

Annual Report to the Governor
and the
General Assembly
on

Vermont's Reach Up Program



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Highlights

In 2004, the U.S. Department of Health and Human Services awarded Vermont High Performance bonuses of \$1,839,009 for efforts to improve job retention and wage gains for Reach Up participants and for efforts to support child care.

Every family participating in the Reach Up program has a case manager. Case managers support parents' efforts to acquire the skills to gain and retain employment and develop behaviors that promote greater resiliency for the family as a whole.

Reach Up's comprehensive family assessment looks at thirteen areas of resiliency to ascertain the strengths and challenges for each member of a Reach Up family.

There are now fewer than 14,000 Vermonters receiving Reach Up or Postsecondary Education (PSE) benefits—an historic 25-year low. This milestone is even more impressive considered in the context of Vermont's increased population over the same period and changing economic conditions

The Economic Services Division (ESD) began an intensive professional development program for case managers to support our move from a deficit-based, problem-focused delivery system to a strength-based, solution-focused system.

Vermont has met all of its federal work participation rate requirements, successfully moving families toward self-sufficiency and preserving our federal funds.

ESD began piloting an enhanced orientation and assessment process that will provide families with a greater understanding of their skills and how they fit into their local labor markets, and expedite caseload movement.

ESD is analyzing caseload trends, program performance, and service gaps in preparation for the re-authorization of the TANF (Temporary Assistance to Needy Families) Program.

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Mission Statement

Our mission is to help Vermonters find a path to a better life. To this end, we take on many roles: employment coach, health insurance provider, crisis manager, career planner, champion of families, and promoter of human potential. Most importantly, we are Vermonters helping Vermonters.

INTRODUCTION

Federal Welfare Reform

On August 22, 1996, the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, known as the federal welfare reform bill or PRWORA, was signed. Title I of PRWORA created the Temporary Assistance for Needy Families (TANF) program to replace the Aid to Families with Dependent Children (AFDC) and JOBS programs (which were known as ANFC and Reach Up, respectively, in Vermont). TANF is funded through a block grant in contrast to the open-ended federal financial participation system of the past. TANF-funded assistance to families is limited to 60 months in the adult's lifetime unless the family is exempt under the hardship exception that applies to up to 20 percent of the caseload. States may use state funds to assist families that are not eligible for federal TANF assistance.

PRWORA gave states the opportunity to continue operation of welfare reform demonstration projects. Vermont continued its Welfare Restructuring Project (WRP) through completion on June 30, 2001, while making plans to transition from WRP to TANF by July 1, 2001.

Originally, the TANF Block Grant was authorized through September 30, 2002. Congress has not passed legislation to reauthorize the program other than extensions to continue funding through March 31, 2005. In January 2005, members of both the House and Senate introduced TANF reauthorization bills. In February, the Human Resources Subcommittee of the House Ways and Means Committee held hearings on TANF reauthorization. In the Senate, members of the Finance Committee have been working to introduce a bi-partisan bill in February. While it is too early to predict what changes Congress may make to the TANF program, it is not too early for Vermont to begin thinking about how we may need to modify our program to comply with proposed changes to federal legislation.

If proposed TANF legislation is adopted, Vermont's Reach Up program will face significant challenges, particularly in the arena of work participation rates and the time and structure allowed for families to engage in activities that address barriers to work. As final legislation is developed, the department will analyze its impact on Reach Up and identify state legislation and regulation needing change.

State Welfare Reform

Vermont's 7-year Welfare Restructuring Project (WRP) ended June 30, 2001. The final evaluation report was published in September 2002 and is available upon request.

Since July 1, 2001, Vermont has been subject to all federal TANF requirements. Act 147 (2000), An Act Relating to Assisting Families to Attain Self-Sufficiency, created the Reach Up Program, built on the premises of WRP and effective July 1, 2001.

Key elements of Reach Up include:

ANFC and Reach Up were combined into one program, called "Reach Up". Reach Up has a financial assistance and a family services component.

As soon as a family is granted Reach Up financial assistance, the parent or caretaker is assigned a case manager and is required to participate in activities leading to employment.

An assessment of each family's strengths, skills, experience, and challenges occurs during the first 30 days of assistance, culminating in the creation of a Family Development Plan (FDP). The assessment includes a work-readiness or employability assessment, and an appropriate literacy screening.

Most parents and caretakers have a work requirement as soon as they are work ready, or at the end of 12 cumulative months of receiving Reach Up financial assistance, whichever occurs first. The number of hours varies depending on the household's situation. Modifications and deferrals of the work requirement may be granted.

Participants may meet their work requirement by engaging in unsubsidized or subsidized employment, community work experience, vocational training, or other activities as specified in federal and state law and regulations.

In recognition of the importance of reliable transportation, Reach Up allows two-parent families to have two vehicles excluded as a resource.

Failure to participate in FDP or work activities without good cause results in a fiscal sanction, beginning at \$75 per month with graduated increases. Housing protection is provided for six months.

In addition to the Postsecondary Education Separate State Program, Reach Up has separate state programs designed to preserve federal funding and Vermont's longstanding social policies.

Vermont law requires the department to complete various evaluations and annual reports to the legislature.

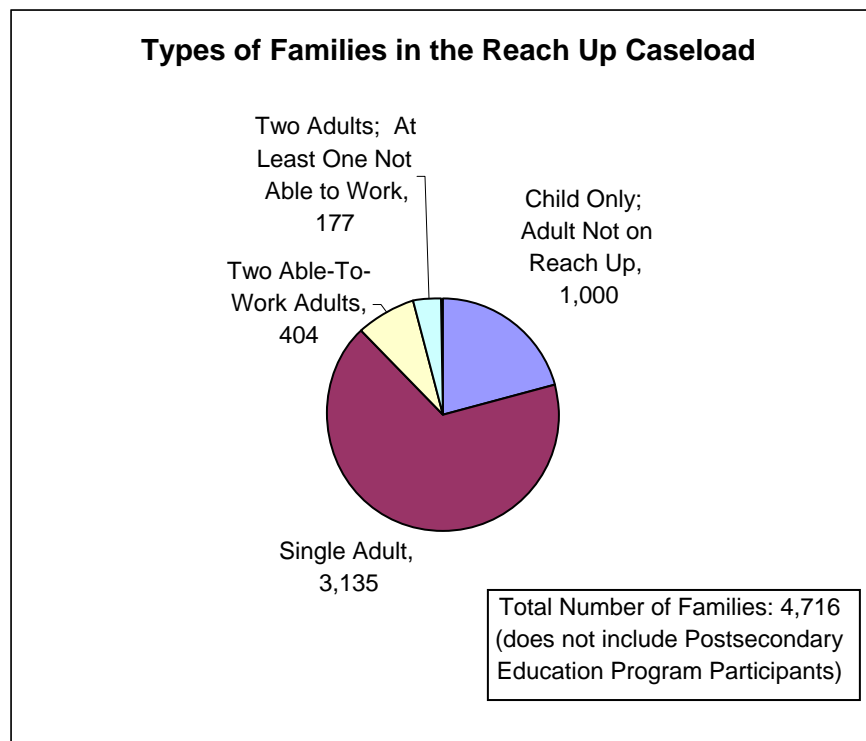
This report is submitted pursuant to 33 V.S.A § 1134 (a). The following sections in this report correspond to the numerical paragraphs under subsection 1134 (a).

Pursuant to 33 V.S.A § 1134 (d), the Division submitted a report on cumulative months of families' receipt of Reach Up to the House and Senate Committees on Health and Welfare and Appropriations. The report, titled Status Report on the TANF Five-year Time Limit, is available upon request.

Section 1

Types of Barriers Facing Reach Up Families Seeking Economic Self-Sufficiency, the Number of Families with Each Type of Barrier, and the Frequency of Occurrence of Each Type of Barrier

To give context to the information in this report, the first two charts present a picture of the types of families participating in the Reach Up program and the number of adults in these families. These are average monthly figures for the period December 2003 through November 2004.



Average Number of Adults Participating in Reach Up Program	
Family Type	Average Number of Adults Participating in Reach Up Each Month (does not include Postsecondary Education Program Participants)
Child Only (child's parent or caretaker is not on Reach Up)	0
Single Adult	3,135
Two Able-To-Work Adults	808
Two Adults, At Least One Not Able to Work	354
Total Adults	4,297

Number of Reach Up Participants with Identified Barriers — Total for the Period January 2004 through December 2004

The following chart includes brief descriptions of some of the factors that may contribute to barriers.

Types of barriers	Number of participants	% of participants assessed that have each type of barrier
Transportation - no safe/reliable, no license, can't afford insurance	1,838	30%
Adult education - lacks essential skills, limited literacy, doesn't set education goals	1,186	19%
Finances - can't meet basic needs, bills in arrears, no knowledge of available help	1,089	18%
Health and safety - condition that limits employment choices, poorly nourished, untreated or poorly treated health problems, danger to self and others	1,078	17%
Adult employment - minimum skills, poor work history, not matched with labor market	1,058	17%
Social/emotional health - unable to cope with pressure, substance abuse mental/emotional disturbances	810	13%
Shelter - temporary, transitional or unsafe housing, being evicted, poor rental history/reference	733	12%
Child development - child has serious delays, high absenteeism, needs significant adult intervention, no childcare available	673	11%
Legal issues - court issues pending, criminal record, family member incarcerated	662	11%
Working skills and habits - inappropriate clothing/hygiene, misses appointments or deadlines, doesn't meet expectations	494	8%
Food and clothing - lack of resources for nutritious food and adequate clothing	295	5%
Family interactions - isolated, conflicts, subject to emotional or physical harm	227	4%
Community relations – negative relationship with neighbors, community	100	2%
Total number of participants assessed	6,184	
Average number of barriers per participant	1.7	

A deferment is a temporary postponement of the full work requirement. A deferred participant must have an FDP with an employment goal. The deferred participant must participate in activities, including work activities, that lead to the employment goal to the extent the participant is capable.

Families with Deferments

Type of deferment*	Average Number of Families, by Type				Total
	Single adult	Two able-to-work adults	Two adults, at least one not able-to-work	Child only (adult not on RU)	
Awaiting medical decision	76	5	6	0	87
Age 60 or older	4	0	0	0	4
Medical condition < 90 days	143	15	11	0	169
Medical: Voc Rehab referral	402	1	51	0	454
Medical: SSI or Medical Review Team referral	6	0	3	0	9
Able to work part-time with medical condition	5	0	0	0	5
Child < 13 weeks	11	1	0	0	12
Child < 6 months	89	0	0	0	89
Child < 2 years but > 6 months	176	1	2	0	179
Needed in home	17	1	0	0	18
Child care not available	10	0	0	0	10
Transportation not available	6	0	0	0	6
In education (limited options)	5	1	0	0	6
Domestic violence barriers	7	0	0	0	7
Able to work part-time due to needed in home	6	0	0	0	6
No job available	1	0	0	0	1
Able to work part-time due to domestic violence barriers	1	0	0	0	1
Other	149	1	25	0	175
Total	1,113	25	99	0	1,237

*Figures represent the deferment status of the primary earning adult.

Transportation, lack of adult essential skills, and lack of work skills and experience continue to be the most frequent barriers challenging Reach Up participants in their efforts to gain and retain employment. ESD's approach to helping participants mitigate the impact of these barriers is summarized below.

Transportation:

There is no single solution to help Reach Up participants secure and maintain reliable transportation. Reach Up supports a variety of measures focused directly on individuals,

organizations that serve low income communities, and the communities in which participants live. A summary of each type of activity follows.

Reach Up supports individuals to obtain their licenses and register, insure, and repair automobiles. Reach Up also provides mileage reimbursement and allows an earned income disregard to compensate for expenses related to operating a vehicle. Reach Up supports community-based organizations that provide on-demand transportation services, reliable vehicles for Reach Up participants, and skill-building to help participants gain or repair credit to purchase vehicles.

Participants are encouraged to identify alternative transportation options such as public transportation, car pooling, and ride sharing when appropriate. When necessary, participants are asked to explore re-location as a strategy to resolve ongoing transportation issues.

Work Skills and Experience:

Two specific initiatives are underway to maximize the resources and benefits ESD offers Reach Up participants who need work skills and experience.

ESD continues to work closely with Vermont Adult Learning (VAL) to enhance the Getting Ready to Work program (GRTW). The new program offers adults with insufficient job skills an opportunity to gain both life and job-readiness skills. The program begins with a thorough job-readiness and educational assessment. Based on the results of the assessment, participants can be scheduled into one or more of five components including problem-solving, money management, job-readiness skills, and developmental placements in worksites. In addition, adults may be referred for services to gain adult essential skills or specific job skills. Services are structured as approved work activities so that adults may meet their federal work requirement while learning skills and attitudes that will help them gain and retain employment. The program is designed to maximize access and availability. GRTW operates statewide through a grant to VAL. VAL subcontracts with the Northeast Kingdom Community Action Agency in Newport and St. Johnsbury, the Springfield Area Parent Child Center, and the Sunrise Parent Child Center in Bennington to provide program services.

Since the fall of 2003, ESD has worked with the Department of Employment and Training and Vermont Adult Learning to insure all Reach Up participants have timely access to work-readiness or employability assessments. These assessments help participants define realistic employment goals, develop clear career paths, and identify the steps needed to gain and retain employment in their field of interest.

Section 2
Documentation of Participant Outcomes,
Including Specific Information Relating to:

the number of persons employed, by occupation, industry and wage;
the types of subsidized and unsubsidized jobs secured by participants;
any available information about outcomes for children who have participated in the Reach Up program, including objective indicators of improved conditions; and
the number of participating families involved in training programs.

Beginning July 1, 2001, Vermont became subject to the federal TANF work participation rates. Current federal law requires that the adults in states' TANF caseloads be engaged in work activities at specified rates for all families and 2-parent families. In Reach Up, these activities include employment, work experience, on-the-job training, job search, vocational education, job skills training, and school attendance.

For federal fiscal years (FFY) 2002 and 2003, the rates specified in the law were 50% for all families and 90% for 2-parent families. Because the rate of participation of families in the caseload does not reflect a state's success at moving families off assistance and toward self-sufficiency, the law gives credit against the required rates based upon the state's reduction in its caseload size since 1994. Vermont met its participation rate requirements for FFY 2002 and FFY 2003. The following chart illustrates Vermont's participation rates for FFY 04 based on data for October 2003 through September 2004. With the caseload reduction credit, for FFY '04 Vermont was required to meet the rates of 7.1% for all families and 35.7% for 2-parent families.

Federal Work Participation Rates (FFY04)

	All Families	2-Parent Families
Average work participation rate	24.9%	38.2%
Average number of families satisfying federal work requirement through work activities	835	154

Information presented in the rest of this section represents a monthly average based on data from October 2003 through September 2004. It does not include the Postsecondary Education program.

Parents Participate in Training and Education Programs

Activity Type	Average # of Participants
Work experience	244
On-the-job training	22
Vocational education	57
Job skills training	202
Satisfactory school attendance	246

Parents in the pre-work-ready stage and work-ready parents who need to improve their employability are supported in short-term work, training and education placements. Individuals unable to meet their work requirement because work is not available due to local economic conditions may engage in community service placements. Over the past year participants have been placed with municipalities, schools, community action agencies, senior meals sites, local housing authorities, parent-child centers, UVM, YMCA and the Salvation Army. Duties included office work, maintenance, cleaning and other services.

ESD continues to expand its efforts to provide job skills and vocational education to Reach Up participants. An approach that allows for regional differences in job market, training opportunities, and participant interests led ESD to invest in three types of initiatives:

Each of ESD's 12 district offices is provided a pool of training dollars that can be used to support job skills and vocational training. These dollars are used in combination with other funds to pay tuition for individuals. Examples of courses taken include pharmacy technician and commercial driver's license.

ESD, in partnership with the Work Education and Training Fund (WETF) program operated by the Department of Employment and Training (DET), agreed to reimburse the WETF program for every participant who successfully completes a training funded by WETF. ESD also agreed to provide up to \$10,000 additional funding to support outreach, orientation, and ongoing support to Reach Up participants. Examples of training funded through this partnership include medical office assistant training and automotive welding programs.

Currently, there are three programs operating in Vermont that may offer opportunities for Reach Up participants: a pilot program helping women enter the field of law enforcement, a program training workers as concrete finishers, and a program training medical coders. Reach Up administrators are following the progress of these programs to determine whether Reach Up participants may be recruited for future cycles.

- ESD issued its own Request for Proposals (RFP) for workforce development. Like the WETF fund, this RFP requires that proposals include employers' commitments to hire. Examples of workforce development include licensed nurse's aid and personal care attendant training programs, medical clerical program, commercial driver's license program, interior and exterior painting, and landscaping and groundskeeping. This

RFP remains open. Given the high, and growing demand for personal care attendants, ESD is working with the Department of Aging and Independent Living, the Community of Vermont Elders, health care providers and others funding workforce development to develop and fund an integrated statewide training system for these health care providers.

Families Combine Welfare with Work

On average, 1,324 participants combined welfare with work each month. The charts below illustrate Reach Up participants' types of occupations, the industries represented by these jobs, and the hourly wages Reach Up participants earn.

Reach Up Participants Employed by Occupation

Occupation	Percentage in Each Occupation	Average Number In Each Occupation
Professional, Technical, Managerial	21%	272
Sales	17%	222
Food Service	14%	180
Clerical	7%	97
Health Services (Nurses, etc.)	7%	89
Lodging Service	5%	63
Education (Teachers, etc.)	5%	61
Personal Service	3%	41
Building Service	3%	40
Domestic Services (Private Homes)	3%	34
Machine Work	2%	27
Recreation	2%	23
Structural Work	1%	18
Transportation	1%	16
Other*	4%	59
Unknown	6%	84
Total Participants Employed		1,324

**Each of the occupations consolidated in the "Other" category employed less than 1% of the participants.*

Reach Up Participants Employed by Industry

Industry	Percentage in Each Industry	Average Number of Participants
Services	50%	669
Retail Trade	11%	151
Transportation & Public Utilities	10%	132
Manufacturing	3%	35
Construction	2%	32
Government	2%	26
Agric/Forestry/Fishing/Mining	1%	18
Finance/Insurance/Real Estate	1%	8
Wholesale Trade	1%	8
Other or Unknown	19%	246
Total Participants Employed		1,324

Reach Up Participants' Wages

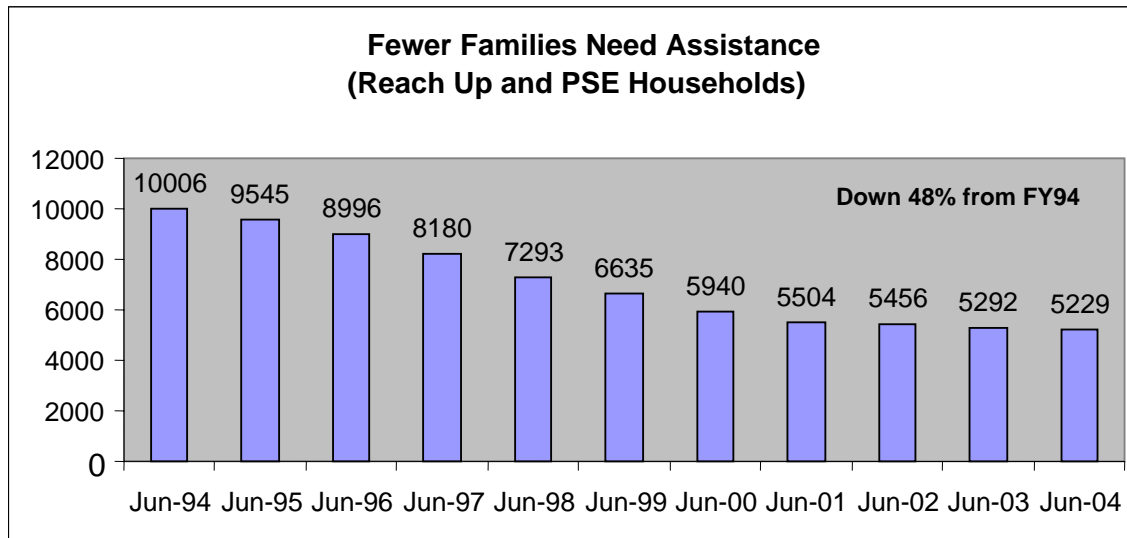
Wage	Percentage in Wage Range	Average Number of Participants
Under \$7.00 per hour	13%	167
\$7.00 - \$7.99 per hour	22%	291
\$8.00 - \$8.99 per hour	15%	201
\$9.00 - \$9.99 per hour	6%	82
\$10.00 - \$10.99 per hour	7%	91
\$11.00 - \$11.99 per hour	2%	22
\$12.00 per hour and over	4%	49
Unknown	32%	421
Total Participants Employed		1,324

Families Move from Welfare to Work

An indicator of Reach Up's success in moving families toward self-sufficiency and achieving better outcomes for their children is the number of families who have left the program as a result of increased income. Between December 1, 2003 and November 30, 2004, 1,642 families have ended their reliance on Reach Up for this reason.

Fewer Families Need Assistance

The following chart illustrates families' success in moving to financial independence. The timeframe spans from the implementation of Vermont's first welfare reform initiative in July 1994 through the current reforms.



Age of Children Participating in Reach Up Program

Age	Average # of Children	As % of All Children
0 to 1	781	10%
>1 to 2	679	8%
>2 to 3	605	7%
>3 to 6	1,613	20%
>6 to 10	1,658	20%
>10 to 16	2,138	26%
>16 to 18	576	7%
> 18	142	2%
Total	8,190	

A Key to Child Outcomes is Child Development

As discussed in Section 3 below, case managers provide comprehensive case management services to all families receiving Reach Up. The case manager uses a Family Support Matrix to record the results of assessments in three areas of family life. One of these areas is child development. Case managers talk with participants about school attendance, behavior, independence, and availability of childcare. Our findings (see Identified Barriers chart on page 7) are that children are doing well—89 percent of the families do not indicate issues in this area.

Section 3

A Description of the Case Management System and the Training of Case Managers

Overview of ESD's Case Management System

ESD provides comprehensive case management services to all families receiving Reach Up financial assistance. ESD's case management system provides a primary case manager located in one of five types of organizations to all Reach Up families, and includes services provided by community-based organizations as needed and appropriate.

Case management begins as soon as a family is found eligible for financial assistance and continues until the family is no longer eligible for case management services. An appropriate level of case management may continue for up to six months after a Reach Up family is no longer eligible for financial assistance because of employment.

Case managers supported by ESD have three primary functions:

1. Complete in-depth assessments

Case managers gather information about each family member. Case managers use a Family Support Matrix to record the results of assessments in 13 areas of family life:

- *Basic Needs:* shelter, food and clothing, transportation, and finances
- *Family and Individual Health and Resiliency:* health and safety, child development and education, social and emotional health including substance abuse, family interactions, legal, and community relations
- *Employability:* adult education, employment, work skills and habits

Case managers, in consultation with family members and consideration of other resources, determine whether or not the areas listed above support the family's efforts to achieve economic self-sufficiency, interfere with these efforts, or have no impact.

See charts in Section 1 for additional information about barriers and deferments.

2. Negotiate a family development plan

Based on initial and ongoing assessment results, case managers work with the adults in a family to identify realistic employment goals. Once employment goals are set, case managers work with families to identify activities and services that would support the adults' efforts to achieve their goals. The family development plan (FDP) details the activities a family will complete and the support services the family will need to participate

in agreed upon activities. The FDP functions as a working contract between ESD and the family.

3. Provide ongoing support and assistance

Once the assessment and FDP are completed, case managers have ongoing contact with families to discuss progress on the activities detailed on the FDP. As needed, case managers work with families to change or modify plans, identify additional resources or activities, and initiate or support problem-solving efforts.

To better meet the diverse needs of Reach Up participants, ESD provides case management services through its 12 district offices, the Department of Employment and Training (DET), Vocational Rehabilitation offices, 15 Parent Child Centers (PCCs), and colleges where Postsecondary Education (PSE) program participants go to school.

In general, ESD case managers provide services to single parents, DET case managers provide services to two-parent households when both parents are able to work and single parents when their primary activities are employment related, Vocational Rehabilitation provides services to participants found to have a disability, Parent Child Centers provide services to minor and young parents, and PSE case managers provide services to participants enrolled or preparing to enroll in two- or four-year degree programs.

Background and Training of Case Managers

Entry-level requirements for case managers vary from organization to organization. ESD requires that in-house case managers have at least a bachelor's degree or equivalent in an appropriate field of study and experience in a related position before they begin providing these services. External contractors set their own entry-level standards and ESD relies on their hiring practices to ensure that case managers have the requisite skills.

Post-employment training for case managers include:

- Overview of ESD programs, services, and benefits
- Basic and advanced Interviewing
- Reach Up services
- Domestic violence
- Substance abuse
- Reach Up ACCESS computer system
- Update training on programs, regulations, and implementation practices

In the fall of 2004, ESD, in cooperation with the Professional Development Program at the State University of New York at Albany, launched an intensive professional development program for case managers. This 15 day program will afford case managers and supervisors an opportunity to build skills and competence in working with families from a strength-based and solution-focused perspective. The program is being evaluated for college credit at the under-graduate and graduate levels.

In addition to training, the work of case managers is supported in five other ways.

Supervisory Case Reviews: Supervisors regularly review case files and then use the results of these reviews to work individually with case managers to improve casework practices. These reviews also include client contacts to assess the quality of customer service.

Mentors: New case managers are often paired with experienced case managers.

Program Performance Audits: Random audits of files are conducted as part of a quality assurance and continuous improvement effort. Audits are conducted in both case documentation and casework practice. Findings are used to determine areas in which case managers may require additional training or coaching and areas that form the basis for periodic 'Best Practices' reports.

Case Manager Meetings: District offices maintain regularly scheduled meetings among case managers. Agendas for the meetings may vary, but the groups typically discuss resources and issues of local concern, brainstorm around particularly difficult situations, and meet in smaller teams to coordinate work with families they serve in common.

Work Sessions: ESD conducts work sessions for specific topics as needed. During 2005 ESD plans a session on preparing Reach Up participants to apply for the Postsecondary Education (PSE) program and on best practices in reviewing PSE education plans. In addition, plans are under consideration for a session that focuses on working with participants with mental health, substance abuse, or domestic violence issues.

Section 4

Data about the Food Stamp Participation of Households Who Have Left Reach Up During the Last Fiscal Year

Section 5

Data about the Enrollment of Individuals Who Have Left Reach Up During the Last Fiscal Year in a Health Care Assistance Program

To put the following chart in context, a point of reference may be helpful. In November 2002, of the 4,928 households (12,850 individuals) who participated in the Reach Up program, 4,266 (87%) also received food stamp benefits. This means that approximately 13% did not participate in the program while receiving Reach Up benefits and having the opportunity to apply for food stamp benefits on the combined application form.

The following chart is modeled after the chart designed by the federal government for states to provide information about continuance of medical assistance to compete for a TANF High Performance Bonus. The milestone for this data is 4-months after Reach Up benefits end. It has been adapted to report similar data about food stamp participation of families whose Reach Up assistance has ended. When Reach Up benefits end, the family's case manager determines whether the family remains eligible for food stamp benefits.

Reach Up Leavers' Participation in Food Stamps – Fiscal Year 2004

	Quarter end Sep'03	Quarter end Dec'03	Quarter end Mar'04	Quarter end June'04
1. Total number of individuals who left Reach Up	3,964	3,775	3,344	3,919
2. Those in #1 who were not receiving RU in the 4 th month after leaving RU	3,239 (82%)	3,001 (79%)	2,710 (81%)	3,182 (81%)
3. Those in #2 who were enrolled in food stamps at the time of leaving RU	2,813 (71%)	2,498 (66%)	2,253 (67%)	2,639 (67%)
4. Those in #3 who were also enrolled in food stamps in the 4 th month after leaving RU	1,325 (33%)	1,129 (30%)	1,077 (32%)	1,267 (32%)

Our state is a leader in providing health care assistance to children and families. While a family of three loses eligibility for Reach Up when their income reaches approximately \$12,000 a year, the adults will be eligible for transitional Medicaid until their annual income reaches \$29,600, and their children remain eligible for Dr. Dynasaur until the family's income tops \$48,100 (even higher income if the family pays for child care).

As with food stamps, the family's case manager is required to determine the family's continuing eligibility for Medicaid/Dr. Dynasaur when Reach Up benefits end.

Reach Up Leavers' Participation in Medicaid and Dr. Dynasaur – Fiscal Year 2004

	Quarter end Sep'03	Quarter end Dec'03	Quarter end Mar'04	Quarter end June'04
1. Total number of individuals who left Reach Up	3,964	3,775	3,344	3,919
2. Those in #1 who were not receiving RU in the 4 th month after leaving RU	3,239 (82%)	3,001 (79%)	2,710 (81%)	3,182 (81%)
3. Those in #2 who were enrolled in a medical assistance program at the time of leaving RU	3,189 (80%)	2,945 (78%)	2,671 (80%)	3,143 (80%)
4. Those in #3 who were also enrolled in a medical assistance program in the 4 th month after leaving RU	2,507 (63%)	2,378 (63%)	2,108 (63%)	2,468 (63%)

Glossary

Able-to-work Free of any physical, emotional or mental condition that would prevent the individual from engaging in any combination of the work activities for at least 35 hours/week.

Aid to Needy Families with Children (ANFC). The name of Vermont's welfare program through 6/30/01. (See Reach Up)

Barrier Any physical, emotional or mental condition; lack of educational, vocational or other skill ability; lack of transportation, child care, housing, medical assistance or other services or resources; domestic violence circumstances; caretaker responsibilities or other conditions or circumstances that prevent an individual from engaging in employment or other work activity.

Block grant A federal funding mechanism that sets a maximum funding level. The TANF block grant for Vermont is \$47.4 million per year. Prior to PRWORA, welfare was funded as an entitlement program.

Economic Services Division (ESD) The division in the Vermont Department for Children and Families responsible for the administration of Reach Up financial assistance and case management, and the health insurance, food stamps, fuel assistance, general assistance, and essential person programs.

Family support matrix Primary assessment tool in determining a participant's work status. It forms the foundation for the family's FDP.

Family development plan (FDP) An individualized written plan developed by the case manager with involvement of the family that charts the family's participation in the services component of Reach Up. The plan identifies an employment goal and describes the goals, tasks, services and timeframes for completion of the FDP.

Maintenance of effort (MOE) A provision of the TANF block grant that requires states to continue to spend state funds on assistance for families. Vermont's annual requirement is \$27.4 million (\$25.7 million if TANF work requirement rates are met).

Office of Child Support (OCS) The state office responsible for administration of child support activities including paternity establishment and support collection.

Participation phases Adults move toward work and independence from Reach Up financial assistance by progressing through the phases of the Reach Up service component. The four phases are: application phase, pre-work-ready phase, work-ready phase and employment phase. Participation in each of the second and third phases is limited to 12 cumulative months for each adult during a lifetime. Not all adults will spend 12 months in each of these phases (many, only a short time) and some will skip the work-ready phase and move right to the employment phase.

Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) Federal legislation passed in August 1996, commonly called welfare reform, that among other things created TANF. The authorizing legislation for TANF expired 9/30/02. A current continuing resolution funds the program through March 31, 2005.

Postsecondary Education (PSE) A separate state program that enables low-income Vermont parents to receive financial assistance stipends, case management, and support services while pursuing two- or four-year postsecondary education degrees.

Reach Up As of July 1, 2001, Vermont's welfare (TANF) program, which has a financial assistance component and a services component. ESD staff determine a family's eligibility for Reach Up.

Temporary Assistance for Needy Families (TANF) The federal welfare program name and block grant funding source enacted under PRWORA in August 1996.

Time limit The federal limit of five cumulative years of TANF-funded benefits to a family. There is a 20 percent hardship exemption. A state may use state funds to continue to support a family not eligible for TANF. Currently, Vermont does not have an "end of benefits" policy.

Vocational Rehabilitation (VR, Voc Rehab) A division of the state Department of Aging and Independent Living (DAIL) that partners with ESD to work with Reach Up participants.

Work activities The activities that participants must engage in to fulfill their work requirement. An approved activity is one approved by the case manager as an FDP requirement. A countable activity is one that can be counted toward the hours of a participant's work requirement. Countable work activities include: unsubsidized employment; job search; subsidized employment; work, training and education placement; community service placement; work experience; vocational education; job skills training; basic education directly related to employment; and self-employment. Activities may be restricted in time or scope.

Work requirement The requirement to participate in work activities. The participant must work or engage in countable work activities for 20, 30 or 40 hours, depending on the family composition.

Welfare Restructuring Project (WRP) Vermont's seven-year welfare reform project that began July 1, 1994 and ended June 30, 2001. When WRP ended, Vermont became subject to all federal TANF requirements.