

Appendix A

PRI Staff Contact with Organizations/Interested Parties and Trends in Interviews

Acting Commissioner of Department of Labor
African-American Affairs Commission
Bristol One-Stop
Care4Kids United Way
Coalition for a Working Connecticut (Meeting)
Commissioner of Department of Social Services
Connecticut Association of Human Services
Connecticut Employment and Training (Commission Meeting)
Connecticut Voices for Children
Connecticut Women's Education and Legal Fund
DOL Jobs First Employment Services, Welfare to Work Program, DOL Director of Research,
WIA Program
DSS Division of Assistance Programs Central Office Director, Research Analyst, MIS staff,
DSS Manchester Office
DSS New Haven Office
Greater Hartford Legal Aid
Greater Hartford Literacy Council (Quarterly Meeting)
Hartford WIB (North Central WIB)
Latino & Puerto Rican Affairs Commission
Legal Assistance Resource Center
Legislative Office of Fiscal Analysis
Legislative Office of Legislative Research
Middletown One-Stop
New Haven WIB (South Central WIB)
Office for Workforce Competitiveness
Permanent Commission on the Status of Women
TANF Council

Trends in Interviews

Program review staff spoke with over 20 organizations and other interested parties (see Appendix G for a complete list). Based on these interviews, several themes emerged which are now presented.

The Clients

- The majority of JFES clients are people who want to succeed, but their barriers to employment, the system, and other issues get in their way and they drop off. The majority of customers really want to benefit from JFES. They just need the guidance and support to do it.
- A sizeable number of clients (estimated at 40 percent) do not show up for their exit interviews. Had they attended the interview, they may have received extensions, food stamps, and/or other services.

The Economy

- Greater numbers of the earlier welfare leavers found jobs: this may be due to the economy and employers willing to take inexperienced employees (now the market is tighter). The current caseload is harder to serve and slower to find jobs.
- The first four years of TANF—pre-9/11—were good years for the economy and this contributed to the sharp decline in the number of TFA cases. The economy is a big factor in TFA recipients finding employment.
- Unconfirmed suspicion that there are many people living in deep poverty.

The TFA Program

- There are regional differences across the WIBs with different operational systems and processes.
- TANF block grant money originally used and intended to directly provide cash assistance and employment services is now being used for other, indirectly related programs, short-changing the employment services, child care and sufficient number of DSS and DOL agency staff
- Cash assistance amounts have remained unchanged for many years.
- Not enough is done to prepare temporarily exempt clients for possible future work. For example, someone who is exempt because they have a child under 1 year old, can still be preparing for their future entrance into the workforce (e.g., GED, other preparations); someone caring for an elderly/disabled parent will someday need to enter the workforce after the parent dies or goes into a nursing home; and someone caring for a disabled child will eventually have that child in school and the parent will be freed up to work.
- The sanctioning rate is not very high in Connecticut (ranges from 1-2 percent), and there are concerns about the length of time taken to process sanctioning referrals.

Related Programs

- The Diversion program is not used very often. It compares unfavorably to the TFA cash assistance. Ways to make the Diversion program more attractive would encourage greater usage.
- The Safety Net program rewards sanctioned, uncooperative participants while not serving participants who have made a good faith effort to find employment and have been timed off the system. A safety net does not exist for cooperative people who have timed out of the system.
- There are issues with the Care 4 Kids program including: difficulty processing the lengthy applications in a timely fashion; providers caring for children without reimbursement for rejected applications; and communication between JFES case managers and Care 4 Kids staff. The recent transfer of the administration of the program to the United Way, however, has resulted in an improvement to the system.

The Barriers

- The Service Needs Assessment under-reports barriers to employment. This may occur because: there is not enough time to do a more thorough assessment; the client is unwilling to disclose barriers; or the client does not recognize the issue as a barrier to employment. DSS officials are hoping to have a more extensive mental health screen, particularly if a client is being sanctioned.
- More education and vocational training is needed to assist clients in getting good paying jobs. To really help these clients, deeper issues need to be addressed instead of focusing on trying to get them into any job as soon as possible.

The Outcomes

- Measuring program outcomes is very difficult -- not only because of the limitation of the automated systems—but because of the staff reductions -- particularly in research functions - - and difficulties maintaining contact with recipients once they have left cash assistance.
- The automated systems used by the Department of Social Services and the Department of Labor were not intended for use to conduct research such as the measuring of outcomes, summarizing information about caseloads, and tracking what happens to welfare recipients. Wage data is also very challenging to obtain due to confidentiality issues, six-month lags in availability of information, and exclusion of wages earned in self-employment, at companies headquartered outside of Connecticut, or earned in another state.
- Many would like to know whether recipients have benefited at the end of the 21 months -- are they any better off? It is hard to get a handle on what has happened to leavers. Are some programs or activities more effective than others? What would be most useful?

Appendix B Selected Other States' Programs

This appendix contains some comparative information on selected other states and some of the key provisions of their welfare programs. Table B-1 provides a summary of the narrative.

Time Limits

Welfare time limits apply to non-exempt TANF recipients in Connecticut and are among the shortest in the nation. The lifetime limit of 21 months is the lowest lifetime limit; however, most clients that apply can receive at least two 6-month extensions, extending the limit to 33 months for time-limited clients which would surpass three other states. No other New England state has a lifetime limit under the federal limit of 60 months. Massachusetts does limit its nonexempt recipients to 24 months out of a 60 month period, and 11 other states have similar policies that allow for the full 60 months of lifetime eligibility while allowing for shorter periods within a specific time frame.

Diversion Payments

Since 1999 Connecticut has provided potential TFA recipients who are facing a short term set back with the option of taking a lump sum diversion payment instead of beginning long-term monthly assistance. While Maine is the only other New England state to offer this option, a majority of other states outside of New England offer similar programs.

Initial Eligibility (family of three)

Nationwide, Connecticut ranks 5th in cost of living, and 2nd (only behind D.C.) in per capita income, it ranks first in both categories in New England. The maximum income for initial TANF eligibility has remained at \$835 for a family of three since the beginning of the Jobs First program in 1996, falling from the 11th highest limit to 18th. Only Massachusetts and New Hampshire have lower income eligibility limits in New England. Connecticut's asset limit of \$3000 is the highest in New England and 11th in the nation. Connecticut allows a vehicle exemption of up to \$9500. New Hampshire and Vermont allow one vehicle per licensed driver, and Maine allows one vehicle per household, regardless of value. Eleven states exempt all vehicles owned by a household.

Earned Income Disregard

Connecticut's earned income disregard, the amount that a family can earn and still remain eligible for TFA, is 100% of the federal poverty level which is the highest in New England and among the highest in the nation.

Maximum Monthly Benefit (family of three)

While Connecticut's maximum monthly benefit for a family of three is the 11th highest in the nation, it has remained unchanged since 1995 and only Maine has a lower benefit level in New England. Vermont offers the highest monthly benefits in New England.

Family Cap

Along with 21 other states, Connecticut has a family cap policy that reduces benefit amounts for children who are conceived while on assistance. Massachusetts, however, is the only other New England state with a similar policy.

Work-Related Activity Requirements

Connecticut is among the majority of states that require work-related activities to begin immediately in order to receive benefits; Massachusetts is the only New England state that does not, requiring them to begin within 60 days. Connecticut is the only state in New England, and one of only five in the nation that does not include postsecondary education as an allowable activity. The other four states are California, Hawaii, Idaho and Indiana.

Table B-1. Comparison of Key Provisions – Selected Other States.

<i>States</i>	<i>Time Limits</i>	<i>Maximum Income for Initial Eligibility (family of three)</i>	<i>Asset Limit</i>	<i>Vehicle Exemption</i>	<i>Earned Income Disregard</i>	<i>Monthly Benefit (family of three)</i>	<i>Family Cap</i>	<i>Diversion Payments</i>
CT	21 months ¹	\$835	\$3000	\$9500 equity	100% of FPL	\$543	Yes	Yes
MA	24 of 60 months for nonexempt, no time limit otherwise	\$723	\$2500	\$5000 equity / \$10000 fair market value	\$120 and 33.3% of remainder (exempt) \$120 and 50% of remainder (nonexempt)	\$633	Yes	No
ME	None ²	\$1023	\$2000	One vehicle per household	\$108 and 50% of remainder	\$485	No	Yes
NH	60 months	\$781	\$2000 ⁷	One vehicle per licensed driver	50%	\$625	No	No
RI	60 months ³	\$1278	\$1000	\$1500 equity / \$4650 fair market value	\$170 and 50% of remainder	\$554	No	No
VT	None	\$1001	\$1000 ⁸	One vehicle per adult	\$150 and 25% of remainder	\$639	No	No
NJ	60 months	\$636	\$2000	\$9500 fair market value	100% first month, 50% thereafter	\$424	Yes	Yes
NY	60 months ⁴	\$667	\$2000 / \$3000 ⁹	\$4650 fair market value	\$90 and 51% of remainder	\$577	No	Yes
VA	24 months, followed by 24 months of ineligibility ⁵	\$1272	\$1000	One vehicle per household	\$120 and 33.3% of remainder first 4 months, \$120 next 8 months, \$90 thereafter	\$320	Yes	Yes
WI	60 months	— ⁶	\$2500	\$10000 equity	No disregards – flat grant amount	\$673	No	Yes

¹ Recipients may apply for an extension to the time limit once their 21 months of assistance have expired. Recipients must reapply for extensions every six months. Recipients may only receive two extensions unless they meet specific criteria. If recipients are sanctioned during the extension period, they are ineligible to receive benefits again. Units may only receive a total of 60 months, including extensions.

² Units in compliance with TANF program rules may continue to receive benefits beyond 60 months. If members of the unit have been

sanctioned three or more times during their 60 months of assistance, the adult's needs are not considered for benefit computation for an amount of time equal to the length of the adult's last sanction period.

³ Only the adult portion of the benefit is terminated at 60 months.

⁴ After 60 months, the unit is still eligible to receive non-cash assistance through the state's Safety Net Assistance program

⁵ After receiving 24 months of assistance, the unit may receive up to 12 months of transitional benefits. The 24 months of ineligibility begins with the month in which the case was closed or the month in which transitional benefits were terminated, whichever is later. There is a 60 month lifetime limit.

⁶ Units with full-time employment (generally greater than 30 hours a week) will not receive a cash benefit in the state. There are provisions to provide prorated benefits to Community Service Jobs participants who are also employed part-time at an unsubsidized job. These eligibility determinations are made on a case-by-case basis. Recipients may earn up to \$1462 and still be eligible for non-financial assistance.

⁷ The asset limit for applicants is \$1000

⁸ In addition to the \$1000 asset limit, up to 100% of the unit's total gross earnings from the previous month, if placed in a savings account, will not count toward its asset limit.

⁹ Units including a member age 60 years and over may exempt \$3000, all other units exempt \$2000.

Sources: Rowe, Gretchen and Versteeg, Jeffrey. (2005). Welfare Rules Databook: State TANF Policies as of July 2003. *The Urban Institute*.

APPENDIX C: TFA Payment Regions by Town

Region	Towns and Cities in the Region						
A	Bethel	Darien	New Milford	Ridgefield	Washington		
	Bridgewater	Greenwich	Newtown	Roxbury	Weston		
	Brookfield	New Canaan	Norwalk	Sherman	Westport		
	Danbury	New Fairfield	Redding	Stamford	Wilton		
B	Andover	Columbia	Franklyn	Mansfield	Plainfield	Stratford	
	Ashford	Coventry	Glastonbury	Marlborough	Plainville	Suffield	
	Avon	Cromwell	Granby	Meriden	Plymouth	Thompson	
	Berlin	Deep River	Griswold	Middlefield	Pomfret	Tolland	
	Bethany	Durham	Groton	Middletown	Portland	Trumbull	
	Bloomfield	Eastford	Guilford	Milford	Preston	Union	
	Bolton	East Granby	Haddam	Monroe	Putnam	Vernon	
	Bozrah	East Haddam	Hamden	Montville	Rocky Hill	Voluntown	
	Branford	East Hampton	Hampton	New Britain	Salem	Wallingford	
	Bridgeport	East Hartford	Hartford	New Haven	Scotland	Waterford	
	Bristol	East Haven	Hebron	Newington	Shelton	Westbrook	
	Brooklyn	East Lyme	Killingly	New London	Simsbury	West Hartford	
	Burlington	Easton	Killingworth	No. Branford	Somers	West Haven	
	Canterbury	East Windsor	Lebanon	North Haven	Southington	Wethersfield	
	Canton	Ellington	Ledyard	N. Stonington	S. Windsor	Willington	
	Chaplin	Enfield	Lisbon	Norwich	Sprague	Windham	
	Chester	Essex	Lyme	Old Lyme	Stafford	Windsor	
	Clinton	Fairfield	Madison	Old Saybrook	Sterling	Windsor Locks	
	Colchester	Farmington	Manchester	Orange	Stonington	Woodbridge Woodstock	
	Region	Towns and Cities in the Region					
	C	Ansonia	Colebrook	Kent	Norfolk	Sharon	Watertown
		Barkhamsted	Cornwall	Litchfield	North Canaan	Southbury	Winchester
		Beacon Falls	Derby	Middlebury	Oxford	Thomaston	Wolcott
		Bethlehem	Goshen	Morris	Prospect	Torrington	Woodbury
		Canaan	Hartland	Naugatuck	Salisbury	Warren	
		Cheshire	Harwinton	New Hartford	Seymour	Waterbury	

Source: Connecticut Department of Social Services Uniform Policy Manual

Appendix D. Definitions of Allowable Work Activities to Count Toward WPR in October 2003

Core Work Activity	Definition
<i>Unsubsidized Employment</i>	Any work in which the wages are paid solely by the employer without any public sector subsidy. Unsubsidized employment also includes self-employment.
<i>Subsidized Private Sector Employment</i>	Work in which wages are paid for in part by the employer and in part with public funds. Employers may have jobs in the for-profit or not-for-profit sector. The subsidy is given for a limited period of time.
<i>Subsidized Public Sector Employment</i>	Work in which wages are paid for in part by the employer and in part with public funds. Employers may have jobs in a federal, state or local government organization. The subsidy is given for a limited period of time.
¹ <i>Work Experience</i>	Time-limited, paid, supervised work that is intended to improve the employability level of clients who have not otherwise been able to secure a job. The supervised work can occur in either the public or private sector. The work experience must follow Connecticut wage and hour laws as well as adhere to the Fair Labor Standards Act requirements.
<i>On-The-Job Training (OJT)</i>	Paid and supervised work activities that may take place in either the public or private sector. In these situations, the client is given training in the skills and knowledge needed to do a specific job. The public or private sector employer is reimbursed at least in part to cover the training and supervision given to the client.
<i>Job Search and Job Readiness Training</i>	Encompasses a variety of structured activities that last for a period of four to six weeks. The activities that may occur either in a supervised group or one-on-one with the client and include: <ul style="list-style-type: none"> • Job search techniques, completing job applications, interviewing, resumes; • Life skills training; • Orientation to the world of work, motivational exercises, family budgeting; • Job placements and job development; and • Supervised support groups.
<i>Vocational Education Training</i>	Training that is expected to result in the client gaining a particular skill or knowledge. This formal training can occur in a classroom and/or workplace setting and includes: occupational skills training; ESL, GED and ABE when the education is delivered as part of a vocationally focused curriculum; and entrepreneurial training as appropriate.
<i>Community Service</i>	A client volunteers to work at a public or non-profit organization. The advantage to the client is development of appropriate work skills and a work history that can be used when applying for future employment. Community service may also include volunteering in community-based programs, where the goal is community enhancement rather than improving the employability of the client.
<i>Child Care for Others Doing Community Service</i>	Counted toward time spent in a core activity when the child care is for a client in community service. Two-parent households can not count care for their own child as an activity while the other parent is participating in community service.
Non-Core Work Activity	Definition
<i>Job Skills Training Directly Related to Employment</i>	Any suitable occupational or vocational training given to a client that will result in a job.
<i>Education Directly Related to Employment</i>	For clients who do not have a high school diploma or GED, and includes Adult Basic Education (ABE), GED, and English as a Second Language (ESL) programs that are not a piece of a vocational educational program.
<i>High School Completion/GED</i>	An option for clients who did not complete high school earlier. With instruction delivered in adult education or other settings, clients work toward attaining the academic skills and concepts needed to pass a multi-part written exam, resulting in the equivalency of a high school diploma.
¹ Consistent with the Deficit Reduction Act definition, beginning July 1, 2006, the activity previously defined as “work experience” will now be included under “subsidized employment.”	
Source: Department of Labor	

Appendix E. Counters For Time-Limited TFA Cases

Counter	When Counter Began	Maximum months on Counter	Count partial months?	Funding Source for Program	Counts 2-P families?	Comments
Federal Non-CT TANF Counter	October 1996 or when a particular state implemented TANF	60	Yes	Any Federal Dollars Used All states combined	No	Counts number of months of TANF assistance received in other states.
Federal CT TANF Counter	October 1996	60; Counts assistance from CT; Counts months paid for with at least \$1 of Federal money during time-limited status	Yes	Any Federal Dollars Used	No	Counts months client received TANF assistance in CT; Important for Federal reporting purposes. Excludes time in programs funded by MOE (2-P). Counts some exempt months as of 10/2001 due to the expiration of the AFDC waiver. Until the waiver expired, the federal government allowed clients exempt under CT rules to also be exempt from Federal participation requirements.
Federal Total TANF Counter	October 1996	60; Counts the total number of months a client received TANF assistance in any state	Yes	Any Federal Dollars Used	No	Sum of Federal Non-CT TANF Counter + Federal CT TANF Counter
State TFA Counter	October 1996	60; includes any month they got TFA, no matter how they funded it	Yes	Federal or State Dollars used	Yes	Counts time-limited months on TFA program, including partial months
Jobs First/AU Counter	February 1996	21; plus extensions; requirements more restrictive after first 2 extensions	No	Federal or State Dollars used	Yes	Counts time-limited months in program, beginning with the first full month. Used to determine eligibility for time-limited Jobs First benefits.

APPENDIX F: JFES Program Operating Principles

1. The primary focus of the JFES program is to assist participants to become independent of assistance through employment
2. Every participant shall be assigned to activities that will enable him/her to become and remain independent of TFA. Whenever possible, activities shall be combined in a way which will meet the federally established participation rates
3. Each service delivery area shall manage their caseload in such a way as to meet the state target levels for the participation rates. If the caseload is managed by smaller “units” of case managers, each case management unit supervisor is to ensure that their unit’s caseload is meeting the participation rate
4. An individualized employment plan based on assessment of skills, abilities, work experience, education level, aptitudes, interests and program goals is developed for every participant. The individual employment plans for parents in a two-parent family are coordinated with each other in order to meet program goals. The combination of both parents’ plans constitutes a plan for the family.
5. If, based on the assessment, it is determined that the family is capable within the first 21 months or anytime during an extension period of obtaining employment at earnings equal to the Federal Poverty Level for their family size, the participant(s) are required to find and/or maintain employment at the Federal Poverty Level as soon as possible
6. If it is determined that the family cannot obtain earnings at the Federal Poverty Level (In the case of a two-parent family, both parents wages or potential wages are combined) without further training and/or education, the participant(s) are assigned work, education and/or training activities that will maximize the families income level within the first 21 months of assistance. For participants in extensions, work, education and/or training activities that will maximize the family income level as soon as possible are assigned. Whenever possible, employment shall be combined with education and training in such a way that the combination is countable toward the federally established participation rate.
7. As long as consistent with the program goals, employment plan activities are based on the participant’s interests, ability, availability of resources and labor market demands. Motivation is key to success.
8. If it is evident that the family will not be able to become or remain independent of TFA through current employment or future employment that is secured (such as seasonal employment) without additional education and/or training, new or additional

activities designed to increase the family income may be assigned, which may preclude continuation of existing employment or self-employment

9. The operating principles listed above apply to all participants according to their needs, regardless of race, ethnicity, gender, religion, disability or sexual orientation

Appendix G

Study Sample Compared with Connecticut TFA Population

The Study Sample Is Representative of the Connecticut TFA Population		
<i>Characteristic</i>	<i>Study Sample</i>	<i>Connecticut TFA Population</i>
DSS Region¹		
Northern	42%	39%
Southern	29%	32%
Western	29%	29%
WIB Region²		
Eastern	13%	9%
North Central	37%	38%
Northwest	16%	15%
South Central	18%	22%
Southwest	16%	16%
Gender²		
Female	88%	88%
Male	12%	12%
Race/Ethnicity²		
Hispanic	40%	39%
Caucasian	32%	29%
African-American	27%	31%
Asian	1%	1%
Native American	<1%	0%
Age²		
16-18	6%	1%
19-21	15%	17%
22-29	38%	43%
30-39	27%	25%
40-49	12%	12%
50-59	1%	2%
60+	<1%	<1%
Source: ¹ DSS report: TFA Caseload Profile by Office, by Month, for SFY 2004 ² CTDOL report: At-A-Squint June 2004		

Appendix H

Comparison of Families in Urban, Suburban and Rural Areas

Demographic Differences Across the Urban, Suburban and Rural Areas			
Characteristic	Area		
	<i>Urban (n=805)</i>	<i>Suburban (n=402)</i>	<i>Rural (n=68)</i>
Average Age	28 years old	29 years old	31 years old
High School Diploma	54%	61%	75%
Head of Household Ever Married	25%	31%	46%
Race/Ethnicity			
Latino	48%	30%	9%
African American	34%	17%	1%
Caucasian	17%	51%	90%
Other	1%	2%	0%
Total	100%	100%	100%
Percents may not total to 100 percent due to rounding. Source: DSS			

Appendix I

Connecticut TFA Recipients that Received TANF in Another State

CT Recipients and TANF Received in Other States	
<i>State</i>	<i>Number of CT TFA Recipients¹</i>
New York	15
North Carolina	7
Florida	6
Puerto Rico	6
Massachusetts	5
Pennsylvania	5
Rhode Island	5
Virginia	4
Georgia	3
One each from Colorado, Maine, Missouri, Ohio, South Carolina, Washington	6
¹ Two clients had received TANF in two other states. Source: Department of Social Services	

Appendix J
Time When Sample Clients First Began Receiving Time-Limited Cash Assistance

Year When 748 Clients First Began Receiving Cash Assistance as a Time-Limited Recipient		
<i>Year</i>	<i>Number</i>	<i>Percent of 748</i>
1996	169	23%
1997	106	14%
1998	72	10%
1999	68	9%
2000	85	11%
2001	106	14%
2002	93	12%
Jan-Jun 2003	49	7%
Total	748	100%
Source: Department of Social Services		

Time on TFA Prior to October 2003 Opening and by August 2006¹		
Household Status	Prior to Oct 03 opening	August 2006 ²
Total		
No time	23%	4%
1-21 months	54%	43%
22-27 months	11%	20%
28-33 months	5%	15%
Over 33 months	7%	19%
Time-Limited in October 2003 (n=837)		
No time	17%	0%
1-21 months	63%	44%
22-27 months	13%	21%
28-33 months	4%	16%
Over 33 months	3%	18%
Exempt on October 2003 (n=334)		
No time	37%	12%
1-21 months	33%	41%
22-27 months	7%	16%
28-33 months	7%	12%
Over 33 months	16%	20%
¹ Although TFA eligibility was determined in October 2003, the state TFA counter could have been changed retroactive to the application month. ² New and returning TFA families, regardless of whether they closed by August 2006. Source: DSS		

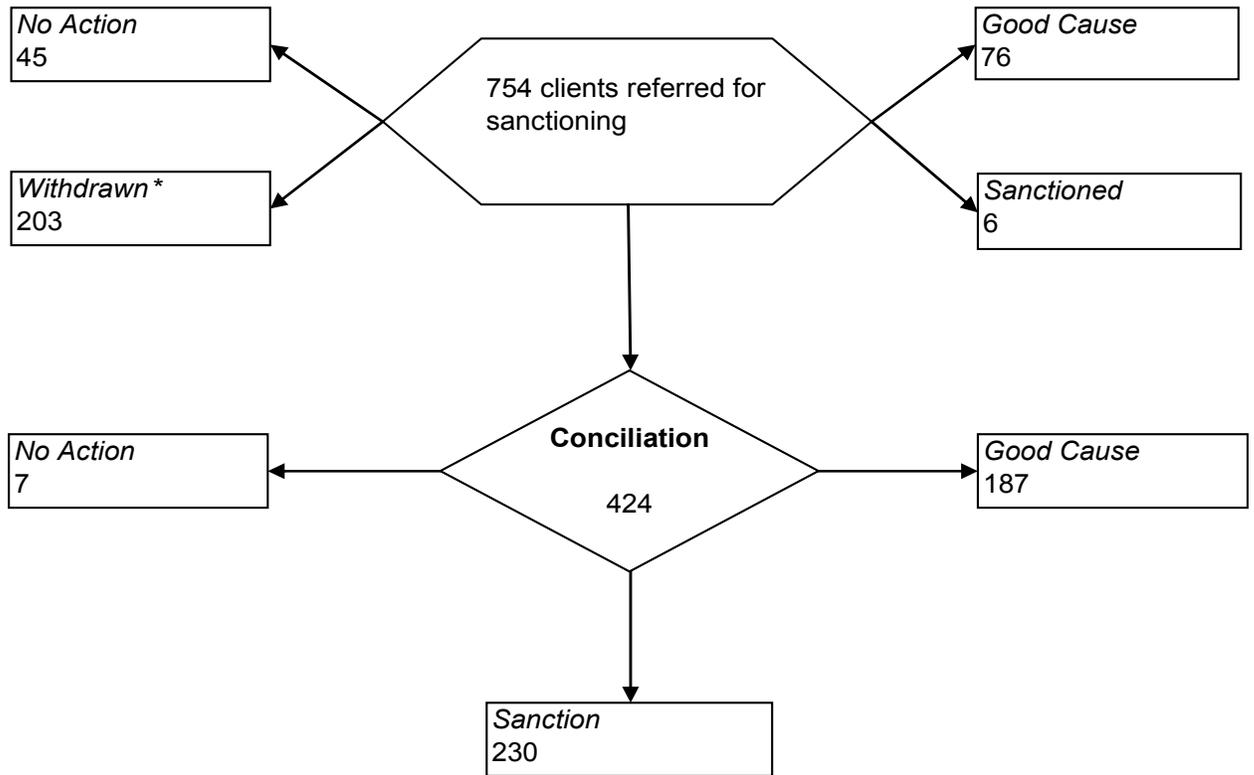
Appendix K

Number of Extensions for Time-Limited and Exempt Families

Number of Extensions for Time-Limited and Exempt Families With that Status on October 2003			
<i>No. of Extensions</i>	<i>Time-Limited (n=837)</i>	<i>Exempt (n=334)</i>	<i>Total (n=1,171)</i>
No extensions	410 (49%)	216 (65%)	626 (54%)
1 extension	135 (16%)	48 (14%)	183 (16%)
2 extensions	144 (17%)	23 (7%)	167 (14%)
3 extensions	116 (14%)	21 (6%)	137 (12%)
4 extensions	19 (2%)	13 (4%)	32 (3%)
5 extensions	6 (1%)	7 (2%)	13 (1%)
6 extensions	6 (1%)	2 (1%)	8 (1%)
7 extensions	0 (0%)	4 (1%)	4 (<1%)
8 extensions	0 (0%)	0 (0%)	0 (0%)
9 extensions	1 (<1%)	0 (0%)	1 (<1%)
Source: EMS			

Appendix L

Sanctioning Process



* Withdrawn by provider, JFES case manager, or due to case closure.

Appendix M

Reason for JFES Exemption and Differentiating Characteristics

Reason for JFES Exemption and Differentiating Characteristics	
<i>Reason</i>	<i>Characteristics</i>
Caring for a child under one year of age (n=142)	<ul style="list-style-type: none"> • More likely to close time-limited (60 percent) • Younger (57 percent are 16-24 years old) • Never been married (85 percent)
Eligibility worker determined adult is temporarily incapacitated (n=84)	<ul style="list-style-type: none"> • Older (53 percent are 31 years old or older) • More common in DSS Southern Region (40 percent occur in this region) • No child under one (90 percent)
Medical Review Team approved longer term medical incapacitation (n=22)	<ul style="list-style-type: none"> • Older (58 percent are 31 years old or older) • Currently or previously married (50 percent) • No child under one (100 percent)
Pregnant/post-partum and ill (n=19)	<ul style="list-style-type: none"> • Younger (58 percent are 16-24 years old) • Like to leave TFA employed and earning above FPL (62 percent)
Source: Department of Social Services	

Appendix N

Demographic Differences Across the Three DSS Regions

Demographic Differences Across the Three DSS Regions			
<i>Characteristic</i>	<i>Region</i>		
	Northern (n=536)	Southern (n=368)	Western (n=374)
Race/Ethnicity			
Latino	49%	31%	38%
African American	22%	30%	34%
Caucasian	28%	38%	28%
Other	1%	1%	1%
Population Density			
Urban	57%	52%	83%
Suburban	35%	43%	16%
Rural	8%	5%	2%
Percents may not total to 100 percent due to rounding. Source: DSS			

Appendix O: DSS Town codes by Region and Office (As of 6/22/04)

NORTHERN	SOUTHERN	WESTERN
<u>HARTFORD - 10</u>	<u>NEW HAVEN - 20</u>	<u>BRIDGEPORT - 30</u>
4 Avon	2 Ansonia	15 Bridgeport
11 Bloomfield	8 Bethany	46 Easton
23 Canton	14 Branford	51 Fairfield
40 East Granby	37 Derby	85 Monroe
52 Farmington	44 East Haven	103 Norwalk
56 Granby	62 Hamden	138 Stratford
64 Hartford	84 Milford	144 Trumbull
94 Newington	93 New Haven	157 Weston
119 Rocky Hill	99 North Branford	158 Westport
128 Simsbury	10 1 North Haven	<u>DANBURY - 31</u>
139 Suffield	107 Orange	<u>SUB-OFFICE</u>
155 West Hartford	124 Seymour	9 Bethel
159 Wethersfield	126 Shelton	16 Bridgewater
164 Windsor	148 Wallingford	18 Brookfield
165 Windsor Locks	156 West Haven	34 Danbury
<u>NEW BRITAIN - 52</u>	167 Woodbridge	91 New Fairfield
<u>SUB-OFFICE</u>	<u>MIDDLETOWN - 50</u>	96 New Milford
7 Berlin	26 Chester	97 Newtown
17 Bristol	27 Clinton	117 Redding
20 Burlington	33 Cromwell	118 Ridgefield
89 New Britain	36 Deep River	127 Sherman
110 Plainville	38 Durham	<u>STAMFORD - 32</u>
111 Plymouth	41 East Haddam	<u>SUB-OFFICE</u>
131 Southington	42 East Hampton	35 Darien
<u>MANCHESTER - 11</u>	50 Essex	57 Greenwich
<u>SUB-OFFICE</u>	60 Guilford	90 New Canaan
1 Andover	61 Haddam	135 Stamford
12 Bolton	70 Killingworth	161 Wilton
43 East Hartford	75 Lyme	<u>WATERBURY - 60</u>
47 East Windsor	76 Madison	6 Beacon Falls
48 Ellington	80 Meriden	25 Cheshire
49 Enfield	82 Middlefield	81 Middlebury
54 Glastonbury	83 Middletown	88 Naugatuck
67 Hebron	105 Old Lyme	108 Oxford
77 Manchester	106 Old Saybrook	115 Prospect
79 Marlborough	113 Portland	130 Southbury
129 Somers	154 Westbrook	151 Waterbury
132 South Windsor	<u>NORWICH - 40</u>	153 Watertown
134 Stafford	13 Bozrah	166 Wolcott
142 Tolland	28 Colchester	<u>TORRINGTON - 62</u>
146 Vernon	45 East Lyme	<u>SUB-OFFICE</u>
<u>WILLIMANTIC - 42</u>	53 Franklin	5 Barkhamsted
<u>SUB-OFFICE</u>	58 Griswold	10 Bethlehem
3 Ashford	59 Groton	21 Canaan
19 Brooklyn	71 Lebanon	29 Colebrook
22 Canterbury	72 Ledyard	31 Cornwall
24 Chaplin	73 Lisbon	55 Goshen
30 Columbia	86 Montville	65 Hartland
32 Coventry	95 New London	66 Harwinton
39 Eastford	102 North Stonington	68 Kent
63 Hampton	104 Norwich	74 Litchfield
69 Killingly	114 Preston	87 Morris
78 Mansfield	121 Salem	92 New Hartford
109 Plainfield	133 Sprague	98 Norfolk
112 Pomfret	137 Stonington	100 North Canaan
116 Putnam	147 Voluntown	120 Roxbury
123 Scotland	152 Waterford	122 Salisbury
136 Sterling		125 Sharon
141 Thompson		140 Thomaston
145 Union		143 Torrington
160 Willington		149 Warren
163 Windham		150 Washington
169 Woodstock		162 Winchester
		168 Woodbury

Appendix P

Demographic Differences Across WIB Regions

Demographic Differences Across the Five WIB Regions					
<i>Characteristic</i>	<i>Region</i>				
	Eastern (n=159)	North Central (n=464)	Northwest (n=184)	South Central (n=246)	Southwest (n=222)
High School Diploma	65%	54%	50%	58%	62%
Race/Ethnicity					
Latino	28%	51%	41%	37%	31%
African American	11%	24%	20%	34%	42%
Caucasian	60%	24%	37%	28%	27%
Other	1%	1%	2%	1%	<1%
Population Density					
Urban	17%	65%	77%	64%	81%
Suburban	53%	33%	20%	34%	19%
Rural	30%	2%	3%	2%	<1%
Percents may not total to 100 percent due to rounding.					
Source: DSS					

Appendix Q

Additional Information About Barriers to Employment

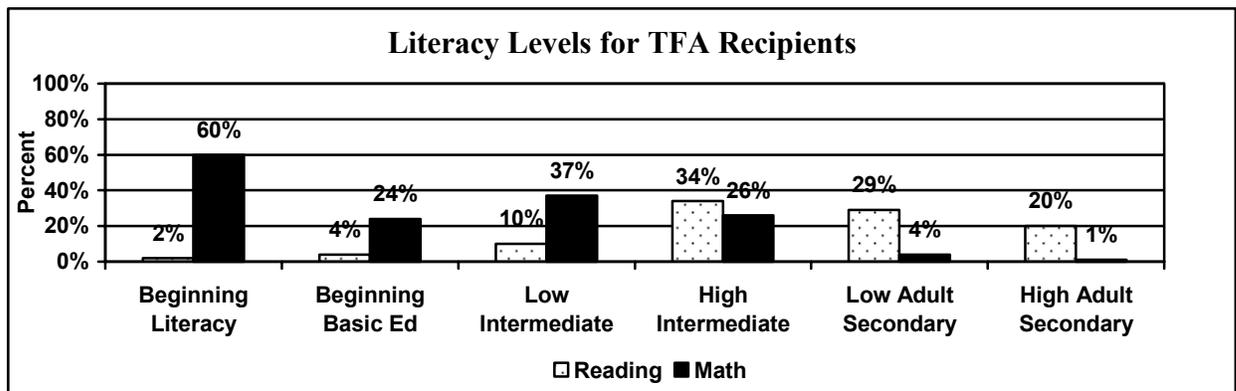
Child care needs. Of the 891 families for which there was information, 504 (57 percent) reported that they did not have child care arrangements, and 362 of these families (72 percent of the 504 families) responded affirmatively when asked if they needed help arranging childcare. Two-thirds of the 863 families (590 families) for which there was information reported that they do not have a backup in the event that their provider is not available. Approximately half (54 percent) of families who reported having child care have a backup in the event that their provider is unavailable.

Transportation needs. The majority of families (858 out of 984 families for which there was information) reported having access to transportation (87 percent). About half (51 percent) of the 990 respondents for which this information is known, said they had a valid drivers license. Access to transportation may not have been identified at the time that a transportation barrier to employment was listed on the service needs assessment.

Support in the household. Of the 933 families for which there is information, 68 percent report that they do not share their household with others who can help while they participate in employment activities (635 respondents). In looking at responses for the

163 families reporting two or more adults in the household at the time of the Service Needs Assessment, only 34 percent reported that there was no one to help while they participated in JFES. Overall, persons identified to help while they participate in employment activities most often included a parent (36 percent), boyfriend/girlfriend (17 percent), or a spouse (14 percent).

Literacy levels. TFA clients are tested in reading and math literacy using the widely accepted standardized instrument, the Comprehensive Adult Student Assessment System (CASAS). Most often using the ECS 130 version of the test, the CASAS was used to measure the individual’s ability to apply basic skills in every day situations. The following figure shows the levels of reading and math functioning for the approximately half of clients for which this information is available.



Appendix Q

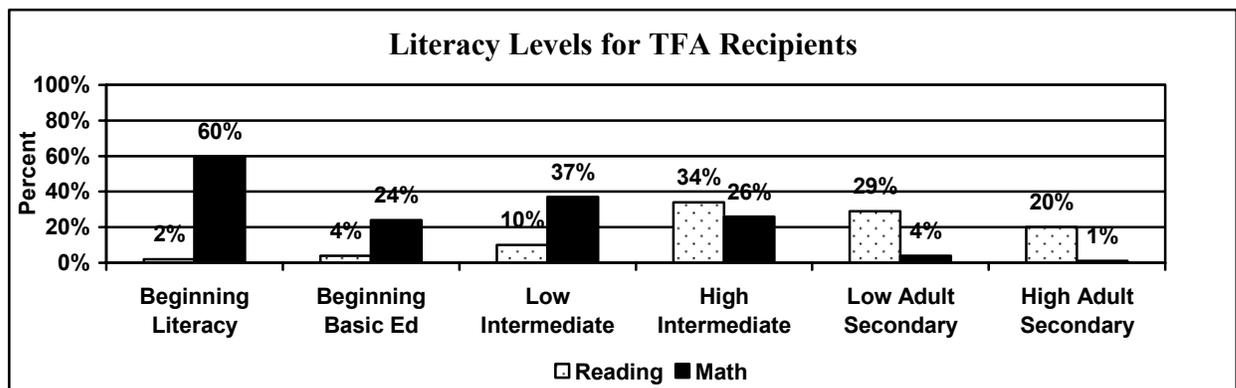
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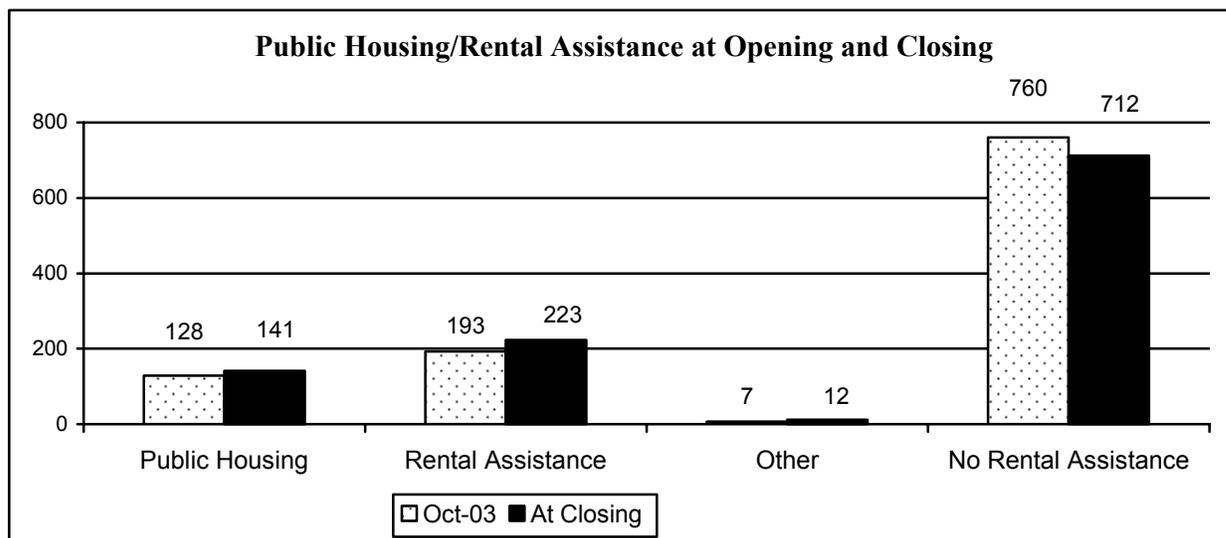


Appendix R

Change in Assets and Income from TFA Opening to Closing

Assets for the 1,088 TFA Families in the Study that Closed				
Asset	<i>Families in October 2003</i>		<i>Families at Closing</i>	
	Number	Percent	Number	Percent
Own a vehicle (car, truck or motorcycle)	339	31%	365	34%
Own a home	10	1%	10	1%
Income				
Quarterly wages reported by DOL earned wage database	436	40%	563	52%
Receiving A Housing Subsidy/Living in Public Housing	328	30%	376	35%
Receiving Any Unemployment Compensation	183	17%	86	8%
Quarterly Unemployment Compensation as reported by DOL database	108	10%	101	9%
Receiving Any Child Support	61	6%	16	1%
Receiving Social Security	43	4%	58	5%
Gross Unearned Income	533	49%	334	31%
Gross Unearned Income Average	\$689		\$707	

Source: DSS



Appendix S

TFA Recipients and Food Stamps, Housing, Child Care, and Health Insurance Assistance

Food Stamps. Most recipients also receive Food Stamps. Connecticut uses a joint TFA/Medicaid/Food Stamps application, although persons can apply for just one, two or all of the programs. All TFA recipients qualify for food stamps, a USDA federal program designed to help end hunger and improve nutrition and health. Food stamps are intended to assist low-income households buy the food they need for a nutritionally adequate diet.

Table L-1 shows the average food stamp amount in October 2003 by size of household. The monthly food stamp amount in the study sample ranged from an average of \$129 for an assistance unit with one TFA recipient, to an average of \$409 for an assistance unit with 6 TFA recipients. *The median food stamp amount was \$261 for a family of three, the median TFA unit size.*

Table S-1. Average Food Stamp Amount By Size of Assistance Unit	
<i>Household Size</i>	<i>Monthly Food Stamp Amount¹</i>
1 (n=76)	\$129
2 (n=329)	\$196
3 (n=275)	\$261
4 (n=189)	\$307
5 (n=114)	\$334
6 (n=78)	\$409
¹ Information was available for 1,061 of the families (no information for 110 of the families) Source: DSS	

Housing Subsidy/Public Housing. As reported earlier, there were 350 families either living in public housing or receiving a housing subsidy in October 2003. Table L-2 shows that Section 8 housing subsidies are the most common type of housing assistance for these families. These figures are fairly similar to ones reported by DSS where 38 percent of TFA clients were reported to have received housing assistance in September 2006.

According to DSS, the average monthly housing assistance values in October 2006 were: \$705 for Section 8; \$674 for RAP, the rental assistance program; and \$583 for T-RAP, the temporary rental assistance program for working clients who have left TFA.

Additionally, while no average monetary value has been determined for families residing in housing projects, the cost to tenants in public housing is 30 percent of their adjusted gross income. Thus, while almost one-third of TFA clients received housing assistance of varying amounts, *the majority of families had no housing assistance.*

<i>Type of Assistance</i>	<i>No. Receiving</i>	<i>Percent</i>
Section 8 housing subsidy	149	13%
Federally subsidized public housing	116	10%
Rent subsidy	61	5%
State subsidized public housing	16	1%
Other	8	1%
No housing assistance	821	70%
Total	1,171	100%
Source: DSS		

Care 4 Kids, was designed to offer financial assistance to moderate- and low-income families who need help to pay for child care. *All time-limited clients are eligible for Care 4 Kids while on TFA and also after they leave cash assistance as long as they meet the eligibility requirements.* The vouchers may be used at centers, licensed family day care homes, and unlicensed family and neighbor care. Payment rates differ based on the age of the child, type of child care provider, range of hours for which assistance is provided, existence of a child’s special needs, and region of the state. Full-time care (35-50 hours per week), for example, ranges from \$89 per week (for care in any region by a relative, care in the child’s home, or recreational programs) to \$227 per week (for care in the southwest region of the state in a licensed facility such as a child care center, group child care home, or school-operated program).

Out of approximately 10,750 families receiving Care 4 Kids subsidies in May 2006, a total of 1,721 were current TFA families—54 percent were current or former TFA recipients. Of the 1,721 TFA families, slightly more than half (56 percent) chose a licensed care provider. This figure is relatively low in comparison to non-TFA families. Table L-3, for example, shows that former TFA families are more likely to choose unlicensed day care than are non-former TFA families.

Medicaid. Almost all TFA clients qualify for HUSKY A for families. They also continue to receive medical assistance after they leave TFA for one year as long as family income does not go above 150 percent of the federal poverty level. Prior to July 2006, families had received transitional medical assistance for two years. According to the Office of Fiscal Analysis, Medicaid costs for TFA clients in FY 2006 was \$194.50 per month per client on HUSKY. For a family of three, for example, the Medicaid cost would be \$583.50.

**Table S-3. Type of Day Care Used by
Current/Former TFA and Non-TFA Recipients**

<i>Families</i>	<i>Using Licensed Care</i>	<i>Using Unlicensed Care</i>	<i>Total</i>
Current TFA Families (n=1,721)	56%	44%	100%
¹ Former TFA Families (n=4,102)	54%	46%	100%
² Non-TFA Families (n=4,927)	75%	25%	100%
¹ Not currently receiving TFA, but received TFA within the past five years ² Did not receive TFA within the past five years Source: DSS Child Care Team			

Appendix T

Activities Participated in By JFES Clients Previously in the Program

Participation Rate for Clients in Sample Returning to JFES Before and After October 2003				
<i>JFES Activity</i>	<i>Participated Between October 2003- August 2006</i>	<i>Participat ed Prior to October 2003 Only</i>	<i>Total</i>	<i>Percent of 418</i>
Core Activity				
Unsubsidized Employment	176	24	200	48%
Subsidized Private Sector Employment	10	8	18	4%
Subsidized Public Sector Employment	3	2	5	1%
¹ Work Experience	1	0	1	<1%
On-The-Job Training	3	0	3	1%
Job Search and Job Readiness Training	240	58	298	71%
Vocational Education Training	92	32	124	30%
Community Service	2	2	4	1%
Child Care for Others Doing Community Service	1	0	1	<1%
Non-Core Work Activities				
Job Skills Training Directly Related to Employment	10	2	12	3%
Education Directly Related to Employment	57	31	88	21%
High School Completion/GED	1	3	4	1%
¹ Consistent with the Deficit Reduction Act definition, Beginning July 1, 2006, the activity previously defined as “work experience” will now be included under “subsidized employment.” Source: Department of Labor				

Appendix U

JFES Activities and Literacy Level

Proficiency Level¹ for Clients in Particular JFES Activities				
<i>JFES Activity</i>	<i>Average Reading Score</i>	<i>Average Reading Level</i>	<i>Average Math Score</i>	<i>Average Math Level</i>
Unsubsidized Employment (n=344)	234	4.6	218	3.2
Job Search and Job Readiness Training (n=438)	235	4.6	216	3.0
Vocational Education Training (n=172)	234	4.6	217	3.1
Education Directly Related to Employment (n=105)	226	3.9	213	2.7
¹ The higher the score, the more proficient the JFES client. Source: CTWBS.				

Appendix V
Financial Condition at Various Points in Time

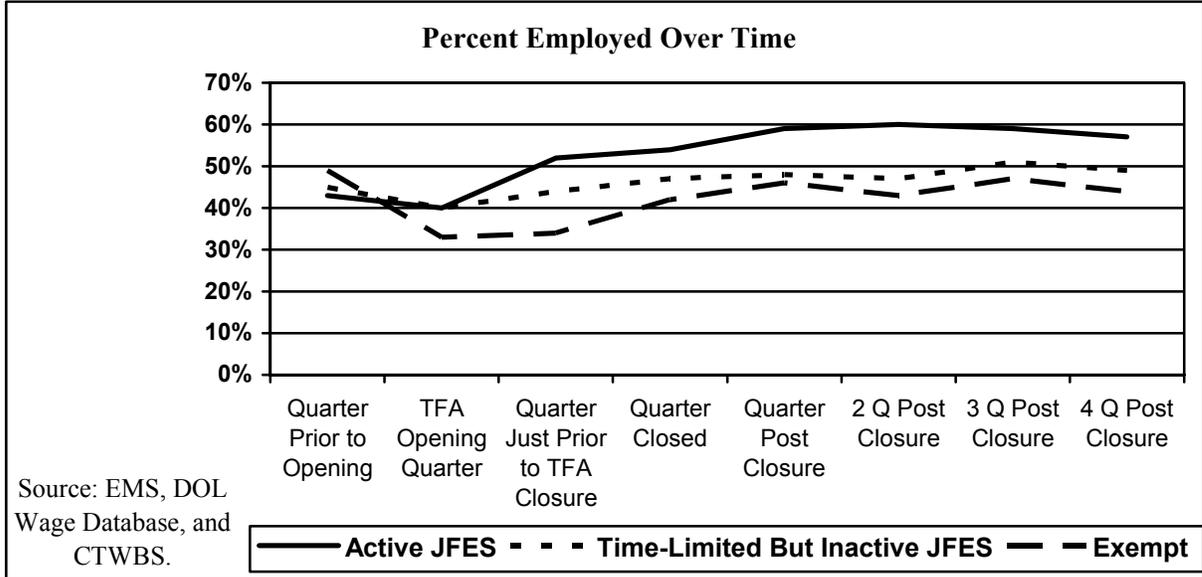
Financial Condition at Opening for families that had a subsequent closing				
<i>Source</i>	<i>Average Monthly Amount (N=974)</i>	<i>Time-Limited Families (n=868)</i>	<i>Time-Limited and Active in JFES (n=692)</i>	<i>Exempt Families (n=106)</i>
Earned income wages	\$600 (n=383)	\$588 (n=348)	\$550 (n=277)	\$723 (n=35)
TFA benefit amount	\$410 (n=966)	\$410 (n=861)	\$411 (n=687)	\$404 (n=105)
Food stamp benefit amount	\$262 (n=887)	\$261 (n=786)	\$262 (n=627)	\$268 (n=101)
Social Security amount	\$420 (n=39)	\$376 (n=32)	\$342 (n=23)	\$624 (n=7)
Child support amount	\$316 (n=47)	\$326 (n=44)	\$334 (n=38)	\$173 (n=3)
Unemployment compensation amount	\$736 (n=177)	\$747 (n=166)	\$759 (n=136)	\$571 (n=11)
Total Average	\$1,047	\$1,053	\$1,045	\$1,000
Total Median	\$871	\$876	\$869	\$865
Source: CTWBS and DOL Earned Wage Data Base				

Financial Condition of the 974 Closed families in the quarter prior to closure				
<i>Source</i>	<i>Average Amount (N=974)</i>	<i>Time-Limited Families (n=868)</i>	<i>Time-Limited and Active in JFES (n=692)</i>	<i>Exempt Families (n=106)</i>
Earned income wages	\$809 (n=472)	\$814 (n=436)	\$762 (n=358)	\$750 (n=36)
TFA benefit amount	\$410 (n=966)	\$410 (n=861)	\$411 (n=687)	\$404 (n=105)
Food stamp benefit amount	\$262 (n=764)	\$263 (n=673)	\$260 (n=541)	\$257 (n=91)
Social Security amount	\$578 (n=36)	\$571 (n=24)	\$543 (n=14)	\$592 (n=12)
Child support amount	\$166 (n=5)	\$263 (n=3)	\$263 (n=3)	\$19 (n=2)
Unemployment compensation amount	\$602 (n=64)	\$586 (n=57)	\$581 (n=48)	\$730 (n=7)
Total Average	\$1,066	\$1,075	\$1,058	\$991
Total Median	\$868	\$863	\$872	\$887
Source: CTWBS and DOL Earned Wage Data Base				

Financial Condition at Closing				
<i>Source</i>	<i>Average Monthly Amount (N=974)</i>	<i>Time-Limited Families (n=868)</i>	<i>Time-Limited and Active in JFES (n=692)</i>	<i>Exempt Families (n=106)</i>
Earned income wages	\$1,063 (n=500)	\$1,056 (n=456)	\$1029 (n=374)	\$1,129 (n=44)
TFA benefit amount	\$0 (n=974)	\$0 (n=868)	\$0 (n=692)	\$0 (n=106)
Food stamp benefit amount	\$289 (n=566)	\$295 (n=515)	\$302 (n=423)	\$227 (n=51)
Social Security amount	\$719 (n=51)	\$726 (n=33)	\$748 (n=17)	\$707 (n=18)
Child support amount	\$292 (n=9)	\$354 (n=7)	\$397 (n=5)	\$72 (n=2)
Unemployment compensation amount	\$651 (n=81)	\$630 (n=73)	\$592 (n=60)	\$848 (n=8)
Total Average	\$808	\$813	\$813	\$763
Total Median	\$565	\$567	\$578	\$535
Source: CTWBS and DOL Earned Wage Data Base				

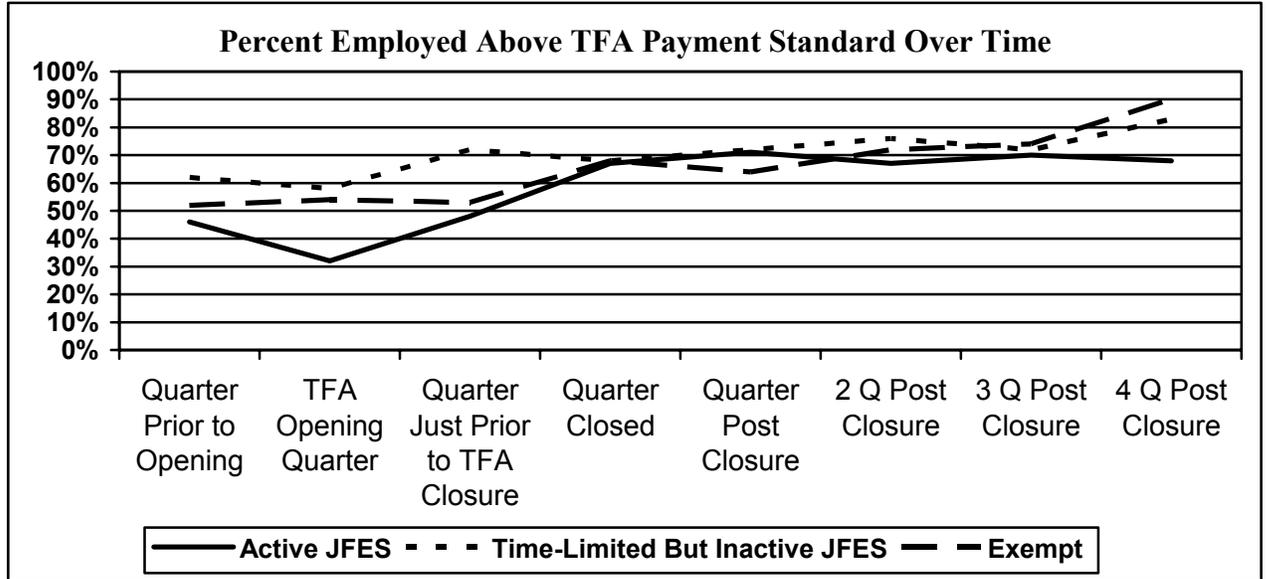
Appendix W

Financial Condition Over Time for JFES Active, Inactive and Exempt Clients



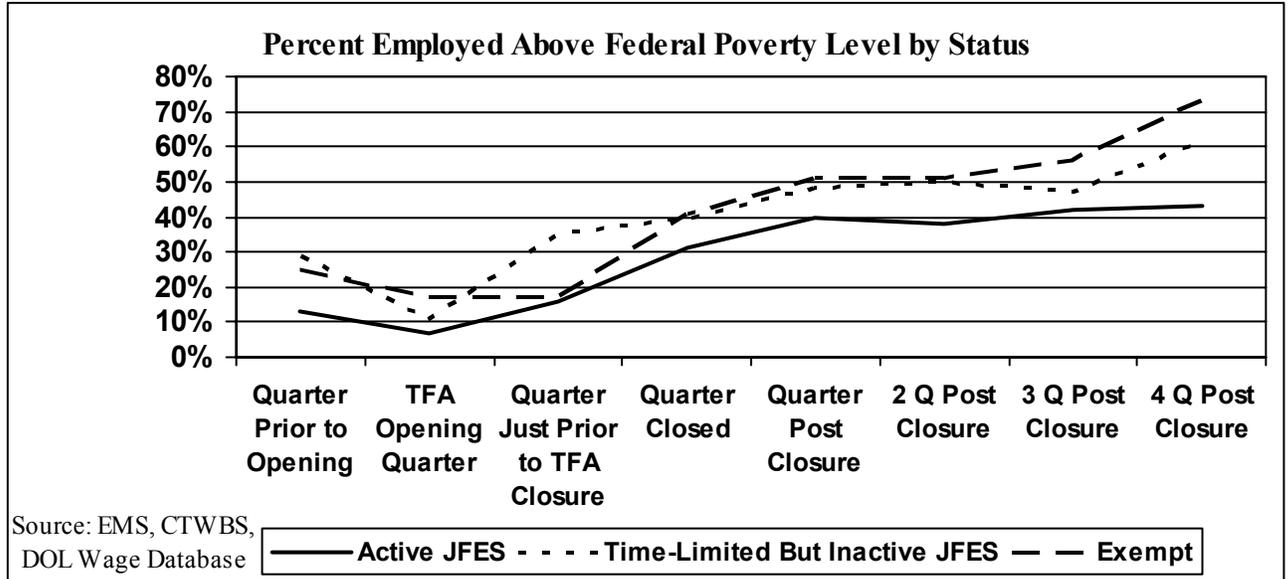
Appendix X

Percent of Clients Employed Above the TFA Payment Standard



Appendix Y

Percent of JFES Active, Inactive and Exempt Clients Earning Above the Federal Poverty Level



Appendix Z

Reason for Case Closure for Exempt Families

Reasons for Case Closing For Exempt Families		
<i>Reason for Closing</i>	<i>Caring for Child Under One (n=129)</i>	<i>Temporary Incapacity (n=72)</i>
No show for required appointment or paperwork incomplete	28 (22%)	11 (15%)
Employed and earning above the Federal Poverty Level	41 (32%)	17 (24%)
Timed out or extension not approved	21 (16%)	10 (14%)
No longer a TFA-eligible child in the family	14 (11%)	15 (21%)
Family requested case closure	8 (6%)	4 (6%)
Income above limit	11 (8%)	10 (14%)
Sanctioned off TFA	1 (1%)	1 (1%)
Other	5 (4%)	4 (5%)
Total Closed Cases	129 (100%)¹	72 (100%)
Source: Department of Social Services EMS		

Appendix AA

Financial Condition of Exempt Families Caring for a Child Under One or Due to Temporary Incapacity

Financial Condition at Opening and Closing for Exempt Families				
	<i>Caring for Child Under One (n=129)</i>		<i>Temporary Incapacity (n=72)</i>	
Financial Measures	At Opening	At Closing	At Opening	At Closing
Quarterly Wages				
\$0	54%	49%	68%	56%
\$1-300	9%	5%	10%	1%
\$301-1,500	5%	1%	3%	1%
\$1,501-3,000	23%	19%	11%	18%
Over \$3,000	9%	26%	8%	24%
Above TFA Standard	17%	33%	11%	31%
Above FPL	4%	19%	6%	21%
Above Self-Sufficiency Standard	0%	0%	0%	0%
Source: EMS and DOL Earned Wage Data Base				

Appendix BB

Outcomes for Time-Limited Non-JFES Participants					
<i>Nonparticipation Category</i>	<i>Left TFA employed with earnings above FPL in the two quarters after closure</i>	<i>Left TFA employed with earnings above TFA payment in two quarters after closure</i>	<i>Left TFA employed with earnings in the two quarters</i>	<i>Left TFA employed with earnings in the one quarter after closure</i>	<i>Left TFA unemployed</i>
time-limited for 1-3 months, then closed (n=34)	12%	21%	9%	9%	50%
time-limited for 4+ months and then closed (n=73)	26%	10%	3%	14%	48%
had both time-limited and exempt status (n=42)	14%	7%	5%	12%	62%
Total (N=149)	20%	11%	5%	12%	52%
Source: EMS and DOL Wage Data Base					

Appendix CC

Number of Times Households Cycled On and Off TFA Between October 2003 and August 2006

Number of Times Households in the Sample Cycled On and Off of TFA Between October 2003 and August 2006		
<i>Number of Times Cycled On and Off of TFA</i>	<i>Number of Households</i>	<i>Percent of Households</i>
0	83	7%
1	854	73%
2	206	18%
3	27	2%
4	1	<1%
Total	1,171	100%

Source: Department of Social Services EMS

Appendix DD

Employment Sectors for JFES Active, Inactive and Exempt Clients

Percent of Clients Working in a Particular Industry Between October 2003 and March 2006 for JFES Active, Inactive and Exempt Clients						
<i>Sector</i>	Active JFES Clients (n=692)		Inactive JFES Clients (n=176)		Exempt Clients (n=106)	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Administrative, Support, Waste Management and Remediation Services	242	35%	48	27%	21	20%
Accommodation and Food Services	191	28%	31	18%	17	16%
Health Care and Social Assistance	173	25%	33	19%	17	16%
Retail	145	21%	30	17%	15	14%
Education	39	6%	4	2%	3	3%
Professional, Scientific and Technical	36	5%	7	4%	1	1%
Wholesale	35	5%	5	3%	0	0%
Arts, Entertainment and Recreation	29	4%	5	3%	5	5%
Finance and Insurance	28	4%	4	2%	1	1%
Transportation and Warehousing	25	4%	4	2%	6	6%
Construction	10	2%	9	5%	1	1%
Real Estate, Rental and Leasing	27	4%	4	2%	1	1%
Information	18	3%	4	2%	4	4%
Manufacturing	11	1%	3	2%	1	1%
Public Administration	2	<1%	2	1%	2	2%
Agriculture	4	1%	1	1%	0	0%
Other	57	8%	9	5%	5	5%
Total Number of Clients in Sample	692	100%	176	100%	106	100%

Appendix EE. Percent of People Below Poverty Using EITC by State, 2003.		
<i>State</i>	<i>Persons Below Poverty Level</i>	<i>Persons Receiving EITC</i>
Alabama	17.1%	25.82%
Alaska	9.7%	11.22%
Arizona	15.4%	17.48%
Arkansas	16.0%	24.87%
California	13.4%	16.38%
Colorado	9.8%	12.80%
Connecticut	8.1%	10.17%
Delaware	8.7%	14.64%
District of Columbia	19.9%	18.72%
Florida	13.1%	20.01%
Georgia	13.4%	22.49%
Hawaii	10.9%	14.31%
Idaho	13.8%	17.39%
Illinois	11.3%	14.93%
Indiana	10.6%	15.10%
Iowa	10.1%	12.89%
Kansas	10.8%	14.48%
Kentucky	17.4%	19.65%
Louisiana	20.3%	28.65%
Maine	10.5%	13.99%
Maryland	8.2%	13.42%
Massachusetts	9.4%	10.05%
Michigan	11.4%	14.09%
Minnesota	7.8%	10.73%
Mississippi	19.9%	32.22%
Missouri	11.7%	16.94%
Montana	14.2%	17.00%
Nebraska	10.8%	13.63%
Nevada	11.5%	15.47%
New Hampshire	7.7%	9.68%
New Jersey	8.4%	12.05%
New Mexico	18.6%	24.43%
New York	13.5%	17.25%
North Carolina	14.0%	20.49%
North Dakota	11.7%	13.08%
Ohio	12.1%	14.38%
Oklahoma	16.1%	21.56%
Oregon	13.9%	14.18%
Pennsylvania	10.9%	13.32%
Rhode Island	11.3%	13.05%
South Carolina	14.1%	23.60%
South Dakota	11.1%	15.38%
Tennessee	13.8%	21.38%
Texas	16.3%	23.26%
Utah	10.6%	14.32%
Vermont	9.7%	12.59%
Virginia	9.0%	14.62%
Washington	11.0%	12.55%
West Virginia	18.5%	19.57%
Wisconsin	10.5%	11.24%
Wyoming	9.7%	14.23%

Appendix FF. State TANF Work Participation Rates Gaps to Avoid Federal Penalties in FFY 2007

<i>State</i>	<i>Baseline TANF WPR FFY2004</i>	<i>WPR "Gap" for FFY2007</i>	<i>Percentage Improvement Needed</i>	<i>Loss of 5% of Block Grant for Failing to Meet Rate</i>	<i>Increase in Required State Spending</i>
ALABAMA	38%	12%	32%	\$4,665,760	\$7,280,035
ALASKA	39%	11%	27%	\$2,668,855	\$5,406,834
ARIZONA	29%	21%	75%	\$10,113,153	\$15,874,203
ARKANSAS	30%	20%	64%	\$2,836,643	\$4,225,906
CALIFORNIA	26%	24%	92%	\$184,915,814	\$364,971,585
COLORADO	35%	15%	42%	\$6,802,835	\$12,327,562
CONNECTICUT	22%	28%	125%	\$13,339,405	\$25,567,475
DELAWARE	26%	25%	96%	\$1,614,549	\$3,065,954
DIST. OF COL.	18%	32%	176%	\$4,630,491	\$9,327,087
FLORIDA	43%	7%	17%	\$28,117,006	\$52,674,571
GEORGIA	25%	25%	100%	\$16,537,087	\$28,094,989
HAWAII	36%	14%	37%	\$4,945,239	\$9,688,562
IDAHO	44%	6%	13%	\$1,520,628	\$2,388,987
ILLINOIS	46%	4%	8%	\$29,252,848	\$57,925,394
INDIANA	34%	16%	46%	\$10,339,955	\$17,908,323
IOWA	50%	0%	0%	\$6,576,248	\$10,707,133
KANSAS	36%	14%	39%	\$5,096,553	\$9,213,193
KENTUCKY	38%	12%	30%	\$9,064,383	\$13,558,945
LOUISIANA	38%	12%	32%	\$8,198,599	\$11,892,941
MAINE	31%	19%	60%	\$3,906,044	\$6,407,640
MARYLAND	19%	31%	159%	\$11,454,902	\$23,252,598
MASSACHUSETTS	10%	40%	408%	\$22,968,556	\$46,898,391
MICHIGAN	24%	26%	107%	\$38,767,643	\$70,002,202
MINNESOTA	29%	21%	73%	\$13,358,067	\$25,304,259
MISSISSIPPI	21%	29%	141%	\$4,338,379	\$5,786,666
MISSOURI	20%	31%	156%	\$10,852,587	\$18,860,638
MONTANA	39%	11%	29%	\$2,148,839	\$3,137,727
NEVADA	39%	11%	29%	\$2,198,838	\$3,898,096
NEW HAMPSHIRE	33%	17%	51%	\$1,926,063	\$4,067,063
NEW JERSEY	34%	16%	49%	\$20,201,741	\$40,212,408
NEW MEXICO	46%	4%	8%	\$5,464,505	\$7,622,296
NEW YORK	42%	8%	20%	\$122,146,530	\$236,718,426
NORTH CAROLINA	36%	14%	39%	\$15,111,980	\$25,390,364
NORTH DAKOTA	24%	26%	105%	\$1,319,990	\$1,924,609
OHIO	70%	-20%	-29%	\$36,398,413	\$62,453,830
OKLAHOMA	33%	17%	52%	\$7,379,712	\$11,451,497
OREGON	9%	41%	484%	\$8,339,931	\$14,449,018
PENNSYLVANIA	9%	41%	481%	\$35,974,965	\$63,116,671
RHODE ISLAND	22%	28%	123%	\$4,751,079	\$8,775,548
SOUTH CAROLINA	30%	20%	69%	\$4,998,391	\$7,393,507
SOUTH DAKOTA	55%	-5%	-9%	\$1,063,983	\$1,632,535
TENNESSEE	15%	35%	225%	\$9,576,190	\$15,096,849
TEXAS	39%	11%	28%	\$24,312,838	\$40,027,888
UTAH	29%	21%	73%	\$3,780,474	\$5,439,743
VERMONT	23%	27%	122%	\$2,367,659	\$4,070,985
VIRGINIA	33%	17%	53%	\$7,914,259	\$16,459,137
WASHINGTON	34%	16%	45%	\$19,887,767	\$37,730,153
WEST VIRGINIA	12%	38%	305%	\$5,508,816	\$7,661,718
WISCONSIN	60%	0%	0%	\$15,833,809	\$27,062,105
WYOMING	81%	0%	0%	\$925,027	\$1,528,948

Source: Estimates based on FFY 2004 WOR and Congressional Research Service Analysis of the effects of the DRA – NCSL 2006.

Appendix GG



STATE OF CONNECTICUT
DEPARTMENT OF SOCIAL SERVICES
OFFICE OF THE COMMISSIONER

February 14, 2007

Ms. Carrie E. Vibert
Director
Legislative Program Review and
Investigations Committee
State Capitol Room 506
Hartford, CT 06106

Dear Ms. Vibert:

In response to your recent request I am submitting the Department of Social Services' formal response to the recommendations included in your final draft report on *Connecticut's Welfare Reform Initiative*. I have chosen not to comment on some of the recommendations that pertain to the Jobs First Employment Services Program operations of the Department of Labor and its contractors. I understand that Commissioner Mayfield will be providing you with her agency's comments on those recommendations.

I want to recognize the excellent work of your staff, Maryellen Duffy and Miriam Kluger, in describing Connecticut's welfare reform efforts. The report includes a wealth of information and an accurate description of the complexities involved in implementing the intricate TANF welfare reform requirements, as well as the issues facing the families served by the program.

The report's recommendations are comprehensive and far-reaching. Changes of this magnitude, however, would be tremendously costly and perhaps overly ambitious at this time. We believe that Connecticut's Jobs First welfare reform program has been a remarkable success by meeting the original goal of the program, enabling tens of thousands of Connecticut's families to replace welfare checks with paychecks. At the same time we recognize that many of these families have not been able to earn enough to reach a level of financial security. For these families DSS will continue to provide a variety of work supports, such as Care4Kids child care subsidies, HUSKY health insurance, Food Stamp benefits and energy assistance.

Attached please find our responses to your specific recommendations. Please contact Kevin Loveland, Director of Assistance Programs, at 424-5031 if you have any questions.

Sincerely,

A handwritten signature in black ink, appearing to read "Michael P. Starkowski".

Michael P. Starkowski
Commissioner Designee

MPS:kl

cc. Claudette J. Beaulieu, Deputy Commissioner
Amalia Vazquez Bzdyra, Deputy Commissioner
Matthew Barrett, Director, Public & Government Relations
Kevin Loveland, Director, Assistance Programs

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**Department of Social Services
Response to Legislative Program Review and Investigations Committee
Staff Findings and Recommendations
Connecticut's Welfare Reform Initiative
February 14, 2007**

Recommendation:

DSS should find a simple way to identify child-only cases, such as adding this category to the reason for exemption menu in EMS. (p.60)

DSS Response

The department agrees that EMS should support the easier identification of child-only cases and will explore doing this through modifications to the codes used by the system. Currently workers record exemption reasons only for recipients who would be subject to participating in Jobs First Employment Services. Since the heads of household of child only cases are not themselves recipients (only the children are recipients) there is no reason to capture an exemption code for these individuals. In addition this coding is done at the client level, not the case (assistance unit) level. The department may be able to modify EMS to set a new waiver type code other than "E" (exempt) to designate this particular type of exempt case and will explore such a system change.

Recommendation:

EMS levels of alerts should be developed by DSS so that when quarterly wages are found to be above the Federal Poverty Level, they are tagged as a high priority alert, and the appropriate parties can then further research the family's earned wages. (p. 65)

DSS Response

The department agrees with this recommendation and will undertake to modify the processing of Department of Labor wage matches to compare the quarterly income level of the reported wages with the federal poverty level for the appropriate family size. A higher priority number will be assigned to the alert generated so that processing of such alerts can be given priority. The Governor's budget includes funding for additional staff to process these quarterly wage as well as new hires matches.

Recommendation:

The Department of Social Services should begin exploring software options to enhance the current Eligibility Management System in a way that will support staff and management in their efforts to efficiently and effectively perform their responsibilities. (p. 66)

DSS Response

The department agrees that it must modernize the way technology supports the management of its public assistance programs. Staff have recently visited the state of Florida to review its

approaches to eligibility determination and have also had lengthy discussions with the state of Washington, which uses the same eligibility management system as Connecticut, concerning how it has used document imaging to enhance the productivity of its eligibility processes.

The department is currently in the early stages of procuring a web-based, state of the art online application system that will allow clients and community based organizations to make applications through the Internet. A Request for Information (RFI) was issued in November 2006 and the responses were received last month. Based on a review of the RFI submissions and live demonstrations from four to five vendors the department will determine what functionality will be included in a planned Request for Proposals (RFP) to be issued later this spring. This new front-end system is expected to allow application data to be imported directly to EMS without the need for workers to enter the data, resulting in a more efficient process through savings of eligibility worker time and effort.

As you may be aware, Governor Rell's budget proposal for SFY 2008 and 2009 includes funding for a document imaging system for all assistance applications, redeterminations and related documentation, as well as an automated voice response system to enhance client communications. The document imaging system, which will have an interface with the existing EMS system, will also improve our efficiency and effectiveness by making such documents readily available on the eligibility worker's computer desktop, saving time and effort currently spent retrieving paper records. The voice response system, which will also interface with EMS and the document imaging system, will make information readily available to clients and their representatives that currently must be provided by DSS eligibility workers. Such information as case status, benefit amount, when a redetermination is due, and whether or not we have received an application or redetermination form or supporting documentation can be made available through this system.

DSS has also been exploring the replacement of the current Eligibility Management System, which is almost twenty years old. A full system replacement would be a major multi-year project potentially costing upwards of \$100 million. Considering the major investment of resources that such an effort would entail, the department is taking a cautious approach to developing such a system.

Recommendation:

The Department of Social Services should give added attention to monitoring families that change from exempt to time-limited. (p. 69)

DSS should strengthen its case monitoring to reduce the number of time-limited families that are not enrolled in JFES but are still receiving cash assistance. (p. 89)

DSS Response

The department agrees that it must do more to assure that all time-limited families that are mandatory participants in Jobs First Employment Services (JFES) are referred and engage in services with the Department of Labor's JFES contractors. The implementation of the Universal Engagement requirement at time of application in 2004 has effectively eliminated this as an issue for new recipients. All TFA applicants must be engaged before assistance is granted. However, for active recipients whose exemption status expires there continue to be challenges in assuring that all such individuals are referred and engaged in JFES. The department will be implementing a new non-engagement report in the very near future that identifies any such

parents that are not engaged with JFES. We expect that use of this report in combination with better attention to existing system alerts that advise workers when an exemption status ends will effectively address this problem.

Recommendation:

To more accurately capture families whose case closes because they are earning above the federal poverty level, and therefore receive credit in the work participation rate calculations, DSS should check available wage databases such as the DOL Earned Wage Database and New Hire Wage Database, and update information accordingly. (p. 85)

DSS Response:

The department agrees that it would be desirable, in measuring the effectiveness of the Jobs First Program and in assuring that credit is claimed for federal work participation reporting, to know if clients whose cases close for a procedural reason, such as not appearing for their redetermination of exit interview or failing to supply required verifications, were ineligible because of income over the federal poverty level. Governor Rell's budget includes additional resources to follow-up on New Hires and IEVS wage matches for these purposes. Without additional resources it will be difficult to effectively accomplish this given the current demands on staff in serving the currently eligible caseload.

Recommendation:

C.G.S. Sec. 17b-112e shall be amended to increase the use of the Employment Success Program, Prevention Services, and the Safety Net Program to address barriers to employment as early as possible. Requirements regarding the number of sanctions and time-limitations for delivery of the three programs should be relaxed, and clients who have made a good faith effort to seek and maintain employment or who are at risk of unsuccessfully completing the Jobs First Employment Services Program should be served in addition to the current clients served who have *not* made a good faith effort. (p. 94)

DSS Response

The department agrees with this recommendation. The Employment Success, Prevention Services, and Safety Net programs were each developed to address a specific purpose, but they share a common goal of addressing significant personal barriers to employment for current or former Jobs First participants through intensive case management and care coordination services. The department supports a more flexible approach, with an emphasis on early identification of barriers to employment and the ability to utilize resources, within existing appropriated levels, to address these barriers whenever they arise as an obstacle to successful participation in employment services activities. We will note that the statute currently permits the use of these funds for families at risk of losing benefits. Families with significant barriers to employment are at risk of losing benefits and thus it may not be necessary to make a change to the statute.

Recommendation:

More emphasis should be placed on helping TFA recipients gain their GED or high school diploma, including consideration of requiring time-limited clients to enroll in an adult education program if they have been unable to secure employment after trying for one year. (p. 98)

DSS Response:

The Department of Labor will likely address this recommendation in more detail. However we would like to observe that a high school graduate's failure to secure employment after one year may or may not be the result of an educational deficit. The more appropriate action would be a more in-depth assessment of the issues interfering with job placement. It may be a personal issue, such as mental health, substance abuse, or family violence that is preventing the individual from securing employment and not solely a lack of literacy or math skills.

Recommendation:

More emphasis should be placed on identifying and treating substance abuse. (p.99)

DSS Response:

The department is planning to strengthen its screening and assessment processes to improve the identification of substance abuse. In addition to more effective use of services provided as part of the Employment Success and Prevention Programs, the department will be modifying its upfront Service Needs Assessment based on expert recommendations and offering a more in-depth substance abuse (as well as mental health and learning disabilities) assessment for any client who is in the conciliation process as part of a sanction referral for failure to comply with their Jobs First Employment Services plan.

Recommendation:

...,the program review committee recommends the Departments of Social Services and Labor should use the following strategies to increase federal EITC filing participation rates:

- discuss the EITC at regular client meetings;
- advertise with posters and flyers in agency offices;
- insert information in agency mailings to clients; and
- partner with utility companies to include EITC information in mailings with billing statements.

(p. 108)

DSS Response:

The department agrees, to the extent that these activities can be carried out without significant additional costs. Information on the EITC is regularly presented to Jobs First participants as part of their initial program orientation. DSS eligibility staff are reminded each year in January of the importance of advising their clients to file for the EITC, are given listings of VITA sites where clients can file their taxes for free. The department arranged with the IRS to have supplies of brochures and posters available in DSS waiting rooms. The department meets regularly just prior to and during the tax season, with the IRS, the United Way of Connecticut, the Connecticut Association for Human Services and other agencies that promote and assist low income families with filing for the EITC to plan for ways to increase utilization of the tax credit.

Recommendation:

The Payment Standard shall be increased to the current Standard of Need. The new Payment Standard would be temporary while a more valid methodology for determining the Standard of Need is developed. (p. 119)

DSS Response:

The department cannot support this recommendation. Although the program's payment standards have not been increased since 1991, such an increase in the Temporary Family Assistance payment standard would entail significant increased costs that, given other priorities facing the state, cannot be supported at this time.

Recommendation:

The Department of Social Services shall revise the methodology used to establish the Standard of Need for determining eligibility for cash assistance programs and establish payment thresholds consistent with those standards by January 1, 2008. Such standards shall be updated each fiscal year by the Consumer Price Index for urban consumers. The standards may vary by geographical areas and family size. Such standards shall be based on studies of actual living costs and generally recognized inflation indices and shall include reasonable allowances for childcare, shelter, fuel, food, transportation, clothing, household maintenance and operations, personal maintenance, and necessary incidentals. Separate standards may be established for families that reside in subsidized or public housing. Other public in-kind benefits shall be considered when establishing the standards. (p. 119)

DSS Response:

Although the department recognizes that there are various methods and components that can be considered in establishing the standard of need, it is reluctant to undertake the substantial investment of agency resources required to develop such new standards without an increase in the appropriations to support the significant increase in program expenditures required by such an updated standard. In addition, we question whether such standards could be developed in time to be used commencing January 2008, given that budgetary appropriations would have to be made during the current session to support such a change. Finally, given other funding priorities facing the state the department is unable support the additional costs that such a change would require.

Recommendation:

Two-parent families enrolled in the Jobs First program should be funded with Separate State Funds.

Amend Section 17b-112(a) to allow portions of the Temporary Family Assistance program to operate outside the Temporary Assistance for Needy Families program. (p. 130)

DSS Response:

The department agrees that the statute should be amended to permit portions of the Temporary Family Assistance program to be funded outside of the federal Temporary Assistance for Needy Families federal program funding. The department should have the flexibility to decide not to

claim TANF funds or use state expenditures toward TANF maintenance of effort requirements if doing so will likely cause the state to incur federal penalties.

The department agrees that it is probably in the state's best interest to fund the two-parent portion of the Jobs First/TFA program with separate state funds at this time to avoid federal penalties, given the unreasonable percentage (90%) of participants required to meet federal work participation requirements. As long as the same state Jobs First requirements continue to apply to this portion of the caseload, regardless of funding source, the department agrees. There are current efforts under way to amend the federal law to remove the special work participation requirement for two-parent families. Given this, the statute should be amended to give the department the flexibility to claim or not claim this portion of the caseload as TANF expenditure, depending upon what is in the state's best interest.

Recommendation:

C.G.S. Sec. 17b-112(b)(4) be amended to limit the exemption for a single custodial parent caring for a child who is under six months of age rather than one year old. (p. 130)

DSS Response:

The department believes this recommendation requires further consideration and additional study before we can support such a change. We agree that many mothers do return to the workforce much sooner than one year after giving birth, some within six to eight weeks, and the department should facilitate this for recipients who are prepared to do so. We also agree that the twelve months that such recipients are currently exempted from work requirements is a time when activities could be undertaken to prepare them for work. Perhaps some type of job readiness and educational activities might be appropriate for these parents, especially during the second six months. On the other hand, child development studies have shown that the first twelve months of parent-child interaction is critical to the healthy development of children.

In addition, we are concerned about the capacity of the current child care system to provide quality infant-toddler spaces for such young children. Also, this change would add approximately 1,200 additional parents to the Jobs First Employment Services Program. That program, along with the Care 4 Kids child care subsidy program, would require significant additional resources to support the participation of these families. Finally, federal work participation rules permit us to exclude a parent caring for a child under one for up to twelve months. Any change would have to be crafted in a manner that would not cause an adverse impact on our TANF work participation rate.

Recommendation:

C.G.S. Sec. 17b-112(d) shall be amended so that a TFA client who earns at or above the FPL during the initial 21-months of TFA eligibility shall have his or her TFA benefit reduced by one-third for three months and an additional one-third for the next three months before becoming ineligible for TFA. (p. 131)

C.G.S. Sec. 17b-112(c) be amended so that the state's maximum 60-month time limit shall be suspended so these benefits do not count toward the state time limit. (p. 131)

DSS Response:

We understand the intent of this recommendation is to soften the current "cliff effect" that occurs when a recipient loses the full TFA benefit when his or her earnings exceed the federal poverty level. However, the department cannot support these recommendations because of the significant increased program complexity and additional costs that would result from providing these extended benefits.

Recommendation:

The Department of Social Services shall determine if a client should be granted an extension of Temporary Family Assistance using the Standard of Need as the financial measure. If a client is eligible for a second or subsequent extension and does not earn at or above the Standard of Need, the client shall receive the full TFA benefit. (p. 133)

If a non-exempt family's gross income is below the Federal Poverty Level at the 21-month time limit but above the Standard of Need, the family shall be eligible for two income supplements for three-months each. The income supplements shall be a continuation of TFA but at reduced levels. The first supplement shall result in a benefit reduction of one-third of the benefit. If a family receives a second income supplement because income is still below the Federal Poverty Level, the benefit shall be reduced by an additional third. (p. 133)

C.G.S. Sec. 17b-112(c) be amended so that the state's maximum 60-month time limit shall be suspended so these benefits do not count toward the state time limit. (p. 133)

DSS Response:

All of these recommended measures would permit additional families to continue to receive TFA benefits beyond the 21-month time limit despite earning more than what they had received while on welfare. While it is true that studies have shown that providing these types of continued benefits, often characterized as work supplements, does result in an increased likelihood of a family succeeding in the workforce and in improved child outcomes, this is only possible with significant increased state expenditures. The department cannot support such expenditures given the other priorities for investment in these families the state is considering in the areas of health care and early childhood education.

Recommendation:

Amend C.G.S. Sec. 17b-112(d)(3)(c) to increase the child support income disregard for the TFA program from \$50 to \$100. (p. 135)

DSS Response:

Although this recommendation would increase family income, restoring the TFA child support disregard to the \$100 level would result in increased TFA program expenditures without creating a significant increased incentive for the parent to cooperate with child support requirements. In light of this the department cannot support this recommendation.

Recommendation:

The Department of Social Services should examine its sanction policy to identify issues with regard to inconsistent and/or low enforcement. (p. 136)

DSS Response:

The department agrees that it must remedy the inconsistent application of its sanction policy by various DSS offices. We have conducted recent joint training on sanction policies with DSS Jobs First eligibility services specialists and JFES case managers and do not believe the problem rests with the policy. Rather it results from inconsistent application of the good cause policy, which calls for the worker to make a judgment concerning whether a circumstance beyond the participant's control prevented him or her from cooperating with employment services requirements. The department will examine ways to strengthen its supervisory control and monitoring systems to attempt to remedy this problem.

Recommendation:

Sec. 17b-698 be amended to transfer the responsibility of evaluating job training programs funded by the Department of Labor from the commissioner of the Department of Social Services to the commissioner of the Department of Labor. (p. 144)

DSS Response:

The department agrees with this recommendation. We feel that failure to transfer this responsibility was an oversight when responsibility for the Jobs First Employment Services program was transferred to the Department of Labor in 1997.



February 9, 2007

Ms. Carrie E. Vibert, Director
Legislative Program Review and Investigations Committee
State Capitol, Room 506
Hartford, CT 06106

Dear Ms. Vibert:

Thank you for the opportunity to review and comment on the draft final report, "Connecticut's Welfare Reform Initiative." I greatly appreciate the hard work of the Committee staff and their close cooperation with the DOL staff in the development of the draft final report as it pertains to our role in the welfare reform initiative. Once again the Program Review Committee has produced a very valuable document.

The Jobs First Employment Services (JFES) program is a priority for the Department. Assisting individuals to secure employment and better their lives is a central theme of the DOL's mission. We are happy to work closely on a daily basis with our major partners, the DSS and the Workforce Investment Boards (WIBs) in achieving the three program goals:

- enable participants, through employment, to become independent from cash assistance by the end of the 21-month time limit established by state law;
- enable participants who become independent from cash assistance to remain employed and independent of TFA; and
- ensure that federally established participation rates are met through employment of participants and engagement in other countable TANF work activities deemed appropriate based on assessment of client needs.

I would like to make a formal response to certain parts of the report. My first comment is on legislative recommendation twenty-nine, which would allow access to the employer provided confidential earned wage database by a non-public entity, the WIBs.

We oppose this recommendation. Sec. 31-254, cgs., protects the individually identifiable specific employee earnings data that employers provide to the Department from being revealed, except in the aggregate, to anyone other than a public employee in performance of his or her public duties. We carefully execute confidentiality agreements with other public agencies for specific limited purposes such as child support enforcement and specific law enforcement agency needs. (We have executed agreements with your Committee so that you may access the data you need in your studies).



M. Jodi Rell
Governor

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Employers report this data pursuant to the requirements of Connecticut's unemployment compensation law, chapter 567,cgs. Individual earnings data is necessary to determine whether an individual has sufficient earnings to collect unemployment compensation benefits and the amount of that benefit. The data reported also determines the extent of that individual employer's tax liability and is necessary to the determination of that individual employer's tax rate. Employers must retain the full assurance that their individually identifiable specific employee earning data is confidential and protected.

These reports also form the basis for a wide array of Labor Market Information that is the basis for economic planning and occupational projections. Businesses, public policy makers, educators, researchers and many others rely on this data in their work. The accuracy of this confidential information is assured because it is protected.

We are working directly with the WIBs so that they will be able to secure the information they need under the present law. At a recent meeting with them, they agreed to give us a statewide, five WIB, proposal. We are working together to meet their needs without jeopardizing the protection Connecticut's employers must have.

We are very happy to be responsible for a key part of the TANF program, (JFES). I am proud of the work that my staff, in partnership with the DSS and the WIBs, has done to meet the needs of our clients. We are proud that Connecticut was awarded TANF bonuses three times for our good performance, including being ranked third and fourth in the country in earnings at placement and retention of employment. Our goal is to continually improve the JFES program.

I understand we are the only state that has an interactive electronic data system that includes data from all three major programs: JFES, the federal Workforce Investment Act (WIA), and the Wagner-Peyser Act, (the only universally accessible service matching employers and employees in jobs). This system, the Connecticut Works Business System, (CTWBS), is accessed on a daily basis by staff of the DOL, DSS, WIBs, and subcontractors who enter and retrieve data from the CTWBS allowing us to best serve our clients and meet the federally required work participation rates and the federally mandated activity verification.

We are all aware that the federal DRA has imposed rules and requirements that will absorb resources that we could better utilize otherwise. We thank OPM and the legislature for providing additional funds in response to the DRA. We and our partners are expending these funds as efficiently and effectively as possible in the activity areas that the General Assembly and the Administration believe most productive in meeting the goals of JFES.

The federal Department of Health and Human Services has stated that only a small number of states will be able to meet the new federal work participation requirements. All of these states have populations significantly different than Connecticut and the rest of the country. This alone underlines the depth of the DRA changes. For our part we will be making every effort to achieve

the highest level of service to our clients while recognizing the challenges with which we are faced.

Any recommendation adding more clients to the JFES program would increase the case managers' client caseloads, which the report correctly notes are already very high. In addition, a number of recommendations would affect Connecticut's effort to meet the federal work participation and verification requirements especially in light of the changes made to both by the DRA. Connecticut would thus be placed in danger of substantial federal monetary penalties.

The report notes that four of the JFES services are predominantly utilized. Three of these services are specifically required by the legislation implementing Connecticut's response to the federal DRA. JFES responds to client needs through a balance of the individual client's history and the occupational demand in the region of the state where they reside. Within the financial resources of the program, it is our duty to strike a careful balance between clients' needs, federal requirements and avoidance of monetary penalties.

Because the JFES program requires that individuals enter employment as soon as possible, in some instances a client may receive a single service because that will result in the client's entering employment. With DSS and the WIBs, we are constantly working to discern those individual client factors that will allow us to be of greatest assistance. It is the client, not the service, to which we first look. Our goal is to assist the clients within the parameters set by law. After the development, directly with the client, of an individual employment plan we most often find that these four services are most effective in meeting the client's needs.

The report correctly notes that there are a variety of reports. They differ in time frame and purpose. At-A-Squint provides a monthly report of client activity and the number of JFES clients actually engaged in activity for that month. The JFES Annual Report includes annual fiscal data and summaries of program initiatives. The CBTC "Report Card" encompasses a large number of programs across multiple agencies. It is created by information provided by these agencies and provides a broad overview of Connecticut activity. We review all reporting on a regular basis and make those changes, which will result in the reports being more helpful to those who utilize them.

Your report correctly noted that clients move in and out of the JFES program. There are many reasons for this movement, including but not limited to the following: changes in a client's personal or family circumstances can result in changes between exempt and time limited participation status; many clients face multiple employment barriers which sometimes cause them to leave JFES for temporary periods; some clients' TFA benefits are discontinued due to earnings over the Federal Poverty Level (FPL) but many of these clients return to the program if earnings fall below the FPL or a break in their employment occurs. JFES clients are free to move in and out of the program based on their individual or family circumstances.

February 9, 2007

Page 4

In 2004 Connecticut initiated universal engagement, which means that a client must participate in an assessment interview and employment plan development prior to receiving cash benefits.

The report in part covers years prior to this change but I want to note that the rate of attendance at a client's first interview is now significantly higher than before universal engagement, ranging from sixty to eighty percent attendance instead of the previous forty three percent. Also, the universal engagement process has lessened the number of episodes of rescheduled orientation sessions that was illustrated in Figure VI-1 of the report. This is very important because it allows employment services to reach the client sooner. We believe that many clients are benefited by the earliest provision of service.

The report notes that earnings data is available three months after reported to the DOL (Appendix C cites six months). Employers are required to report to the Department thirty days after the close of the quarter at which time any taxes owed are due. A great deal of this reporting is electronic and is posted on the system directly. Paper reports take longer to be entered on the system. On an individual basis if a person is hired at the end of a quarter, they are entered on the system in as quickly as a month. The new hires data is required to be forwarded to the DOL by the twentieth day. There are different times of entry, some sooner than others.

I would also like to comment on a few other items in the draft final report:

- We will develop a standard procedure for reviewing all employment plan activities for effectiveness and will adjust the plans as appropriate. If a certain service has not proven effective within the appropriate time frame we will make changes.
- Front line case management and employment specialist staff will be provided with substance abuse awareness training and with procedures for making referrals for treatment.
- DOL currently arranges for an IRS representative to provide updated information on the federal EITC to JFES case managers on an annual basis. This takes place at the case manager meeting that immediately precedes the federal tax-filing period. Informational posters on the federal EITC are displayed prominently in all our local offices and informational flyers are made available and distributed. DOL will further reach out to clients by providing case managers with a list of JFES clients who worked during the tax year. Case managers will contact these individuals to advise them about the federal EITC.
- Upon renewal of the contract for JFES case management services, DOL will require that JFES case managers review a client's Care 4 Kids application before it is submitted to the Care 4 Kids program in order to ensure it has been completed correctly and proper documentation has been included with the application.
- DOL will increase the frequency of verification of employment, but given current caseload levels, monthly verification may not be possible.

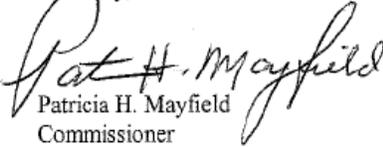
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Page 5

- We agree with repealing Sec. 17b-698,cgs.
- DOL will explore the creation of a new definition of employment for certain reporting purposes.

I have included two charts that I feel are helpful. One chart includes JFES funding information for state fiscal years 1998 through 2007. Another chart provides economic statistics for the years of the program.

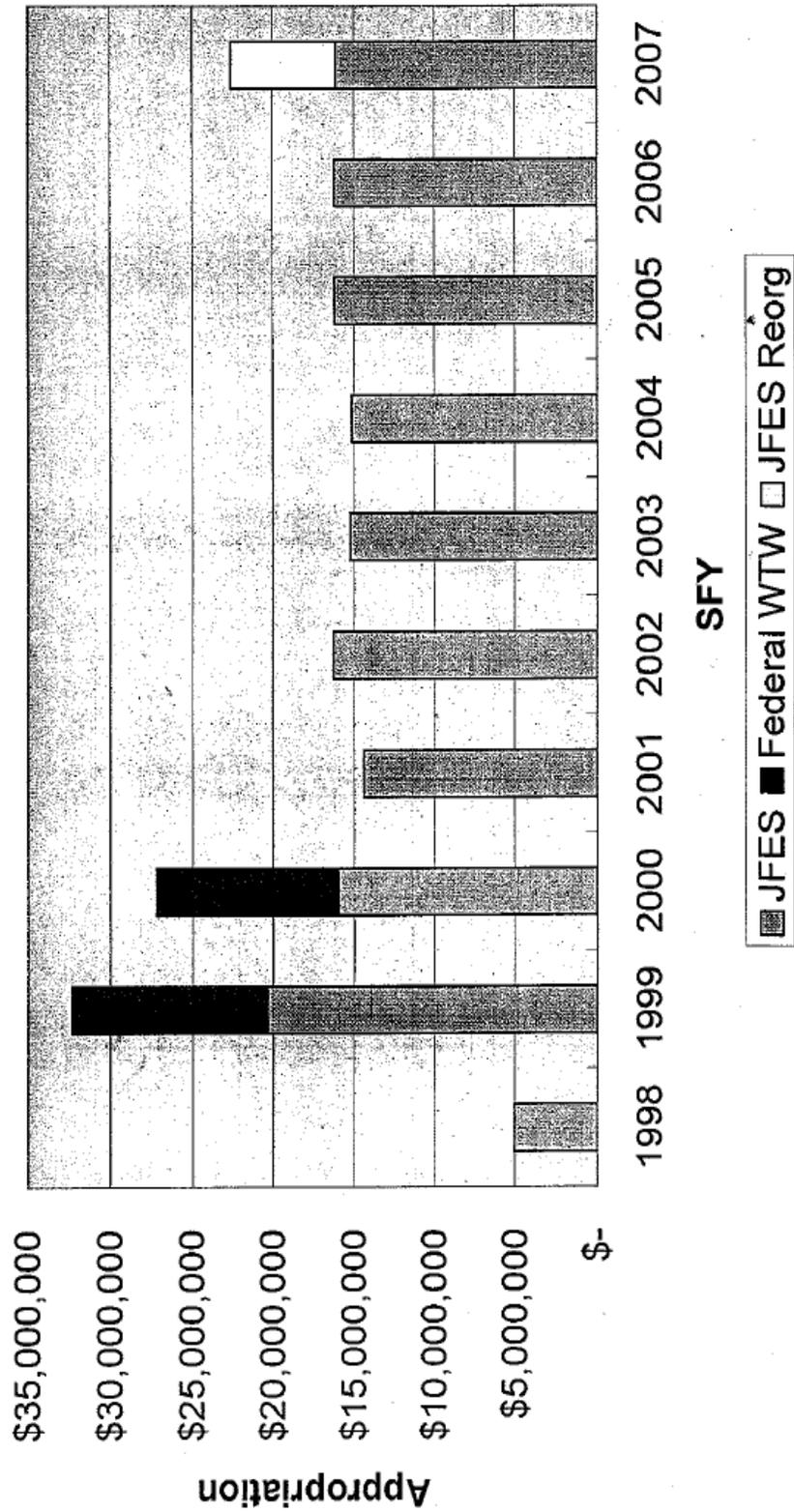
Thank you again for the opportunity to review and comment on this report.

Sincerely,

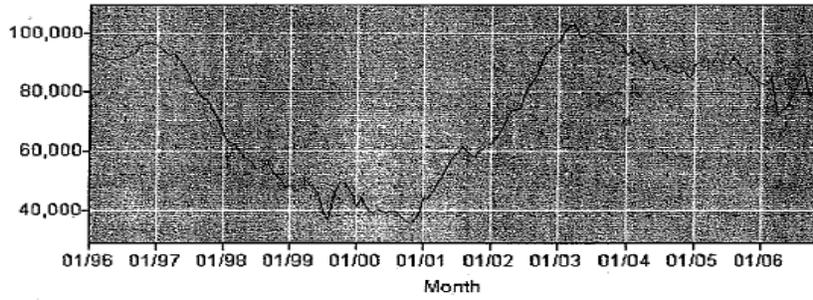

Patricia H. Mayfield
Commissioner

Enclosures

**LABOR DEPARTMENT
Welfare to Work Funding SFY1998-2007**



unemployment



unemployment rate

