

MODULE 1: Introduction

FACILITATOR NOTES

What you need to say/do

1. Introduce yourself to the seminar participants. Include your agency, title, and your responsibilities. Tell participants that you will be facilitating the seminar but that the seminar depends almost exclusively on their participation in groups. The class includes very little lecture material. Assure them that this is an opportunity for them to identify ways to help all three agencies to improve their performance and working interactions.
2. Briefly explain where participants can find water, food, restrooms, and phones.
3. If high-level officials are kicking off the session, introduce them.
4. Facilitate a short ice breaker. There are many types of icebreakers, and the facilitator should use his or her discretion. One option is to ask each participant to “interview” another participant—preferably a person he or she does not know--and then report the information to the full group. Ask three questions: name, agency, and what he or she hopes to get from this seminar.
5. Ask participants to turn off their mobile phones, or switch them to vibrate mode.
6. Begin the slide show. Display PowerPoint slide **1-1: Collaboration Seminar: Introduction**

What you need to know

1. The time for this introduction module depends on whether it is part of a working lunch (Schedule 1). If so, it should take 1 hour, 15 minutes. If not, it should take 40 minutes. In both scenarios, you will need to go through slides quickly.
2. The introduction module is the only module that has PowerPoint slides.
3. Participants will have a 15-minute break after this module (Schedule 1) or will move directly into Module 2 (Schedule 2).

Seminar Equipment/Supplies

- Laptop or PC loaded with PowerPoint 97 or above
- LCD projector and screen
- Module 1 slide show
- Flipcharts (one for the facilitator and one for each group) and markers or whiteboard, markers, and eraser
- Masking tape (to post the flipchart pages)
- Attendance roster
- Name tents (with names completed prior to the seminar)
- Facilitator guide

Handouts/Exhibits

- PowerPoint Slides – Module 1

Collaboration Seminar



Slide 1-1 Introduction

Better Outcomes Through Collaboration: A Seminar for Managers of TANF, Child Support, and Workforce Investment

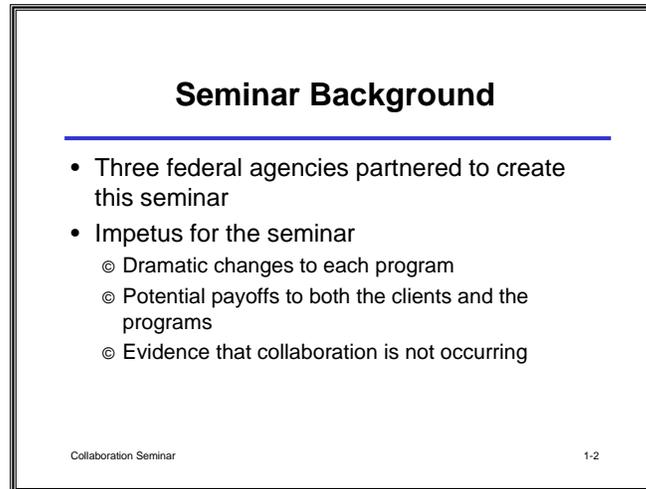
FACILITATOR NOTES

What you need to say/do

1. Display slide **1-2: Seminar Background**.
2. Explain that three federal agencies partnered to develop the seminar on improving program outcomes through collaboration: The Office of Child Support Enforcement, the Office of Family Assistance, both within the Department of Health and Human Services Administration for Children and Families, and the Employment and Training Administration within the Department of Labor. In addition, an advisory group comprised of state and local representatives from each program had input into the structure of the seminar and reviewed drafts of the curriculum.
3. Explain the reason for creating an interactive seminar: Child support, TANF, and workforce investment have undergone changes. The programs share goals and clients. Collaboration can benefit both agencies and clients.
4. Display slide **1-3: Seminar Background (cont'd)**.
5. The target audience are agency staff who can make program changes—office and regional managers. The ultimate goal of the seminar is the development of a collaboration action plan.
6. Note that the seminar is 10 hours in length and consists of five distinct modules: introduction (this module), overview of the three programs, understanding the operations of each program, envisioning collaboration, and establishing an action plan. Note that each module builds on the previous one.

What you need to know

1. The seminar was designed for regional and/or office managers and not line supervisors. It targets the staff who are most likely to have the ability to make changes to program operations and procedures.
2. Slide 1-16, at the end of the first module, depicts how each module builds on the previous one.
3. A teamwork approach is fundamental to improving outcomes and should be considered a routine part of the job and not an extracurricular activity.



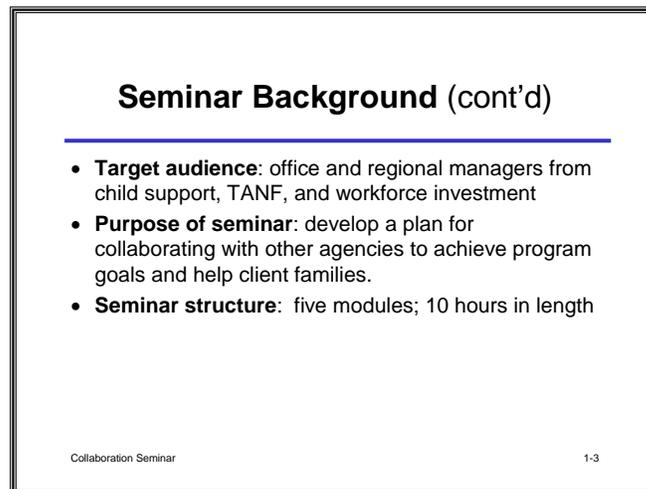
Seminar Background

- Three federal agencies partnered to create this seminar
- Impetus for the seminar
 - © Dramatic changes to each program
 - © Potential payoffs to both the clients and the programs
 - © Evidence that collaboration is not occurring

Collaboration Seminar 1-2

Slide 1-2: Seminar Background

- Three federal agencies partnered to create this seminar.
- The child support, TANF, and workforce investment programs have undergone considerable change. There are potential payoffs to all three programs and their clients if they collaborate.



Seminar Background (cont'd)

- **Target audience:** office and regional managers from child support, TANF, and workforce investment
- **Purpose of seminar:** develop a plan for collaborating with other agencies to achieve program goals and help client families.
- **Seminar structure:** five modules; 10 hours in length

Collaboration Seminar 1-3

Slide 1-3: Seminar Background (cont'd)

- The seminar is designed for managers from child support, TANF, and workforce investment from the same geographical area of a state.
- It aims to help agencies improve program and client outcomes by collaborating.
- The goal of the seminar is the development of an action plan.
- The seminar is 10 hours in length and is comprised of five modules, each which builds on the previous one.

FACILITATOR NOTES

What you need to say/do

1. Display slide **1-4: Module 1—Introduction to Key Issues**
 2. Explain that Module 1 will describe a number of key issues, including the authorizing legislation for each program, the clients served by each program, the benefits of collaboration, and evidence that collaboration could be improved.
 3. The module also will describe the structure of the seminar.
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What you need to know

1. A number of studies are cited in the following slides. A reference list is attached at the end of the module.

**Module 1:
Introduction to Key Issues**

- Authorizing legislation
- Clients served
- Benefits of collaboration
- Evidence collaboration could be improved
- Structure of seminar

Collaboration Seminar 1-4

Slide 1-4: Introduction to Key Issues

- The first module in the seminar will explore a number of issues that will provide a basis for the seminar. These include:
 - The legislation that authorizes the child support, TANF, and workforce investment programs.
 - The clients served, including overlap among the programs.
 - How collaboration benefits clients and programs.
 - Recent studies that suggest collaboration could be improved.
- This module will also address the overall structure of the seminar and the remaining modules.

FACILITATOR NOTES

What you need to say/do

1. Display slide **1-5: Three Systems Undergoing Change: Focusing on Similar Goals**.
 2. Discuss provisions of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA).
 3. Display slide **1-6: Three Systems Undergoing Change (cont'd)**.
 4. Discuss provisions of the Child Support Performance Incentive Act (CSPIA).
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What you need to know

1. The 1996 Personal Responsibility and Work Opportunity Reconciliation Act overhauled the welfare system. It replaced Aid to Families with Dependent Children, an open-ended entitlement program, with Temporary Assistance for Needy Families (TANF), which places a five-year limit on federally funded benefits. TANF recipients are required to work after two years, or earlier at state option.
2. The federal government has paid incentives to state child support enforcement agencies since 1975 to encourage agency improvements. Prior to the 1998 Child Support Performance and Incentive Act, the amount of incentives paid was determined by the cost-effectiveness of each state's agency. Now cost-effectiveness is one of five performance measures.

**Three Systems Undergoing Change:
Focusing on Similar Goals**

The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA)

- Created TANF, which time-limited welfare and has four explicit goals: provide assistance to needy families; end dependency by promoting job preparation, work and marriage; prevent and reduce out-of-wedlock births; encourage the formation of two-parent families

Collaboration Seminar 1-5

Slide 1-5: Three Systems Undergoing Change: Focusing on Similar Goals

- The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA)
 - Passed in 1996, PRWORA created the Temporary Assistance for Needy Families (TANF) program. TANF time-limited welfare and specifies four goals: (1) provide assistance to needy families; (2) end dependency by promoting job preparation, work and marriage; (3) prevent and reduce the incidence of out-of-wedlock pregnancies; (4) encourage the formation of two-parent families.

Three Systems (cont'd)

The Child Support Performance and Incentive Act (CSPIA)

- Promotes family self-sufficiency and child well-being by tying incentive payments to core services of paternity establishment, order establishment, and collections

Collaboration Seminar 1-6

Slide 1-6: Three Systems Undergoing Change (cont'd)

- Passed in 1998, the Child Support Performance and Incentive Act (CSPIA) aims to promote family self-sufficiency and child well-being by tying incentive payments to five performance measures: paternity establishment, child support order establishment, collections on current support due, collections on past-due support (i.e., arrears), and cost-effectiveness.

FACILITATOR NOTES

What you need to say/do

1. Display slide **1-7: Three Systems Undergoing Change (cont'd)**
 2. Discuss provisions of the Workforce Investment Act (WIA).
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What you need to know

1. The 1998 Workforce Investment Act provides a more coordinated, locally-driven workforce investment system. One-Stop centers provide core, intensive, and training services, as well as access to partner services. WIA requires certain One-Stop partners for participation (e.g., employment-related providers). They must identify the mandatory partners in their state. According to WIA, TANF and child support enforcement are not mandatory partners. In some states, TANF is a mandatory partner.

Three Systems (cont'd)

Workforce Investment Act (WIA)

- Replaced the Job Training Partnership Act
- Services provided at One-Stop centers
 - ◉ Core services aim to increase employment, retention, earnings, and skills
 - ◉ Intensive services include in-depth assessment, counseling, case management, and short-term pre-vocational services

Collaboration Seminar 1-7

Slide 1-7: Three Systems Undergoing Change (cont'd)

- The 1998 Workforce Investment Act (WIA)
 - Replaced the Job Training Partnership Act
 - Created different levels of services at One-Stop centers
 - Core services, aim to increase employment, retention, earnings, and skills and include intake, orientation, skills assessment, job search and placement counseling, labor market information, and support services information.
 - Intensive services are available for unemployed individuals who are unable to obtain jobs through core services and those who are employed but need additional services to reach self-sufficiency. These include in-depth assessment, counseling, case management, and short-term pre-vocational services.
 - Training services are available for those who meet intensive services eligibility, but were unable secure employment after receiving those services.

FACILITATOR NOTES

What you need to say/do

1. Display slide **1-8: Three Systems Provide Services to a Variety of Clients.**
 2. Tell participants that TANF's client population is comprised primarily of single-parent families.
 3. Note that child support serves custodial parents and non-custodial parents and that many clients are current or former welfare recipients. Over 60 percent of child support clients nationally are current or former TANF recipients; in some states, the proportion exceeds 80 percent.
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What you need to know

1. In order to receive assistance, families must assign to the state all rights to current child support paid on their behalf while they are on TANF. In addition, when families apply for TANF, they must cooperate with the child support enforcement program and sign over to the government their claim to support. State TANF agencies must impose at least a 25 percent sanction for failure to comply; they have the option of a full family sanction. Given this link between the agencies, it is not surprising that there is considerable overlap between the agency populations.

Three Systems Provide Services to a Variety of Clients

- TANF
 - Ⓢ Provides cash assistance and other supports to low-income, predominately single-parent families
 - Ⓢ Clients must assign rights to current support to the state and cooperate with child support

- Child Support
 - Ⓢ Serves custodial parents and their children and non-custodial parents

Collaboration Seminar 1-8

Slide 1-8: Three Systems Provide Services to a Variety of Clients

- TANF provides cash assistance, training, work opportunities, and work supports to low-income, predominantly single-parent families.
- TANF clients must cooperate with child support; if they do not, their cash grants are reduced at least 25 percent.
- TANF clients must assign to the state the rights to all current child support collected on their behalf to be eligible for assistance.
- Child support serves custodial parents and their children, as well as non-custodial parents. Nationally, in 2001, most child support clients were current or former welfare recipients (18 and 46 percent, respectively).

FACILITATOR NOTES

What you need to say/do

1. Display slide **1-9: Three Systems Provide Services to a Variety of Clients (cont'd)**.
 2. Discuss One-Stops' client population and how these clients may also be served by child support or TANF.
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What you need to know

1. The workforce investment system often offers the only services available to non-custodial parents. One-Stops can help these parents find and retain employment, thus increasing their capacity to pay support to their children.
2. In addition to individuals, non-custodial parents and employers, One-Stops also might provide employment services to TANF clients.

Three Systems Provide Services to a Variety of Clients (cont'd)

- Workforce investment system One-Stops serve:
 - © Individuals, many of whom are low-income
 - © Non-custodial parents
 - © Employers

Collaboration Seminar

1-9

Slide 1-9: Three Systems Provide Services to a Variety of Clients (cont'd)

- One-Stops in the workforce investment system serve individual clients, many of whom are low-income. Other clients include employers.
- One-Stops are also a source of employment services for non-custodial parents affiliated with child support and/or TANF families.

FACILITATOR NOTES

What you need to say/do

1. Display slide **1-10: Benefits to Families and Agencies if Systems Collaborate**.
 2. Explain how clients can benefit if the three agencies collaborate.
 3. Display slide **1-11: Benefits to Families and Agencies if Systems Collaborate (cont'd)**.
 4. Explain that the three agencies may benefit if they collaborate and that these benefits will be discussed at length during the seminar.
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What you need to know

1. Children benefit when child support is paid. In Fiscal Year 2001, child support enforcement agencies distributed \$5.2 billion in current support to former welfare recipients. This represented roughly half (52.5 percent) of current support due to this population.
2. Studies have found that child support reduces poverty. One found that in 1995, among poor women who received child support, 21 to 23 percent were brought out of poverty by child support alone. Research also suggests that fathers who pay support are more likely to visit their children.
3. Parents benefit when there are a improved opportunities to obtain and sustain employment. Self-esteem is bolstered through self-sufficiency.

Benefits to Families if Systems Collaborate

Client benefits include:

- Quick processing of cases and access to services
- Increased money to children
- Reduction in poverty
- Increased father involvement
- Fewer months on TANF
- Increased self-sufficiency

Collaboration Seminar 1-10

Slide 1-10: Benefits to Families if Systems Collaborate

Client Benefits Include:

- Quick processing of cases and access to services
- Increased money to children
- Reduction in poverty
- Increased father involvement
- Fewer months on TANF (thus preserving lifetime months)
- Increased self-sufficiency

Benefits to Agencies if Systems Collaborate (cont'd)

Agency benefits include:

- Improved performance
- Savings in resources and worker time
- Funding

Collaboration Seminar 1-11

Slide 1-11: Benefits to Agencies if Systems Collaborate (cont'd)

- Improved performance
- Savings in resources and worker time
- Funding

FACILITATOR NOTES

What you need to say/do

1. Display slide **1-12: Despite Common Goals, Collaboration Efforts Could Be Improved.**
 2. Explain that a Department of Health and Human Services Office of the Inspector General (OIG) report explored the process child support agencies use to transfer collections to TANF leavers (as noted earlier, TANF recipients must assign rights to child support collected on their behalf to the state). The study was based on interviews with child support and TANF officials in 50 states and case studies in five states.
 3. Explain that an OIG report found that child support staff depend on information collected by TANF in order to perform some of their functions.
 4. Explain that child support could benefit by gaining access to information collected by TANF.
 5. Display slide **1-13: Despite Common Goals, Collaboration Efforts Could Be Improved (cont'd).**
 6. Discuss the difficulties with computer and automated systems interfaces and information sharing between agencies.
 7. Explain that child support agencies could benefit from overseeing the transfer of collections to TANF leavers.
-

What you need to know

1. Failure to collaborate can affect the timely processing of child support orders and can also affect distribution of collections to families that leave TANF. Current support in most states is retained by the state government as reimbursement for the costs of providing welfare grants. When families leave TANF, current support is supposed to be distributed to the family. However, the OIG report found that over half of all states lack policies requiring systematic oversight of child support distribution to TANF leavers.

Despite Common Goals, Collaboration Efforts Could Be Improved

TANF/Child Support
A DHHS Inspector General report found:

- Information collected by TANF staff for child support sometimes does not contain the necessary detail
- TANF staff often cannot verify information gathered at intake

Collaboration Seminar 1-12

Slide 1-12: Despite Common Goals, Collaboration Efforts Could Be Improved

TANF/Child Support: A DHHS Office of the Inspector General report found:

- Child support staff use information collected by TANF to locate non-custodial parents and to establish and enforce orders; sometimes it does not contain the necessary detail.
- TANF staff often lack access to databases (e.g., motor vehicle records) to verify information gathered at intake (e.g., non-custodial parent addresses).

Despite Common Goals, Collaboration Efforts Could Be Improved (cont'd)

- In many states or localities:
 - Workers from one agency cannot access computer systems from another
 - Child support agencies lack oversight of transfer of collections to TANF leavers
 - Automated interfaces between TANF and child support problematic

Collaboration Seminar 1-13

Slide 1-13: Despite Common Goals, Collaboration Efforts Could Be Improved (cont'd)

- Often state and local computer systems do not allow workers from one agency to access potentially useful information from another agency.
- Child support agencies generally have no systematic oversight of the process to transfer collections to TANF leavers. Thus, child support collections may be retained by the state even after a family leaves TANF.
- Automated interfaces between TANF and child support have often been problematic.

FACILITATOR NOTES

What you need to say/do

1. Display slide **1-14: Despite Common Goals, Collaboration Efforts Could Be Improved (cont'd)**.
2. Explain the OIG report findings (on the slide) about non-custodial parents. Non-custodial parents can often benefit from job services referrals from the child support agency.

What you need to know

1. Although the linkages between the two systems often are not well defined, child support and workforce investment are natural partners. One-Stops can provide employment assistance to non-custodial parents. Increased employment and earnings can facilitate payment of child support orders.

Despite Common Goals, Collaboration Efforts Could Be Improved (cont'd)

Child Support/Workforce investment

An OIG Report found:

- Non-custodial parents often need job services
- Child Support's referrals to job programs often informal
- Child Support staff
 - ♦Have limited knowledge of jobs programs
 - ♦Have limited ability to follow-up on referrals

Collaboration Seminar 1-14

Slide 1-14: Collaboration Efforts Could Be Improved (cont'd)

Child Support/Workforce Investment

An OIG report found:

- Many non-custodial parents are poor and in need of job services.
- Child support agencies refer non-custodial parents to job programs, but arrangements are frequently informal.
- Child support staff have limited knowledge of jobs programs.
- Child support staff have limited ability to follow-up on referrals.

FACILITATOR NOTES

What you need to say/do

1. Display slide **1-15: Structure of the Seminar**.
 2. Note that the seminar is 10 hours in length and divided into five modules—this introduction and four others.
 3. Explain that the seminar activities will be conducted in both large and small groups.
 4. Make clear that much of the program content will be provided by the participants themselves. They will educate staff from the other two agencies about their programs, clients, and processes.
-

What you need to know

1. The seminar is for the participants. The facilitator will guide the discussion, but ultimately the participants are responsible for educating each other and developing an action plan.

Structure of Seminar

- Five modules
- 10 hours in length
- Combination of *large group* discussions and *small group* activities
- Content provided by participants—they educate each other about their respective programs
- This is your seminar—an opportunity for you to develop plans to collaborate across programs

Collaboration Seminar 1-15

Slide 1-15: Structure of the Seminar

- The 10 hour seminar spans two days and is divided into five modules.
- Some modules have large-group brainstorming activities. Most activities, however, occur in small-group discussions. Small groups will make reports to the larger group.
- The seminar *is not* lecture style. Rather, it is interactive, requires active participant engagement, and builds on participants' knowledge and experiences to identify potential areas of increased collaboration.

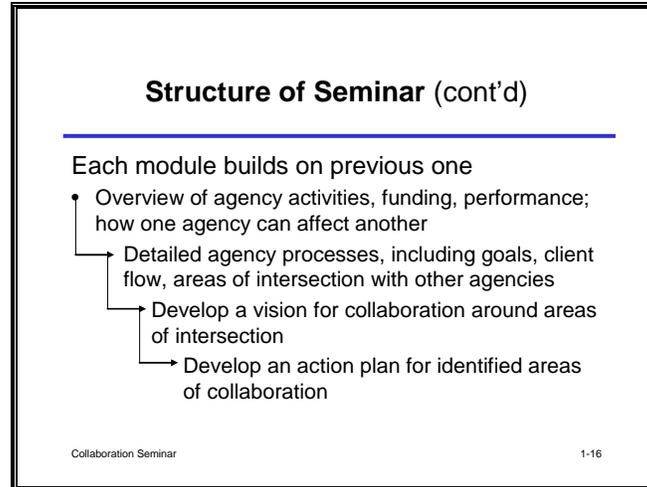
FACILITATOR NOTES

What you need to say/do

1. Display slide **1-16: Structure of the Seminar (cont'd)**.
2. Review the seminar modules briefly.
3. Emphasize that each module builds on the previous one:
 - *Module 1* provides the context for the seminar. As the participants have seen, this module identifies the three systems involved and their clients and services, the benefits of collaboration, and evidence that collaboration could be improved.
 - *Module 2* is a high-level overview of the individual programs, including their activities, funding sources, and performance measures. It will also help participants understand how these elements in one agency can affect the other agencies.
 - *Module 3* describes agency processes in detail, including goals, clients, areas where agencies intersect, and current areas of collaboration.
 - *Module 4* provides tools and exercises to help program managers visualize what an ideal collaboration would look like, including desired outcomes.
 - *Module 5* helps participants develop an action plan.

What you need to know

1. It is important to stress that the modules are interconnected and build to the final goal of developing an action plan. Participants should not lose sight of the ultimate goal as they work through the activities in each module.



Slide 1-16: Structure of the Seminar (cont'd)

- There are four remaining modules. Each builds on the previous one.
 - Module 2 is a high-level overview of the activities, funding sources, and performance measures. Participants first discuss how these affect a single agency (e.g., how performance can affect funding). Then they discuss how these elements in one agency can affect another (e.g., how one agency's performance can affect another's funding).
 - Module 3 is an opportunity for participants to describe their agencies in detail, including clients, processes, areas of intersection with other agencies, and collaboration efforts to date.
 - Module 4 begins the discussion of a strong collaboration. Participants brainstorm about elements of an ideal collaboration, then discuss how these elements could be applied to the intersections discussed in the previous module.
 - Module 5 uses the information gathered in the previous module to develop an action plan.

Sources:

Koball, Heather L. and Desiree Principe. (2002). "Do Nonresident Fathers Who Pay Child Support Visit Their Children More?" Urban Institute Policy Brief. <http://www.urban.org/url.cfm?ID=310438>.

Meyer, Daniel R. and Mei-Chen Hu. (1999). "A Note on the Anti-Poverty Effectiveness of Child Support Among Mother-Only Families." *Journal of Human Resources* 34(1): 225-234.

U.S. Department of Health and Human Services, Office of the Inspector General. (2001). "Distributing Child Support to Families Exiting TANF." OEI-05-01-00220. October.

U.S. Department of Health and Human Services, Office of the Inspector General. (2000). "The Establishment of Child Support Orders for Low-Income Non-Custodial Parents." OEI-05-99-00390. July.
