

## ■ Untapped Potential

### Georgia Can Make Better Use of Federal Assistance for Workforce Development

By Melissa Johnson, Policy Analyst

Georgia is missing out on key opportunities to strengthen its workforce because it does not fully leverage the potential of safety net programs Temporary Assistance for Needy Families (TANF) and Supplemental Nutrition Assistance Program Employment and Training (SNAP E&T).

Georgia policymakers can better optimize federal funding to educate and train more residents earning low incomes, which will help meet the state's need for a skilled and educated workforce. Georgia needs to produce an estimated 250,000 additional graduates with a certificate, associate's degree or bachelor's degree to meet its workforce needs by 2025. Focusing on Georgians with low incomes will have long-term benefits for the state. As these Georgians secure in-demand skills they are less likely to need to rely on public benefits. It makes more sense for Georgia to:

- **Partner with technical colleges and nonprofits to leverage more SNAP E&T money to help food stamp recipients secure marketable job skills and postsecondary credentials.** The SNAP E&T program is designed to help food stamp recipients meet work requirements and gain the skills, training or experience to help them get a steady job. A substantial amount of federal money can be leveraged through the SNAP program to provide case management, child care, transportation and other support services to help food stamp recipients secure college credentials.

Georgia recently expanded its SNAP education and training initiatives to serve underemployed childless adults without disabilities in 12 counties. More than 90 percent of these adults are assigned to job search activities. Washington state, through partnerships with all its community colleges and community-based organizations, operates a model program that helps food stamp recipients earn college credentials in fields like welding, nursing and transportation.

- **Use more of its \$331 million federal TANF block grant to help residents earning low incomes attain college credentials.** This money can be used for four broad purposes, including job preparation. Georgia spent little more than 1 percent of its TANF block grant to educate and train parents for work, while it spent most TANF

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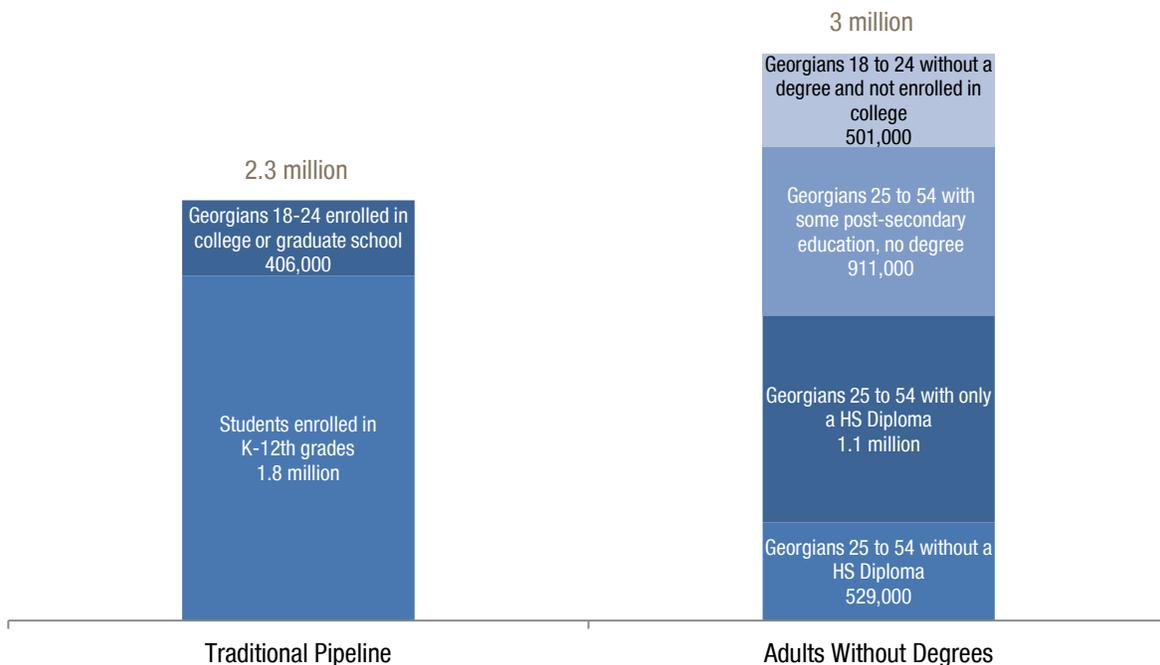
funding on child welfare. Arkansas, Kentucky, Oklahoma, and California are among the states that use TANF money to help more of their citizens earning low incomes attain college credentials.

- **Employ state workforce development resources to serve more public assistance recipients.** The recent passage of the Workforce Innovation and Opportunity Act (WIOA) provides a great opportunity for Georgia’s public workforce development system to collaborate with both federal assistance programs, including sharing skills assessments, making referrals and creating career pathways.

## Georgia Needs More Adults with Certificates and Degrees to Meet Demand

Georgia needs more workers with postsecondary credentials. More than 60 percent of Georgia’s jobs will require a certificate, associate’s degree or bachelor’s degree by 2025, according to the Governor’s Complete College Georgia initiative. Only 45 percent of the state’s young adults have one of those now and Georgia will need to produce an estimated 250,000 additional graduates beyond the expected graduation rate to meet its workforce needs. Adults will be crucial to Georgia’s 2025 workforce pipeline, according to the initiative.<sup>1</sup>

### Larger Pool of Adults Available to Meet Georgia 2025 Workforce Needs than Students in Traditional Pipeline



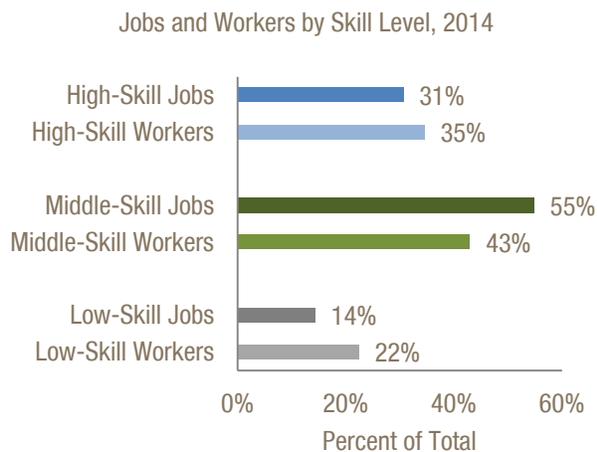
Source: US Census Bureau American Community Survey, 2013 1-yr estimates; Working Poor Families Analysis of American Community Survey, 2013 (Washington, D.C.: Population Reference Bureau). “Georgians 18 to 24 Without Degree and Not Enrolled in College or Graduate School” based on author’s calculation. “HS Diploma” refers to both a high school diploma and its equivalent.

### Georgia’s Middle Skill Gap

The state also suffers from the effects of a so-called middle-skill gap. Middle-skill jobs require education beyond high school but less than a four-year degree. These jobs include nurses, welders and electricians. They account for 55 percent of Georgia’s labor market, but only 43 percent of the state’s workers are trained to do them.

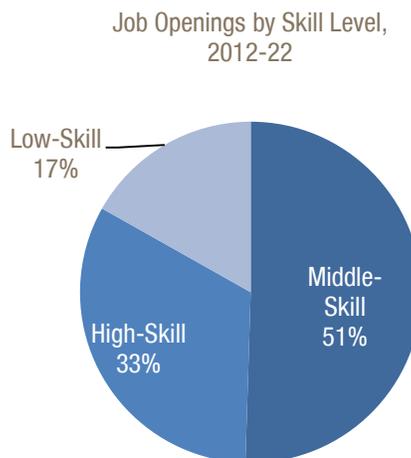
The majority of Georgia's future jobs will require at least some post-secondary education. Fifty-one percent of job openings between 2012 and 2022 will be middle-skill jobs. Another 33 percent of job openings will call for at least a four-year college degree, while only 17 percent of job openings will require no education beyond high school.<sup>2</sup>

### Too Few Georgia Workers to Fill Middle-Skill Jobs



Source: National Skills Coalition analysis of long-term occupational programs from Georgia Department of Labor.

### Most of Georgia's Future Jobs Call for Middle Skills

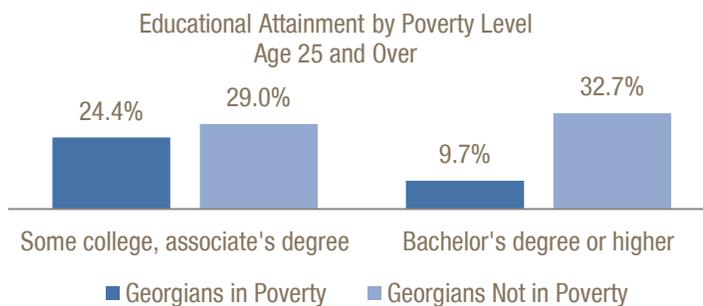


Source: Analysis of Bureau of Labor Statistics Occupational Employment Statistics by State, 2014 and US Census Bureau American Community Survey, 2014 1-yr estimates. Analysis based on methodology used by National Skills Coalition.

## Georgia Benefits From Maximizing Education for Public Assistance Recipients

Increasing education among people who get public assistance achieves several objectives. Georgia can better meet its college completion goals outlined in the governor's initiative. Helping struggling Georgians to further their education puts them on firmer financial footing for the future and likely reduces their reliance on public assistance.

### Georgians in Poverty Less Likely to Have Higher Education



Source: US Census Bureau American Community Survey, 2014 1-yr estimates.

### Most Georgians Who Receive Food and Cash Assistance Need More Education

Nearly 1.8 million Georgians in July 2015 received SNAP food assistance, commonly known as food stamps.<sup>3</sup> About 49 percent of these Georgians are adults ages 18 to 64,<sup>4</sup> and three-quarters of these adults lack postsecondary education.<sup>5</sup>

Fewer adults receive cash assistance, but the education gap is even more striking. In 2014, 3,677 adult Georgians received TANF cash assistance<sup>6</sup> and the latest estimates indicate that just 7.1 percent of these adults are educated beyond high school.<sup>7</sup>

Families benefit when adults receiving food and cash assistance pursue more education. When parents are able to obtain skills and credentials, their families are less likely to struggle with poverty. Nearly three-quarters of Georgians who get food stamps and all who get cash assistance are in families with children.<sup>8</sup> (See Appendix A)

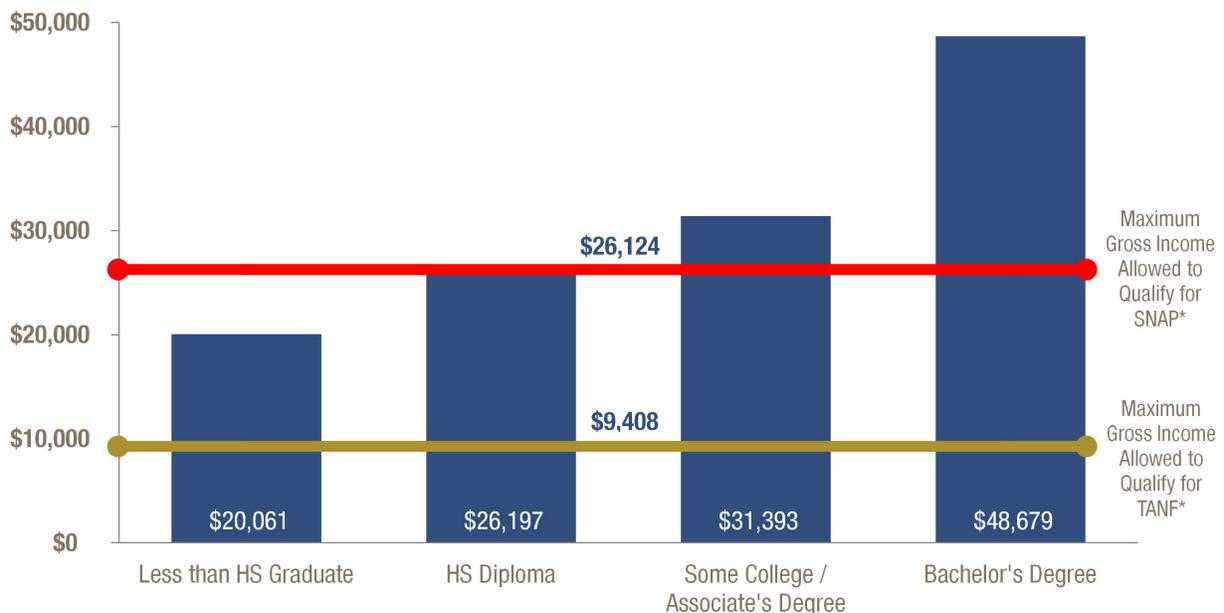
### Higher Education and Training Lessens Need for Government Assistance

Improving access to higher education and training for Georgians earning low incomes makes it less likely they will rely on government assistance because it improves their earning potential and employability. Georgia families must take home less than \$26,124 per year for a family of three, or 130 percent of the federal poverty level, to qualify for food stamps. Georgia families of three must earn less than \$9,408 per year to qualify for cash assistance.

Workers with at least some postsecondary education or an associate's degree earn an average of \$31,393 per year in Georgia, which makes them less likely to need food and cash assistance. Workers with bachelor's degrees are even less likely to rely on assistance.

### Families with Higher Education Less Likely to Qualify for Food Assistance

Georgia Annual Median Earnings by Education Level, Age 25 and Older (2014)



\*For a family of three in Georgia

Source: US Census Bureau American Community Survey, 2014 1-yr estimates; Georgia Department of Family and Children Services Policies

Georgians with higher education are also less likely to be unemployed, one of the primary reasons people need food stamps.<sup>9</sup> More than one in 12 Georgians with only a high school education were unemployed in 2014 compared to about one in 13 with some postsecondary education. Only one in 29 Georgians with at least a bachelor's degree were unemployed in 2014.<sup>10</sup>

## SNAP Employment and Training Can Help Georgia Meet Its Workforce Goals

The employment and training component of the SNAP program is designed to help recipients meet work requirements and gain the skills, training, or experience to help them get a steady job. Each state is required to offer training and education through SNAP, although the states are given considerable leeway in implementation. States can decide whether to mandate participation in education and training for all, some or none of its food stamp recipients.

Each state is allocated a program grant from the federal government to fund its education and training program. This money is commonly referred to as 100 percent funds and must be used to plan, implement and operate a state education and training program. State agencies can also use the money for direct services, such as training. The federal government distributes just \$79 million nationally<sup>11</sup> based on the number of underemployed childless adults in each state.<sup>12</sup>

The federal government also reimburses up to 50 percent of expenses for administrative costs above the program grant and expenses directly related to participation, such as child care costs, transportation, safety equipment, supplies and books. Annual federal funding for these 50-50 funds is *virtually uncapped*, which presents states with a unique opportunity to leverage federal money to help residents gain skills and obtain regular employment, if they provide additional services and supports through SNAP.

To maximize federal dollars, Georgia can partner with technical colleges or community nonprofits and use the services provided to food stamp recipients as leverage for additional federal dollars, instead of state money.<sup>13</sup>

### Georgia's SNAP Employment and Training Program

Georgia has operated a SNAP education and training program for food stamp recipients in 12 Georgia counties since 2014: Bulloch, Chatham, Cherokee, Clayton, Cobb, DeKalb, Douglas, Glynn, Gwinnett, Hall, Henry and Rockdale. Adults either not working or participating in the program lose their benefits for a minimum of one month, or until they comply.<sup>14</sup>

Georgia's program directs most recipients to job search activities to prod them into employment on their own without new education or training.

Recipients are also assigned to job search training to prepare them to create a résumé, complete job applications and conduct internet job searches.<sup>15</sup> As a result, more than 90 percent of the participants in Georgia's SNAP education and training initiative were assigned to perform a job search in 2015, while none received postsecondary education or vocational training. Georgia's system does not allow it to track a recipient's wages once employed.<sup>16</sup>

Georgia funded most of this initiative in 2015 with \$1.9 million in SNAP E&T 100 percent funds. The state also leveraged \$102,700 in 50-50 funds to pay for transportation and other supportive services.

### Georgia Employment and Training Program Activities

Activity	Number of Participants Referred
Job Search	6,059
Job Search Training	3,474
GED Preparation	144

Source: Georgia Department of Family and Children Services

## Washington State Shows a Program Focused on Education and Training Pays Off

Washington’s Basic Food Employment and Training Program provides a compelling example of the potential offered by a robust education and training initiative. While Georgia’s version focuses on searching for jobs and other basic tasks, the Washington program helps people become more self-sufficient by helping them acquire new job skills and credentials sought by the local labor market.

<b>Washington State Employment and Training Program Outcomes</b>		
	<b>June 2010 Report</b>	<b>August 2013 Report</b>
<b>Individuals in Sample</b>	14,000 served	Cohort of 21,400 (of 56,800 served)
<b>Education and Training Completion Rate</b>	70% - 80%	Not Reported
<b>Overall Entered Employment Rate</b>	57% one-year post-program	One-year post-program: 58% Two-years post-program: 69% 12,350 individuals received jobs
<b>Median Hourly Wages</b>	\$10.20 - \$10.63	One-year post-program: \$10.15 - \$10.66 (\$10.50 - \$11.44 for vocational education participants) Two years post-program \$10.42 - \$11.08
<i>Source: Dave Kaz with Rick Krauss, "Washington State's Basic Food Employment and Training Program," Seattle Jobs Initiative, June 2014</i>		

Washington brought together government, community college and community-based organization leaders in 2004 to discuss ways to use federal SNAP E&T dollars to help residents earning low incomes find *better* jobs. The initiative grew from serving just a few hundred people each year with a \$150,000 budget in October 2005 to serving nearly 30,000 people with a budget of \$29 million in 2014. Washington recognized the value of combining community college education and training with supportive services provided by community-based organizations. Participants typically enroll in training programs that last less than a year.

Washington contracts with all 34 of its community colleges and 31 community-based organizations to provide SNAP Employment and Training services to food stamp recipients. Contractors are also responsible for recruiting participants for the E&T program, assessing them, referring them to apply for food stamps if necessary, and tracking their participation.<sup>17</sup>

Washington pioneered the use of third-party match funding for its program. Community colleges and community-based organizations provide the match, or leverage, for SNAP E&T 50-50 federal dollars.

Nearly three-quarters of 56,800 participants in Washington's SNAP E&T program received education and training services from community colleges from 2005 to 2013.<sup>18</sup> Participants attend college classes in subjects that include welding, nursing and transportation.<sup>19</sup> Program participants were more likely to stay employed through the Great Recession than food stamp recipients not enrolled in the SNAP initiative, an August 2013 analysis found.<sup>20</sup>

Washington's version is voluntary. This model reduces the administrative burden of tracking compliance for state and contractors and helps ensure the state is serving individuals most prepared and motivated to participate.<sup>21</sup>

### **Return of the Three-Month Time Limit Elevates Importance of SNAP E&T Program**

Beginning in 2016, an estimated 10,000 childless adults in Cobb, Hall and Gwinnett counties will be limited to receiving food stamps for three months in a 36-month period. The time limit will apply to childless adults ages 18 to 49, without disabilities who are not working or in a work or training program for at least 80 hours per month.<sup>22</sup>

The time limit is built into the federal 1996 welfare reform law. States are permitted to suspend the three-month time limit in places with high unemployment. All of Georgia qualified for this relief during the recession. Some employment rates across Georgia improved since the recession and childless adults in Cobb, Hall, and Gwinnett counties are the first to fall under the time limit.<sup>23</sup> Adults in even more Georgia counties will likely be subject to the time limit in future years as more local economies improve.

Adults are subject to the time limit even if Georgia fails to provide a spot in a work or training program for them and they are persistently searching for a job. Only a limited number of work and training activities count toward the 80-hour per month requirement. Job search alone, the main focus of Georgia's initiative, is not one of the countable activities. This limitation should prompt Georgia to expand training and education as a component of its program. Providing more opportunities for training and education as part of the effort would help more adults keep their food stamp benefits beyond three months.

The experiences of three states illustrate the potential repercussions of the 3-month time limit. Kansas, Ohio and Oklahoma reinstated the 3-month time limit in 2014 after years of statewide waivers. None of these states offered enough slots in work and training programs for all of the adults subject to the limit. Three months after the time limit became effective, the number of food stamp recipients in all three states decreased significantly. Though some of the decrease was due to better employment opportunities, the drop accelerated substantially after the time limit returned.

Kansas, for example, was losing 3,000 to 4,000 food stamp recipients monthly before the reinstatement of the time limit. Three months after the time limit returned, 15,000 food stamp recipients lost their benefits in one month before the decline in caseloads returned to its previous level.<sup>24</sup>

### **Temporary Assistance for Needy Families Can Help Bolster Georgia's Workforce**

Georgia receives \$331 million in federal money each year as part of the TANF block grant. The TANF program is a legacy of welfare reform in the early 1990s and one of its central thrusts is a focus on work and job preparation for parents living in poverty.

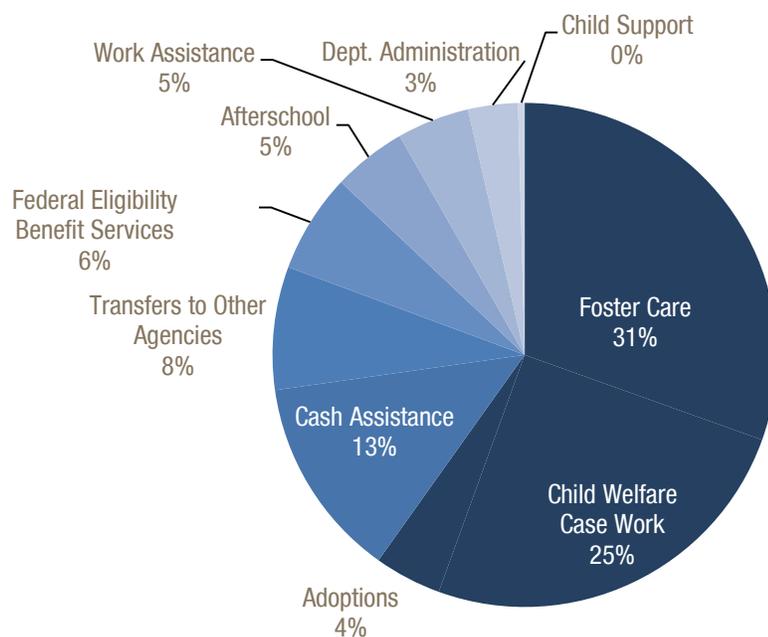
## Georgia's TANF Spending Not Primarily Focused on Moving People from Welfare to Work

States may spend funds from the federal block grant to further four broad purposes:

- providing cash assistance to help families care for children,
- promoting job preparation, work and marriage;
- preventing out-of-wedlock pregnancy and
- encouraging two-parent families.

Federal TANF funds may also be used on activities allowable under the law prior to welfare reform, including child welfare and foster care activities.

### Majority of Georgia TANF Dollars Spent on Child Welfare\*



*Source: Georgia Department of Human Services; "Child Welfare" includes Foster Care, Child Welfare Case Work and Adoptions; More detail found in Appendix C.*

In recent years, Georgia used only a small portion of the TANF block grant to help parents qualify for jobs. The state spent little more than 1 percent of the TANF block grant on programs that educate and train parents for the workforce.<sup>25</sup> More than 1,500 people in the TANF program participated in education and training in 2014. They represent a small portion of people served by TANF work assistance funding, which includes food assistance, subsidized employment and transportation assistance.

### Georgia Should Follow the Lead of Other States to Direct More TANF Funds to Educate and Train Workforce

Many states use TANF money to educate and train thousands of their citizens with low incomes each year. Georgia can follow their lead to strengthen its workforce.

## Arkansas

The Arkansas Career Pathways Initiative provides academic and support services to help people with low incomes and low skills secure credentials or degrees necessary to acquire and maintain jobs in selected high-wage, high-demand industries. Services include tuition, fees, books, child care, transportation and other support. Each student is assigned a counselor trained to identify barriers people in poverty often face.<sup>26</sup>

The Career Pathways Initiative is not limited to TANF cash assistance recipients. Arkansans are eligible if they are the adult caretakers of children younger than 21 and have annual incomes below 250 percent of the federal poverty line, or about \$50,000 for a family of three in 2015.<sup>27</sup>

About \$7 million in annual TANF funding fueled the initiative in the 2014 fiscal year. Nearly 5,000 Arkansans were enrolled in the program that year.<sup>28</sup> Participants have secured more than 29,000 certificates and credentials since the start of the initiative in 2003.<sup>29</sup> Nearly three-quarters of those who are eligible for TANF cash assistance who participate in the Career Pathways Initiative successfully complete some type of degree or certificate.<sup>30</sup> The success rate for Career Pathways students, measured as the percent of students completing plus the percent of students retained, is at least 10 points higher than for other two-year college students in the state.<sup>31</sup> In 2014, 84 percent of those who completed the program entered employment in a field related to their course of study within 12 months.<sup>32</sup>

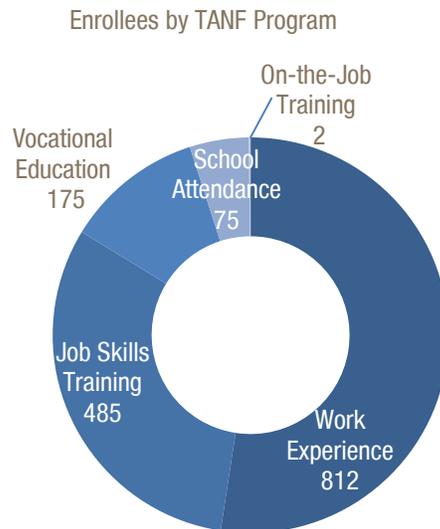
## Kentucky

Kentucky's Ready to Work program helps TANF recipients secure postsecondary degrees and credentials at the state's community and technical colleges by providing students with work-study opportunities, support services, as well as academic and employment counseling. The program places Ready to Work coordinators at community college campuses to serve as counselors, tutors, advocates and case managers for TANF recipients enrolled in postsecondary education.<sup>33</sup>

The annual cost of Kentucky's Ready to Work Program is \$10.8 million, with \$7.7 million earmarked for TANF-funded work study.<sup>34</sup> The program serves about 1,500 students per year and yields impressive results:

- Compared to former participants in other TANF work activities, Ready to Work participants were employed longer and had the highest annual earnings by more than \$3,500.<sup>35</sup>
- As of 2014, 66 percent of the degrees awarded were associate's degrees, a rate much higher than for other technical school students.
- The fall 2013 to spring 2014 retention rate was 80 percent.<sup>36</sup>

## TANF Dollars Used to Educate and Train Too Few Georgians in 2014



Sources: Georgia TANF Director based on State Fiscal Year 2014; Numbers only include TANF cash assistance enrollees.

## Oklahoma

Oklahoma's TANF-funded education and training programs enable Oklahomans with low incomes to pursue postsecondary degrees and credentials at technology center and community college campuses.<sup>37</sup> Oklahoma funds programs at both the Department of Career and Technology Education and its community colleges with two \$3.2 million grants. The majority of these grants are funded with TANF money, but 20 percent of the grants come from state and local matching dollars. The community colleges served 842 students and the department served 1015 students in 2014.

The TANF-funded special projects at community colleges had a 68 percent program retention rate, 81 percent job placement rate and a 55 percent six-month employment retention rate. The department reported a 82.5 percent completion and retention rate and a 75 percent employment placement rate in its special projects initiative.<sup>38</sup>

## California

California Community Colleges CalWORKs Program provides supportive services for TANF recipients attending community college in California. These services include paid work study, case management and subsidized child care.<sup>39</sup> The program is funded by \$34.5 million from the state and \$8 million in federal TANF funds. There were nearly 31,358 students in the California Community Colleges CalWORKs Program in the 2012-2013 school year.<sup>40</sup>

The vast majority of CalWORKs students earn post-secondary credentials. More than 26,000 degrees and certificates were awarded to CalWORKs students in the 2011-2012 school year. More than 60 percent of credentials awarded were associate degrees, which are connected to higher earning potential. Students also worked an average of 6,095 work study jobs from 2009 to 2012. These jobs allowed them to gain useful work experience toward their goals.<sup>41</sup>

## Opportunities to Expand and Align Training for SNAP and TANF Recipients Under New Federal Legislation

The recent passage of the Workforce Innovation and Opportunity Act (WIOA) provides a great opportunity for Georgia's public workforce system to collaborate with both SNAP E&T and TANF initiatives to meet the needs of people with low incomes, while at the same time strengthening Georgia's workforce. Congress passed the workforce act in July 2014, reauthorizing federal employment, training, adult education and vocational rehabilitation programs.

### One-Stop Partnering

The workforce act requires that TANF programs partner with the American Job Center one-stop service delivery system, unless governors opt out. The SNAP education and training programs can also partner with the one-stops. These partnerships can enhance collaboration among a host of workforce programs. The SNAP and TANF programs can work with the one-stops to ensure they market and make referrals to those two, share skills assessments, and help recipients use of the full range of services available through the one-stop system.

### Priority of Service Requirements

The workforce act includes new priority-of-service requirements to ensure that public benefit recipients, individuals with low incomes and those who are basic skills-deficient receive priority for career and training services through the one-stop system. The TANF and SNAP administrators should work with local workforce

development boards to develop and implement the new priority of service policies to ensure recipients are prioritized and they are offered needed services.

### Labor Market Information

The workforce act requires states and local development boards to produce a large amount of labor market information about employment and skill needs. TANF and SNAP E&T programs should utilize this data when educating clients about career choices and assigning clients to education and training activities.

### Career Pathways

The workforce act also requires states and local regions to develop career pathway programs, which are a combination of education, training, counseling and support services that align with industry needs. Career pathways help people secure secondary school diplomas or the equivalent, as well as postsecondary credentials. The TANF and SNAP initiatives should engage in creating and implementing career pathways to ensure they meet the needs of program recipients. The TANF and SNAP money can also be leveraged to provide important supportive services, such as child care and transportation, to help participants secure credentials through a career pathway.

### Employer Engagement

The workforce act requires local boards create industry or sector partnerships, which bring together various stakeholders in local industries to develop short- and long-term workforce strategies for those industries. The TANF and SNAP initiatives should be included in local partnerships to ensure that TANF and food stamp recipients can access new jobs.<sup>42</sup>

## Conclusion

Georgia is now missing out on key opportunities to better educate and train its workforce while moving more families to economic self-sufficiency because it does not fully leverage the potential of TANF and SNAP education and training.

Using these federal assistance programs to educate more Georgians with low incomes will help the state meet its college completion goals and help struggling Georgians further their education and skills, making them less likely to rely on public benefits long term. Three steps the state should take are:

- Partner with technical colleges and nonprofit organizations to leverage more SNAP E&T money to help food stamp recipients gain more marketable job skills and secure postsecondary credentials
- Use more of its \$331 million federal TANF block grant to help residents earning low incomes secure college credentials
- Employ state workforce development resources to serve more public assistance recipients

## Acknowledgements

This report was made possible by the generous support of the Working Poor Families Project.

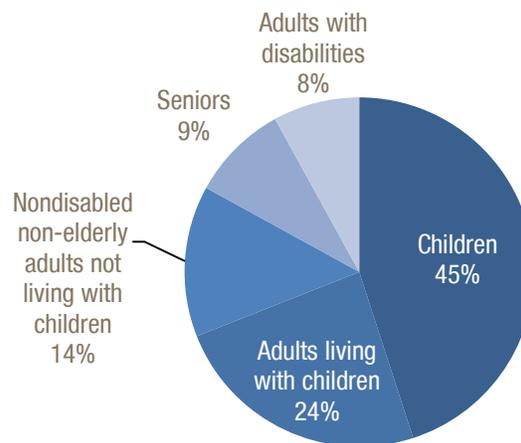
GBPI is also grateful to the Georgia Department of Family and Children Services for providing information on the TANF and SNAP Programs.



## Appendix A: Only 1 in 7 Georgians Get Food Assistance is a Nondisabled Childless Adult

The Supplemental Nutrition Assistance Program (“SNAP,” formerly known as food stamps) helps put meals on the table for about 1.8 million Georgians each day.<sup>43</sup> Most of these recipients are children, seniors, or people with disabilities.<sup>44</sup> About 14 percent of Georgians receiving food stamps are non-elderly adults without disabilities not living with children.

### Majority of Georgians Receiving Food Stamps are Children, Seniors and People with Disabilities



Source: Center on Budget and Policy Priorities Analysis of data from USDA Food and Nutrition Service, FY 2013

## Appendix B: SNAP E&T Program Pilot Offers Opportunity for Future Learning

Georgia was one of 10 states to successfully procure money for SNAP E&T Program pilots in March 2015. The pilot’s aim is to “reduce dependency and increase work effort” for food stamp recipients. Georgia will use its award of \$15 million to focus services on childless adults ages 18 to 49 unemployed for more than year.<sup>45</sup> About 2,500 adults in 10 counties with a SNAP E&T program will be randomly assigned to participate in the pilot over three years beginning in 2016.

Pilot program activities will be much more extensive than Georgia’s current SNAP E&T Program. Georgia Department of Labor staff will conduct an assessment of each pilot participant’s skills, experience, education, work readiness, and barriers. The Department of Labor will assign the participant a primary case manager who will create a customized Individual Employment Plan including an occupational goal, career path, potential barriers and a mitigation plan for those barriers.

The primary case manager will coordinate services for the pilot participants and refer them to the appropriate activities including work readiness, education and training, substance abuse and mental health treatment, and subsidized employment services. Pilot participants will be placed in one of seven career pathways programs chosen based on industry demand, potential openings, wages, and appropriateness for certain barriers. Participants will also have access to the Employ Georgia Focus Career Explorer software application to help them manage their career path, build résumés, evaluate job listings, and interact with staff online.

This level of coordinated case management across multiple stakeholders is new to Georgia. Independent evaluations in three years will offer more lessons on the most effective ways to help unemployed childless adults regain substantive employment.<sup>46</sup>

## Appendix C: 2014 TANF Expenditures

### State Fiscal Year 2014 TANF Expenditures

Program Budget	Expenditures	Share of Total
Dept. Administration	\$10,426,820	3%
Adoptions	\$14,053,433	4%
Afterschool	\$15,409,928	5%
Child Support Enforcement	\$1,375,372	0%
Child Welfare	\$81,834,159	25%
Out of Home Care (Foster Care)	\$99,490,996	30%
SNF Basic Assistance (Cash Assistance)	\$42,193,686	13%
SNF Work Assistance	\$15,175,206	
Community Partnerships	\$3,139,078	1%
TeenWork	\$1,054,242	0%
SSI Advocacy	\$326,719	0%
Subsidized Employment	\$4,334,979	1%
Transportation	\$1,423,691	0%
Education (Tuition)	\$56,177	0%
Recipient Incidentals	\$526,637	0%
Job Readiness / Job Search	\$4,289,992	1%
Required Apparel, Supplies, and Licensing Fees	\$4,824	0%
Applicant Incidentals and Job Coaching Services	\$18,867	0%
Transfers to Other Agencies (Department of Behavioral Health and Disabilities, Department of Public Health, Governor's Office of Children and Families)	\$25,787,599	8%
Federal Eligibility Benefit Services	\$20,753,708	6%
<b>TOTAL</b>	<b>\$326,500,907</b>	<b>100%</b>

Source: Georgia Department of Human Services

## Appendix D: Georgia TANF Education and Training Programs with Enrollees

### TANF Education and Training Programs, 2014

Program	Description	Enrollees
Vocational Education	May include a bachelor's degree, advanced degree programs, associate degree programs, instructional certificate programs, industry skill certifications, and other post-secondary education activities, not to exceed 12 months	175
Job Skills Training	Training or education for job skills required by an employer to provide an individual with the ability to obtain employment or to advance or adapt to the changing demands of the workplace. Some vocational educational classes can be considered job skills training if they are directly related to a specific job or occupation.	485
On-the-Job Training	Paid training in the public or private sector that is given to an employee while he or she is engaged in productive work that provides knowledge and skills essential to the full and adequate performance of the job.	2
School Attendance	For minor parents, whether designated as a dependent child or a caretaker. In this case, school attendance is confined to educational activities directed toward the attainment of a high school diploma or its equivalent.	75
Work Experience	Work activity performed in return for public assistance, which provides an individual with an opportunity to acquire the general skills, training, knowledge and work habits necessary to obtain employment; Examples include clerical jobs answering phones, filing, typing, and other general office duties.	812
<b>Total Participants</b>		<b>1549</b>

Sources: Georgia TANF Director based on State Fiscal Year 2014; Department of Human Services Online Directives Information System TANF Program Section 1820

## ENDNOTES

<sup>1</sup> “Georgia’s Higher Education Completion Plan 2012,” Complete College Georgia, November 2011. Complete College Georgia’s website ([www.completegeorgia.org](http://www.completegeorgia.org)) has been updated to reflect that over 60 percent of jobs in Georgia will require some form of a college education by 2025.

<sup>2</sup> Job Openings by Skill Level, Georgia 2012-22, “Georgia’s Forgotten Middle” National Skills Coalition analysis of long-term occupational projections from Georgia Department of Labor.

<sup>3</sup> Supplemental Nutrition Assistance Program (SNAP) State Level Participation and Benefits, US Department of Agriculture Food and Nutrition Service, July 2015.

<sup>4</sup> Author’s calculation based on “Descriptive Data by County: State Fiscal Year 2014,” Georgia Department of Family and Children Services.

<sup>5</sup> Center on Budget and Policy Priorities tabulations of USDA Quality Control Household Characteristics data, FY 2013.

<sup>6</sup> Temporary Assistance for Needy Families (TANF) Fact Sheet, Georgia Department of Family and Children Services.

<sup>7</sup> TANF Adult Recipients by Educational Attainment: FY2013, Office of Family Assistance, US Department of Health and Human Services.

<sup>8</sup> “Georgia: Supplemental Nutrition Assistance Program,” Center on Budget and Policy Priorities, February 27, 2015.

<sup>9</sup> James Mabli and Stephen Tordella, “Dynamics of Supplemental Nutrition Assistance Program Participation from 2008 to 2012,” Testimony for Hearing on The Supplemental Nutrition Assistance Program, Nutrition Subcommittee, Committee on Agriculture, US House of Representatives, Mathematica Policy Research, February 26, 2015.

<sup>10</sup> Economic Policy Institute analysis of 2014 Current Population Survey data.

<sup>11</sup> States that pledge to offer a training slot to all unemployed childless adults without disabilities between the ages of 18 and 49 can receive an additional share of another source of “100 percent” funding that is capped at \$20 million. Ed Bolen, “Approximately 1 Million Unemployed Childless Adults Will Lose SNAP Benefits in 2016 as State Waivers Expire,” Center on Budget and Policy Priorities, January 5, 2015.

<sup>12</sup> David Kaz, Director of Policy, with Rick Krauss, “Washington State’s Basic Food Employment & Training Program,” Seattle Jobs Initiative, June 2014.

<sup>13</sup> SNAP E&T funding is part of the congressional budget and there is an overall limit for the US Department of Agriculture Food and Nutrition Services (FNS) to allocate to the program. FNS must approve the amount of 50-50 funds requested within state plans. Services provided by technical colleges or nonprofits must be funded by nonfederal dollars in order to draw down 50 percent federal reimbursement through the SNAP Employment and Training Program. Dave Kaz, Director of Policy with Rick Krauss, “Washington State’s Basic Food Employment and Training Program,” Seattle Jobs Initiative, June 2014.

<sup>14</sup> Participants in Georgia’s SNAP Employment and Training Program must take part in the activities assigned for a number of hours equal to their food stamp allotment divided by the minimum wage or 120 hours per month, whichever is less. If the client does not attend an orientation or does not complete a work activity, they are sanctioned for one month for their first violation and three months for the second violation and six months for any subsequent violations. Georgia Department of Human Services Policy 3380. Effective January 1, 2016, Georgia’s SNAP Employment and Training Program will operate as a voluntary program for adults without disabilities or dependents in two counties: Cobb and Hall. Adults in those counties will still be subject to a three-month time limit described on page 7. In Gwinnett County, Georgia will operate a mandatory program where adults without disabilities or dependents are also subject to the three-month time limit. Additionally, a Mandatory E&T Program serving adults without disabilities or dependents will operate in nine counties, Bulloch, Chatham, Cherokee, Clayton, DeKalb, Douglas, Glynn, Henry and Rockdale. These adults will not be subject to the three-month time limit in these counties. Georgia’s Food Stamp Employment & Training Program State Plan FY 2016, Division of Family & Children Services, State of Georgia

<sup>15</sup> The duration for job search is limited to four weeks per 12-month period. Participants are required to make 10 job contacts per week for four weeks as well as build a résumé on the Department of Labor system. Participants are reimbursed \$25.00 per month for transportation to job skills training and in-person job contacts. Georgia’s Food Stamp Employment & Training Program State Plan FY 2016, Division of Family & Children Services, State of Georgia.

<sup>16</sup> The Department of Human Services’ new eligibility system will assist them in tracking those outcomes. Pilot testing for the new system will begin in 2016.

<sup>17</sup> David Kaz, “Basic Food Employment and Training: How Washington State Brought to Scale Skills Training for its Food Stamp Population,” [Transforming US Workforce Development Policies for the 21st Century](#), Federal Reserve Bank of Atlanta, 2015.

<sup>18</sup> David Kaz, Director of Policy, with Rick Krauss, “Washington State’s Basic Food Employment & Training Program,” Seattle Jobs Initiative, June 2014.

<sup>19</sup> Report to the Legislature: Expansion of the Basic Food Employment and Training Program (BFET), Economic Services Administration, November 2014.

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- <sup>20</sup> David Kaz, Director of Policy, with Rick Krauss, “Washington State’s Basic Food Employment & Training Program,” Seattle Jobs Initiative, June 2014.
- <sup>21</sup> David Kaz, Director of Policy, with Rick Krauss, “Washington State’s Basic Food Employment & Training Program,” Seattle Jobs Initiative, June 2014.
- <sup>22</sup> Georgia’s Food Stamp Employment & Training Program State Plan FY 2016, Division of Family & Children Services, State of Georgia.
- <sup>23</sup> Adults in Jackson, Oconee, Walton, and White counties would also be subject to the 3-month time limit if it were it not for the state using a limited number of exemptions to excuse them from participation in the program. Georgia’s Food Stamp Employment & Training Program State Plan FY 2016, Division of Family & Children Services, State of Georgia. Very few adults subject to the time limit reside in these counties, which makes it less cost-effective to operate a SNAP E&T Program there.
- <sup>24</sup> Ed Bolen, “Approximately 1 Million Unemployed Childless Adults Will Lose SNAP Benefits in 2016 as State Waivers Expire,” Center on Budget and Policy Priorities, January 5, 2015.
- <sup>25</sup> 2014 TANF Expenditures provided by DHS. This figure includes the following line items: “Education (Tuition)” and “Job Readiness / Job Search.”
- <sup>26</sup> Josh Bone, “TANF Education and Training: The Arkansas Career Pathways Initiative,” CLASP Center for Postsecondary and Economic Success, April 2010.
- <sup>27</sup> Arkansas Transitional Employment Assistance Career Pathways Initiative Fact Sheet, 2014.
- <sup>28</sup> Arkansas Career Pathways Initiative Progress / Close Out Report of Activities and Outcomes, July 1, 2013 – June 30, 2014.
- <sup>29</sup> Arkansas Transitional Employment Assistance Career Pathways Initiative Fact Sheet, 2014.
- <sup>30</sup> AR Career Pathways Initiative Case Study, Promising Pathways, 2012.
- <sup>31</sup> Arkansas Career Pathways Initiative Progress / Close Out Report of Activities and Outcomes, July 1, 2013 – June 30, 2014.
- <sup>32</sup> FY14 Career Services Report, Arkansas Career Pathways Initiative, June 25, 2015.
- <sup>33</sup> Josh Bone, “TANF Education and Training: Kentucky’s Ready-to-Work Program,” CLASP Center for Postsecondary and Economic Success, January 2010.
- <sup>34</sup> E-mail from Shauna King-Simms, System Director of Transitions Programs, Kentucky Community and Technical College System, November 2014.
- <sup>35</sup> Jason Bailey, “Kentucky Program Led the Way in Helping Low-Income Adults Get Hire Education, but Barriers Growing,” June 26, 2013.
- <sup>36</sup> Kentucky Ready to Work End of Semester Report, Spring 2014.
- <sup>37</sup> Elizabeth Kenefflick, “TANF Education and Training: Oklahoma Special Projects,” CLASP Center for Postsecondary and Economic Success, July 2011.
- <sup>38</sup> E-mails from Sandy Elledge, Oklahoma Department of Human Services, January 2015.
- <sup>39</sup> Program Description, California Community Colleges CalWORKs Program, [BuildingBetterPrograms.org](http://BuildingBetterPrograms.org)
- <sup>40</sup> California Work Opportunity and Responsibility to Kids Fact Sheet, California Community Colleges Chancellor’s Office Student Services and Special Programs, July 2014.
- <sup>41</sup> E-mail from Jason Orta, CalWorks Program Staff, November 2014.
- <sup>42</sup> “Aligned by Design: WIOA and Supplemental Nutrition Assistance Program Employment & Training,” National Skills Coalition; “Aligned by Design: WIOA and Temporary Assistance for Needy Families,” National Skills Coalition, Center for Law and Social Policy, and Center on Budget and Policy Priorities.
- <sup>43</sup> US Department of Agriculture, State Level Participation as of July 2015.
- <sup>44</sup> CBPP Analysis of Data from USDA Food and Nutrition Service, FY 2013. Proportion of children receiving food stamps in CBPP Analysis (45%) is comparable to the proportion as calculated based on Georgia Department of Family and Children Services Descriptive Data by County Report for State Fiscal Year 2014 (46%).
- <sup>45</sup> News Release: “USDA Awards \$200 Million for Skills Training to Help SNAP Recipients Get Good Jobs,” US Department of Agriculture, March 20, 2015.
- <sup>46</sup> “Georgia SNAP Works 2.0: A coordinated multi-agency assessment and case management delivery system,” Fiscal Year 2015 Pilot Projects to Reduce Dependency and Increase Work Requirements and Work Effort Under the Supplemental Nutrition Assistance Program (SNAP) Request for Application, Georgia Division of Family and Children Services.