

Temporary Assistance for Needy Families

Non-Assistance Program Overview

PROMOTING THE VALUES OF WORK, RESPONSIBILITY AND FAMILY

Introduction

The Temporary Assistance for Needy Families (TANF) program gives States broad flexibility to make program and funding decisions that they believe will best support the goals of the program and their individual circumstances. Federal TANF grant dollars are a source of funds that can be used creatively to meet the overall TANF goals of supporting work and the efforts of low-income working families, promoting marriage, and reducing and preventing out-of-wedlock childbearing. In support of these goals, funds may be used to fill gaps in the service delivery system, integrate program services, and supplement or enhance the services available through other programs.

States may use Federal TANF and State MOE funds in accordance with these principles for a variety of eligible activities.

The four purposes are:

- 1) To provide assistance to needy families so that children may be cared for in their own homes or in the homes of relatives;** Spending to achieve this purpose covers only **needy families** so children may live with their parents or other relatives. It does not cover children living with non-relatives. A needy family is one that meets the income and/or resource standards established by the State in its TANF plan.
- 2) To end the dependence of needy parents on government benefits by promoting job preparation, work, and marriage;** under this purpose, Montana can help any **needy parent**, including a noncustodial parent or a working parent, by providing employment, job preparation, or training services. Examples of potential services include job or career advancement activities, marriage counseling, refundable earned income tax credits, child care services, and employment services designed to increase the noncustodial parent's ability to pay child support. Activities that promote any one of the three objectives – job preparation, work, and marriage -would be consistent with this purpose. Like a **needy family**, a **needy parent** must meet the income and/or resource standards.

- 3) **To prevent and reduce the incidence of out-of-wedlock pregnancies and establish annual numerical goals for preventing and reducing the incidence of these pregnancies;** neither this purpose nor the following purpose (related to family formation) is limited to needy families or individuals. Thus, Montana may use Federal TANF funds, but not MOE funds, to serve non-needy families or individuals for either of these two purposes. However, the State must establish objective criteria for the delivery of services to the non-needy.
- 4) **To encourage the formation and maintenance of two-parent families.** A significant share of TANF cash assistance families in Montana are unmarried mothers who live with their children apart from the children's fathers. Many of these fathers are involved in the lives of their children and provide some financial support, but would like to do much more. Historically, however, the fathers have found limited employment opportunities, and welfare rules have worked to discourage family formation and fuller involvement of these fathers in the lives of their children. This fourth TANF purpose offers the opportunity to address these issues.



The following is an overview of the non-assistance programs the department currently offers to TANF eligible individuals.

Family Economic Security (FES) – TANF Financial Literacy

Montana implemented the TANF Family Economic Security Program (FES) in August 1, 2006 as a pilot program and transitioned into a full-fledged program in July 2010. The current program, Funded through SFY 2015 is designed to improve family economic security by providing services to improve financial literacy and assist in building personal assets for families.

The Family Economic Security (FES) – TANF Financial Literacy Program is designed to stabilize families through the development of personal, social and financial assets. The FES – TANF Financial Literacy Program also recognizes that strong families contribute to strong communities and an equally strong economy. This program brings together collaborative community groups to assist Montana families, businesses and consumers in the development of a strong economy through the economic security of families. The State Fiscal Year (SFY) **2013** program consisted of three modules:

1. A curriculum to increase the participant's financial literacy knowledge including credit options, tax incentives or options, savings benefits and lending issues. This module is required for all FES programs.
2. A comprehensive financial asset development strategy which may include options such as Individual Development Accounts (IDA's), Matched Savings Accounts, or home ownership;
3. Education or training in a high demand field leading to employment with an increased wage through college, employment or other specialized training.

Through this program, services are provided to adults over the age of 18 who are not receiving TANF cash assistance and whose household gross income is at or below 185% of the FPL or anyone age 16-18

or up to 19 if still in high school (receiving TANF or not) whose household gross income is at or below 185% of the FPL.

As of January 1, 2014, the program contains only module one and two listed above and is under the umbrella of TANF Family Economic Security. Module three is offered under the FES TANF Employment Services program.

There are two contractors providing the program in all 56 counties, which includes all 7 reservation areas. Services offered by the two contractors vary and include youth and adult programs. Intensive case management services are available through the programs, monitoring participants as they proceed with their family economic security plan.

Family Economic Security	8/1/06-6/30/08	2009	2010	2011	2012	2013	Average
Total Enrolled	377	305	421	399	345	375	370
# of Adults	220	N/A	369	369	320	347	325
# of Youth 16-19 years	71	N/A	52	32	26	28	42
Involved in Financial Literacy	377	241	403	397	344	371	356
Completed Financial Literacy	N/A	N/A	366	354	325	354	350
Involved in Matched Savings	142-IDA's	64-IDA'S	154	168	164	180	167
Completed Matched Savings	N/A	N/A	126	119	154	147	137
Involved in Vocational Training	203	133	318	307	277	298	256
Completed Vocational Training	146	N/A	222	213	180	159	184
Received Certificate or GED/diploma	N/A	100	189	31	161	101	116
Obtained Employment after completion of training or education	87	N/A	187	90	85	94	109
Average Wage	N/A	N/A	N/A	\$11.53	\$13.22	\$8.51	\$11.09
Obtained Employment with health benefits	110	28	N/A	35	108	76	71
Employed at time of enrollment	142	N/A	N/A	192	192	224	188
# of employed that saw an increase wage	185	66	N/A	28	27	57	73
Average wage at time of enrollment	N/A	N/A	N/A	\$9.40	\$12.74	\$7.89	10
Average wage after completion	N/A	N/A	N/A	\$11.19	\$13.22	\$10.83	\$11.75
Retained employment after completion	291	N/A	N/A	271	248	289	275
Average wage after completion	N/A	N/A	N/A	\$10.02	\$12.49	\$7.13	\$9.88

A financial literacy curriculum is mandatory in all programs. Financial asset development programs include Individual Development Accounts (IDA), matched savings programs with a maximum match rate of 3:1 and other "savings" oriented programs designed to assist families in saving for tomorrow.

Statistics for the SFY 2013 program show 375 enrolled participants in the FES program with 371 involved in financial literacy during the period with 354 completing their financial literacy program during this time. 298 were involved in a vocational training or education; 159 of the 298 completed their training or education with 101 of the 159 receiving a certificate of credential.

94 participants were able to obtain employment while enrolled or following the completion of their training or education with an average wage of \$8.51. 224 participants were employed at the time of enrollment in the program.



The average wage of those employed was \$7.89 with 57 out of the 224 seeing an increase in wages. The average increase of wages after completion was \$2.94 per hour. 180 were involved in a matched savings program and 147 completed the program. SFY 13 funding was approved by the legislature for \$2,000,000 federal funding with actual expenditures of \$1,534,578.30 in SFY 13. SFY 13 average cost of \$4092.21 for each participant enrolled in the program.

Family Economic Security (FES) – TANF Employment Services

October 1, 2011 Montana combined the AESP and SEP programs to become the TANF Employment Service Program. The current program, through State Fiscal Year (SFY) 2015 is designed to assist the participant in finding and retaining full-time employment that is sustainable and meets the needs of the family. The program provides subsidized employment up to 700 hours per participant that provides on-the-job training to under skilled or unskilled worker and specialized training that may include training for Home Health Aides, Personal Care Aides, Nursing Aides, clinical medical assistant, Certified Nursing Assistance, CDL training, flagger training, pharmacy technicians, or other in-demand, higher wage professions.

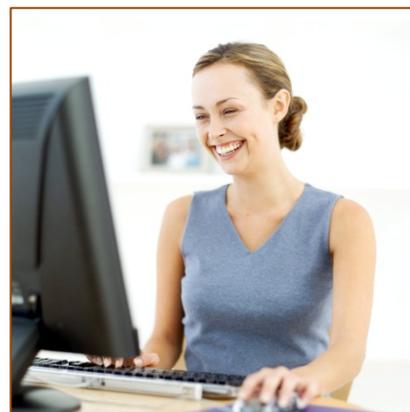
The **SFY 2013** program had two (2) “modules” within the program, an Accelerated Employment Services Program (AESP) and a Subsidized Employment Program (SEP).

AESP: In this module, a stipend is provided to an employer to compensate for training costs of an unskilled or under skilled worker who is hired as a permanent employee. Eligible employers include private sector for-profit businesses, non-profit organizations and public sector organizations such as local, county, state or federal agencies. Participants can receive up to 700 hours of subsidized employment.

Services through this program can be provided to adults who meet the following criteria:

- Must be receiving TANF Cash at the time they enter the program;
- Do not already possess the skills necessary to perform the job;
- Have resolved employment barriers e.g., transportation and child care;
- Have demonstrated full participation with allowable work activities;
- Are not able to secure the employment without training assistance

SEP: In this module, work subsidy funds are provided to an employer to provide employment experience (customized training) to participants. Participants in this module are not required to be hired as permanent employee. Eligible employers include private sector for-profit businesses, non-profit organizations and public sector organizations such as local, county, state or federal agencies. State government is not an allowable employer in the SEP module. Through this program, up to 700 hours of subsidized employment can be provided to adults who meet the following criteria:



- Household income at or below 200% of the Federal Poverty Level for 2011;
- Complete an SEP application attesting to their eligibility (application provided by Department);
- Do not already possess the skills necessary to perform the job;
- Have resolved any employment barriers e.g., transportation and child care;
- Have demonstrated full participation with allowable work activities;
- Are not able to secure the employment without training assistance, and

As of January 1, 2014, the TANF employment services program added the Specialized Training Program (STP). The STP was added to provide opportunity for participants to receive education or training in a high demand field leading to employment with an increased wage through short term training or other specialized training. Services in the STP are provided to adults over the age of 18 or anyone age 16-18 or up to 19 if still in high school (receiving TANF or not) whose household gross income is at or below 185% of the FPL. There are three contractors providing STP services in all 56 counties, which include all 7 reservations areas for SFY 14-15.

TANF Employment Services	SFY 2010	SFY 2011	SFY 2012	SFY 2013	Average
Total Enrolled	44	96	119	166	106
Enrolled in Accelerated Employment Services Program	NA	0	2	0	0
Enrolled in Subsidized Employment Program	44	96	117	166	106
Average rate of Pay	\$11.16	\$10.05	\$10.00	\$9.90	10
Average Hours worked		35	34	36	35
Employers					
Private For Profit	--	52	69	85	69
Public	--	16	20	36	24
Private Non profit	--	28	30	45	34

In SFY 2013, 166 participants were enrolled in the TANF Employment Services program. All participants chose to enroll in the Subsidized Employment Program. The average rate of pay was \$9.90, and average hours worked was 36.06 hours per week. Placements were at the following types of employers: 85 in Private for Profit, 45 in Private Non-Profit and 36 in Public. The SFY 13 funding was approved by the legislature for \$1,021,088 in federal funding with actual expenditures of \$892,192.68. SFY 13 average cost of \$5,374.65 for each participant enrolled in the program.

TANF Adult Basic Education

The Adult Basic Education TANF funding was approved in House Bill 2 in the 2011 Legislature. Funding is to supplement Adult Basic Education programs that have limited funding over the summer break. Funding allows Adult Basic Education programs to offer a regular schedule of classes during the summer months of June, July and August.



The Adult Basic Education program (ABE) provides funding to appropriate programs that offer adult basic education programs for eligible individuals working to improve their educational skills, obtain a high school diploma, or obtain general educational development (GED) certification. Priority for funding is given to adult basic education and programs or entities offering instruction and assistance during the months of June, July and August.

Contractors for the ABE program offer; Adult Basic Education, GED/Hi SET classes, Family Literacy or Distance Learning and are a recipient of the Adult Education and Family Literacy Act (AEFLA) grant funds in Montana. The program completed the Request for Proposal process for 2014-2015. Contracts were issued from \$13,366 to \$53,481 to eight contractors. Two contractors withdrew from the funding and those funds were equally redistributed in January 2014 to the remaining six contractors. The legislature has approved \$100,000 each State Fiscal year for SFY 2012 to SFY 2015.

To be eligible for Adult Basic Education, participants must be:

- An adult (over the age of 18) with a minor child (related within the 5th degree of kinship) living in my household OR must be a minor child aged 16 – 17 years of age, not currently enrolled in high school.
- A resident of the State of Montana.
- A legal citizen of the United States of America.
- Not be receiving Supplemental Security Income (SSI).
- Not currently sanctioned from the receipt of TANF cash assistance.
- Have household income at or below 200% of the Federal Poverty Level (FPL).
- Complete and sign the TANF Education Support Program attesting to their eligibility for the program.

Adult Basic Education Outcomes for Participants			
	<u>2012</u>	<u>2013</u>	<u>Average</u>
Total Enrolled	102	218	160
Number of Adults enrolled	79	184	132
Number of Youth ages 16-17 years	23	34	29
Involved in Adult Basic Education Program	48	53	51
Involved in a GED Program	54	150	102
Completed GED Program	5	13	9
Obtained a GED/High School Diploma	23	60	42
Gained Employment	3	28	16
continued GED studies	0	10	5
Continued ABE Studies	6	47	27

In SFY 2014 there are six contractors that provide services in three of the largest cities, Missoula, Billings and Bozeman along with several rural counties and the Flathead Reservation.

SFY 2013 saw a 113% increase in enrollment over SFY 2012.

In **SFY 2013**, 150

participants were involved in a GED program; 60 of the 150 obtained a GED (39%) and 13 completed the GED program (9%). 68 were involved in an ABE program; 28 of the 68 completed an ABE program (41%). Out of a 218 participants enrolled in ABE, 31 gained employment, 10 continued GED studies and 47 continued ABE classes.

In the first six months of SFY 14 (7/1/14 – 12/31/13) 114 participants were involved in a GED program; 34 of the 114 obtained a GED (30%) and 10 completed the GED program (9%). 39 were involved in an

ABE program; 6 of the 39 completed an ABE program (15%). Out of a 155 enrolled, 12 gained employment, 51 continued GED studies and 49 continued ABE classes and one (1) is no longer homeless. SFY 13 funding was approved by the legislature for \$100,000 in federal funding with actual expenditures of \$87,384.35. SFY 13 average cost of \$400.86 for each participant enrolled in the program. The legislature increased funding \$200,000 each SFY for 2013 and 2014.

TANF Second Chance Homes

TANF Second Chance Homes funding was originally approved in the 2009 Legislative Session to support residential services to high-risk teen parents. The purpose of the funding is to: 1) ensure that these facilities provide the opportunity for 26 young mothers to be successful in the face of rapidly increasing costs; 2) provide stable funding to teen parents in the event that the US Housing and Urban Development (HUD) funding targeted to homeless teen parent populations is discontinued; and 3) provide three regional programs that can provide information and expertise to communities in support of teen parents.

The objectives of this program are to promote family stabilization by assisting needy families so that children may be cared for in their own homes and to assist in the prevention and reduction of out-of-wedlock pregnancies. TANF Second Chance Homes provide pregnant or parenting mothers and their

Performance Measure Info:	SFY 2009	SFY 2010	SFY 2011	SFY 2012	SFY 2013	5 year total unduplicated clients served	5 Year average of unduplicated clients
Total	34	41	41	43	48	207	41.4
Under 15	7	1	0	0	0	8	1.6
16-18	11	20	19	12	21	83	16.6
19-21	16	20	22	31	27	116	23.2

babies individualized attention in an environment that is safe, supportive, and supervised, providing access to child care, education, job training, counseling, parenting instruction and other skills that promote long term economic independence.

Funding was approved in the 2013 State Legislature for SFY 14 and 15 for \$300,000 each year.

SFY 13 funding was approved by the legislature for \$300,000 in federal funding with actual expenditures of \$266,288.51. SFY 13 average cost is \$5547.68 for each participant enrolled in the program.



Big Brothers Big Sisters

Big Brothers Big Sisters matches at risk children in one-to-one mentoring relationships with volunteers. The Big Brothers Big Sisters programs help children reach their potential through professionally supported, one-to-one relationships with a mentor, which leads to a clearly measurable positive impact on youth. Funding is intended to serve TANF purpose 3, to prevent and reduce the incidence of out-of-wedlock pregnancies through mentoring services provided to at-risk youth. Funding was approved in the 2013 Montana Legislative session, House Bill 2, for \$350,000 per year. Statistics are not yet available.

Court Appointed Special Advocate (CASA)

Court Appointed Special Advocate (CASA) program supports trained community volunteers that advocate in court for abused and neglected children so they can thrive in safe, permanent homes following TANF purpose 2, so that children may be cared for in their own homes or in the homes of relatives. Funding was approved in the 2013 Montana Legislative session for \$150,000 per year. Statistics are not yet available.

Montana Out of School Time (MOST) Project

Montana Out of School Time (MOST) Project seeks to provide opportunities to improve or enhance the quality of care, activities, and services to school-age children (5 to 18 years of age) and their families



before- and after-school, on school holidays, and in the summer. The purpose of the MOST projects is to strengthen Montana families and promote healthy youth development by providing a program design that will improve academic, social competencies, positive values and positive physical outcomes for children. Projects provide a range of high-quality services and extra learning opportunities to school age children. At the same time, these projects help working parents by providing a safe environment for students when school is not in session. Access to the services will lead to students' healthy lifestyle choices and academic success. MOST project funds will be used in every region of Montana.

The 2013 legislature approved DPHHS Early Childhood Services Bureau for federal TANF funding of \$500,000 for 100 \$5,000 for each of three years. Grants have now been issued in a three-year cycle for SFY 2013-2015.

Montana Food Bank Network

The Montana Legislature approved \$100,000 of TANF funding each State Fiscal Year to the Montana Food Bank Network to assist food programs (pantries) across Montana restock their supplies after they have provided assistance to households with children. The Montana Food Bank Network funding is intended to serve TANF purpose one (1) to assist needy families so that children can be cared for in their own homes.



Work Readiness Component (WoRC) Employment and Training – TANF Cash Support Program

A detailed WoRC overview with statistics is provided in the TANF “Assistance” overview on page 3.

Federal rule requires states to ensure TANF cash recipients that are work eligible engage in activities listed in 45 CFR 261.30 – 261.32 for a minimum average of 30 hours per week for single work-eligible adults and 30-35 hours per week for two-parent households. Montana requires single parent households with a child under the age of 6 to participate 27 hours per week, or 33 hours per week if no child under the age six. Two-parent households must participate 33 hours per week for each adult.

Most employment and training services for the TANF cash program have been provided under a Work Readiness Component (WoRC), which is locally contracted to a public agency or a private organization in each county or service delivery area (a group of counties designated for federal training purposes). WoRC is a transitional program developed to provide support and guidance to recipients as they move into the workforce/employment.

Actual expenditures for WoRC contractors in SFY 2012 is \$7,109,605. The SFY 2012 statewide average of participants enrolled in the WoRC program was 2,046 (enrolled and served or enrolled and denied). SFY 2012 average cost per participant of \$3,475.



Blackfeet Employment and Training (E&T) Program

Blackfeet E&T provides the employment and training activities that go hand in hand with the TANF cash assistance program. Blackfeet E&T provides ongoing case management to state TANF Cash participants in Glacier and Pondera counties that meet the criteria and

choose to receive Employment and Training services through the Blackfeet Employment and Training program. This is a transitional program developed to provide support and guidance to participants as they move into the workforce. The Blackfeet E&T program provides varied participation activities as well as case management for all participants receiving State TANF Cash assistance. Activities include work

experience, job search/job readiness, short term training, job skills training, cultural and life skills training and educational activities that include attending high school or obtaining a GED.

In SFY 2012, an average of 332 State TANF Cash recipients was referred to Blackfeet Employment and Training or the State Work Assistance Program (SWAP) operated by Blackfeet Manpower. Participants eligible for the SWAP program are disregarded from the states Work Participation Rates. Expenditures are for “non-assistance” services only.

Participants must meet eligibility criteria of residing within the Blackfeet Indian Reservation or the communities of Cut Bank, Valier and Dupuyer and have at least one member of the household enrolled in the Blackfeet Tribe. SFY 2012 contract amount of \$858,552, with actual expenditures of \$858,436. SFY 2012 average cost per participant of \$2,586. Contract amount for SFY 2014 is \$884,309

TANF Summer Youth Subsidized Employment program

The TANF Summer Youth program started in 2010 with the use of ARRA funding. Services have been provided during the summer months of 2010, 2012 and 2014. Federal funds are used assist the Department of Labor and Industry (DOLI) to provide Summer Youth Subsidized Employment services to a defined number of youth who meet the following criteria:

- Between the ages of 16 and through the age of 24 years of age;
- A Montana resident;
- U.S. Citizen or eligible alien; and
- Level of income (or no income) that meets the WIA income guidelines listed in the table below.

Family Size	Annual Non-Metro Area Income	6 Months Non-Metro Area Income
1	\$11,490*	\$ 5,745*
2	\$15,859	\$ 7,929
3	\$21,774	\$10,887
4	\$26,875	\$13,437
5	\$31,718	\$15,859
6	\$37,096	\$18,548

In SFY 2014 services are provided from May 26, 2014 through September 30, 2014. TANF federal funds are provided to the Department of Labor and Industry who distributes the monies for eligible individuals through their existing Workforce Investment Act (WIA) Youth contracts established through the Request for Proposal process. By utilizing these existing contracts, services are being provided by contractors who have specific experience in providing youth employment services.

This is a repeat of a program offered in the summers of 2010 and 2012. The 2010 program was funded with American Recovery and Reinvestment Act (ARRA) dollars.

2010 Program

- A total of 374 youth enrolled in the program.
- Of the 374 youth, 361 youth received TANF/WIA summer youth services, including Work Experience and Supportive Services.
- Youth worked an average of 30 hours per week at \$10.00 per hour.
- 7 youth were hired into permanent positions by their worksites.
- Total award from DPHHS was \$1,000,000. Total expenditures of \$538,870

2012 Program

- A total of 270 youth enrolled in the program.
- Of the 270 youth, 258 youth received TANF/WIA summer youth services, including Work Experience and Supportive Services.
- Youth worked an average of 30 hours per week at \$8.50 per hour.
- Total award from DPHHS was \$1,000,000. Total expenditures of \$503,675

The department approved \$1,000,000 for each State Fiscal Year of 2010, 2012 and 2014. In SFY 2012 actual expenditures were \$503,675 with an average cost per participant of \$1865.46 per youth enrolled in the program.

Children's Mental Health Bureau – Supplemental Services Program (SSP)

The SSP program supports children with Severe Emotional Disturbances. Funding is used to provide services not covered by Healthy Montana Kids Plus, Healthy Montana Kids or the Children's Mental Health Service Plan. Services must be directed at the stabilization and preservation of the youth's family and ultimately at treatment of the youth in the home environment. The use of this funding is tied to the specific purpose of strengthening families and supporting their ability to work. The legislature approved \$350,000 for this program in SFY 2014-2015.



TANF Non Assistance Estimated for SFY 2014

WoRC Contracts	\$ 1,370,620.00
Blackfeet Employment & Training (MOE)	\$ 884,309.00
Child Care for Working Caretaker Relatives	\$ 466,833.00
Adult Basic Education	\$ 200,000.00
CASA Program	\$ 150,000.00
Big Brothers Big Sisters	\$ 350,000.00
Montana Out of School Projects	\$ 500,000.00
TANF Food Banks	\$ 175,000.00
TANF Second Chance Homes	\$ 300,000.00
Family Economic Security	\$ 1,650,475.00
FES Subsidized Empllyment	\$ 1,370,620.00
TANF Youth Employment 1/3 of Contract	\$ 333,333.00
Children's Mental Health - Supplemental Services Program	\$ 350,000.00
Child Care MOE	\$ 1,313,990.00
Transfers to Child Care and Foster Care	\$ 11,351,849.00
Total funding	\$ 20,767,029.00

TANF Non Assistance Estimated for SFY 2014

