## Table of Contents

- Introduction: 1
- Department of Labor’s Welfare to Work Program: 2
- Activities for State Fiscal Year 2002: 5
- Job’s First Employment Services Success Story: 12
- Demographics & Program Data: 13
- Fiscal Data: 15
- Challenges for Next Year: 17
Introduction

John Lorch, Program Manager

Program Year 2002 brought a number of unique challenges to the Jobs First Employment Services (JFES) Program. The Legislative rule changes that went into effect on October 1, 2001 required us to make significant adjustments to the way we do business. JFES customer’s continued eligibility for TFA benefits became subject to their cooperation in the development of the initial employment plan. Qualifying for an extension to the benefit payment time limits became more difficult, as did the documentation requirements. The new rules imposed significant restrictions to the qualifications for the fourth, and greater, extensions. A 60 month lifetime limit on the receipt of time-limited Temporary Family Assistance (TFA) benefits became effective October 1, 2001. Only verified domestic violence can extend benefits beyond five years.

In addition to the rule changes, the State has operated under a set of waivers to the Federal Temporary Assistance for Needy Families (TANF) regulations since 1996. Those waiver conditions expired on September 30, 2001 and one of the results was an increase in the benefit payment penalty for the first sanction. During this program period the State Legislature also transferred the Individual Performance Contract Program (IPC) from the Connecticut Department of Social Services to the Connecticut Department of Labor. The program provides statutorily mandated support services for families who are at risk of losing benefits under the Temporary Family Assistance (TFA) program. All these changes required modifications to our procedures, communication protocols, and participant flow so that affected JFES customers are afforded maximum opportunity to comply with the new rules before sanctions are imposed.

Although the number of TANF customers declined statewide, the regulatory changes increased the number of customers at JFES facilities by 23 percent. In addition, there was a corresponding increase in the number of transportation expenses. The changes to the JFES program tested our ability to adapt quickly. Through a combination of staff training, policy deployment, and information systems enhancements, we were able to implement the changes quickly to minimize the adverse impact on affected JFES customers. The Connecticut Department of Labor’s flexibility, experience, and attention to detail made the transition smooth and efficient.

The Connecticut Department of Labor also wishes to acknowledge and thank our partners, the Connecticut Department of Social Services and the Workforce Investment Boards (WIBs). Successfully implementing these changes while continuing to help Connecticut residents become employed would not be possible without their commitment and hard work.
Connecticut Department of Labor’s Welfare to Work Program

The Connecticut Department of Labor’s Welfare to Work program consists of Jobs First Employment Services (JFES) and the Federal Welfare to Work employment services. The JFES program serves recipients of Temporary Family Assistance (TFA). TFA is Connecticut’s cash assistance to low-income families program, using Federal Temporary Assistance for Needy Families (TANF) funding. The Connecticut Department of Labor administers JFES in partnership with the Connecticut Department of Social Services and the Workforce Investment Boards. Overall responsibility rests with the Connecticut Department of Social Services. The employment services under the Federal Welfare to Work grants program create additional job opportunities for the hardest-to-employ JFES customers, non-custodial parents of minors who are TFA recipients, and those no longer eligible for TFA due to the state or Federal time-limits.

The Welfare to Work program consists of JFES program services and Federal Welfare to Work services that are implemented throughout the state at CTWorks centers. These services are provided by Connecticut Department of Labor staff and by the WIBs through a variety of contracted providers.

Jobs First Employment Services

Temporary Family Assistance (TFA) families with a parent caretaker who is able to work, generally have 21 months to reach independence through employment. These families are referred to as “time-limited” TFA families and during the 21 months, the parents are required to seek employment, preferably full-time employment. Connecticut’s Jobs First Employment Services (JFES) program serves these families.

Under the Balanced Work First approach, a range of services is provided. Customers learn how to prepare for, find, and keep a job. They develop occupational skills, participate in vocational education, adult basic education, substance abuse, and behavioral health services, and domestic violence counseling. Case managers assigned to JFES customers help them access the services needed and match them to available jobs. JFES customers are required to go to work as soon as possible but may also enroll in additional training or education to increase their earning potential.

These services are provided by the Connecticut Department of Labor, community-based organizations under contract with the Workforce Investment Boards, and by other agencies, educational programs, and community resources. Additional support mechanisms include transportation assistance while participating in employment services, a special participation allowance for short-term activities, and subsidies for childcare through the Connecticut Department of Social Services.
**Jobs First Employment Services Continued**

JFES customers access the JFES program through a referral from the CT DSS. At the time of TFA application, or shortly after, the CT DSS conducts a service needs assessment and refers the JFES customer to the JFES program. During the customer’s first appointment with the JFES program, she/he is assigned to a JFES case manager who conducts an employment-focused assessment and develops an employment plan outlining the steps needed for the JFES customer to become and remain independent of assistance. These steps may include arranging for participation in job search activities, skills training, adult basic education, and barrier resolution.

From July 2001 through June 2002, the JFES program served 17,651 customers statewide.

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**Factors Affecting Employability as Identified in JFES Employment Plans**

<table>
<thead>
<tr>
<th>Barrier</th>
<th>Percent of JFES Participants with Specific Barrier</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transportation</td>
<td>63%</td>
</tr>
<tr>
<td>Child Care</td>
<td>51%</td>
</tr>
<tr>
<td>Math/Reading Skills</td>
<td>43%</td>
</tr>
<tr>
<td>Limited Work History</td>
<td>36%</td>
</tr>
<tr>
<td>Language</td>
<td>15%</td>
</tr>
<tr>
<td>Housing</td>
<td>12%</td>
</tr>
<tr>
<td>Health</td>
<td>12%</td>
</tr>
<tr>
<td>Personal/Family</td>
<td>9%</td>
</tr>
<tr>
<td>Credentials/Licensing</td>
<td>9%</td>
</tr>
<tr>
<td>Legal Issues</td>
<td>5%</td>
</tr>
<tr>
<td>Domestic Violence</td>
<td>3%</td>
</tr>
<tr>
<td>Behavioral Health</td>
<td>3%</td>
</tr>
<tr>
<td>Substance Abuse</td>
<td>3%</td>
</tr>
<tr>
<td>Learning Disability</td>
<td>2%</td>
</tr>
</tbody>
</table>

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The Connecticut Department of Social Services contracted with MDRC, a nationally recognized, non-profit, non-partisan social policy research organization, to conduct an evaluation of the effectiveness of the JFES program. The evaluation compared and monitored both the JFES program and its predecessor, Aid to Families with Dependent Children (AFDC).

According to an overview of findings written in the Report, the JFES program made progress toward its key goal of replacing welfare with work and welfare reform made a positive difference in the lives of JFES customers.

By the end of the four-year study, 51 percent of the JFES group were working and not on welfare, compared with 42 percent of the AFDC control group. Only 19 percent of JFES families were on welfare by the end of the study, compared with 28 percent of AFDC families.

The JFES program heightened employment and earnings over the four-year period, and JFES group members earned seven percent more, on average, than the AFDC group.
Federal Welfare to Work
Employment Services

The Federal Balanced Budget Act of 1997 introduced the Federal Welfare to Work grants that became available to Connecticut in October, 1998. The employment services under the Federal Welfare to Work grants program provide additional job opportunities for the hardest to employ Jobs First Employment Services (JFES) customers. These include non-custodial parents of children in Temporary Family Assistance (TFA) families and those no longer eligible for TFA due to the State or Federal time-limits. The Federal Welfare to Work program complements the services provided under the JFES program by funding additional activities that help the hardest to employ. Additional education and training is available once the Federal Welfare to Work customer is connected to the workforce through employment, community service, work experience, or on the job training.

At least 70 percent of the funds must be spent on people who meet the general eligibility criteria; that is, they have demonstrated particular difficulty gaining independence from TFA or are impacted by the TFA time-limits. Up to 30 percent of the funds may be spent on people who meet the special eligibility criteria; that is, they have characteristics associated with or predictive of long-term welfare dependence. Most of the people served under the Federal Welfare to Work program in Connecticut are recipients of TFA.

Eighty-five percent of the Federal Welfare to Work program funds are distributed to the Workforce Investment Boards allowing up to 15 percent to be retained by the state for projects that serve eligible individuals. The Workforce Investment Boards administered the program at the local level, generally at the CTWorks centers, by contracting with local service providers. The Workforce Investment Boards or their contractors determine eligibility for Federal Welfare to Work, provide the specified services, and track and monitor individual outcomes. The Workforce Investment Boards are responsible for providing the Connecticut Department of Labor with both financial and programmatic data for Federal reporting purposes.

The Connecticut Department of Labor is responsible for monitoring the program and for financial and program reporting to the U.S. Department of Labor. Similar to the JFES program, it uses a Balanced Work First approach. Through State Fiscal Year (SFY) 2002, the Federal Welfare to Work program served 17,022 customers.

**Federal Welfare to Work Employment Services**

<table>
<thead>
<tr>
<th>Federal Welfare to Work Customers Served Through June 2002</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total Served</strong></td>
</tr>
<tr>
<td>17,022</td>
</tr>
<tr>
<td><strong>General Eligibility Category (70%)</strong></td>
</tr>
<tr>
<td>11,133</td>
</tr>
<tr>
<td><strong>Special Eligibility Category (30%)</strong></td>
</tr>
<tr>
<td>5,889</td>
</tr>
</tbody>
</table>
Activities
For State Fiscal Year (SFY) 2002
July 2001 through June 2002

The Connecticut Department of Labor (CT DOL) continues to refine policy, procedures, and procurement guidelines in order to improve service delivery with limited resources. The following are highlights of activities for the year.

Jobs First Employment Services
Procurements and Benchmarks

In addition to providing program intake and employment services directly through the CTWorks centers, the Connecticut Department of Labor also contracted with several entities to provide a range of Jobs First Employment Services (JFES). The Connecticut Department of Labor contracted $10 million of JFES funds with the State’s eight Workforce Investment Boards to procure case management, employment, education, and training services for JFES customers. Individual Workforce Investment Board fund allocations were apportioned relative to the Temporary Family Assistance (TFA) population within each workforce investment area.

The Workforce Investment Board contract period was extended to cover both State Fiscal Years (SFY) 2002 and 2003 in order to maximize continuity of services and avoid potential service disruptions when the Workforce Investment Boards procure sub-contracted case management, education, training, and employment services. Workforce Investment Board contract performance measures included benchmarks for placing and retaining JFES customers in employment. Workforce Investment Boards were expected to place a minimum of 50 percent of all JFES customers they served. Fifty-eight percent of those placed had to have earnings that would enable their independence from cash assistance and 25 percent were expected to get jobs over the Federal Poverty Level. At least 60 percent of those placed had to retain their jobs for a minimum of 13 weeks, with 35 percent staying on the job for at least six months. A new earnings gain benchmark was added, requiring that 40 percent of all JFES customers, who were employed when they left JFES, attain at least a 10 percent increase in wages in the second full quarter following exit from program.

In order to meet Federal Temporary Assistance for Needy Families (TANF) participation rates, the Workforce Investment Boards needed to have 50 percent of the JFES customers they served engaged in activities for at least 30 hours per week.

Of the allocations used by the Workforce Investment Boards to procure program services, 62 percent went to support case management, with caseloads capped at a maximum of 135 JFES customers per JFES case manager. Over a quarter of the funds, 27 percent was used to procure skill training for occupations in demand.
Jobs First Employment Services  
Procurements and Benchmarks  
Continued

Because the Workforce Investment Boards maximized the use of Connecticut Department of Labor direct employment services through the CTWorks centers, they spent only three percent of their JFES allocation to procure job search and placement activities. Likewise, utilizing local public education agencies resulted in spending only two percent on adult basic education and GED services. Of the remaining percentages, three percent was used to purchase subsidized employment, while another three percent was used for retention/support services.

A statutory change shifted the responsibility for providing Individual Performance Contracts (IPC) from the Connecticut Department of Social Services (CT DSS) to the CT DOL. JFES customers who are at-risk of being ineligible for an extension of TFA beyond the 21-month time limit due to non-compliance with employment services are offered an opportunity to re-establish a pattern of cooperation by completing activities prescribed in an IPC.

Following a competitive procurement process, the CT DOL allocated $657,000 to the Connecticut Council of Family Service Agencies (CCFSA) to operate the IPC program. The CT DOL also received an additional appropriation to continue the operation of the Services, Outreach, Assessment, and Retention (S.O.A.R) project.

Under a $940,885 contract with CCFSA, the S.O.A.R. project used diagnostic assessment and intensive case management services to provide early intervention to assist JFES customers with significant or multiple barriers to maintain participation in work activities.

“Conquering Barriers to Employment”

Carmen, a 35 year old single mother of two, entered the Jobs First Employment Services (JFES) program with limited English proficiency. Human Resource Agency’s Case Manager, Leticia, immediately recognized Carmen’s discouragement related to her language barrier and enrolled Carmen in ESL and Employment Skills Training classes. Carmen completed both JFES activities.

Carmen came to Connecticut with a background in the medical field and needed a Connecticut license to pursue a job as a Certified Nurses Aide (CNA). Carmen took advantage of the certification program and, within a few months, obtained her CNA license.

Due to a CNA’s demand for travel, Carmen’s lack of transportation hindered her employment achievement. A successful referral to Good News Garage for a car donation became Carmen’s salvation.

Carmen was initially hired as a CNA at $9.50 per hour for 25 hours. Nearly one month later, she received an increase in both earnings and hours.

Carmen is now independent of cash assistance.
CTWorks Services

The Connecticut Department of Labor’s Jobs First Employment Services (JFES) staff located in 18 field offices, focused their efforts on serving over 4,000 JFES customers between July 1, 2001 and June 30, 2002. They are an integral part of the JFES structure.

Once the JFES case manager refers a JFES customer to the Connecticut Department of Labor JFES staff are primarily responsible for providing intensive job search skills training (JSST) and conducting individualized structured job searches. The goal of the JSST is to prepare and orient individuals to the world of work in a group setting. Components of the JSST include:

- Preparing a Résumé and Cover Letter
- Interviewing Techniques
- Understanding Employer Expectations
- Exploring the Hidden Job Market

While the goal of the Individualized Structured Job Search (ISJS) is similar to the goal of the JSST training, the ISJS allows for more one-on-one service to the JFES customer offering a more structured counseling approach. In addition, the Connecticut Department of Labor’s JFES staff provides instruction in areas that are increasingly important in a technologically advanced and complex society. These workshops included:

- Computer Basics & Keyboarding
- Internet Job Search
- Stress Management
- Balancing Work and Family
- Life Skills
- Financial Management

<table>
<thead>
<tr>
<th>Number of JFES Customers Served by CTWorks Staff—Total 4,043</th>
</tr>
</thead>
<tbody>
<tr>
<td>Entered Employment</td>
</tr>
<tr>
<td>Average Hourly Wage</td>
</tr>
<tr>
<td>Average Hours Per Week</td>
</tr>
</tbody>
</table>

The Connecticut Department of Labor’s JFES staff also serve as a resource to JFES case managers by assisting with the development of appropriate employment plans for customers based on local labor market trends, training opportunities, and a customer’s skill base and aspirations. By the year’s end, the Connecticut Department of Labor’s JFES staff assisted over 1,000 JFES customers to become employed. The average wage of those receiving Connecticut Department of Labor services was significantly higher than the average wage of the JFES population as a whole.
Training Initiatives

Training initiatives for the Connecticut Department of Labor Jobs First Employment Services (JFES) front-line staff during this program year focused on continued quality improvement of service delivery and the JFES program changes due to new legislation. In order to provide capacity building with limited resources, whenever possible and appropriate, training initiatives were coordinated with partner agencies and the Workforce Development System Training Academy under the Office of Workforce Competitiveness. Training topics included:

- The Impact of Legislative Changes
- Domestic Violence Awareness
- Case Notes/JFES Program Knowledge
- Job Retention

Early in the program year, all Connecticut Department of Labor JFES staff and JFES case managers attended Domestic Violence Awareness and Referral Procedures training conducted by the Connecticut Coalition Against Domestic Violence (CCADV) and Welfare to Work administrative program staff. With a significant number of the JFES population subject to domestic violence situations (over 450 families have been identified as victims of domestic violence during the program year), it is important for JFES front-line staff to recognize the signs of domestic violence and understand the appropriate response within the context of the JFES program.

In the fall of 2001, the Connecticut Department of Social Services conducted joint training sessions on Jobs First program changes due to new legislation for both agencies’ front-line staff. This collaboration was not only cost-effective and efficient, but fostered the understanding and implementation of the new program changes. The Connecticut Department of Labor recognized that, due to the program changes, documentation of JFES customers’ status and barriers to participation took on new significance. In response, the Connecticut Department of Labor provided front-line JFES staff with Case Notes training to ensure the accuracy, appropriateness, and professionalism of the JFES program case narratives. This training included the impact of the October 1, 2001 legislative changes on case narratives as well as the legal and policy issues, Do’s and Don’ts, and the standard format for creating case notes.

Other training initiatives during the program year included Job Retention training provided by the U.S. Department of Labor for Connecticut Department of Labor JFES staff. This training session provided staff with new methods and tools for providing job retention services. Also, throughout the program year, several additional sessions of JFES Program Knowledge training were provided for newly hired JFES case managers. Next year, training initiatives for Connecticut Department of Labor JFES staff and JFES case managers will continue to focus on improvement of service delivery and professional development.
Training Initiatives continued

The following topics are being coordinated:

- Presentation Skills Tips & Techniques
- Professional Ethics
- The Effects of Trauma related to Domestic Violence
- Family and Employment Law
- Transitioning the Female Ex-Offender from Welfare to Work

Federal Welfare to Work

The U.S. Congress chose not to appropriate funding to support Federal Welfare to Work program activities for the 2001 State Fiscal Year (SFY), so activities funded under this grant continue to wind-down. Of the $23 million originally appropriated, $3,556,450 has been carried into the State Fiscal Year (SFY) 2002. Workforce Investment Boards are expected to close out Federal Welfare to Work operations in 2003. The remaining funds of $511,304 are currently being used by three Workforce Investment Boards to serve 11,133 JFES customers classified under general eligibility and 5,889 classified under special eligibility.

During this program year, the Connecticut Department of Labor funded the Skills, Transitional Support, Respect, Integrity, Direction, and Employment (STRIDE) program operated by Quinebaug Valley Community College. Since the inception of STRIDE in September 1998, the CT DOL has committed over $300,000 of Federal Welfare to Work Governor’s Reserves funds to keep this successful project operating. STRIDE is an award-winning program that serves non-custodial parents who are scheduled for pre-release or parole from State Correctional facilities by providing them with skills and resources necessary to re-enter the workforce and community environments.

The STRIDE program is a collaborative effort between the Connecticut Departments of Correction Labor, and Social Services, area Workforce Investment Boards, and the Quinebaug Valley Community College. STRIDE serves the Eastern Connecticut region that includes five correctional facilities where training is provided by the Department of Correction’s Unified School District #1. STRIDE customers receive training in skill-based areas such as culinary arts, certified nursing assistant, cosmetology, business, graphic arts, microcomputers, and commercial cleaning.

The key to STRIDE’s success is more than job placement. An individualized transition plan is developed for each participant that addresses issues such as how to obtain housing, transportation, medical care, food, proper identification, and child support. For at least six months after release, a STRIDE case manager provides support and advocacy for customers and serves as a liaison between employers, landlords, and family members. With this type of support, STRIDE enables many individuals to remain self-sufficient and avoid returning to prison, where the recidivism rate approaches 60 percent.
Cooperative Work-Study and Childcare Initiative

The Cooperative Work-study and Childcare (CWS) initiative is a two-year pilot delivered in the context of Jobs First Employment Services (JFES), and designed according to recommendations and guidelines from the interagency Learning and Training Initiatives Workgroup. The Workgroup formed in 1999 to develop recommendations for expanding training, education, and childcare opportunities for JFES customers, pursuant to Public Act 98-169. The Workgroup recommended expansion of concurrent work and study opportunities with on-site childcare at Connecticut’s community colleges, particularly through increased enrollment in certificate programs that would enable graduates to meet labor market needs and obtain higher-skill, higher wage employment.

Recognizing the existing relationships between Workforce Investment Boards and Community Colleges, the Workgroup suggested a cooperative program to give working JFES customers access to a wider array of certificate course programs, with priority for on-site childcare when possible. Recognizing that part-time students are not eligible for Federal Work Study, the workgroup suggested that the cooperative program include any concurrent work and study in the definition of “work-study” and utilize Federal Work Study when possible. The Workgroup’s recommendations and guidelines included development of a Memorandum of Understanding (MOU) among the community colleges and the Connecticut Departments of Social Services and Labor to implement the CWS program.

During the 2002 state fiscal year, the Connecticut Department of Labor facilitated CWS program arrangements between Workforce Investment Boards and interested Community Colleges in five workforce investment areas. Following the provisions of the MOU, Workforce Investment Boards and Community Colleges reached local agreements regarding expansion of JFES participants’ access to a wider array of certificate programs. The Workforce Investment Boards and Community Colleges identified primary contacts and refined local referral processes. They also made arrangements for Federal Student Aid, Temporary Assistance for Needy Families (TANF) JFES, Workforce Investment Act (WIA) individual training accounts or Pell Grants and other funding sources to pay tuition, fees, and other course-related costs. The following table identifies the WIBs and their Community Colleges that are partners in providing the CWS Program.

<table>
<thead>
<tr>
<th>Workforce Investment Board</th>
<th>Community College</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capital Region</td>
<td>Asnuntuck, Capital,</td>
</tr>
<tr>
<td>Danbury/Torrington</td>
<td>Northwestern</td>
</tr>
<tr>
<td>Greater New Haven</td>
<td>Gateway</td>
</tr>
<tr>
<td>Workforce Partners (Mid-Conn)</td>
<td>Middlesex, Tunxis, Gateway</td>
</tr>
<tr>
<td>WIB of Southeast CT</td>
<td>Three Rivers</td>
</tr>
</tbody>
</table>
During SFY 2003 the CT DOL plans to facilitate CWS partnerships between the Workforce Investment Boards and Community Colleges in the remaining areas of the state. Workforce Partners, Inc., the Mid-Connecticut Workforce Development Board, provides an excellent example of the results of enhanced collaboration, fund leveraging and participant access. Workforce Partners assisted 29 JFES participants to enroll in certificate programs under CWS at four community colleges. WIA individual training accounts (14), TANF funds (9), and Pell Grants (6) are paying the tuition, fees and other course-related costs. The students are earning certificates in subjects that include Information Systems with Micro Computers, Web Design, Allied Health, Dental Assisting, Emergency Medical Technology, Criminal Justice, and Early Childhood Education. The certificate program enrollments affected by Workforce Partners and its partnering community colleges are excellent examples of how the CWS program enhances existing relationships and arrangements between WIBs and community colleges. Earning certificates and gaining employment in these and other fields will ensure that JFES participants who complete the CWS program have the ability to become and remain independent of cash assistance.

Cost Effectiveness

In the Jobs First Employment Services (JFES) program, 17,651 people were served at an average cost of $1,269 per person. In the Federal Welfare to Work program, 17,022 were served at an average of $1,285 per person. It is important to note that these figures should be evaluated based on a number of considerations. First, the amount of services participants needed varied. For example, one TFA participant may have been able to find work with minimal services, another may have needed extensive services to become employed. Second, these are figures for the year covered by the report, yet some participants received services in more than one year. Third, many participants received services from other funding sources, including adult

“\textbf{A Snapshot of Success}”

Jay, a mother of three, who was confronting domestic violence courageously fled with her children and was living in temporary residence when she first met Family Services of Greater Waterbury’s case manager, Karen.

Jay had a positive attitude and many talents, so Karen referred her to computer training and job search techniques to strengthen her employability skills. Jay also took advantage of a local service that provides women with business attire for job interviews. During the time that Jay participated in JFES activities, she encountered many obstacles to employment such as lack of permanent residence, childcare, and transportation.

Because of Jay’s will to succeed and Karen’s support, Jay successfully completed her JFES activities, obtained a car donation, housing assistance, and childcare. She began working full-time at a local bank, and now has her own apartment. Jay is no longer in need of assistance.
“Seeking a Better Life for Herself and Her Children”

Heather, a young single mother of three, was evicted from her home and for the first time in her life was homeless. With assistance from HUD housing, Heather found an apartment. Seeking a better life for herself and for her children, Heather went to the CTWorks center in Danielson. Upon meeting EASTCONN’s Case Manager, Kate, she was placed in the Jobs First Employment Services (JFES) program and was enrolled in EASTCONN’s GED program where she met Suzanne, who provided additional support services. While Heather diligently studied for the GED test, she participated in many JFES activities, including Job Readiness Skills Training, and volunteered her time at EASTCONN to enhance her workforce marketability. In less time than the average student, Heather passed the GED test and decided to continue her education although she faced many obstacles such as lack of transportation and childcare.

Heather successfully completed the Medical Billing & Coding Certification course at Quinebaug Valley Community College and began job searching with Jeanne from the Connecticut Department of Labor. Shortly after, she was hired at a local medical center as a medical receptionist for 20 hours per week at $9.50 per hour.

Like many of the JFES customers, this young woman chose not to embark on the path of least resistance; rather Heather challenged herself every step of the way. With her courageous attitude, commitment, and support from others, she was able to find a new path in life. Currently, Heather remains in her apartment, has been offered full-time hours at the medical center, and is free from cash assistance.

“I am especially grateful for Kate who supported me and I am thankful for the JFES program. There is truly a system to help us if we take advantage of the many opportunities.” - Heather
The information presented here is for individuals in families receiving time-limited Temporary Family Assistance (TFA). These are families subject to the 21-month time-limit because there is an adult in the family able to work. There are other families receiving TFA, such as those with adults who are unable to work due to incapacity, or families with children living with an adult who is not their parent and not receiving TFA.

As of June 2002, there were 22,404 families receiving TFA; of these, 9,782 were families subject to time limits. Most TFA families are headed by a single female, having either one or two children.

### Demographics

#### Race/Ethnicity

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<thead>
<tr>
<th></th>
<th>Hispanic</th>
<th>African-American</th>
<th>Caucasian</th>
<th>Other</th>
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<tr>
<td>June '02</td>
<td>43%</td>
<td>29%</td>
<td>27%</td>
<td>1%</td>
</tr>
<tr>
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<td>Aug '97</td>
<td>37%</td>
<td>30%</td>
<td>32%</td>
<td>1%</td>
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### Decline in Number of Time-limited Welfare Families*

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<th>Year</th>
<th>Number</th>
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<tr>
<td>1998</td>
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<td>1999</td>
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<tr>
<td>2001</td>
<td>12,558</td>
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<tr>
<td>2002</td>
<td>9,782</td>
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### Education of Participants

<table>
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<th>June</th>
<th>June</th>
<th>June</th>
<th>June</th>
<th>June</th>
</tr>
</thead>
<tbody>
<tr>
<td>11th Grade or Below</td>
<td>50%</td>
<td>49%</td>
<td>48%</td>
<td>46%</td>
<td>45%</td>
<td></td>
</tr>
<tr>
<td>12th Grade</td>
<td>42%</td>
<td>44%</td>
<td>45%</td>
<td>47%</td>
<td>48%</td>
<td></td>
</tr>
<tr>
<td>Higher than 12th Grade</td>
<td>8%</td>
<td>7%</td>
<td>7%</td>
<td>7%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Gender of Participants

<table>
<thead>
<tr>
<th></th>
<th>Female</th>
<th>Male</th>
</tr>
</thead>
<tbody>
<tr>
<td>June '02</td>
<td>88%</td>
<td>12%</td>
</tr>
<tr>
<td>June '01</td>
<td>89%</td>
<td>11%</td>
</tr>
<tr>
<td>June '00</td>
<td>89%</td>
<td>11%</td>
</tr>
<tr>
<td>June '99</td>
<td>90%</td>
<td>10%</td>
</tr>
<tr>
<td>June '98</td>
<td>91%</td>
<td>9%</td>
</tr>
</tbody>
</table>

*Data in this chart is based on all time-limited families. Remaining charts based on only those time-limited TFA families served by the Jobs First Employment Services Program*
Demographics

Distribution of Employment Categories by Standard Occupational Code
Types of Jobs JFES Customers Entered—July 2001-June 2002

* Computer/Math, Architecture/Engineer, Life, Physical, Social Sciences, Legal, Farming, Fishing, Forestry, & Military=0%

Distribution of Activities for June, 2001 -July, 2002

- Basic Education: 10%
- Unsubsidized Employment: 28%
- Subsidized Employment: 3%
- Skills Training: 12%
- Support Service: 3%
- Job Search: 44%

JFES Customers Served by Region

- Waterbury: 1,758
- Southwest: 1,758
- Southeast: 2,903
- Northeast: 748
- New Haven: 2,733
- Capital: 5,031
- Dan/Torr: 558
- MidConn: 2,853

Cumulative Total: 17,651
## Fiscal Data

### Jobs First Employment Services

#### SFY ’02

<table>
<thead>
<tr>
<th>Budget</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Appropriation</td>
<td>16,266,658</td>
</tr>
<tr>
<td>SOAR*</td>
<td>940,885</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$17,207,543</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Expenditures</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>WIBS</td>
<td>9,848,652</td>
</tr>
<tr>
<td>SOAR*</td>
<td>798,221</td>
</tr>
<tr>
<td>IPC</td>
<td>596,638</td>
</tr>
<tr>
<td>CWEALF</td>
<td>30,000</td>
</tr>
<tr>
<td>Special Benefits</td>
<td>959,639</td>
</tr>
<tr>
<td>CMIS</td>
<td>245,261</td>
</tr>
<tr>
<td>CT DOL</td>
<td>4,576,667</td>
</tr>
<tr>
<td>Other</td>
<td>9,800</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>$17,064,878</strong></td>
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*Separate Appropriation from Jobs First Employment Services

#### WIBs ‘02

<table>
<thead>
<tr>
<th>Region</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capital Region</td>
<td>$2,673,933</td>
</tr>
<tr>
<td>Danbury-Torrington</td>
<td>272,086</td>
</tr>
<tr>
<td>New Haven</td>
<td>1,964,290</td>
</tr>
<tr>
<td>Northeast</td>
<td>374,299</td>
</tr>
<tr>
<td>Southeast</td>
<td>613,045</td>
</tr>
<tr>
<td>Waterbury</td>
<td>864,074</td>
</tr>
<tr>
<td>Southwest</td>
<td>1,801,089</td>
</tr>
<tr>
<td>MidConnecticut</td>
<td>1,285,836</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$9,848,652</strong></td>
</tr>
</tbody>
</table>

### Jobs First Employment Services

#### SFY ’03

<table>
<thead>
<tr>
<th>Budget</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Appropriation</td>
<td>15,226,617</td>
</tr>
<tr>
<td>WIBS</td>
<td>9,600,000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Allocation</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>IPC</td>
<td>500,000</td>
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<tr>
<td>Special Benefits</td>
<td>630,682</td>
</tr>
<tr>
<td>CMIS</td>
<td>317,000</td>
</tr>
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<td>CT DOL</td>
<td>4,178,935</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$15,226,617</strong></td>
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</table>

#### WIBs ‘03

<table>
<thead>
<tr>
<th>Region</th>
<th>Amount</th>
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</thead>
<tbody>
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<td>Capital Region</td>
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<tr>
<td>Danbury-Torrington</td>
<td>261,203</td>
</tr>
<tr>
<td>New Haven</td>
<td>2,029,718</td>
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<td>Northeast</td>
<td>359,327</td>
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<tr>
<td>Southeast</td>
<td>588,523</td>
</tr>
<tr>
<td>Waterbury</td>
<td>829,511</td>
</tr>
<tr>
<td>Southwest</td>
<td>1,729,045</td>
</tr>
<tr>
<td>MidConnecticut</td>
<td>1,235,697</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$9,600,000</strong></td>
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</table>
## Fiscal Data

### Federal Welfare to Work SFY '02

<table>
<thead>
<tr>
<th>Program</th>
<th>Available SFY '02</th>
<th>Expenditures</th>
</tr>
</thead>
<tbody>
<tr>
<td>WIBS</td>
<td>2,655,137</td>
<td>1,733,538</td>
</tr>
<tr>
<td>Project STRIDE</td>
<td>51,900</td>
<td>29,317</td>
</tr>
<tr>
<td>CT Family Services</td>
<td>50,925</td>
<td>24,396</td>
</tr>
<tr>
<td>Work Opportunities</td>
<td>616,085</td>
<td>265,753</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$3,374,047</strong></td>
<td><strong>$2,053,004</strong></td>
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### Federal Welfare to Work WIBs '02

<table>
<thead>
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<th>Region</th>
<th>Allocation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capital Region</td>
<td>$530,488</td>
</tr>
<tr>
<td>Danbury-Torrington</td>
<td>0*</td>
</tr>
<tr>
<td>New Haven</td>
<td>250,000</td>
</tr>
<tr>
<td>Northeast</td>
<td>0*</td>
</tr>
<tr>
<td>Southeast</td>
<td>0*</td>
</tr>
<tr>
<td>Waterbury</td>
<td>288,586</td>
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<tr>
<td>Southwest</td>
<td>344,168</td>
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<tr>
<td>MidConnecticut</td>
<td>320,296</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$1,733,538</strong></td>
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</tbody>
</table>

* Previously expended entire allocation

### Federal Welfare to Work SFY '03

<table>
<thead>
<tr>
<th>Program</th>
<th>Available SFY '03</th>
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</thead>
<tbody>
<tr>
<td>WIBS</td>
<td>971,599</td>
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<tr>
<td>Project STRIDE</td>
<td>122,583</td>
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<tr>
<td>Work Opportunities</td>
<td>226,974</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>$1,321,156</strong></td>
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### Federal Welfare to Work WIBs '03

<table>
<thead>
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<th>Region</th>
<th>Allocation</th>
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</thead>
<tbody>
<tr>
<td>Capital Region</td>
<td>$316,739</td>
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<tr>
<td>Danbury-Torrington</td>
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<tr>
<td>New Haven</td>
<td>205,716</td>
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<tr>
<td>Northeast</td>
<td>0*</td>
</tr>
<tr>
<td>Southeast</td>
<td>0*</td>
</tr>
<tr>
<td>Waterbury</td>
<td>116,046</td>
</tr>
<tr>
<td>Southwest</td>
<td>289,930</td>
</tr>
<tr>
<td>MidConnecticut</td>
<td>43,168</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$971,599</strong></td>
</tr>
</tbody>
</table>

* Previously expended entire allocation
Connecticut’s welfare and workforce development systems are both undergoing change. While our welfare system is charged with moving Jobs First Employment Services (JFES) customers into jobs, our workforce development system is integrating employment and training-related policies and programs in order to produce a streamlined system that is more results-oriented, customer-focused, and market-driven. These changes offer the opportunity to make improvements in both systems simultaneously and, therefore, to take a more holistic approach to welfare reform efforts.

Collaboration between these two systems is important for several reasons. First, both systems focus on helping their respective customers become employed. Second, both systems serve some of the same customers, people who are looking for employment and training services and employers who are looking for trained, job-ready workers. Welfare and workforce development systems can each contribute their unique expertise to the Jobs First Employment Services initiatives. By meeting the challenge of increased collaboration and integration, we can ensure that our efforts are not duplicative and maximize the use of scarce resources.

The workforce development system is universal and serves a varied customer population. That system must maintain a focus on the needs of each customer group without sacrificing services to the others. Our challenge is to ensure that the special needs of JFES customers seeking independence from welfare through employment are not lost. At the same time, we will explore more ways in which the two systems can work in concert.

Fortunately, we have a great deal of experience with the challenges of collaboration and we plan to draw heavily on that experience as we strive to further integrate JFES delivery with the workforce development system. We have confidence in our ability to meet the challenges.
Program Initiatives to Address Impact of Legislative Changes

The Public Act 01-2 as amended by Public Act 01-9 of the June Special Session, mandated many changes to the Jobs First program effective October 1, 2001. Two of these program changes limit the time that an individual can receive Temporary Family Assistance (TFA). Consequently, effective October 1, 2001, and every subsequent month thereafter, a number of families became permanently ineligible for TFA benefits regardless of their employment situation. During the year, the Connecticut Department of Labor implemented program initiatives and collaborated with partner agencies (Connecticut Department of Social Services, Workforce Investment Boards, and the case management entities) to address the impact of these legislative changes.

In each local area, staff from the Connecticut Department of Labor and Connecticut Department of Social Services collaborated to develop procedures to maximize services to families impacted by this new legislation. These procedures facilitated the identification of Jobs First Employment Services (JFES) customers who were impacted by these changes and provided for expedited service delivery. The collaboration included interagency “exit” meetings with these JFES customers in order to provide information on available services and resources offered by the partner agencies. These JFES customers were provided with information on and/or direct services from the Food Stamp program, HUSKY medical coverage program, Child Support enforcement, Social Work staff, local CTWorks One-Stop services, and Connecticut Department of Labor services. The two regions that experienced the greatest impact from the legislative changes were the Hartford and New Haven areas. Recognizing the potential for a more significant need for employment services in these two regions, the Connecticut Department of Labor offered specialized job search, retention, and support services to JFES customers who were impacted by this legislation. This new program, which was funded through the Federal Welfare to Work program, was called “Work Opportunities.” The employment services offered through Work Opportunities included career counseling, resume development, interviewing techniques, job development and placement, post-employment retention, and support services such as providing bus passes, work specific tools, and clothing.

After six months of experience with the Work Opportunities program, the Connecticut Department of Labor took the advice of the legislative Temporary Assistance for Needy Families (TANF) Council by initiating an intensive outreach and recruitment pilot project in an effort to increase the number of former JFES customers utilizing the Work Opportunities program. The Connecticut Department of Labor contracted with Connecticut Council of Family Service Agencies (CCFSA), an agency that has experience in providing intensive, home-based support services to the JFES population, to provide recruitment services for the Work Opportunities program.

During the months of April and May 2002, staff from CCFSA attempted a home visit for each of the 321 families in the Hartford and New Haven regions whose TFA benefits ended due to the new legislation. Subsequently, some received services from both the JFES and the federal Welfare to Work programs.
education and Workforce Investment Title (WIA) I-B.

Program Initiatives to Address Impact of Legislative Changes continued

Of the 321 families that CCFSA attempted to visit using the last known address, 120 families were located. Of the 120 former JFES customers that were visited, 79 expressed an interest in receiving Work Opportunities services. Of the 79 JFES customers who expressed an interest in these employment services, 73 accepted the outreach worker’s offer to schedule a Work Opportunities appointment right on the spot and if needed, was offered bus fare to attend this appointment. Of the 73 JFES customers who wanted an appointment with the CT DOL in order to receive Work Opportunities services, only 26 recruits attended the initial appointment and only 11 returned for subsequent services. At the end of the two-month pilot project, the results were analyzed. It was determined that although some former JFES customers benefited from the Work Opportunities pilot program, it was not cost effective to continue providing these intensive outreach and recruitment services.

TANF High Performance Bonus Award-Interagency Project to Enhance Barrier Resolution

Connecticut was among four states to receive a High Performance Bonus Award for effectively moving welfare recipients into high quality jobs. Distributed by the U.S. Department of Health and Human Services, the $13 million award acknowledges our high rate of job entry, wage gains after employment, job retention, and overall improvement in these measures over previous years.

The Jobs First Employment Services (JFES) program will be challenged to implement a new collaborative service component supported by Connecticut’s high performance bonus award. The Connecticut Department of Social Services and the Connecticut Department of Labor will operate a special two part collaborative intervention strategy. Targeted services will be administered to those recipients who are likely to exhaust Temporary Family Assistance (TFA) benefits before they achieve independence from welfare through employment.

The Connecticut Department of Social Services will use some of the award to increase the depth of their initial human needs assessment and support follow through services. Their intent is to identify barriers as part of the initial JFES assessment process and immediately address such issues so as to increase successful employment outcomes and reduce the likelihood of on-going dependency and extensions to the 21-month time-limit. Also, to identify customers with serious conditions that should result in an incapacity exemption from the time-limited program.

The Connecticut Department of Labor will use $1.8 million for those who experience the greatest difficulty leaving assistance because of multiple barriers to employment. Our strategy is to refer at-risk JFES customers for more intensive service to regain program compliance or continue in employment plan activities as soon as JFES case managers iden-
TANF High Performance Bonus Award-Interagency Project to Enhance Barrier Resolution Continued

In most cases this will be upon referral for the first sanction for non-compliance. The special intervention services will include an in-depth assessment, specialized service plans, intensive case management, barrier resolution, and post employment support services. Services will be available to eligible participants in their homes and outside of normal business hours. Bi-weekly case conferencing with the JFES case manager will ensure rapid re-engagement, increasing the likelihood of participants leaving the JFES program earlier with a job that will help them remain independent of welfare.

In addition to helping JFES customers become permanently independent of assistance, this strategy will help the state meet the Federal participation requirements and increase the probability of future performance bonus awards.

CTWorks Business Systems

The Connecticut Department of Labor is collaborating with the Office for Workforce Competitiveness and the Workforce Investment Boards to implement the CTWorks Business Systems (CTWBS), that will increase support for the Jobs First Employment Services (JFES) program partners (Connecticut Department of Labor, Workforce Investment Boards and the case management entities) responsible for the administration of the JFES and Federal Welfare to Work programs.

The CTWBS data management system will be built upon the Connecticut Department of Labor’s existing Case Management and Information System (CMIS). The challenge for the JFES program during the implementation of this data management system will be to provide adequate training for staff on how to operate the new system and its variables with minimal inconvenience to JFES customers.

The CTWBS will also strive to enhance partner communication, continuity of case management, and will play a major role in the future integration of services in the One-Stops (see the “Integration Services in CTWorks One-Stops description in this report).

In addition, Connecticut has decided that the CTWBS data management system will be expanded to incorporate the Workforce Investment Act (WIA) and Wagner-Peyser programs by:

- Supporting One-Stop employment service delivery systems
- Providing JFES case management support for the WIA Adult, Dislocated Worker, and Youth programs
- Incorporating the functionality of the Employer Contact Management System (ECM)
- Providing a comprehensive labor exchange capability for both employers and job seekers
Integrating Services in CTWorks One-Stops

During the State Fiscal Year (SFY) 2003, the Jobs First Employment Services (JFES) program will be participating in several initiatives that will provide for greater integration of service delivery. In an on-going effort to improve services while maximizing limited resources, whenever possible, the JFES program will continue to strive for integration of services with the local CTWorks One-Stop. When contracting with the Workforce Investment Boards for JFES case management services, the Connecticut Department of Labor will encourage the coordination and integration of JFES case management with that of the One-Stops. By further integrating services such as JFES case management, processes are streamlined, customers can more easily access a variety of services, and overhead costs will be minimized.

In addition, the Connecticut Department of Labor will collaborate with the Office for Workforce Competitiveness to develop and implement a data management system that will support this increased integration of services (see the CTWorks Business Systems, CTWBS, description in this report). The CTWBS will facilitate the integration of services by allowing all JFES program partners to use the same system to case manage, refer for services, run reports, and share information.

Another step that will further integrate efforts during the upcoming year is the Connecticut Department of Labor’s initiative to align its field offices with the Workforce Investment areas. As much as possible, each region will have a main or “hub” Labor office in the same location as the One-Stop. Offices in outlying areas will become satellites of the hub offices. The challenge for the JFES program during the implementation of these initiatives is to minimize any inconvenience to JFES customers and ensure the continuity of JFES services in all service delivery areas.

TANF-Reauthorization

The Federal law governing the Jobs First Employment Services (JFES) program including cash assistance and employment services is currently operating under a continuing resolution.

As of June, 2002, TANF Re-authorization which proposed new Federal requirements on funding, work participation requirements, and credits toward work participation rates, was working its way through Congress. Congress has since elected to focus on postponing TANF Reauthorization by means of a continuing resolution with the intention of creating a coherent and coordinated re-authorization plan with the Workforce Investment Act (WIA) system.