

## MEMORANDUM

DATE: June 11, 2013

TO: Alder Bidar-Sielaff  
Michael P. May, City Attorney

FROM: Heather Allen, Common Council Legislative Analyst

RE: **Expanding Community Based Services in Dane County**

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### I. EXECUTIVE SUMMARY

In 2011, the national rate of poverty was 15%, the highest level since the early 1990s, posing a threat to the health and welfare of Americans. At 12% Dane County's rate of poverty threatens to destabilize families, neighborhoods and communities. This paper explores ongoing efforts to tackle poverty in Dane County and opportunities to expand or enhance those programs to strengthen families in need, and protect children from the threat of poverty.

Dane County and its many partners have been leaders in promoting innovative and successful efforts to combat poverty. Joining Forces for Families is a community-based early intervention and prevention program which supports families and deflects families from more expensive traditional crisis intervention. This paper seeks to evaluate how much it would cost to scale-up existing programs to deliver community-based case management services to more at-risk families. To address this question this paper estimates total costs at a variety of levels of scale for the Joining Forces for Families program. The Appendix of this paper reviews the Early Childhood Initiative program whose innovative home visitation and employment program may offer additional tools for expanded case management services.

### II. WHY DO WE NEED TO TACKLE POVERTY?

#### **More Americans are at risk of poverty.**

Growing inequity in the United States<sup>1</sup>, coupled with increasing unemployment<sup>2</sup>, the housing crisis and the great recession have resulted in millions more families and children living in poverty or in near poverty<sup>3</sup>. Nearly half of American families live every day just one single financial or health emergency

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<sup>1</sup> According to Arthur C. Nelson wealth become increasingly concentrated among the wealthiest fifth of Americans. "In the 1980s, about 80 percent of the nation's wealth was held by the wealthiest fifth of America's households. By 2009, nearly 99 percent of America's wealth was held by the same quintile."

Nelson, Arthur C. *Reshaping Metropolitan America: Development Trends and Opportunities to 2030*. Island Press 2013.

<sup>2</sup> Unemployment in the United States has risen since 1990. In 1990 the rate was 5.6%. From 1990 to 2008 the rate fluctuated but remained lower than 7.5%. From 2009 through 2012 the unemployment rate ranged from 8.10% to 9.6%. Source Statista. Retrieved from <http://www.statista.com/statistics/193290/unemployment-rate-in-the-usa-since-1990/>

<sup>3</sup> The rate of poverty and number of people living in poverty has been increasing in the United States since 2000. In 2011, over 46 million people lived in poverty, the highest total number of people in poverty since 1959. The poverty rate in 2011 was 15%, a peak last seen in 1994.

U.S. Census Bureau, Current Population Survey, 1960 to 2012 Annual Social and Economic Supplements

away from poverty<sup>4</sup>. The composition of families is also changing, today more than forty percent of the children born today are born to unmarried mothers.<sup>5</sup> Across the United States one in five children lives below the federal poverty level.<sup>6</sup>

Our country and our communities are becoming increasingly diverse and older. Racial groups traditionally termed minorities (African Americans, Asians, Hispanics and people from two or more races) currently comprise 37% of the U.S. population, but will comprise 57% of the U.S. population in 2060. In addition the number of people over the age of 65 will double, from 43 million in 2012 to 92 million in 2060.<sup>7</sup> These trends have together been referred to as the graying and browning of America. As the population shifts rapidly, individuals, families and communities will need to adapt to the new challenges and opportunities these changes bring.

### **Poverty is directly linked to poor health outcomes for children.**

Cities across the country will need to adapt to the changing economic, social, and demographic characteristics of their populations. In many ways, communities in the coming decades will require renewed investment to meet transportation, housing, employment, social, health and cultural needs. But it is the spread of poverty, especially among children, that poses a foundational challenge to progress on any of these issues.

"Poor children have increased infant mortality, higher rates of low birth weight and subsequent health and developmental problems, increased frequency and severity of chronic diseases such as asthma, greater food insecurity with poorer nutrition and growth, poorer access to quality health care, increased unintentional injury and mortality, poorer oral health, lower immunization rates and increased rates of obesity and its complications. There is also increasing evidence that poverty in childhood creates a significant health burden in adulthood..."

The consequences of poverty for child and adolescent well-being are perhaps even more critical than those for health. These are the consequences that may change their life trajectories, lead to unproductive adult lives, and trap them in intergenerational poverty. Children growing up in poverty have poorer educational outcomes with poor academic achievement and lower rates of high school graduation... and they are more likely to be poor adults with low productivity and low earnings."

- Academic Pediatric Association<sup>8</sup>

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<sup>4</sup> "Nearly half (43.9%) of households do not have a basic personal safety net to prepare for emergencies or future needs, such as a child's college education or homeownership. These families are considered 'liquid asset poor,' meaning they lack the savings to cover basic expenses for three months if unemployment, a medical emergency or other crisis leads to a loss of stable income." Corporation for Economic Development. Assets and Opportunities Scorecard: Liquid Asset Poverty Rate. Retrieved from <http://scorecard.assetsandopportunity.org/2013/measure/liquid-asset-poverty-rate>

<sup>5</sup> Unmarried Childbearing. Centers for Disease Control.

Retrieved from <http://www.cdc.gov/nchs/fastats/unmarry.htm>

<sup>6</sup> Academic Pediatric Association (APA) and the American Academy of Pediatrics (AAP). APA Task Force on Childhood Poverty: A Strategic Road-Map: Committed to Bringing the Voice of Pediatricians to the Most Important Problem Facing Children in the US Today. 4/30/2013.

Retrieved from [http://www.ambpeds.org/public\\_policy/pdf/APA\\_Task\\_Force\\_Strategic\\_Road\\_Mapver3.pdf](http://www.ambpeds.org/public_policy/pdf/APA_Task_Force_Strategic_Road_Mapver3.pdf)

<sup>7</sup> U.S. Census Bureau. U.S. Census Bureau Projections Show a Slower Growing, Older, More Diverse Nation a Half Century from Now. Press Release. Dec 12, 2012.

Retrieved from <http://www.census.gov/newsroom/releases/archives/population/cb12-243.html>

<sup>8</sup> Academic Pediatric Association Task Force on Childhood Poverty. *A Strategic Road-Map: Committed to Bringing the Voice of Pediatricians to the Most Important Problem Facing Children in the US Today*. April 30, 2013.

## Resources to combat poverty are declining.

At the same time that poverty and economic vulnerability are on the rise, resources to address the issues are shrinking. Philanthropic organizations saw endowments shrink with the Great Recession and foundation giving has not yet recovered to 2008 levels.<sup>9</sup> The federal government which provides funds to states and local governments for anti-poverty programs is providing fewer resources. The predicted 2013 impacts for Wisconsin from the sequester include a loss of \$8.5 million in funding for education and an additional \$10 million in cuts for education for children with disabilities. Further losses for Wisconsin include funding for job assistance, employment and training, childcare supports, public health funds, vaccine funding and funding to prevent violence against women.<sup>10</sup>

Likewise the State of Wisconsin cut funding for health and anti-poverty programs (BadgerCare, Earned Income Tax Credits) in the 2011-2013 biennium<sup>11</sup>, among other cuts to education and social welfare programs. Shared revenue to cities and counties along with other state payments which can be directed toward poverty fighting efforts have been declining in recent years. The City of Madison has seen its own revenues shrink as a result of the decline in property tax revenues, reduced interest rates for bonds, and shrinking pass-through funds from the state and federal level. Rates of revenue growth predicted for the City of Madison are on the order of 0.1% for 2014 and 2015 or approximately 30 times less than the two most recent major growth periods between 2000-2010.<sup>12</sup>

### III. WHAT DOES POVERTY AND INEQUALITY LOOK LIKE IN OUR COMMUNITY?

Locally, poverty and inequality pose challenges similar to those faced by communities across the nation, yet some critical measures indicate that inequality is worse here than in other parts of the nation. Disparity between Whites and minority groups burden minorities disproportionately, especially African Americans. In Dane County there is a notable lack of parity between racial groups with respect to income, arrest and incarceration rates, poverty, academic achievement, and employment levels. The Wisconsin Council on Children and Families (WCCF) found that is harder for an African American family to overcome poverty here in Dane County than it is in other parts of the country. The following data points presented by the group highlight some critical measures of inequity.

- 54% of all Dane County African Americans lived below the poverty line in 2011 (8.7% for Whites). The Dane County African American poverty rate is nearly twice the rate of poverty among African Americans nationwide.
- African American children in Dane County are worse off (74.8% live below the poverty line) than White children (5.5% of White children in Dane County live below the poverty line).
- African American children in Dane County are worse off than other African American's in WI.

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<sup>9</sup>Lawrence, Steven. Foundation Growth and Giving Estimates. Foundation Center. June 2012. Retrieved from <http://foundationcenter.org/gainknowledge/research/pdf/fgge12.pdf>

<sup>10</sup> White House Sequester Fact Sheet. Wisconsin. Retrieved from [www.whitehouse.gov/sites/default/files/docs/sequester-factsheets/Wisconsin.pdf](http://www.whitehouse.gov/sites/default/files/docs/sequester-factsheets/Wisconsin.pdf)

<sup>11</sup>Cuts to BadgerCare implemented in July 2012 cut 21,000 individuals from the health coverage. Source <http://www.savebadgercare.org/>

In 2011, over \$56 million was cut from the Wisconsin Earned Income Tax Credit Program which provides a direct tangible benefit to poor working families and individuals. Source Tax Credits for Working Families. <http://www.taxcreditsforworkingfamilies.org/state/wisconsin/>

<sup>12</sup> David Schmiedicke. Presentation to Alternative Revenue Work Group. 4/8/2013.

- Median household income in 2011 for African American families in Dane County was \$20,664, less than 1/3 of the median income of Whites. The median income for Whites, not Hispanic or Latino, was \$63,673. In the same year the median income for Asians were \$45,085 and \$36,292 for Hispanics.
- Unemployment in Dane County was 25.2% for African Americans - 5 times worse than the 4.8% rate of White unemployment in Dane County.
- In 2011, 26% of Dane County African American females were unemployed, compared to 4.7% unemployment for White women in Dane County.<sup>13</sup>

Latino population growth in Dane County has outpaced other racial and ethnic groups and Latinos face particular challenges related to poverty, employment and housing. According to a 2001 report by the Center on Wisconsin Strategy and the Interfaith Coalition for Worker Justice:

- Latinos in Dane County often work in bad jobs characterized by poverty-level wages, rare and inconsistent overtime pay, erratic and inflexible schedules, few health benefits, and dangerous working conditions.
- Because of the very real threat of losing their jobs, many Latino workers are not able to challenge exploitative working conditions and are afraid to take time off, even in medical emergencies.
- Housing is the biggest source of financial strain for many Latinos in Dane County. For the average Latino worker, a one-bedroom apartment at fair market prices accounts for over 40 percent of his monthly income. In fact, a resident of Dane County would have to earn \$22,360 a year, or \$10.75 an hour, in order to afford this apartment. The typical Latino worker (who earns \$8 an hour) would have to work 54 hours a week to pay for the same apartment.<sup>14</sup>

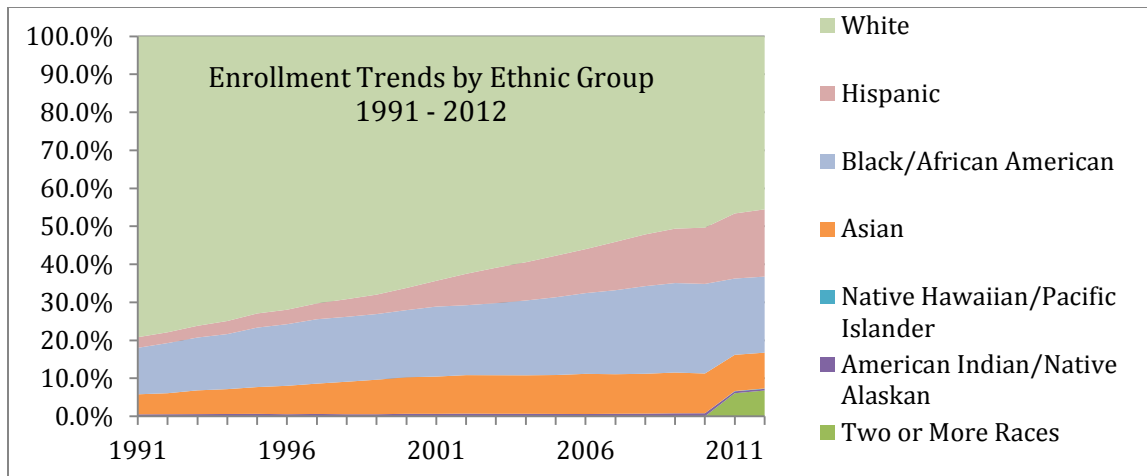
### Education Disparities

Education statistics also illustrate the changing economic and ethnic composition of the students and families of the Madison Metropolitan School District (MMSD). White students accounted for approximately 80% of the students enrolled in the MMSD in 1991, while in 2011 White students account for less than 50% of the student body.

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<sup>13</sup> Data presented by the Wisconsin Council on Children and Families. Presentation to the Neighborhood Resource Team Conference May 20, 2013. Data sourced primarily from the U.S. Census Decadal Survey and the American Community Survey.

<sup>14</sup> Interfaith Coalition for Worker Justice: Latino Workers Project. & Center on Wisconsin Strategy. *Can't Afford to Lose a Bad Job*. December 2001. Retrieved from [http://www.cows.org/data/documents/ex\\_1003.pdf](http://www.cows.org/data/documents/ex_1003.pdf)



Source: Wisconsin Department of Public Instruction

At the same time indicators of academic success demonstrate a wide gap between the outcomes of students of color and Caucasian students. In addition, a growing percentage of students are economically disadvantaged according to Wisconsin’s Department of Instruction. In the MMSD in the 2000-2001 school year, approximately 27% of students were economically disadvantaged while the 2012-2013 school year included approximately 49% of students who were economically disadvantaged.<sup>15</sup> These data mirror national trends which show that more and more students are economically disadvantaged. A new report from the National Center on Education Statistics found that about “one in five public schools was considered high poverty in 2011—meaning that 75 percent or more of their enrolled students qualified for free or reduced-price lunch—up from about one in eight in 2000.”<sup>16</sup>

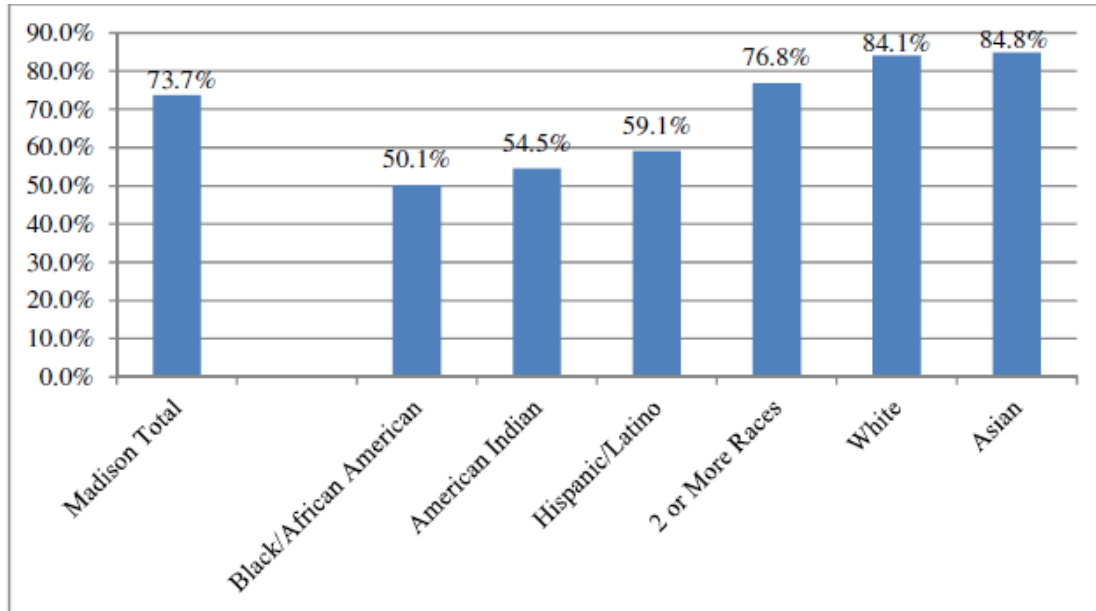
The bar graph below illustrates the difference in graduations by race or ethnicity. Graduation rates for Whites and Asians<sup>17</sup> are approximately 84% or above while graduation rates for Blacks and African Americans are approximately 50%.

<sup>15</sup> Wisconsin Department of Public Instruction. Enrollment by Economic Status, Madison Metropolitan, 2012-2013 Compared to Prior Years. Retrieved from <http://data.dpi.state.wi.us/data/>

<sup>16</sup> U.S. Department of Education. The Condition of Education 2013. National Center for Education Statistics NCES 2013-037. Retrieved from <http://nces.ed.gov/pubs2013/2013037.pdf>

<sup>17</sup> This study grouped East Asians, Pacific Islanders, and Southeast Asians altogether under Asians, possibly obscuring the unique educational struggles and challenges of the Southeast Asian American community. Wisconsin is home to a large concentration of this population. Several studies continue to mold a largely diverse ethnic group together, despite different immigration patterns, waves, history, political and economical context of their arrivals. Thanks to Mai Choua Thao for making this point.

## 2011 Graduation Rates – Madison Metropolitan School District by Race/Ethnicity



Meriter 2012 Community Health Needs Assessment<sup>18</sup>

School attendance and suspension rates are also significantly worse for African Americans. School suspension is triple for African American students compared to White students in total numbers. However if you consider the ratio of the various groups within the student body, African American students are 15 times more likely to be suspended than White students. African American students were nine times more likely to be habitually absent - leading to difficulty in graduation. In the 2010-2011 school year, half of African Americans did not graduate on time. And only 30% of Dane County African American seniors chose to take the ACT compared to 50% of African Americans statewide.<sup>19</sup>

#### IV. WHAT ARE THE BEST PRACTICES FOR TACKLING POVERTY?

Statistics relating to poverty and inequity in our community illustrate the interconnected nature of a variety of issues from education to employment, to housing and transit. The question becomes; how do we address these related elements and begin to reduce the threat of childhood poverty?

A new report from the United Kingdom explored this issue in its first ever nationwide Child Poverty Strategy. The Strategy identifies three central ways to tackle the causes of disadvantage and strengthen families. The following list paraphrases the core methods of the strategy.

- A stronger focus on working families, services to families who need services to overcome barriers to work, and support for those who are unable to work.

<sup>18</sup> Meriter Health Services. 2012 Community Health Needs Assessment. Retrieved from [www.meriter.com/data/content/Meriter%202012%20Community%20Health%20Needs%20Assessment1.pdf](http://www.meriter.com/data/content/Meriter%202012%20Community%20Health%20Needs%20Assessment1.pdf)

<sup>19</sup> Data presented by the Wisconsin Council on Children and Families. Presentation to the Neighborhood Resource Team Conference May 20, 2013. Data sourced primarily from the U.S. Census Decadal Survey and the American Community Survey.

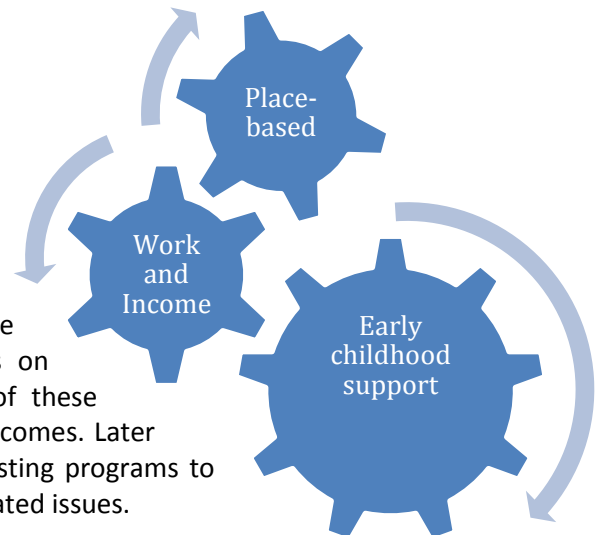
- Early intervention to improve children’s future life chances, improving development and attainment for disadvantaged children, and supporting young people in their transition to adulthood.
- A strong focus on place and delivering services as close to the family as possible, by empowering local partners and ensuring that local diversity can be recognized and developing strong local accountability frameworks.<sup>20</sup>

The Academic Pediatric Association (APA) Task force on Childhood Poverty has similarly designed its roadmap. Three of its four strategies strongly complement the methods outlined in the UK Child Poverty Strategy. The APA will focus on raising families out of poverty, providing high quality early childhood programs and high quality affordable child care to poor families, and neighborhood revitalization or place-based initiatives. The final strategy is a more specific goal to have a White House Conference on Children and Youth.

### Mechanisms to Combat Poverty

In these two efforts to tackle child poverty and many more like them, leading organizations are turning to approaches that focus on three interlocking elements:

- Work and income
- Childhood development
- Neighborhood & place-based services



The good news is that Madison and Dane County have been leaders on implementing programs that focus on these three priority areas for decades, and some of these programs have demonstrated significantly positive outcomes. Later in this paper we outline the potential to scale up existing programs to address the growing issue of childhood poverty and related issues.

#### V. JOINING FORCES FOR FAMILIES – A PLACE BASED MODEL

**Joining Forces for Families (JFF)** was created in 1993 to ensure the success of children, youth and families in school, home, and community throughout Dane County. United Way, the Dane County Human Services Department, local and county law enforcement agencies, school districts, local and county public health departments and neighborhood groups combined their resources to form the JFF teams. Each team is comprised of a police officer, a public nurse, a county community social worker, school personnel and a community support specialist (at some locations).<sup>21</sup>

JFF is a place-based model which delivers a suite of services (housing, employment, child care, medical information) to any resident who seeks help. This program has 17 sites located in disadvantaged

<sup>20</sup> Secretary of State for Work and Pensions and the Secretary of State for Education. A New Approach to Child Poverty: Tackling the Causes of Disadvantage and Transforming Families’ Lives. April 2011. Retrieved from [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/177031/CM-8061.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/177031/CM-8061.pdf)

<sup>21</sup> United Way of Dane County. Joining Forces for Families. Retrieved from <http://www.unitedwaydaneconomy.org/joining-forces-for-family/>

communities and successfully builds partnerships with local churches, families and community groups complement service delivery. This model encourages JFF community social workers to tailor responses to the unique needs of families and individuals in each neighborhood.

JFF has social workers based in neighborhoods and communities across the county. They have an open door that anyone in need of assistance can walk through. They work with other colleagues from the schools, public health, police, community groups, churches and other partners to assist vulnerable families and improve quality of life in general. JFF workers have been likened to air traffic controllers, directing families to resources as appropriate. Currently Dane County has 13 JFF workers and 15 JFF site locations staffing 25 teams. At its peak, there were 16 JFF Community Social Workers

Each JFF office is unique, responding to the specific characteristics of each neighborhood location. Most JFF offices are co-located with other resources such as public health services, employment services, economic specialists, child care benefits, clothing and donation centers, housing resources, as well as family and youth services. The JFF model exemplifies local decentralized resource hubs that provide easily accessible services within communities.

In 2012, JFF responded to 40,447 service requests. In that time they assisted 964 families with housing, obtained waivers for \$64,280 in medical bills, procured \$83,730 in cash assistance for family interventions and ultimately stabilized 1,695 families in 2012. Stabilization in this case means alleviating a situation or crisis which could have lead to a significant change in circumstances – e.g., change in living status, a loss in income, change in family composition, or health emergency. By successfully stabilizing these families JFF deflects many families from the formal systems, ultimately saving resources by tackling problems at earlier stages.

JFF connects with informal resources in the communities (churches, social networks and community groups) and builds long-term relationships with community residents to enable access to these resources. By serving as a long-time community anchor JFF Community Social Workers finds opportunities to leverage critical funds, and enhance the impact of the program. In 2012, JFF leveraged (i.e. obtaining an emergency assistance grant) \$217,974 from a variety of sources (e.g., government, churches, local charitable organizations) to assist in family interventions.

United Way of Dane County is a partner in the JFF efforts. They have highlighted some of the significant impacts demonstrated by JFF:

1. A decline in child maltreatment referrals to human services intake in areas served.
2. Deflecting families away from court involvement, resulting in a substantial saving of system resources.
3. Crime has decreased and neighborhood environments have been dramatically improved.
4. The provision of employment, housing, and basic human needs assistance in the neighborhoods where access is often limited.
5. Connections with local faith-based communities that have resulted in additional resources in these areas.
6. Assuring that needed services are accessible, integrated, customer-focused and address local needs.
7. Empowering residents with pro-active problem solving skills.
8. Crime statistics lowered in neighborhoods targeted for evaluation.
9. School behavior improved in targeted neighborhoods.

10. Increased resident involvement in neighborhood activities.
11. 20 families per site receive intensive team intervention each month.
12. Increased levels of immunizations.<sup>22</sup>

**VI. HOW MANY FAMILIES COULD BE SERVED BY EXPANDING JFF?**

The 2013 JFF budget is \$1,560,244 for staff, discretionary funds, as well as contracted employment and education services. The staff team consists of one manager, ten 10 Senior Community Social Workers, three Community Social Workers and one Human Services Program Specialist. Together with two contractors from the Children and Support Society who provide education and employment services (\$110,000) the staff manage 17 JFF sites, nine of which are located in the City of Madison’s most challenged neighborhoods. Other expenses include approximately \$61,000 for rent and utilities, which is relatively low due to space sharing agreements with partners. Approximately \$11,000 in discretionary funds are available to meet needs. And the program benefits from leveraging significant funds through relationships with community groups, faith groups and other organizations.

15 Staff	\$ 1,371,298
Rent & Utilities	\$ 60,828
Discretionary	\$ 10,988
2 Contractors for Employment and Education	\$ \$110,000
PSOS	\$ 7,130
JFF Total Costs 2013	\$ 1,560,244

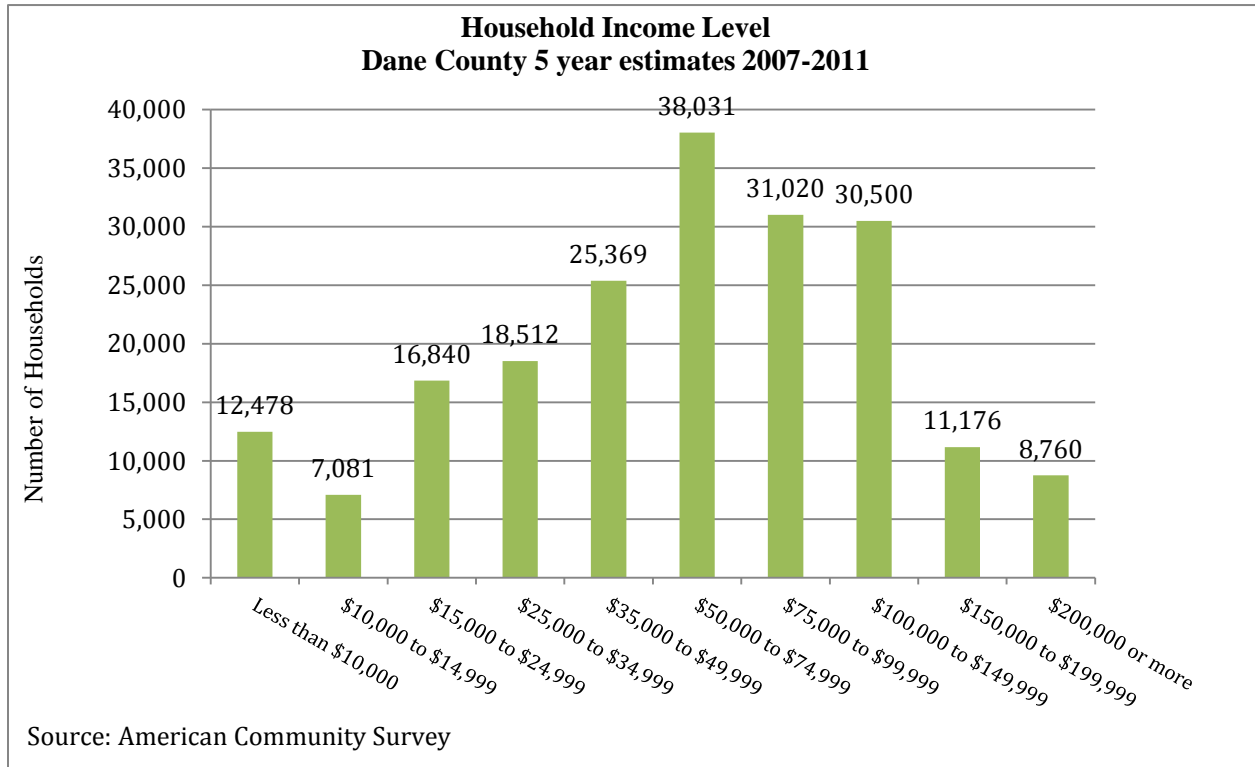
Currently the program provides case management for 6,950 at-risk families annually. Based on this number and the 2013 budget we can estimate the cost of serving a family and can use that information to make an educated guess about the costs to expand the program to reach more households and families. Current program funding is approximately \$1.5 million annually. Based on case management costs of approximately \$224.50 to serve one family (on average based on the number of families served in 2012), we can estimate the costs of scaling up the program.

For the purposes of the paper we utilized household income to identify households likely to utilize or benefit from the JFF services. Certainly other factors could help determine the likelihood of a family to need JFF services, such as access to health care and insurance, number of children, family size, employment, education, and savings. In this case we utilize income because of its direct relationship with poverty and other demographic characteristics. It is important to note that the JFF program does not have income limits, the program serves any community resident who requests support. It is an open door policy. This methodology is merely intended to provide insight about the volume of people that could be reached with increased funding levels.

The American Community Survey estimates from 2007 – 2011 for Dane County show that the median household income for Dane County’s nearly 200,000 households was approximately \$61,193. The bar graph below illustrates the distribution of household income in Dane County. There are approximately 8.7% of Dane County households (19,599 households) earning less than \$15,000 (24% of median income in Dane County). Households earning less than \$25,000 comprise a total of 18% of Dane County households or 36,399 households. These households are making around 40% of the median income.

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<sup>22</sup> *Ibid.*



The following table shows the number of households that could access early intervention and prevention services under distinct JFF funding levels.

Joining Forces for Families	Cost per Family	Households	Estimated Program Cost
<b>Scenario 1:</b> Current Model (17 sites 13 Social Workers)	\$224.5	6,950	\$1,560,244
<b>Scenario 2:</b> Households earning less than \$15,000	\$225	19,559	\$4,400,775
<b>Scenario 3:</b> Households earning less than \$25,000	\$225	36,399	\$8,189,775
<b>Scenario 4:</b> Households earning less than \$35,000	\$225	54,911	\$12,354,975

**Scenario 1:** The first scenario is the status quo approach to Joining Forces for Families. The current model has 17 sites, with 13 Social Workers, two other staff and two full-time contractors who focus on employment and education. This model serves approximately 6,950 with case management or multiple interactions, and leverages significant community resources. This model is smaller than JFF at its largest size with 16 Community Social Workers.

**Scenario 2:** The second scenario is based on serving the total number of households in Dane County earning up to 14,999 or just over 24% of the Median Household Income in Dane County. Median income in Dane County is approximately \$62,000 per year. The total number of households served in this

scenario is 19,559 or 8.7% of Dane County households. The estimated cost of this scenario would be \$4,400,775. Two person households in this income range are close to the federal poverty threshold.<sup>23</sup>

**Scenario 3:** The third scenario is based on serving a broader portion of the low-income households in Dane County. Scenario 3 would serve all families earning less than \$25,000 a year. The federal poverty level for a family of four is \$23, 021. In this scenario the poorest 18% percent of households or 36,399 households would be served by approximately \$8,189,775 in funding.

**Scenario 4:** The fourth scenario is the most ambitious and would reach the poorest 27% of households in Dane County or 54,911 households. There are a total of 199,767 households in Dane County. This scenario would reach households that earn up to 35,000 or a little over half of the Dane County median income levels. The total cost to deliver expanded community-based case management services to nearly 55,000 households would be approximately \$12,354,975

## **VII. CONCLUSION**

Scaling up the JFF program could help address the growing challenge of poverty in our community. This paper examined the methodology of anti-poverty programs and found that JFF works on the three mechanisms leading groups are combating poverty; by promoting work and income, supporting early childhood development and offering place-based decentralized services in neighborhoods. The JFF program has successfully stabilized thousands of families in Dane County, yielding tangible results for neighborhood residents and reducing tax payer burdens by preventing more challenging problems. As policy makers consider scaling up the program to reach more at-risk families they may choose to do so based on the value of deflecting families from the expensive formal systems. Finally, other local programs such as the Early Childhood Initiative and many more offer innovative tools such as one-on-one employment services which could be incorporated into a scaled up JFF system.

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<sup>23</sup> Depending on the age of the householder in two person households the poverty threshold ranges from \$13,609 to \$15,139. The householder is the primary breadwinner in the household. Please see Appendix C. for poverty threshold table based on age of householder.

## **APPENDIX A: COLLABORATION WITH THE CITY OF MADISON**

JFF offices collaborate with a variety of partners including the City of Madison. Collaboration may occur at the project or office level. There are many staff level partnerships that occur between the City and the County JFF staff, many of which are not yet well known, and so a comprehensive list here is not possible. Nevertheless, here are highlights of a few examples of mutual supportive efforts related to JFF:

### **A JFF Office in City of Madison Housing Development**

A former JFF office on Madison's southwest side was located inside a City of Madison Community Development Authority housing project. The location of the JFF was convenient for the community that the office was intended to serve. The establishment of the office was the result of cooperation between several City of Madison agencies working together on the City's NRT for the area, including Community Development Division, Housing Operations Division, Building Inspection Division, Zoning and Signs Service and the Police Department. City of Madison staff, including police officers, were connected to the JFF office and interacted frequently. This co-location was considered a success and operated for approximately three years. Unfortunately a need to return the location to its intended use of housing required a move of the office. The office has now been located at 5810 Russett Road in a private apartment complex.

### **Allied Wellness Center (funded by City of Madison Community Development) in a JFF Office**

The Allied Wellness Center, founded in 2005, and funded in part by a City of Madison grant<sup>24</sup>, offers some of the most sought after services in the Allied Drive JFF Office. The assistance provided by the Wellness Center includes: information and referral to medical and social services, help understanding medical information and instructions, basic screening and prevention services, advocacy with health and social service providers, system navigation, assistance with transportation to appointments and other unmet basic needs such as medication procurement, as well as being a liaison between providers and the residents for follow-up care management. The Allied Wellness Center staff and volunteers, many of whom are neighborhood residents, also provide a vital community leadership role, and often serve as the go-to person for local residents facing health challenges and a variety of other issues.

### **Neighborhood Resource Teams and JFF Offices**

The City of Madison Neighborhood Resource Teams (NRTs) are groups of City of Madison staff from a variety of agencies that keep the City informed about neighborhood conditions, and address and coordinate service delivery in specified neighborhoods and improve quality of life. Like JFF offices and teams, NRTs are geographically focused in challenged neighborhoods. In fact, there is significant overlap between the Madison Area JFF sites and the NRTs (please see NRT map, and JFF brochure in appendix). NRTs often invite JFF social workers and other team members to participate in meetings which have resulted in positive tangible outcomes. For example, Public Health Madison & Dane County has been leading a community organizing effort

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<sup>24</sup> The Allied Wellness Center Grant from the City of Madison totaled 19,950 for 2013 & 2014. This amount supports the total program budget of \$43,150 which is supplemented by other grants and funds. The total program budget does not however provide for full-time staffing of the Wellness Center, despite frequent use and demand for the Center's services.

in Southwest Madison for years successfully promoting community gardens, community suppers, and citizen engagement. Their work has intersected with the work of the JFF Russett Road team, the raised garden beds at the westside of Madison JFF site are a physical example of the collaboration that has engaged the community.

Each example of JFF and City of Madison teamwork demonstrates the small-scale success of collaboration but also points to the need to organize the delivery of geographically based services at a variety levels. There may well be opportunities to build on these successes by elevating and focusing on collaboration as a means to maximize resources and improve neighborhood conditions. Increased institutional support from all entities, and a clear agreement on goals for specific cooperative efforts between the NRTs and JFF offices would increase the likelihood of successful joint efforts in the future.

### **Other Potential Areas of Collaboration with JFF and the City**

Poverty is a complex program which is affected by many factors including, but not limited to affordable housing, child care, employment, access to resources for people who have criminal backgrounds, and transportation. Stable, affordable housing is a key component. If a family is moving around the city, it is hard to help them without a lot of duplication of effort and resources. Coordination is a key challenge for utilizing scarce resources most effectively to benefit low-income residents. Two areas of coordination that can be considered include:

1. Connect families utilizing JFF resources with the City's Child Care Tuition Assistance program (for those families who do not qualify for County child care reimbursement).
2. Connecting families with City housing assistance (Section 8).
3. Establish a process or mechanism to evaluate the impact of City actions on low-income people.

Oftentimes the City creates new policies, procedures, methods, etc. that may make life easier for middle class families or majority families. These same policies, procedures, initiatives may hurt low-income and struggling families. Consider establishing an equity review (similar to the King County model) to determine the impacts of new policies, procedures, initiatives with comments to the Council to consider before passage of those resolutions/ordinances. For example, the City of Madison makes changes to bus routes that help students or fully employed families that which may make it more difficult for those families who have children and have to utilize the bus to get to the job center or employment across town. A "screen" or review of impacts on poor people should happen before these changes happen or incorporate this review into the master transportation planning processes.

4. Recognize that one strategy will not fit every low-income family.

The JFF model understands that each family is unique, and this is an element we could enhance. Perhaps the expanded JFF program could take the dollar value of all possible government supports a low income family is eligible for (say it's \$200 for food stamps, \$250 for housing and \$100 for medical) and then the JFF worker utilizes that \$550 as is needed by the family. Maybe a family can find another resource for food, but they need more for housing than \$250. Providing this kind of flexibility would really be most helpful to the family on a case by case basis.

5. Focus on single mother heads of households.

The City should consider a special focus on single mothers. Oftentimes, they and their children suffer because they let criminal behavior follow them, live with them, etc. simply because they need the financial resources of the men in their lives. The criminal behavior of the men in their lives so often puts their housing and children in jeopardy for years to come.<sup>25</sup>

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<sup>25</sup> A special thanks to Lorri Wendorf-Corrigan, Neighborhood Services Coordinator who provided additional suggestions for collaboration between the City and JFF and to Tariq Saqqaf Neighborhood Resource Coordinator for his thoughtful comments Neighborhood Resource Teams.

## **APPENDIX B: EARLY CHILDHOOD INITIATIVE OVERVIEW**

### **Early Childhood Initiative – Home Visitation and Employment Program**

The Early Childhood Initiative (ECI), launched by Dane County in July 2004, is based on research which showed that early intervention in a child's life can improve quality of life for the whole family and reduce poverty. Programs that focus on early childhood development have a better chance of achieving sustained success for individuals over their life span. Key elements of an effective early childhood effort include: systematic screening of infants and toddlers, home visitation, parent support and education, high quality childcare, high quality early childhood education, and coordination to keep these parts working together.<sup>26</sup> ECI's purpose is to ensure that the community's youngest children achieve age-appropriate, developmental outcomes and live in families that are nurturing and self-sufficient with income from sustainable employment. In the long term, these children will arrive at school ready to learn and live in working families that have the stability and resources necessary to support their path to successful adulthood. Any caregiver that is pregnant, or is the primary caregiver of a child 0-12 months of age and lives in one of the designated neighborhoods is eligible for ECI services until the child turns 3 years old.<sup>27</sup> ECI considers the whole family as a unit and works to alleviate root causes of challenges for each family and build success and autonomy for those families. ECI is unique among home visiting programs in that it focuses on fighting inter-generational poverty by promoting employment and job training, and in its efforts to gather data on the impacts of the program on maternal and infant mental health.

One mom (who we will call Sara) had a high school student son, along with her newborn, when she entered the Early Childhood Initiative (ECI).

Because the program works with the whole family, the young man accompanied his mom when she met with the County Executive, Kathleen Falk, to talk about their hopes and dreams. During that meeting the young man expressed his goal of going to college. When he graduated, the young man (who we will call Matt) got a scholarship through the track program at a small college in south central Illinois – but he didn't have the cash to pay for the dorm housing fee, books or travel costs to get to school. So he called Falk and they raised a bit of private funds to cover those costs. His mom reports that he graduated from the two-year program – and she reports that she is looking to start her own business.

An ECI Success Story

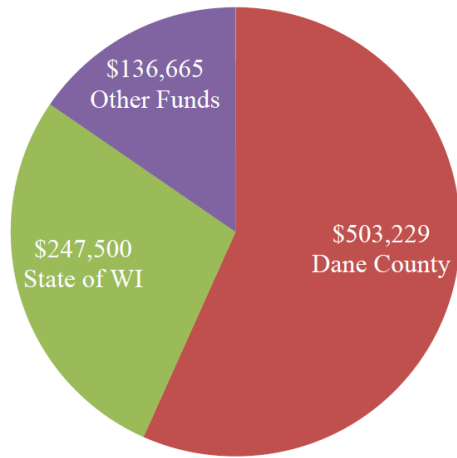
#### Early Childhood Initiative Facts

- 110 families were served in 2012 by 3 teams.
- Service Area: Allied Drive, Leopold Area (was not open in 2012 just reopened in 2013), Southwest Madison Area, City of Sun Prairie.
- ECI Teams are co-located with the corresponding JFF offices in the City of Madison and Sun Prairie.
- ECI's annual budget is approximately \$887,394 with an average cost per family of \$8067.

<sup>26</sup> Dane County, Early Childhood Initiative Concept Paper. 2004. Retrieved from [http://www.countyofdane.com/exec/pdf/eci\\_concept\\_paper.pdf](http://www.countyofdane.com/exec/pdf/eci_concept_paper.pdf)

<sup>27</sup> Early Childhood Initiative 2 pager, Research and Outcomes March 2013.

## 2012 - 2013 Funding for ECI



### Early Childhood Initiative Team Structure

**Family Support Specialist:** conducts the home visits: focus on physical and emotional health of child, family and relationships; parent support regarding overall development of child

**Employment and Training Specialist:** helps caregivers and all family members to obtain and retain employment: focus on activities related to work, educational goals and post placement case management

**Economic Support Worker:** helps families receive and maintain publicly available benefits related to medical assistance, childcare, food, and economic assistance

**Coordinator:** manages integration of the services, provides supervision and tracks outcomes to ensure success Early Childhood Initiative Outcomes

ECI demonstrated statistically significant improvement in the following areas:

- Quality of parent-infant relationship and attachment
- Decreased scores in maternal depression and anxiety
- Increased job placements
- Increased scores in gross and fine motor skills and cognitive ability
- Percentage of primary caregiver parents working increased from 32 – 54%
- Food insecurity declined<sup>28</sup>

Few home visitation programs have been able to show the positive change in attachment which is the linchpin for all future learning and development of children. The increase in attachment has also shown to be a strong motivator for parents in gaining skills and stability for the overall health of the family. ECI values the ability to provide many services to families through the comprehensive model.

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<sup>28</sup> *Ibid.*

**APPENDIX C: U.S. POVERTY THRESHOLDS**

<b>U.S. Census Bureau Poverty Thresholds, 2011</b>	
<b>Size of Family Unit</b>	<b>Poverty Threshold</b>
One person (unrelated individual)	\$11,484
Under age 65	\$11,702
Age 65 or older	\$10,788
Two people	\$14,657
Householder under age 65	\$15,139
Householder age 65 or older	\$13,609
Three people	\$17,916
Four people	\$23,021
Five people	\$27,251
Six people	\$30,847
Seven people	\$35,085
Source: U.S. Census Bureau, Weighted Average Poverty Thresholds, 2011, released in September 2012.	

**APPENDIX D: NEIGHBORHOOD RESOURCE TEAM MAP AND JOINING FORCES FOR FAMILIES SITES**

Neighborhood Resource Teams noted in red.



Madison Area JFF Sites:
Allied Drive 2225 Allied Drive #2 273-6342 <i>Erica Anderson</i> Anderson.eric@countyofdane.com
Badger / Magnolia 810 W. Badger Road 261-9764 <i>Ryan Estrella</i> estrella@countyofdane.com
Leopold-Post Rd / LakePoint 3301 Leopold Way #112 273-6953 <i>Ruth Ruiz</i> ruiz.ruth@countyofdane.com
Darbo / Worthington 3030 Darbo Drive 246-2967 <i>Fabiola Hamdan</i> hamdan@countyofdane.com
Northside / Truax 7 Straubel Court #502 240-2045 614 Vera Court <i>Bridget Rogers</i> rogers.bridget@countyofdane.com
Southdale 205 Deer Valley Road #2 273-6676 <i>Laurie Meulemans</i> meulemans@countyofdane.com
Westside of Madison 5810 Russett Road #1 273-6622 <i>Michael Bruce</i> bruce@countyofdane.com
Wexford Ridge 7011 Flower Lane - Apt. A 575-1064 <i>Lisa Hemauer</i> hemauer@countyofdane.com
Whitehorse 7 Straubel Court #502 240-2045 <i>Bridget Rogers</i> rogers.bridget@countyofdane.com