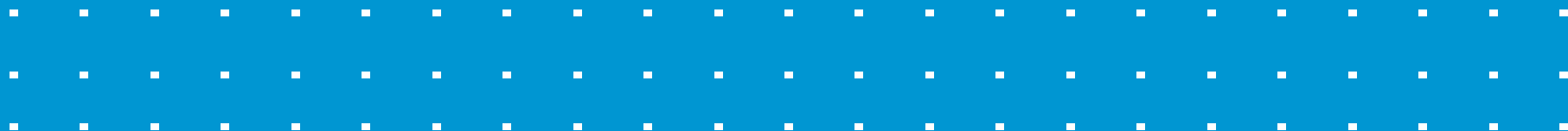




Bridging the Gap Between Child Care, Postsecondary Education, Workforce Development, and TANF

By Gina Adams, Shayne Spaulding, and Heather Hahn of the Urban Institute

NAWRS 2017



Overview of Session

Project background and Overview – Gina Adams

Focus on:

Child Care – Gina Adams

Post-secondary Education and Workforce Development – Shayne Spaulding

TANF – Heather Hahn

Wrap-Up – Shayne Spaulding

Discussion

Resource List

Why This Matters

- Education and training critical to economic security and mobility for low-income parents and their families
- Child care major barrier to enrollment/completion of education and training
- Quality child care/early education essential for children's healthy development and success
- Quality child care/early education for parents seeking education and training is central to economic security and mobility for both parents and their children

About Bridging the Gap

- Supported by the Ford Foundation and the Annie E. Casey Foundation
- Goal to elevate and address the child care needs of low-income parents needing education and training
- Cross-disciplinary team



About Bridging the Gap (continued)

- Broad data gathering through interviews and data analysis
- Publications to date focusing on understanding:
 - The “systems” and their intersection for families
 - The problem and need
 - Key policy systems (CCDF, WIOA, and TANF) and opportunities
 - Strategies employed by local programs
- Supported a cross-sector dialogue to elevate the issue

See <http://www.urban.org/bridging-gap> for project description and publication list

Findings about the Need

- Of 21 million low-income parents, 58% have a high school credential or less
- One in six US adults has basic or lower levels of literacy; almost a third possess basic or lower levels of numeracy
- 1 in 10 low-income parents are enrolled in education and training
 - Half of these parents work
 - 60% single, 69% have child younger than 6, 42% have child younger than 3
 - Of those parents who work full time, 46.7% also attend school full time

Findings about the Need (continued)

- Relatively few parents participate in education and training programs
 - Out of the 50 million parents ages 18-50 who have children under the age of 12, 10 million are low income
 - Only 1 in 10 low-income parents enrolled in education or training
- Low-income parents not in education and training and not working have even lower levels of education
 - 2/3 have a high school degree or less education

Challenges: System-level

Multiple devolved “systems” involved, with shared goals and overlapping populations – yet also have:

- Inadequate funding
- Do not prioritize low-income parents who seek education and training
- Are complex
- Operate separately
- Have policies/incentives that create barriers to serving these families

Challenges: Parent Level

- Complexity of arranging child care for education and training activities (often coupled with work)
- Limited information about child care options
- Financial constraints and limited access to child care subsidies or low-cost/free care options
- Limited supply of good quality care overall, and for particular populations



AUGUST 2, 2017 NAWRS

Supporting Child Care for Parents Seeking Education and Training

Presented by Gina Adams

About Our Report

Presentation derived from:

- *The Child Care Development Fund and Workforce Development for Low-Income Parents: Opportunities and Challenges with Reauthorization*, June 2015. Adams and Heller
- *Child Care Assistance for Parents in Education and Training*, October 2014. Adams, Heller, Spaulding, and Derrick-Mills

Available at www.urban.org

The Child Care and Development Fund (CCDF)

- Primary federal-state child care assistance program
 - Block grant – state discretion within federal guidelines
 - Primarily provides vouchers to help defray the cost of care for parents who are working or in education or training; includes funds for improving quality
 - Total spending on child care assistance—including combined CCDBG and TANF funds—\$11.3 billion in 2014. (Lowest level since 2002)
 - About 1.4 million children received CCDBG-funded child care in an average month in 2015. (Smallest number of children served in 17 years)

Source: Walker and Matthews, CCDBG Participation Drops to Historic Low , January 2017. Center for the Study of Law and Social Policy.

Eligibility and Participation in CCDF

- CCDF funding levels not sufficient to meet the need
 - Estimate that only 15 percent of children federally eligible to receive assistance were served in 2012 (including those served with funds from CCDF and TANF)
 - States face tradeoffs re who to make eligible, how much to have them contribute, and how much to pay for care (related to quality)
- State eligibility rules for parents in education and training vary widely
 - Most states allow parents seeking education and training to be eligible for assistance, though may not get it depending on funding and priorities
 - Many states have additional eligibility limitations (work requirements, type of degree, must be likely to lead to employment, performance/grades, etc.)

Eligibility and Participation in CCDF

- The extent to which parents in education and training are served varies widely across states
 - In 2011, about 12% of non-TANF parents getting CCDF subsidies were in education and training activities (about 7% for education and training alone, almost 5 % for education and training and work)
 - Ranged from more than 25 percent of families in 3 states to less than 5 percent in 8 states.

Relevant Elements of 2014 CCDF Reauthorization

- Family friendly policies and continuity of care
- Quality of care
- Cross-system linkages to other safety net programs
- Consumer education
- Strengthening the supply to meet the needs of special populations (infants-toddlers, non-traditional hours, children with disabilities, homeless children)

CHALLENGE: Did not guarantee the additional funds needed to pay for new requirements, likely forcing difficult tradeoffs for states

Opportunities Ahead

- Establish eligibility rules that recognize unique needs of parents seeking education and training
- Simplify eligibility determination, verification, and oversight processes
- Simplify the process of authorizing care
- Support child care continuity and stability by avoiding breaks in service
- Develop stronger consumer education strategies for parents in education and training
- Build the supply of care to meet the needs of parents in education and training – particularly non-traditional hour care

Challenges Ahead

- Fiscal challenges and increased demands of reauthorization could result in parents in education and training being even lower priority
- Focus on quality leading some states to prioritize access to higher quality programs, often center-based care. Challenge for parents needing care during non-traditional hours or for irregular schedules.
- Stronger health and safety requirements may reduce supply of informal providers willing to provide care, thereby reducing access to non-traditional hour or flexible care options



AUGUST 2, 2017 NAWRS

Workforce Development and Post-Secondary Education for Low-Income Parents

Presented by Shayne Spaulding

About Our Report

- Presentation largely derived from *The Workforce Innovation and Opportunity Act and Child Care for Low-Income* (2016)
- Opportunities and remaining challenges for supporting child care needs under WIOA

See resource list at end

Workforce Innovation and Opportunity Act

- Replaced Workforce Investment Act in 2014
- Budget
 - 2016: \$2,950,691,000
 - 2015: \$2,612,696,000
- Number served (2015)
 - 1,230,076 exiters

WIOA Services

Job search assistance	Wagner-Peyser employment services
Training and education	Adult basic education
On-the-Job Training	Customized training for employers
Job placement and retention	Supportive services
Programs for special populations	

WIOA Service Delivery

- Participants access services through American Job Centers
- Overseen by state and local boards made up of 50%+ employers, labor and other workforce partners (TANF, community colleges)
- States have discretion to set policies
- Local areas also play a strong role in setting policies, designing and implementing programs

WIOA and the Opportunities to Support Child Care Needs of Parents

- Parents with barriers to employment
- Young parents
- Career pathway models
- Individualized assessment and career plan development,
- Special initiatives
- Opportunities for partnering with child care

Continued Challenges Under WIOA

- Funding
 - Moderate increases in funding but expectation to serve individuals with greater needs and provide more intensive services
- Performance measures
 - New performance measures related to skills gains and certification
 - Employer engagement
 - Still an emphasis on employment, retention, wages – disincentive to serve parents



AUGUST 2, 2017 NAWRS

Supporting TANF Families' Child Care and Workforce Development Needs

Presented by Heather Hahn

Original Report by Heather Hahn, Gina Adams, Shayne Spaulding, and Caroline Heller

About Our Report

- Presentation largely derived from *Supporting the Child Care and Workforce Needs of TANF Families** April 2016 (Heather Hahn lead author)
 - Focus on TANF intersection with both child care and workforce development
 - Based on interviews with leaders and policy experts in TANF, child care, and workforce development, and reviews of administrative data, policies in Welfare Rules and CCDF databases, and the literature

** See resource list at end*

What is TANF?

TANF = Temporary Assistance for Needy Families

- Federal block grant plus mandatory state spending
- Cash assistance for low-income families with children
- Flexible funding for child care and other purposes
- Work requirements for cash assistance recipients
- State flexibility and diversity

Why Child Care Matters for TANF Families

- Child care essential to meet work requirements
 - 57% TANF families have at least one child age 5 or younger
 - 24% have at least one school-age child needing supervision
 - 30% have a child with special needs
- *Quality* care essential for child development/success
 - TANF children face many risk factors
- TANF can provide two-generation support for families

What We Know about TANF and Child Care

- Child care subsidies vital for participating in work activities
- TANF, child care, and workforce “systems” complex, devolved, and relatively unstudied
- Enormous variation and remarkably little information on funding, numbers served, how funds administered, etc.
- Child care subsidy funds not sufficient to serve all eligible
- TANF families are only a fraction of those served by CCDF

Challenges to Partnering with Child Care

- Lack of knowledge about subsidies and time to make decisions
- Nonstandard, unpredictable work schedules
- Inadequate supply of high quality care
- TANF rules (short authorization; specific hours)
- Reluctant providers

CCDF Reauthorization Opportunities

- 12-month authorization
- De-linking work hours and child care hours
- Attention to child development, health, and safety
- Enhanced parent education

CCDF Reauthorization Risks

- New requirements without new resources = tradeoffs
- Tradeoffs that separate TANF child care from CCDF may undercut opportunities
- New health and safety standards and focus on high-quality (often center-based) may reduce access to informal child care

Opportunities for Partnering with WIOA

New opportunities for partnerships

- TANF is a mandatory partner
- Low-income adults are always a priority
- Youth up to age 24 includes 1 out of 3 TANF parents

Reduced concern about WIOA outcomes

- WIOA performance measures adjusted
- Credit for interim skill gains

Challenges to Partnering with WIOA

- Entry requirements for career pathways
- TANF work participation rules
- Availability of suitable child care

Final Thoughts...

- Families and children on TANF need the highest quality child care, yet may be particularly challenging to serve
- Reauthorization presents some opportunities, but also significant challenges
- Addressing needs of families on TANF will require intentional focus and prioritizing:
 - Support quality, continuity AND access
 - Support care for non-traditional schedules
 - Build child care supply for TANF families

Recommendations

- Maintain focus on continuity, quality, and consumer education, and access, even if separate TANF & CCDF
- Increase communication and collaboration across TANF, child care subsidy, and workforce development systems
- Improve data collection and sharing within and across TANF, child care subsidy, and workforce development systems

No easy answer, but essential to address these issues to support development and success of both parents and children on TANF

Wrap-up



Remaining Challenges

- States are overwhelmed with demands of new legislation in child care and workforce development
- TANF's future uncertain
- Workforce development and child care “systems” still underfunded and face competing priorities
- Both systems still have disincentives to serve population
- Continued challenges with the inadequacy of child care market

Remaining Gaps and Opportunities for Action

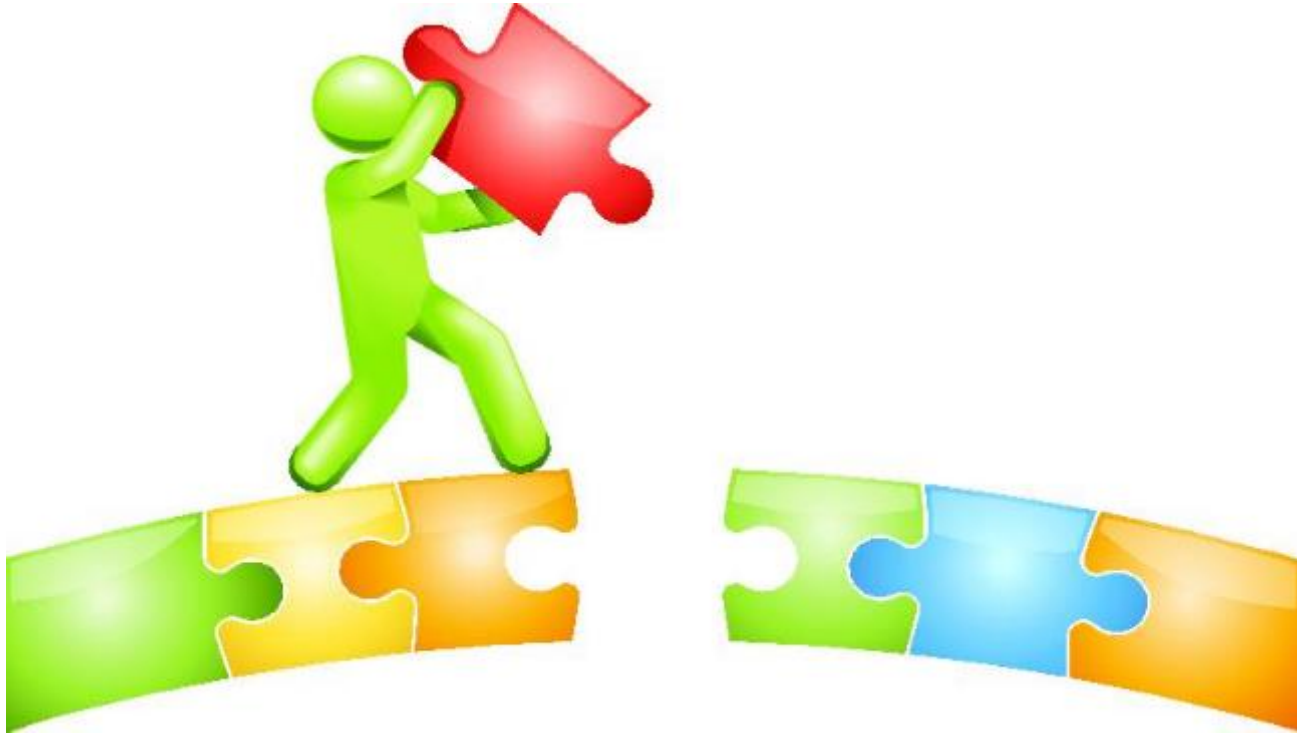
Despite challenges, clear opportunities for action

- Address funding gaps and identify new resources
- Build public and political will
- Document the need
 - Document experiences of families and practitioners
 - Map policy and program assets and gaps at state and local levels

Remaining Gaps and Opportunities for Action (continued)

- Identify and address policy barriers (both policy and implementation) in the full range of related policy domains
- Assess what works and for whom (i.e. explore promising strategies, impact and cost, implementation experiences, lessons learned)
- Expand initiatives by building child care into existing workforce development/post-secondary efforts, and funding new efforts
- Support dialogue, partnerships, and efforts to “bridge the gap”

BRIDGING THE GAP RESOURCES



Bridging the Gap Resources

(can be found at www.urban.org)

1) Exploring and documenting challenges

- An overview of the child care and workforce development systems, their intersection, and implications for policy (Adams, Spaulding, and Heller 2015, [full report](#) and [policy brief](#))
- An analysis of low-income parents and their participation in education and training efforts ([Eyster, Callan, and Adams 2014](#))
- An analysis of low-income student parents who are employed ([Spaulding, Derrick-Mills, and Callan, 2016](#))

Bridging the Gap Resources (continued)

2) Supporting the development of effective *policies*

- Child Care and Development Fund (CCDF) state eligibility policies and services for families in education and training ([Adams, Heller, Spaulding, and Derrick-Mills 2014](#))
- The implications of the reauthorized CCDF for parents seeking education and training ([Adams and Heller, 2015](#))
- The implications of new provisions in the Workforce Innovation and Opportunity Act (WIOA) for families needing child care to participate ([Spaulding, 2015](#))
- Challenges and opportunities around supporting the child care and workforce development needs of TANF families ([Hahn, Adams, Spaulding, and Heller, 2016](#))

Bridging the Gap Resources (continued)

3) Supporting the development of effective *practices*

- Four collaborations between workforce/post-secondary organizations and child care support organizations ([Derrick-Mills, Adams, and Heller, 2016](#))
- An overview of programmatic strategies that can support low-income parents seeking education and training ([Adams, Derrick-Mills and Heller, 2016](#))

Bridging the Gap Resources (continued)

4) Supporting collaboration and access to resources

- An online discussion among practitioners working to bridge the gap between child care and education & training ([Derrick-Mills and colleagues, February 2016](#))
- Summary of conference proceedings from “Bridging the Gap: A Strategic Dialogue.” April 29, 2016. ([Spaulding, 2016](#))

Bridging the Gap Resources (continued)

5) Additional resources on TANF and child care

- *Child Care Subsidies and TANF: A Synthesis of Three Studies on Systems, Policies, and Parents.* December 2005; Pamela Holcomb, Gina Adams, Kathleen Snyder, Robin Koralek, Karin Martinson, Sara Bernstein, and Jeffrey Capizzano
- *Child Care Subsidies for TANF Families: The Nexus of Systems and Policies.* December 2005; Gina Adams, Pamela Holcomb, Kathleen Snyder, Robin Koralek, and Jeffrey Capizzano
- *Child Care Subsidies and Leaving Welfare: Policy Issues and Strategies.* December 2005; Gina Adams, Robin Koralek, and Karin Martinson



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For more information: <http://www.urban.org/bridging-gap>

