
	District of Columbia		v	v	v	v		v					
	Maryland		v	v		v			v				
	Pennsylvania		v			v	5	v					
	Virginia	v										v	
	West Virginia												
Region IV	Alabama		v	v	v	v		v					
	Florida		v	v		v	v						v
	Georgia		v		v	v							
	Kentucky			v	v	v							
	Mississippi		v	v									v
	North Carolina	v				v							
	South Carolina		v	v	v	v	v					v	
	Tennessee		v			v	v		v			v	v
Region V	Illinois		v	v	v	v	10 ¹	v					
	Indiana		v	v		v							
	Michigan		v	v	v	v			v				
	Minnesota	v	v	v	v	v			v		v		v
	Ohio	v		v	v	v		v	v	v	v	v	v
	Wisconsin	v	v	v	v	v	3 ²					v	
Region VI	Arkansas		v	v		v		v					
	Louisiana		v			v							v
	New Mexico		v	v	v	v	8				v		
	Oklahoma		v	v	v	v	5						
	Texas	v	v	v	v	v		v		v	v		
Region VII	Iowa		v	v	v	v							v
	Kansas		v			v							v
	Missouri												v
	Nebraska		v	v	v	v							v

APPENDIX B-5 (CONT.)														
ADDRESSING THE NEEDS OF TANF CLIENTS WITH LIMITED ENGLISH PROFICIENCY														
Region/State		County/Locally Administered	TANF Policies and Services						TANF Collaborations					
			Formal Policy/Program	Bilingual Staff/Translator Services	Translated Application Forms/Materials	Referrals to ESL Courses	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other*
Region VIII	Colorado	v			v	v								
	Montana	v	v						v	v			v	
	North Dakota	v	v			v	v							v
	South Dakota		v			v	v							v
	Utah		v			v	v							v
	Wyoming						v							
Region IX	Arizona		v	v	v	v	v							v
	California	v	v	v	v	v		15						v
	Hawaii		v	v				6						v
	Nevada		v	v		v	v							v
Region X	Alaska		v	v		v								v
	Idaho		v	v	v		v							
	Oregon		v	v	v	v	v	1 ²			v			
	Washington		v	v	v	v	v	28		v	v	v		v
Total States		12	43	33	24	39	25		13	11	6	9	7	21

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) and inter-agency/organizational collaborations addressing the needs of individuals with limited English proficiency (LEP) are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if LEP services are provided through an agency/organization other than the State TANF agency and TANF funding is not used nor are collaborations formed with the TANF agency, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of collaborations and services offered.

¹ Illinois' reported percentage of clients with limited English proficiency includes only those who are Spanish speaking. Spanish, however, is the dominant foreign language spoken.

² Oregon and Wisconsin identified the percentage of clients receiving ESL classes or related training/support services rather than the percentage of total LEP clients. Therefore, this percentage may be an under-representation.

APPENDIX B-6

ADDRESSING JOB RETENTION AND ADVANCEMENT ISSUES AMONG TANF CLIENTS

Region/State		County/Locally Administered	TANF Policies and Services									TANF Collaboration					
			Formal Job Retention & Advancement Policies	Job/Skills Training	Case Management/Home Visits	Support Services	Job Call Centers/ Jobs Databases	Job Mentors/Coaches	Job Retention/Advancement Incentives	Employer Incentives: Financial/Training	Tracking	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region I	Connecticut		v	v							v	v	v		v	v	
	Maine		v	v													v
	Massachusetts		v	v	v	v	v	v	v	v	v	v		v	v	v	v
	New Hampshire		v		v								v	v			v
	Rhode Island		v	v	v	v			v	v	v	v		v	v	v	v
	Vermont		v	v	v	v					v						v
Region II	New Jersey	v	v	v	v	v			v		v	v					v
	New York	v	v	v		v			v	v	v	v	v	v			
	Puerto Rico		v	v													
	Virgin Islands												v		v		
Region III	Delaware		v	v		v			v	v	v						v
	District of Columbia		v	v	v	v					v	v					
	Maryland		v	v				v	v		v				v		
	Pennsylvania		v	v							v	v		v			v
	Virginia	v	v	v		v					v						v
	West Virginia		v	v	v						v	v				v	
Region IV	Alabama		v		v	v		v			v		v				v
	Florida		v	v		v			v	v	v		v	v	v		v
	Georgia		v	v							v				v		v
	Kentucky		v	v	v	v		v		v	v	v					
	Mississippi		v	v				v	v	v	v						
	North Carolina	v	v	v	v	v	v				v						
	South Carolina		v	v	v	v				v		v				v	
	Tennessee		v	v							v						
Region V	Illinois		v	v			v	v		v	v						
	Indiana		v	v					v								
	Michigan		v	v	v	v	v		v	v							v
	Minnesota	v	v	v	v	v		v	v	v	v						v
	Ohio	v	v	v	v	v	v	v	v	v	v	v	v	v	v	v	v
	Wisconsin	v	v	v	v	v		v	v	v	v						v
Region VI	Arkansas		v	v	v	v		v			v						v
	Louisiana		v	v		v			v								v
	New Mexico		v	v	v	v											v
	Oklahoma		v	v	v	v	v			v							
	Texas	v	v	v	v	v	v	v	v	v	v	v					v

APPENDIX B-6 (CONT.)

ADDRESSING JOB RETENTION AND ADVANCEMENT ISSUES AMONG TANF CLIENTS

Region/State		County/Locally Administered	TANF Policies and Services									TANF Collaboration					
			Formal Job Retention & Advancement Policies	Job/Skills Training	Case Management/Home Visits	Support Services	Job Call Centers/ Jobs Databases	Job Mentors/Coaches	Job Retention/Advancement Incentives	Employer Incentives: Financial/Training	Tracking	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region VII	Iowa		v	v	v ¹	v					v			v			v
	Kansas		v	v				v			v		v	v	v		v
	Missouri																
	Nebraska		v	v	v	v		v			v			v			v
Region VIII	Colorado	v	v	v	v	v		v	v	v							
	Montana	v	v	v					v		v						
	North Dakota	v		v							v					v	v
	South Dakota		v	v		v					v						v
	Utah		v	v	v	v		v		v	v						v
	Wyoming		v	v							v	v					v
Region IX	Arizona		v	v	v	v	v	v	v	v	v						v
	California	v	v	v		v			v		v	v					v
	Hawaii		v	v													
	Nevada		v	v		v			v		v	v					
Region X	Alaska		v	v	v	v	v ²			v							v
	Idaho		v	v		v		v	v		v						
	Oregon		v	v	v	v			v	v	v		v				v
	Washington		v	v	v	v	v	v	v	v	v		v	v	v		v
Total States		12	51	49	27	34	10	19	23	21	39	15	10	11	10	7	32

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) and inter-agency/organizational collaborations addressing job retention and advancement are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if job retention and advancement services are provided through an agency/organization other than the State TANF agency and TANF funding is not used nor are collaborations formed with the TANF agency, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of collaborations and services offered.

¹ Alaska's Call Center is currently under development.

² In Iowa, case management/home visits are provided to families referred to the Family Development & Self-sufficiency (FaDSS) program.

APPENDIX B-7
ADDRESSING THE NEEDS OF TANF CLIENTS WITH HOUSING ISSUES

Region/State		County/Locally Administered	TANF Policies and Services										TANF Collaborations					
			Formal Housing Policies	Emergency Assistance	Housing/Rental/Utility Payments	Relocation/Moving Assistance	Loan/Mortgage Programs	IDA Programs for Home Purchase	Voucher Programs	Supportive Service	Funding Homelessness Prevention Programs	Tracking	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region I	Connecticut		v	v	v							v	v	v			v	
	Maine		v	v	v			v										
	Massachusetts		v	v	v				v	v	v							v
	New Hampshire		v	v	v													v
	Rhode Island		v	v		v						v	v					v
	Vermont		v	v	v	v		v			v							v
Region II	New Jersey	v	v	v	v	v		v ¹	v	v	v						v	v
	New York	v	v	v				v		v		v	v	v	v			v
	Puerto Rico		v			v									v			v
	Virgin Islands																	v
Region III	Delaware			v						v			v					v
	District of Columbia																	
	Maryland		v	v	v			v	v			v	v				v	
	Pennsylvania		v	v						v		v	v		v			v
	Virginia	v	v	v				v				v						
	West Virginia		v	v	v					v			v					v
Region IV	Alabama		v		v					v			v					v
	Florida		v	v	v	v		v				v			v		v	v
	Georgia		v		v			v										v
	Kentucky		v			v	v	v					v					
	Mississippi																	v
	North Carolina	v	v	v		v	v	v				v						v
	South Carolina				v	v		v		v		v						v
	Tennessee		v					v		v			v					v
Region V	Illinois			v				v										v
	Indiana							v										v
	Michigan		v	v	v		v	v					v				v	v
	Minnesota	v	v	v	v	v		v		v	v	v	v	v		v	v	v
	Ohio	v	v	v	v	v	v	v	v	v	v	v	v	v			v	v
	Wisconsin	v	v	v	v	v		v		v		v						v
Region VI	Arkansas					v		v										
	Louisiana																	
	New Mexico							v										
	Oklahoma				v	v		v							v			
	Texas	v	v	v	v	v		v		v		v	v			v	v	

APPENDIX B-7 (CONT.)
ADDRESSING THE NEEDS OF TANF CLIENTS WITH HOUSING ISSUES

Region/State	County/Locally Administered	TANF Policies and Services										TANF Collaborations					
		Formal Housing Policies	Emergency Assistance	Housing/Rental/Utility Payments	Relocation/Moving Assistance	Loan/Mortgage Programs	IDA Programs for Home Purchase	Voucher Programs	Supportive Service	Funding Homelessness Prevention Programs	Tracking	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region VII	Iowa		v				v										
	Kansas		v														
	Missouri																
	Nebraska		v	v	v												v
Region VIII	Colorado	v	v	v	v		v	v	v	v			v				v
	Montana	v	v														v
	North Dakota	v	v								v						
	South Dakota		v	v													v
	Utah		v	v				v	v		v						
	Wyoming																
Region IX	Arizona		v	v	v		v		v	v		v			v		
	California	v	v	v	v		v	v	v	v	v	v					v
	Hawaii		v												v		v
	Nevada		v	v													v
Region X	Alaska		v	v	v				v			v			v		
	Idaho		v														
	Oregon												v				v
	Washington		v	v	v		v	v	v	v	v		v	v	v		v
Total States		12	31	34	26	19	4	27	7	19	11	17	19	7	4	8	33

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) and inter-agency/organizational collaborations addressing housing are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if housing services are provided through an agency/organization other than the State TANF agency and TANF funding is not used nor are collaborations formed with the TANF agency, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of collaborations and services offered.

¹ New Jersey's IDA program will begin in late 2001/early 2002.

APPENDIX B-8

ADDRESSING THE NEEDS OF TANF CLIENTS WITH TRANSPORTATION ISSUES

Region/State		County/Locally Administered	TANF Policies and Services						TANF Collaborations					
			Formal Transportation Policies	Car Expense Allowances	Car Loan/ Purchase Program	Public Transit Allowances	Rural Area Issue	Tracking	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region I	Connecticut		√			√	√	√	√			√	√	√
	Maine		√		√			√					√	√
	Massachusetts		√	v	v	v	v	√	v	v	v	v		√
	New Hampshire		√		√									√
	Rhode Island		√				√	√	√	√	√	√	√	√
	Vermont		√	√	√	v	v		v			v		√
Region II	New Jersey	v	√	v	v ¹	√	√	√	√					v
	New York	v	√	√	√	√	√	√	√					√
	Puerto Rico		√					√						
	Virgin Islands		√			√		√	√					
Region III	Delaware		√		√	√								√
	District of Columbia		√			√								
	Maryland		√	√	√			√	√					√
	Pennsylvania		√	√	√	√	√	√	√					
	Virginia	v	√	√	√	√								√
	West Virginia		√					√	√					√
Region IV	Alabama		√	v	√	√	√	√					v	√
	Florida		√	v	√	v								√
	Georgia		√	√	√			√						√
	Kentucky		√	√	√	√		√	√					√
	Mississippi		√	√		√		√						
	North Carolina	v	√	√	√									√
	South Carolina		√			√		√						√
	Tennessee		√	√	√	√		√	√			√	√	√
Region V	Illinois		√	v		√	√		√					√
	Indiana		√	√		√			√				√	√
	Michigan		√	√	√	√			√					
	Minnesota	√	√	√	√									√
	Ohio	v	√	v	v	√	v		v	v	v		v	√
	Wisconsin	v	√	√	√	√								√
Region VI	Arkansas		√	√	√	√	√							√
	Louisiana		√			√	√							√
	New Mexico		√			√	√	√						
	Oklahoma		√	v	v	√	√							√
	Texas	v	√	v		√		√						√
Region VII	Iowa		√			√	√	√						√
	Kansas		√	√	√	√		√	√					√
	Missouri		v	v		v		v	v					v
	Nebraska		√		v	√								√

APPENDIX B-8 (CONT.)														
ADDRESSING THE NEEDS OF TANF CLIENTS WITH TRANSPORTATION ISSUES														
Region/State		County/Locally Administered	TANF Policies and Services						TANF Collaborations					
			Formal Transportation Policies	Car Expense Allowances	Car Loan/Purchase Program	Public Transit Allowances	Rural Area Issue	Tracking	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region VIII	Colorado	v	√	√	√	√	√		√	v				√
	Montana	v	√	√	√		√	√						√
	North Dakota	v	√			√		√						√
	South Dakota		√	√		√	√							√
	Utah		√	√	√		√							
	Wyoming		√			√								
Region IX	Arizona		√	√	√	√	√	v						√
	California	v	√			√	v	√						√
	Hawaii		√			√								
	Nevada		√	√			√		√				√	
Region X	Alaska		√	√		√	√							√
	Idaho		√	√		√								√
	Oregon		√	√		√								√
	Washington		√	√		√		√	√			√	√	√
Total States		12	53	35	28	41	23	27	21	4	3	6	8	42

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) and inter-agency/organizational collaborations addressing transportation are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if transportation services are provided through an agency/organization other than the State TANF agency and TANF funding is not used nor are collaborations formed with the TANF agency, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of collaborations and services offered.

¹ NJ's IDA program will allow savings to be used for car purchases.

APPENDIX B-9

ADDRESSING THE NEEDS OF TANF CLIENTS WITH CHILD CARE ISSUES

Region/State		County/Locally Administered	TANF Policies and Services							TANF Collaborations					
			Formal Child Care Policies	TANF Transfer to CCDF	Counseling/Referrals on Child Care Choices	Increasing Subsidy/Capacity Levels	Increased Payment Rates for Special Needs*	Funding After-school Programs	Tracking	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region I	Connecticut		v				v	v	v	v			v	v	
	Maine		v	v			v		v						v
	Massachusetts		v	v		v		v	v			v	v		
	New Hampshire		v												
	Rhode Island		v		v	v	v	v	v						v
	Vermont		v	v	v	v				v			v	v	
Region II	New Jersey	v	v	v	v	v	v	v		v					v
	New York	v	v	v	v	v	v	v							
	Puerto Rico		v												
	Virgin Islands		v	v					v						v
Region III	Delaware		v	v	v		v	v	v						v
	District of Columbia		v	v				v		v					
	Maryland		v	v				v	v		v	v	v	v	
	Pennsylvania		v	v			v	v	v				v	v	
	Virginia	v	v	v					v						
	West Virginia		v						v	v					
Region IV	Alabama		v	v	v				v		v	v	v		v
	Florida		v	v				v		v	v	v		v	v
	Georgia		v	v					v						v
	Kentucky		v	v											
	Mississippi		v	v					v						
	North Carolina	v	v	v			v		v						
	South Carolina		v	v	v			v		v			v		
	Tennessee		v	v	v	v			v						v
Region V	Illinois		v	v	v			v	v	v	v			v	
	Indiana		v	v	v						v		v	v	
	Michigan		v	v				v							
	Minnesota	v	v	v		v			v	v	v	v	v	v	v
	Ohio	v	v	v	v			v		v	v	v	v		v
	Wisconsin	v	v	v	v	v		v							v
Region VI	Arkansas		v	v										v	v
	Louisiana		v	v						v					
	New Mexico		v	v	v			v		v				v	
	Oklahoma		v	v			v	v							v
	Texas	v	v	v	v				v						v
Region VII	Iowa		v	v					v						v
	Kansas		v	v	v	v	v	v							v
	Missouri		v	v			v								
	Nebraska		v	v	v		v	v						v	v

APPENDIX B-9 (CONT.)															
ADDRESSING THE NEEDS OF TANF CLIENTS WITH CHILD CARE ISSUES															
Region/State		County/Locally Administered	TANF Policies and Services							TANF Collaborations					
			Formal Child Care Policies	TANF Transfer to CCDF	Counseling/Referrals on Child Care Choices	Increasing Subsidy/Capacity Levels	Increased Payment Rates for Special Needs*	Funding After-school Programs	Tracking	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region VIII	Colorado	v	v	v	v	v	v	v			v	v	v		
	Montana	v	v	v	v						v	v		v	
	North Dakota	v	v	v											
	South Dakota		v	v	v										
	Utah		v		v	v								v	
	Wyoming		v							v					v
Region IX	Arizona		v	v	v			v			v	v	v		v
	California	v	v	v	v	v	v	v				v	v		v
	Hawaii		v	v	v	v		v							v
	Nevada		v		v	v		v	v	v		v	v		
Region X	Alaska		v	v		v	v								
	Idaho		v	v	v									v	
	Oregon		v												v
	Washington		v	v	v	v	v	v	v		v	v	v	v	
Total States		12	53	44	26	16	23	23	21	14	11	12	15	15	23

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) and inter-agency/organizational collaborations addressing child care are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if child care services are provided through an agency/organization other than the State TANF agency and TANF funding is not used nor are collaborations formed with the TANF agency, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of collaborations and services offered.

* Special Needs includes weekends, sick care, and foster care

APPENDIX B-10
ADDRESSING THE NEEDS OF ADULTS AND CHILDREN IN TANF CHILD-ONLY CASES

Region/State	County/Locally Administered	TANF Policies and Services					TANF Collaborations					
		Formal Child-only Policies	Kinship Care Program	Higher Payments to Kinship Caregivers	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other*
Region I	Connecticut	v										
	Maine	v			v							
	Massachusetts	v			v	30						
	New Hampshire	v			v							
	Rhode Island	v	v		v	14	v				v	v
	Vermont	v			v	10						
Region II	New Jersey	v	v ¹	v ¹	v	32	v					
	New York	v			v	25	v	v	v			
	Puerto Rico	v										
	Virgin Islands	v			v							
Region III	Delaware	v			v							
	District of Columbia	v			v	50	v					v
	Maryland	v	v	v	v	35						
	Pennsylvania	v			v	25		v				v
	Virginia	v			v	30						
	West Virginia	v			v	20						
Region IV	Alabama	v	v		v	50						
	Florida	v	v	v	v	23		v		v		
	Georgia	v			v	45						
	Kentucky	v	v		v	41						
	Mississippi	v										
	North Carolina	v			v	50						
	South Carolina	v			v	49						
	Tennessee	v	v	v	v	30						v
Region V	Illinois	v	v		v	30						
	Indiana	v			v	24						v
	Michigan	v	v	v	v							
	Minnesota	v			v	19						
	Ohio	v	v		v		v	v	v	v		v
	Wisconsin	v	v	v	v	60 ²				v		
Region VI	Arkansas	v			v							
	Louisiana	v	v	v	v	35						
	New Mexico				v	6						
	Oklahoma		v		v	40						v
	Texas	v			v	32				v		

APPENDIX B-10 (CONT.) ADDRESSING THE NEEDS OF ADULTS AND CHILDREN IN TANF CHILD-ONLY CASES													
Region/State		County/Locally Administered	TANF Policies and Services					TANF Collaborations					
			Formal Child-only Policies	Kinship Care Program	Higher Payments to Kinship Caregivers	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other*
Region VII	Iowa		v			v	12		v	v	v		
	Kansas		v			v	37						
	Missouri		v	v	v	v	25						
	Nebraska		v			v	30						
Region VIII	Colorado	v	v	v	v	v	40						
	Montana	v	v			v	10						
	North Dakota	v	v			v	27						
	South Dakota		v			v	50						
	Utah		v			v	29						
	Wyoming		v			v							
Region IX	Arizona		v	v		v	42		v	v			v
	California	v	v	v	v	v	31						
	Hawaii		v			v	11						
	Nevada		v	v	v	v							v
Region X	Alaska		v	v		v	18						
	Idaho		v			v	66						
	Oregon		v	v	v	v	35			v			v
	Washington		v			v	28		v	v	v		
Total States		12	53	20	12	50		5	7	6	6	1	10

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) and inter-agency/organizational collaborations addressing the needs of individuals in child-only cases are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if services for child-only cases are provided through an agency/organization other than the State TANF agency and TANF funding is not used nor are collaborations formed with the TANF agency, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of collaborations and services offered.

¹ New Jersey's kinship care program will begin January 1, 2002. The program will offer higher payments to kinship caregivers.

² This percentage may be somewhat inflated due to duplication of cases counted. Some families are receiving both W-2 and Kinship Care cash assistance.

APPENDIX B-11

ADDRESSING THE NEEDS OF TEEN PARENTS

Region/State		County/Locally Administered	TANF Policies and Services								TANF Collaborations					
			Formal Teen Parent Policies	Parenting Skills	Teen Pregnancy Prevention	Education/Stay in School Programs	Teen Employment Programs	Support Services	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region I	Connecticut				v				v	5	v	v		v	v	v
	Maine								v						v	
	Massachusetts		v	v	v	v	v		v			v	v			v
	New Hampshire		v	v				v								v
	Rhode Island		v	v		v		v	v	5.6	v	v				v
Region II	Vermont		v	v	v	v	v	v	v	1	v			v		
	New Jersey	v	v	v	v	v	v	v	v	2.7	v					v
	New York	v	v	v	v	v	v	v	v		v	v	v		v	
	Puerto Rico															
Region III	Virgin Islands		v	v	v				v			v				
	Delaware		v	v	v	v	v	v								v
	District of Columbia		v	v	v	v					v					v
	Maryland	v						v	v						v	
	Pennsylvania		v	v					v	1	v	v		v		v
Region IV	Virginia															
	West Virginia		v	v	v				v		v					v
	Alabama		v	v	v	v	v	v				v			v	v
	Florida		v	v	v	v			v				v	v	v	v
	Georgia		v	v				v								v
	Kentucky		v		v	v		v	v	2.3	v		v			
	Mississippi															
	North Carolina	v							v	2						
Region V	South Carolina		v	v	v	v		v	v							v
	Tennessee		v	v					v			v	v		v	v
	Illinois		v	v	v	v	v	v	v	4.9	v	v	v	v	v	
	Indiana								v	5-6					v	
	Michigan		v	v	v			v	v	.2						
	Minnesota	v	v	v	v			v			v			v	v	
	Ohio	v	v	v	v	v	v	v	v		v	v	v	v		v
Region VI	Wisconsin	v	v	v	v	v	v	v	v						v	
	Arkansas		v			v		v	v							v
	Louisiana		v	v	v	v			v	2.6						v
	New Mexico		v	v	v	v	v			5						
	Oklahoma		v	v	v	v		v		15					v	
Region VII	Texas	v	v	v		v	v	v	v	5.8						
	Iowa				v				v							v
	Kansas	v						v	v	55						v
	Missouri		v			v		v	v		v					v
	Nebraska		v	v	v		v	v			v			v		

APPENDIX B-11 (CONT.)
ADDRESSING THE NEEDS OF TEEN PARENTS

Region/State		County/Locally Administered	TANF Policies and Services								TANF Collaborations					
			Formal Teen Parent Policies	Parenting Skills	Teen Pregnancy Prevention	Education/Stay in School Programs	Teen Employment Programs	Support Services	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region VIII	Colorado	v		v	v	v		v								
	Montana	v	v	v		v	v	v	v	< 1	v	v			v	
	North Dakota	v				v			v							
	South Dakota		v	v				v	v							v
	Utah				v				v	1						v
	Wyoming								v							
Region IX	Arizona		v	v	v	v	v	v	v	< 1						v
	California	v	v	v	v	v	v	v	v	< 2	v	v		v	v	v
	Hawaii					v			v	< 1						v
	Nevada	v	v	v		v			v							v
Region X	Alaska		v	v	v	v		v	v	5	v					v
	Idaho		v	v	v	v						v				
	Oregon		v	v	v	v		v	v	1.5			v			v
	Washington		v	v		v	v	v	v	2-4		v	v	v		v
Total States		12	39	36	30	31	16	30	39		17	14	9	10	14	29

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) and inter-agency/organizational collaborations addressing the needs of teenage parents are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if teen parent services are provided through an agency/organization other than the State TANF agency and TANF funding is not used nor are collaborations formed with the TANF agency, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of collaborations and services offered.

APPENDIX B-12
ADDRESSING THE NEEDS OF NONCUSTODIAL PARENTS

Region/State		County/Locally Administered	TANF Policies and Services							TANF Collaborations					
			Formal NCP Policies	Parenting Skills	Employment & Education	Case Management/ Support Services	Prevent Early/Unplanned Fatherhood	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region I	Connecticut		v	v	v	v		v		v			v		
	Maine		v	v	v	v		v							v
	Massachusetts		v		v	v		v							v
	New Hampshire		v												v
	Rhode Island		v		v			v	¹			v	v		v
	Vermont														
Region II	New Jersey	v													v
	New York	v	v					v		v					v
	Puerto Rico		v					v					v		
	Virgin Islands														v
Region III	Delaware									v					v
	District of Columbia		v		v					v					v
	Maryland	v	v	v	v		v	v		v		v	v		
	Pennsylvania		v		v	v		v		v	v				v
	Virginia				v	v									v
	West Virginia		v ²		v	v									
Region IV	Alabama			v	v	v	v			v				v	v
	Florida		v	v	v	v		v				v	v		v
	Georgia		v										v		v
	Kentucky									v		v	v		v
	Mississippi														
	North Carolina	v	v		v	v		v							
	South Carolina		v		v	v		v							v
	Tennessee		v	v	v	v		v			v			v	v
Region V	Illinois														
	Indiana		v	v	v										v
	Michigan		v		v	v									v
	Minnesota	v													v
	Ohio	v	v	v	v	v	v	v		v	v	v			v
	Wisconsin	v	v	v	v	v		v	³				v	v	v
Region VI	Arkansas														
	Louisiana														v
	New Mexico														
	Oklahoma														
	Texas	v													
Region VII	Iowa			v				v							v
	Kansas							v		v	v				v
	Missouri														
	Nebraska							v							

APPENDIX B-12 (CONT.) ADDRESSING THE NEEDS OF NONCUSTODIAL PARENTS															
Region/State		County/Locally Administered	TANF Policies and Services							TANF Collaborations					
			Formal NCP Policies	Parenting Skills	Employment & Education	Case Management/ Support Services	Prevent Early/Unplanned Fatherhood	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region VIII	Colorado	v	v ⁴	v	v	v									
	Montana	v													
	North Dakota	v													
	South Dakota														
	Utah														
	Wyoming														v
Region IX	Arizona		v	v	v	v	v	v							v
	California	v													v
	Hawaii														v
	Nevada	v	v		v	v				v					
Region X	Alaska														
	Idaho		v		v	v		v	3.6		v				
	Oregon		v	v	v			v			v	v	v		v
	Washington		v		v			v		v	v		v	v	v
Total States		12	26	13	24	18	4	21		12	7	6	10	4	31

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) and inter-agency/organizational collaborations addressing the needs of noncustodial parents are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if services for noncustodial parents are provided through an agency/organization other than the State TANF agency and TANF funding is not used nor are collaborations formed with the TANF agency, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of collaborations and services offered.

¹ Rhode Island can provide services for up to 100 noncustodial parents.

² West Virginia has formed a partnership to fund and support a four-county pilot initiative called Parents Work - Families Win.

³ During the calendar year 2000, Wisconsin served 81 noncustodial parents in their Workforce Attachment and Advancement (WAA) program and 4500 noncustodial parents in their Children First program.

⁴ Colorado is in the process of developing formal policies and procedures for NCPs. Program implementation expected in late 2001.

APPENDIX B-13
ADDRESSING THE NEEDS OF TANF CLIENTS WITH CRIMINAL RECORDS

Region/State	County/Locally Administered	TANF Policies and Services						TANF Collaborations					
		Formal Policy/Program	Opt Out of/Modify Drug Felony Exclusion Provision	Support Services	Employment Services	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region I	Connecticut		v										
	Maine												
	Massachusetts				v	v		v					
	New Hampshire	v	v	v									v
	Rhode Island	v	v	v		v	<1		v	v		v	v
	Vermont		v										
Region II	New Jersey	v	v	v	v ¹	v		v	v	v	v	v	
	New York	v	v	v		v		v	v				
	Puerto Rico												
	Virgin Islands												
Region III	Delaware		v		v								v
	District of Columbia		v										
	Maryland		v			v	<1					v	
	Pennsylvania		v			v			v		v		
	Virginia	v											
	West Virginia												
Region IV	Alabama												
	Florida		v		v					v			
	Georgia												
	Kentucky			v	v								
	Mississippi												
	North Carolina	v	v										
	South Carolina		v					v			v		
	Tennessee												
Region V	Illinois		v										
	Indiana												
	Michigan		v										
	Minnesota	v	v										
	Ohio	v	v	v	v								v
	Wisconsin	v	v										v
Region VI	Arkansas		v										
	Louisiana		v										
	New Mexico			v	v								
	Oklahoma		v		v								v
	Texas	v	v										v
Region VII	Iowa		v		v					v			
	Kansas												
	Missouri												
	Nebraska			v	v				v				v

APPENDIX B-13 (CONT.)													
ADDRESSING THE NEEDS OF TANF CLIENTS WITH CRIMINAL RECORDS													
Region/State	County/Locally Administered	TANF Policies and Services						TANF Collaborations					
		Formal Policy/Program	Opt Out of/Modify Drug Felony Exclusion Provision	Support Services	Employment Services	Tracking	Percentage Identified	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region VIII	Colorado	v	v	v	v		2						
	Montana	v				v							
	North Dakota	v											
	South Dakota												
	Utah		v			v							
	Wyoming		v		v	v		v					
Region IX	Arizona												
	California	v	v				<1						
	Hawaii		v	v									v
	Nevada		v	v	v	v							v
Region X	Alaska												
	Idaho		v	v									
	Oregon		v			v	28						
	Washington		v	v	v	v			v	v	v		
TOTAL STATES		14	28	11	14	12		5	6	5	4	3	10

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) and inter-agency/organizational collaborations addressing the needs of individuals with criminal records are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if services are provided through an agency/organization other than the State TANF agency and TANF funding is not used nor are collaborations formed with the TANF agency, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of collaborations and services offered.

¹ Encourage employers to give individuals with criminal records a chance at employment.

APPENDIX B-14

ADDRESSING THE NEEDS OF TANF CLIENTS APPROACHING THE TIME LIMIT

Region/State		County/Local Administered	TANF Policies and Services													TANF Collaboration					
			Formal Policies	Inform Clients About Months Remaining	Detailed Assessment	Case Management/Home Visits	Case Staffings	Increase Work Engagement Activities	Increase Supportive Services	State Extension	Continue Benefits to Children	Use State MOE to Continue Services	State Time Limit Waiver/Exemption	Tracking	% Approaching Time Limit	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region I	Connecticut		v							v		v		v		v	v		v	v	
	Maine		v							v	v			v							
	Massachusetts		v	v		v		v		v			v	v	25		v	v	v	v	v
	New Hampshire		v														v	v			v
	Rhode Island		v	v						v	v			v							v
	Vermont ¹		v									v	v								
Region II	New Jersey	v	v	v	v	v	v	v	v			v	v	26							v
	New York	v	v	v		v	v		v	v		v	v	18		v	v	v			
	Puerto Rico		v										v			v	v		v		
Region III	Virgin Islands		v										v			v			v		
	Delaware		v	v	v					v			v	v	<1						v
	District of Columbia		v ²							v		v		v							
	Maryland		v	v	v			v	v	v	v	v	v	3			v	v	v	v	
	Pennsylvania		v					v	v				v	10		v	v		v	v	v
	Virginia	v	v							v				v							
	West Virginia		v							v				v							
	Alabama		v		v		v		v					v	30						v
Region IV	Florida		v	v	v			v	v	v			v				v	v	v		v
	Georgia		v							v				v							v
	Kentucky		v	v		v	v		v	v				v	5.4		v	v	v	v	
	Mississippi		v							v				v	3						
	North Carolina	v	v	v						v				v	17			v			
	South Carolina		v	v			v						v	v			v			v	
	Tennessee		v							v				v							
	Illinois		v	v	v	v	v	v						v	1-2				v		
Region V	Indiana		v	v		v				v	v		v	v	75						
	Michigan ¹		v									v		v							
	Minnesota	v	v	v	v	v	v	v	v	v				v			v	v	v		
	Ohio	v	v	v	v	v	v	v	v	v			v	v			v	v	v		v
	Wisconsin	v	v	v	v	v		v	v					v	*						
	Arkansas		v	v		v	v			v				v							v
Region VI	Louisiana		v	v						v											v
	New Mexico		v	v									v	v	8				v		
	Oklahoma		v	v	v	v	v		v	v				v	10						
	Texas	v	v	v	v	v		v	v	v	v		v	v			v		v		

APPENDIX B-14 (CONT.)																				
ADDRESSING THE NEEDS OF TANF CLIENTS APPROACHING THE TIME LIMIT																				
Region/State	County/Local Administered	TANF Policies and Services												TANF Collaboration						
		Formal Policies	Inform Clients About Months Remaining	Detailed Assessment	Case Management/Home Visits	Case Staffings	Increase Work Engagement Activities	Increase Supportive Services	State Extension	Continue Benefits to Children	Use State MOE to Continue Services	State Time Limit Waiver/Exemption	Tracking	% Approaching Time Limit	MOU/MOA	Joint Training	Staff Co-location	Data Sharing	Combined Funding	Other
Region VII	Iowa	v	v	v	v ³	v							v			v	v	v		
	Kansas	v	v	v	v	v							v	5				v		v
	Missouri	v	v	v		v	v		v		v		v	7.9						
	Nebraska	v	v	v	v	v	v		v				v	10			v	v		v
Region VIII	Colorado	v	v		v	v	v	v	v				v	<5	v	v	v		v	
	Montana	v	v	v			v	v					v	2						
	North Dakota	v							v				v					v		v
	South Dakota	v							v				v							
	Utah	v	v		v			v	v				v							
	Wyoming	v							v				v							v
Region IX	Arizona	v	v						v	v		v	v	15						v
	California ⁴	v	v						v	v	v	v	v							v
	Hawaii	v	v						v				v	9						
	Nevada	v	v			v			v				v							v
Region X	Alaska	v	v		v	v		v	v				v	15	v	v		v		v
	Idaho	v	v						v				v	<1						
	Oregon	v							v			v								
	Washington	v	v		v	v	v	v	v				v	8	v	v	v	v	v	v
Total States		12	53	34	16	19	14	17	42	7	8	14	49		12	16	14	18	7	21

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) and inter-agency/organizational collaborations—addressing client who are approaching the state time limit—are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands.

Therefore, if services are provided through an agency/ organization other than the State TANF agency and TANF funding is not used nor are collaborations formed with the TANF agency, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of collaborations and services offered.

The percentages of clients approaching the time limit are not comparable across the States. States have defined what “approaching or nearing the time limit” means to them. For instance, States may define nearing the time limit as one year or three months from the date clients will reach the time limit. Time limit policies vary widely throughout the States. States can set time limits shorter than Federal 60-months and 20 states have done so.

* The percentage identified is one measurement in time and, therefore, will fluctuate over time

¹ Vermont and Michigan do not have State time limits. If assistance is received for more than 60 months and an adult does not qualify for the 20 percent hardship exemption, assistance will be funded with State MOE.

- ² The District of Columbia's current policy is that families where the adult is required to participate in work or self-sufficiency activities and is making good faith effort to comply with this requirement that reach the 60-month time limit will continue to be supported and receive all of the services available to TANF customers.
- ³ In Iowa, case management / home visits are provided to families referred to the Family Development & Self-Sufficiency (FaDSS) program.
- ⁴ California began issuing TANF-funded aid under CalWORKs in December 1996, prior to the implementation of the CalWORKs program on January 1, 1998. Consequently, for many recipients, the state's CalWORKs 60-month time limit will extend beyond the Federal TANF 60-month time limit and State-only funding will be required to provide up to 13 additional months of assistance to those CalWORKs recipients who have reached their federal TANF 60-month time limit.

APPENDIX C

APPENDIX C-1

TANF SERVICES AVAILABLE TO FAMILIES LEAVING TANF FOR EMPLOYMENT

Region/State	County/Locally Administered	Employment Supports/Financial Incentives	Child Care Assistance	Transportation Assistance	Educational Assistance	Housing Assistance	Domestic Violence Services	Substance Abuse/Mental Health Services	Expanding/Improving Access to Food Stamps	Expanding/Improving Access to Medicaid
Region I	Connecticut		v	v			v		v	v
	Maine		v	v					v	v
	Massachusetts		v	v	v		v		v	v
	New Hampshire		v	v					v	v
	Rhode Island		v	v	v		v	v	v	v
	Vermont		v	v	v				v	v
Region II	New Jersey	v	v	v	v	v		v	v	v
	New York	v	v	v	v	v	v	v	v	v
	Puerto Rico		v	v		v	v		v	v
	Virgin Islands		v	v	v	v			v	v
Region III	Delaware		v	v	v		v	v	v	v
	District of Columbia		v	v		v			v	v
	Maryland		v	v	v		v	v	v	v
	Pennsylvania		v	v	v	v	v	v	v	v
	Virginia	v	v	v	v				v	v
	West Virginia		v	v	v	v	v	v	v	v
Region IV	Alabama		v	v	v		v	v	v	v
	Florida		v	v	v	v	v	v	v	v
	Georgia		v	v	v	v	v	v	v	v
	Kentucky		v	v	v	v	v	v		
	Mississippi		v	v	v					v
	North Carolina	v		v						
	South Carolina		v	v	v	v			v	v
	Tennessee			v	v		v	v		v
Region V	Illinois		v	v	v		v	v	v	v
	Indiana		v	v					v	v
	Michigan		v	v	v	v	v		v	v
	Minnesota	v	v	v					v	v
	Ohio	v	v	v	v	v	v	v	v	v
	Wisconsin	v	v	v	v	v	v	v	v	v
Region VI	Arkansas		v	v	v	v			v	v
	Louisiana		v	v	v	v			v	v
	New Mexico		v	v	v				v	v
	Oklahoma		v	v	v	v		v		v
	Texas	v	v	v	v	v	v	v		v

APPENDIX C-1 (CONT.)											
TANF SERVICES AVAILABLE TO FAMILIES LEAVING TANF FOR EMPLOYMENT											
Region/State		County/Locally Administered	Employment Supports/Financial Incentives	Child Care Assistance	Transportation Assistance	Educational Assistance	Housing Assistance	Domestic Violence Services	Substance Abuse/Mental Health Services	Expanding/Improving Access to Food Stamps	Expanding/Improving Access to Medicaid
Region VII	Iowa			v	v					v	v
	Kansas		v	v	v	v		v	v	v	v
	Missouri		v	v	v					v	v
	Nebraska		v	v	v	v	v	v	v		
Region VIII	Colorado	v	v	v	v	v	v	v	v		
	Montana	v	v	v	v		v	v	v	v	v
	North Dakota	v		v	v					v	v
	South Dakota		v	v	v	v	v	v	v	v	v
	Utah		v	v		v	v			v	v
	Wyoming		v	v						v	v
Region IX	Arizona		v	v	v	v		v	v	v	v
	California	v	v	v	v	v	v	v	v	v	v
	Hawaii			v						v	v
	Nevada		v	v	v	v	v	v	v	v	v
Region X	Alaska		v	v	v	v	v	v	v	v	v
	Idaho		v	v	v	v				v	v
	Oregon		v	v	v	v	v	v	v	v	v
	Washington		v	v	v	v		v	v	v	v
TOTAL STATES		12	46	53	44	27	25	29	28	45	49

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) addressing the needs of individuals leaving TANF for employment are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if TANF leavers policies and services are provided through an agency/organization other than the State TANF agency and TANF funding is not used, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of services offered.

APPENDIX C-2

TANF SERVICES AVAILABLE TO INDIVIDUALS WHO ARE SANCTIONED OFF OF TANF

Region/State		County/Locally Administered	Employment Supports/Financial Incentives	Child Care Assistance	Transportation Assistance	Educational Assistance	Housing Assistance	Domestic Violence Services	Substance Abuse/Mental Health Services	Expanding/Improving Access to Food Stamps	Expanding/Improving Access to Medicaid
Region I	Connecticut						v			v	v
	Maine										
	Massachusetts		v	v	v	v		v		v	v
	New Hampshire									v	v
	Rhode Island										
	Vermont ¹										
Region II	New Jersey	v	v	v	v			v		v	v
	New York	v	v	v	v	v		v	v		
	Puerto Rico										
	Virgin Islands			v			v			v	
Region III	Delaware			v				v	v	v	v
	District of Columbia									v	v
	Maryland									v	v
	Pennsylvania										
	Virginia	v	v	v	v					v	v
	West Virginia		v	v	v	v	v	v	v	v	v
Region IV	Alabama		v	v	v			v	v		
	Florida		v						v	v	v
	Georgia						v	v	v	v	v
	Kentucky			v ²				v	v		
	Mississippi										
	North Carolina	v									
	South Carolina									v	v
	Tennessee			v	v			v	v		v
Region V	Illinois		v	v				v	v	v	v
	Indiana		v	v	v	v		v	v	v	v
	Michigan										
	Minnesota	v	v							v	v
	Ohio	v	v	v	v	v	v	v	v		
	Wisconsin	v	v	v	v	v	v	v	v	v	v
Region VI	Arkansas										
	Louisiana										
	New Mexico									v	v
	Oklahoma		v	v	v					v	v
	Texas	v	v	v	v	v		v	v		
Region VII	Iowa									v	v
	Kansas		v	v				v		v	v
	Missouri		v	v						v	v
	Nebraska		v	v	v	v		v	v		

APPENDIX C-2 (CONT.)											
TANF SERVICES AVAILABLE TO INDIVIDUALS WHO ARE SANCTIONED OFF OF TANF											
Region/State		County/Locally Administered	Employment Supports/Financial Incentives	Child Care Assistance	Transportation Assistance	Educational Assistance	Housing Assistance	Domestic Violence Services	Substance Abuse/Mental Health Services	Expanding/Improving Access to Food Stamps	Expanding/Improving Access to Medicaid
Region VIII	Colorado	v									
	Montana	v		v			v	v	v	v	v
	North Dakota	v		v						v	v
	South Dakota										
	Utah		v	v		v	v			v	v
	Wyoming		v	v						v	v
Region IX	Arizona		v	v	v			v	v	v	v
	California	v		v							
	Hawaii			v						v	v
	Nevada		v			v	v	v	v	v	v
Region X	Alaska										
	Idaho		v	v	v	v				v	v
	Oregon		v	v				v	v	v	v
	Washington					v				v	v
Total States		21	23	28	15	12	9	20	18	32	32

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) addressing the needs of individuals leaving TANF due to sanctioning are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if TANF leavers policies and services are provided through an agency/organization other than the State TANF agency and TANF funding is not used, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of services offered.

¹ There is no full family sanction for noncompliance with work requirements in Vermont. In addition to a fiscal sanction, the noncompliant adult must meet monthly with her or her case manager. If the adult does not comply with this requirement and does not demonstrate extraordinary circumstances to justify such noncompliance, then the assistance grant would be terminated.

² Kentucky reported that sanctioning neither makes clients eligible or ineligible to receive services. Instead, it depends on the child care criteria.

APPENDIX C-3

TANF SERVICES AVAILABLE TO INDIVIDUALS WHO REACH THE TANF TIME LIMIT

	Region/State	County/Locally Administered	Employment Supports	Child Care Assistance	Transportation Assistance	Educational Assistance	Housing Assistance	Domestic Violence Services	Substance Abuse/Mental Health Services	Expanding/Improving Access to Food Stamps	Expanding/Improving Access to Medicaid
Region I	Connecticut		v	v						v	v
	Maine										
	Massachusetts		v	v	v	v	v	v	v	v	v
	New Hampshire			v						v	v
	Rhode Island										
	Vermont ¹										
Region II	New Jersey	v									
	New York	v	v	v	v	v	v	v	v	v	v
	Puerto Rico										
	Virgin Islands						v				v
Region III	Delaware			v				v	v	v	v
	District of Columbia										
	Maryland		v	v						v	v
	Pennsylvania										
	Virginia	v	v	v	v					v	
	West Virginia										
Region IV	Alabama		v	v	v			v	v	v	v
	Florida							v	v	v	v
	Georgia			v			v	v	v	v	v
	Kentucky			v ²							
	Mississippi										
	North Carolina	v									
	South Carolina									v	v
	Tennessee			v	v			v	v		v
Region V	Illinois		v	v				v	v	v	v
	Indiana		v	v						v	v
	Michigan ¹										
	Minnesota	v	v		v	v	v			v	v
	Ohio	v	v	v	v	v	v	v	v	v	v
	Wisconsin	v	v	v	v	v	v	v	v	v	v
Region VI	Arkansas		v	v	v					v	v
	Louisiana										
	New Mexico		v	v	v	v				v	v
	Oklahoma		v								
	Texas	v	v	v	v	v		v	v		
Region VII	Iowa			v						v	v
	Kansas			v						v	v
	Missouri			v						v	v
	Nebraska		v	v	v	v	v	v	v		

APPENDIX C-3 (CONT.)											
TANF SERVICES AVAILABLE TO INDIVIDUALS WHO REACH THE TANF TIME LIMIT											
Region/State		County/Locally Administered	Employment Supports	Child Care Assistance	Transportation Assistance	Educational Assistance	Housing Assistance	Domestic Violence Services	Substance Abuse/Mental Health Services	Expanding/Improving Access to Food Stamps	Expanding/Improving Access to Medicaid
Region VIII	Colorado	v	v	v	v	v	v	v	v		
	Montana	v		v			v	v	v	v	v
	North Dakota	v									
	South Dakota										
	Utah		v	v		v	v			v	v
	Wyoming		v	v						v	v
Region IX	Arizona		v	v	v	v	v	v	v	v	v
	California ³	v	v	v	v						
	Hawaii			v							
	Nevada		v	v		v	v	v	v	v	v
Region X	Alaska										
	Idaho		v	v	v	v				v	v
	Oregon										
	Washington		v	v	v	v		v	v	v	v
Total States		12	24	32	17	14	13	17	17	28	29

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) addressing the needs of individuals leaving TANF due to reaching the time limit are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if TANF leavers policies and services are provided through an agency/organization other than the State TANF agency and TANF funding is not used, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of services offered.

- 1 Vermont and Michigan do not have State time limits. If assistance is received for more than 60 months and the adult does not qualify for the 20% hardship exemption, assistance will continued and funded with State MOE funds.
- 2 The 60-month time limit neither makes clients in Kentucky eligible or ineligible for child care benefits; based on State child care criteria.
- 3 California began issuing TANF-funded aid under CalWORKs in December 1996, prior to the implementation of the CalWORKs program on January 1, 1998. Consequently, for many recipients, the state's CalWORKs 60-month time limit will extend beyond the Federal TANF 60-month time limit and State-only funding will be required to provide up to 13 additional months of assistance to those CalWORKs recipients who have reached their federal TANF 60-month time limit.

APPENDIX C-4
TANF SERVICES AVAILABLE TO TANF-ELIGIBLE INDIVIDUALS
RECEIVING DIVERSION SERVICES

Region/State		County/Locally Administered	Employment Supports	Child Care Assistance	Transportation Assistance	Educational Assistance	Housing Assistance	Domestic Violence Services	Substance Abuse/ Mental Health Services	Expanding/Improving Access to Food Stamps	Expanding/Improving Access to Medicaid
Region I	Connecticut		v	v	v						
	Maine									v	v
	Massachusetts										
	New Hampshire ¹									v	v
	Rhode Island										
	Vermont ¹										
Region II	New Jersey	v	v	v	v			v		v	v
	New York	v	v	v	v	v	v	v	v	v	v
	Puerto Rico										
	Virgin Islands										
Region III	Delaware			v				v		v	v
	District of Columbia									v	v
	Maryland		v	v				v	v		v
Region IV	Pennsylvania										
	Virginia	v	v	v						v	
	West Virginia										
Region V	Alabama		v	v	v			v	v		
	Florida		v	v	v	v	v	v	v	v	v
	Georgia		v	v	v	v	v	v	v	v	v
	Kentucky		v	v	v		v	v	v		
	Mississippi										
	North Carolina ²	v									
	South Carolina										
	Tennessee										
Region VI	Illinois ³		v	v	v			v	v	v	v
	Indiana										
	Michigan										
	Minnesota	v	v	v	v		v	v		v	v
	Ohio ²	v	v	v	v	v	v	v	v	v	v
	Wisconsin ⁴	v	v	v	v	v	v	v	v	v	v
Region VII	Arkansas		v	v	v					v	v
	Louisiana										
	New Mexico		v	v	v					v	v
	Oklahoma		v						v		
	Texas	v	v	v	v	v					
Region VIII	Iowa		v	v	v					v	v
	Kansas		v	v	v			v		v	v
	Missouri										
	Nebraska			v							

APPENDIX C-4 (CONT.)
TANF SERVICES AVAILABLE TO TANF-ELIGIBLE INDIVIDUALS
RECEIVING DIVERSION SERVICES

Region/State		County/Locally Administered	Employment Supports	Child Care Assistance	Transportation Assistance	Educational Assistance	Housing Assistance	Domestic Violence Services	Substance Abuse/ Mental Health Services	Expanding/Improving Access to Food Stamps	Expanding/Improving Access to Medicaid
Region VIII	Colorado	v	v	v	v	v	v	v	v		
	Montana	v	v	v	v		v	v	v	v	v
	North Dakota	v									
	South Dakota		v	v	v	v	v	v	v	v	v
	Utah		v	v		v	v			v	v
	Wyoming										
Region IX	Arizona		v	v	v			v	v	v	v
	California	v	v	v	v		v	v	v	v	v
	Hawaii										
	Nevada		v	v	v	v	v	v	v	v	v
Region X	Alaska		v	v	v		v			v	v
	Idaho		v	v	v	v				v	v
	Oregon		v	v	v	v	v	v	v	v	v
	Washington		v	v	v	v		v	v	v	v
Total States		12	30	31	26	13	15	21	18	27	27

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) addressing the needs of TANF-eligible individuals—who choose diversion services rather than applying for TANF—are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if diversion policies and services are provided through an agency/organization other than the State TANF agency and TANF funding is not used, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of services offered.

¹ Vermont, Michigan, and New Hampshire do not provide diversion services. List all programs who do not provide diversion services.

² Services available depend on the discretion of the counties.

³ Illinois does not have a diversion program. Instead, it implemented the Front Door Program in December of 1998. Each local office throughout the State contracts with existing community partner to provide funds to pay for needed services to provide applicants an alternative to receiving TANF assistance (no admin expenses to contractors). Each office determines the amount of assistance provided, types of uses, and frequency. The objective is to provide services to TANF applicants so that they can enter/retain employment and not need cash assistance. Contractors use existing supportive services guidelines to determine what they can and can not pay for with TANF funds. Two rounds of funding have been provided to Front Door Contractors totaling just over \$800,000. In period of January 1999 to January 2000, 1,940 applicants were provided with Front door services. These applicants received 2624 services with total payments of \$356,035.

⁴ Wisconsin does not have a formal diversion program. Instead, Wisconsin uses Job Access Loans, which are short-term, no interest loans (max credit line of \$1600, based on need) designed to assist eligible individuals to meet emergency needs that support obtaining or maintaining employment. Job Access Loan monthly repayments can be made in two ways—in cash or combination of cash and volunteer community service.

APPENDIX C-5
TANF SERVICES AVAILABLE TO LOW-INCOME WORKING FAMILIES
(REGARDLESS OF PREVIOUS WELFARE RECEIPT)

Region/State		County/Locally Administered	Employment Supports	Child Care Assistance	Transportation Assistance	Educational Assistance	Housing Assistance	Domestic Violence Services	Substance Abuse/Mental Health Services	Expanding/Improving Access to Food Stamps	Expanding/Improving Access to Medicaid
Region I	Connecticut										
	Maine									v	v
	Massachusetts			v				v			
	New Hampshire			v						v	v
	Rhode Island		v	v	v			v	v	v	v
	Vermont		v	v		v				v	v
Region II	New Jersey	v	v	v	v	v	v	v	v	v	v
	New York	v	v	v	v	v	v	v	v	v	v
	Puerto Rico			v			v			v	v
	Virgin Islands			v	v		v				v
Region III	Delaware		v	v	v			v	v	v	v
	District of Columbia			v		v				v	v
	Maryland		v	v	v			v	v	v	v
	Pennsylvania		v	v	v	v	v	v	v	v	v
	Virginia	v	v	v		v	v			v	
	West Virginia		v	v	v	v	v	v	v	v	v
Region IV	Alabama							v			
	Florida		v	v			v	v	v	v	v
	Georgia		v	v	v	v	v	v	v	v	v
	Kentucky			v			v				
	Mississippi		v	v	v						v
	North Carolina	v									
	South Carolina									v	v
	Tennessee			v				v	v		v
Region V	Illinois		v	v				v	v	v	v
	Indiana		v	v						v	v
	Michigan		v	v	v	v	v	v		v	v
	Minnesota	v	v	v			v			v	v
	Ohio	v	v	v	v	v	v	v	v	v	v
	Wisconsin	v	v	v	v	v	v	v	v	v	v
Region VI	Arkansas		v	v	v					v	v
	Louisiana			v							
	New Mexico		v	v	v	v				v	v
	Oklahoma										
	Texas	v									

APPENDIX C-5 (CONT.) TANF SERVICES AVAILABLE TO LOW-INCOME WORKING FAMILIES (REGARDLESS OF PREVIOUS WELFARE RECEIPT)											
Region/State		County/Locally Administered	Employment Supports	Child Care Assistance	Transportation Assistance	Educational Assistance	Housing Assistance	Domestic Violence Services	Substance Abuse/Mental Health Services	Expanding/Improving Access to Food Stamps	Expanding/Improving Access to Medicaid
Region VII	Iowa		v	v						v	v
	Kansas		v	v	v			v		v	v
	Missouri			v						v	v
	Nebraska			v							
Region VIII	Colorado	v	v	v	v	v	v	v	v		
	Montana	v		v			v	v	v	v	v
	North Dakota	v		v						v	v
	South Dakota										
	Utah		v	v		v	v			v	v
	Wyoming		v	v						v	v
Region IX	Arizona		v	v	v	v	v	v	v	v	v
	California ¹	v		v							
	Hawaii			v						v	v
	Nevada		v	v	v	v	v	v	v	v	v
Region X	Alaska			v	v					v	v
	Idaho		v	v	v	v				v	v
	Oregon		v	v	v	v		v	v	v	v
	Washington			v		v				v	v
Total States		12	28	45	22	19	19	22	18	38	40

The above table shows whether or not TANF policies and services (funded at least partially with Federal TANF or State MOE dollars) addressing the needs of low-income working families—regardless of previous welfare receipt—are in place within the 50 States, District of Columbia, Puerto Rico and the U.S. Virgin Islands. Therefore, if policies and services for low-income working families are provided through an agency/organization other than the State TANF agency and TANF funding is not used, the corresponding space in the table will be left blank. The table does not provide information on the level or degree of services offered.

¹ Counties earn performance incentive funds based on the number of individuals who leave aid due to employment or remain on aid but have reduced grants due to employment. Providing diversion services are also a means of earning performance incentives. Counties can use the performance incentive funds earned to provide additional services to CalWORKs families. In addition, counties can spend up to 25 percent of their incentive funds on needy families. In California, needy families can have earnings income up to 200 percent of the federal poverty level.

