



Reinvesting in Ohio's Communities

*A Summary of Prevention, Retention & Contingency
(PRC) Programs
Executive Summary II*



November 2000

The reform of the welfare system in the State of Ohio is a story of reinvesting in the community. Ohio's 88 counties have been given greater flexibility than ever before in designing and implementing a service delivery system that addresses the emergent needs of the people they serve. The Prevention, Retention & Contingency (PRC) program is a definitive component of this new policy because it focuses specifically on providing people with the help they need to stay off public assistance and assume personal responsibility. This policy reform demands greater community involvement through the collaboration at the local level of many public and private community-based organizations, including the public schools, local employers, and law enforcement for the purpose of integrating and simplifying service delivery. These alliances are particularly evident in the county PRC projects that have been funded as part of Ohio's TANF program. This is the second report in a series for the purpose of summarizing the PRC program. This report summarizes total PRC funding within ten broad policy and program areas to illustrate the collaborative efforts that are emerging at the local level.

Jacqueline Romer-Sensky
Director, Ohio Department of Job & Family Services
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PRC Committee Members

Joel Potts, Chair, PRC Committee and Executive Assistant to the Director, ODJFS
Loretta Adams, Executive Director, Ohio Association of Human Service Directors
Jeanne Carroll, Chief, Bureau of Family Stability, ODJFS
Randy Cochran, Director, Muskingum County Department of Job and Family Services
Chet Kalis, Account Manager, Region V, ODJFS
Terry L. Pellman, Director, Shelby County Department of Job and Family Services
Joel Rabb, Chief, Bureau of County Support, ODJFS
Steve Rice, former Director, Montgomery County Department of Human Services
Stanley D. Sells, Chief, Bureau of Partnership Development, ODJFS
Lou Ann Shy, Chief, County Finance, ODJFS
Rick Smith, Assistant Deputy Director, Local Operations, ODJFS

PRC: *The Reinvention of Welfare*

Ohio's Prevention, Retention & Contingency (PRC) program constitutes the reinvention of welfare through the reinvestment of welfare dollars at the local level. The PRC program also encompasses projects funded through PRC Development Reserve funds that enabled the expansion of PRC services within communities. Under the old approach to welfare, counties were limited in the extent to which they could provide the most needed support to their clients. The old system was reactive, responding to needs after the situation had become drastic. The new system is proactive, looking forward to *prevent* and strategically *intervene* when the investment of resources can forestall long-term dependency. The PRC program continues to provide for *contingent* needs, helping families with one-time urgent problems that could, if left unattended, result in the family needing long-term public assistance. But more significantly, the PRC program is designed to prevent dependency through a strategic outcomes-focused model.

PRC Expenditures must address one of the four purposes of the federal Temporary Assistance for Needy Families (TANF) block grant program.

The Four Purposes of TANF

1. Provide assistance to needy families so that children may be cared for in their own homes or in the homes of relatives.
2. End the dependence of needy parents on government benefits by promoting job preparation, work, and marriage.
3. Prevent and reduce the incidence of out-of-wedlock pregnancies and establish annual numerical goals for preventing and reducing the incidence of these pregnancies.
4. Encourage the formation and maintenance of two-parent families.

This report represents a total of \$695.2 million in PRC funds expended by counties through their consolidated TANF allocation, their performance incentives, and PRC-DR funds. These PRC funds are in addition to other county program allocations such as child welfare, child care, adult protection, food stamps, Medicaid, etc. Again, PRC expenditures are categorized into ten broad program and policy areas. For each category, the total amount of funds allocated to that area for the State Fiscal Biennium 2000-2001 are indicated. In addition, the number of counties that have implemented projects in each category and the total number of funded PRC-DR projects are indicated.

*E*mployment and training

These programs and services are designed to help clients find a job and prepare for employment through such activities as the assessment of training needs, the development of basic work habits, instruction in industry-specific skills, the provision of on-the-job training opportunities, and coverage of educational expenses.

<i>PRC</i>	<i>\$141.5 million</i>	<i>83 counties</i>	
<i>PRC-DR</i>	<i>\$ 88.4 million</i>	<i>70 counties</i>	<i>222 projects</i>
<i>Total</i>	<i>\$229.9 million</i>		

The Employment & Training Mission

Counties have directed 33.1 percent of their combined PRC and PRC-DR funds toward employment and training—the highest percentage for any of the categories (See Figure 1). This emphasis on preparing people for employment reflects the role that the county agencies now have as a consequence of the merger of the Ohio Department of Human Services and the Ohio Bureau of Employment Services on July 1, 2000. This merger created a new State agency called the Ohio Department of Job and Family Services (ODJFS). County agencies have transformed from offices that administer public assistance benefits into organizations that provide access to a full continuum of employment, workforce development, and family services.

*D*iversion, work support, and retention

Clients are offered a variety of supportive services to divert them from becoming unemployed and to help them make the transition to the labor market after being unemployed. These programs include behavioral and job mentoring, legal and mediation services, mental health and alcohol and drug addiction services, transportation, wage subsidies, health access programs, and short-term diversion payments.

<i>PRC</i>	<i>\$ 63.3 million</i>	<i>86 counties</i>	
<i>PRC-DR</i>	<i>\$ 44.4 million</i>	<i>67 counties</i>	<i>238 projects</i>
<i>Total</i>	<i>\$107.7 million</i>		

*C*hild welfare and protection

These programs provide services to vulnerable children and their families. Programs that address this include the prevention of child abuse and neglect and the promotion of family reunification.

<i>PRC</i>	<i>\$ 48.0 million</i>	<i>67 counties</i>	
<i>PRC-DR</i>	<i>\$ <u>43.9 million</u></i>	<i>62 counties</i>	<i>171 projects</i>
<i>Total</i>	<i>\$ 91.9 million</i>		

*N*on-custodial parents

Providing services to non-custodial parents to help them meet their obligations is integral to moving people out of poverty. To accomplish this, counties are providing both programs for the employment and training of non-custodial parents and also supportive services to help them retain their jobs.

<i>PRC</i>	<i>\$ 7.7 million</i>	<i>42 counties</i>	
<i>PRC-DR</i>	<i>\$ <u>8.6 million</u></i>	<i>27 counties</i>	<i>34 projects</i>
<i>Total</i>	<i>\$ 16.3 million</i>		

*P*regnancy prevention

The prevention of out-of-wedlock births is a core TANF purpose. The well-documented link between out-of-wedlock births and welfare dependency demonstrates that a woman must receive support in family planning if she is to pursue an education and a career. Clients are offered educational and outreach services to support these goals. Many of these activities focus specifically on teen behavior, including counseling services on the development of interpersonal skills and self-esteem for the purpose of encouraging abstinence and resistance to peer pressure.

<i>PRC</i>	<i>\$ 4.0 million</i>	<i>30 counties</i>	
<i>PRC-DR</i>	<i>\$ <u>7.2 million</u></i>	<i>31 counties</i>	<i>48 projects</i>
<i>Total</i>	<i>\$ 11.2 million</i>		

*D*omestic violence

For the purposes of promoting employability and stable families, clients are offered programs and services aimed at reducing the incidence of domestic violence through assessment, treatment, and counseling of both the victims of abuse and their batterers.

<i>PRC</i>	<i>\$ 1.2 million</i>	<i>42 counties</i>	
<i>PRC-DR</i>	<i>\$ <u>5.6 million</u></i>	<i>31 counties</i>	<i>52 projects</i>
<i>Total</i>	<i>\$ 6.8 million</i>		

*E*mergency, contingency, and disaster services

One of the central mandates of the PRC program is to meet contingent needs that threaten the safety, health, or well being of clients and that, if not addressed, pose a risk to employability and the stability of families. These programs provide non-recurrent temporary services such as food, clothing, and shelter.

<i>PRC</i>	<i>\$ 52.5 million</i>	<i>85 counties</i>	
<i>PRC-DR</i>	<i>\$ <u>15.3 million</u></i>	<i>36 counties</i>	<i>54 projects</i>
<i>Total</i>	<i>\$ 67.8 million</i>		

*Y*outh educational support services (birth to age 18)

In collaboration with the local public school districts, counties are targeting the social, behavioral, and emotional disruptions caused by family economic instability that frequently spill over into the educational environment. Teams of prevention and intervention specialists, including social workers, mental health professionals, and law enforcement officers, will provide assessment, advocacy, counseling, and referral services to eligible troubled youth. Moreover, through after-school activities and educational supportive services, resources will be provided to all eligible children.

<i>PRC</i>	<i>\$ 27.3 million</i>	<i>60 counties</i>	
<i>PRC-DR</i>	<i>\$ <u>61.3 million</u></i>	<i>76 counties</i>	<i>262 projects</i>
<i>Total</i>	<i>\$ 88.6 million</i>		

Youth Educational Support

Nearly thirteen percent of combined PRC and PRC-DR funds went to youth educational support. A total of 76 County Departments of Job and Family Services - 86 percent of Ohio's counties - have implemented projects in collaboration with the local public school systems.

Community and economic development

In order to build the infrastructure necessary for residents to maintain productive lives, counties are providing a range of programs and services that include neighborhood supportive services, community leadership building, economic development, public awareness campaigns, and telephone information hotlines.

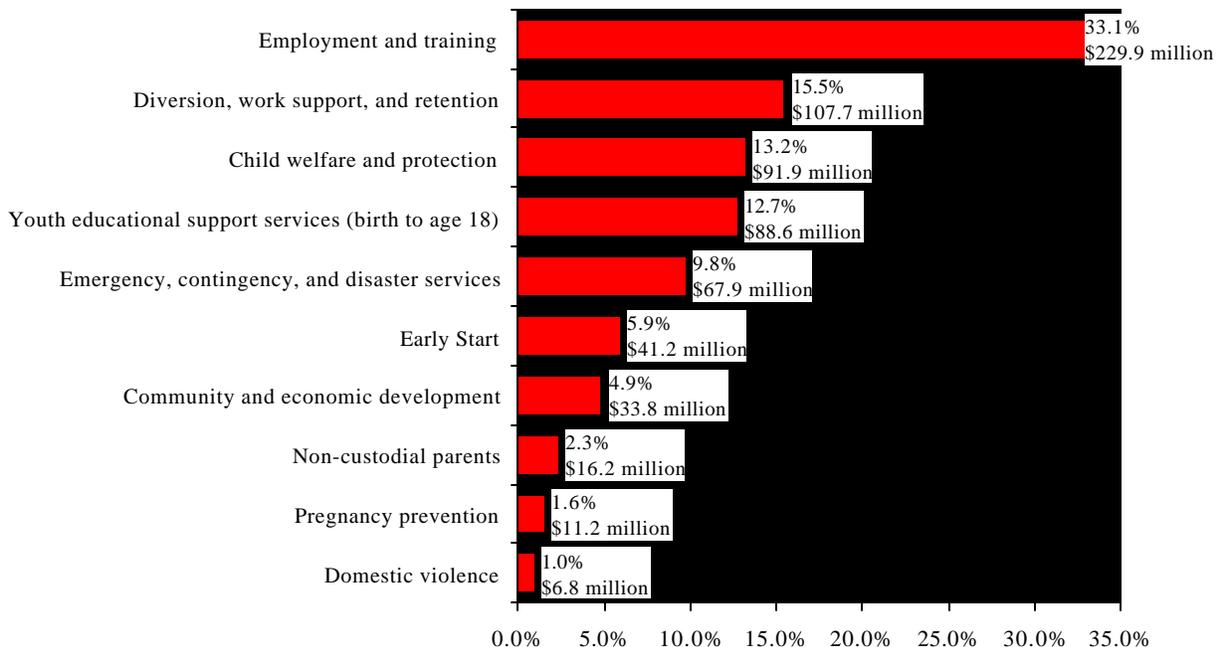
PRC	\$ 15.0 million	54 counties	
PRC-DR	\$ 18.9 million	45 counties	84 projects
Total	\$ 33.9 million		

Early Start

This program is a collaborative effort between the Ohio Department of Job and Family Services and the Ohio Department of Health to provide supplemental funding to the well-established Early Start program. These funds are used to expand an integrated system of services and support to help families create an environment conducive to the growth and development of young children from birth to age 3. Activities include screenings, referrals, and home visits.

PRC	\$ 35.7 million	88 counties	
PRC-DR	\$ 5.5 million	29 counties	42 projects
Total	\$ 41.2 million		

Figure 1. Percentage Distribution of Combined PRC and PRC-DR Funding by Category



The following pie charts breakout the distinct funding between PRC Development Reserve and PRC funding from all other allocations.

Figure 2. Distribution of PRC Funding by Category

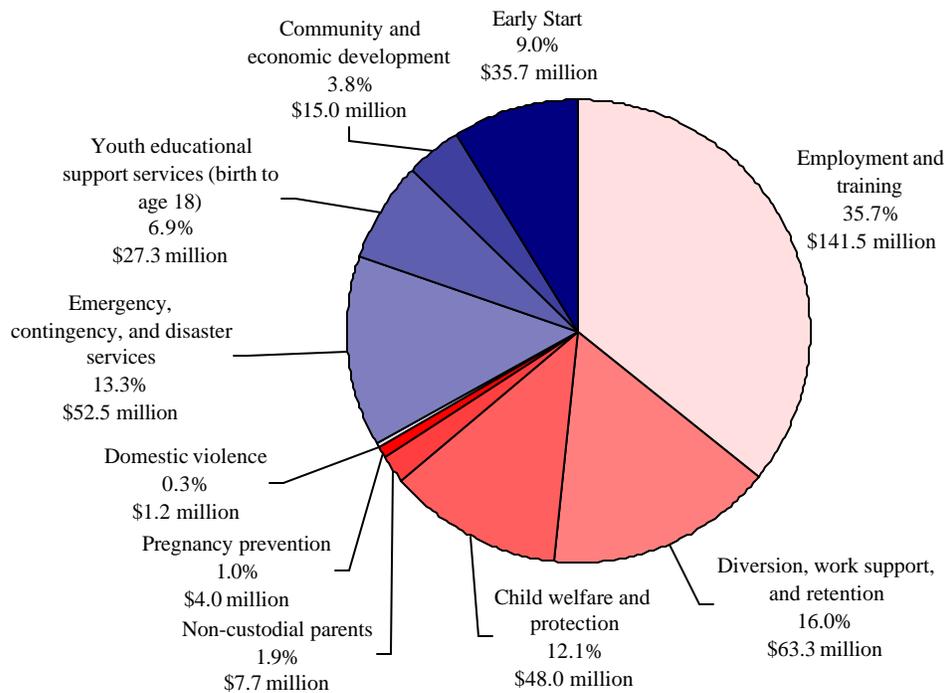
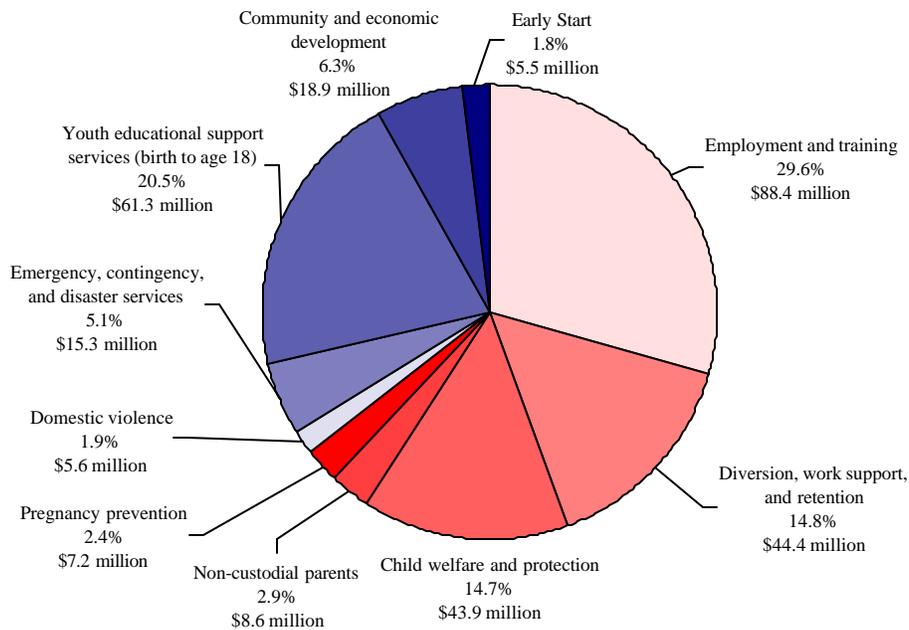


Figure 3. Distribution of PRC-DR Funding by Category



PRC: Community Partnerships

The culture and purpose of the county “welfare office” is changing across the State of Ohio. While cash assistance to individuals has fallen from 422,442 to 246,706 in the last three years, CDJFS’s are now serving thousands more working families through PRC, Medicaid, childcare, and child support services. Today, the former welfare offices have been transformed into resource centers for clients whether they are searching for employment or seeking supportive services to help them stay employed. Further, the counties are collaborating with other county organizations, in both the private and public sectors, to anticipate what services are going to be needed to prevent dependence. The new face of welfare is a partnership among the business community, the local public schools, community-based service organizations, and the County Departments of Job and Family Services. Together, they are developing an entirely new way to provide integrated service delivery.

Total PRC Funding by County

County	Total PRC + PRC-DR	County	Total PRC + PRC-DR	County	Total PRC + PRC-DR
Adams	\$698,719	Guernsey	\$3,689,491	Muskingum	\$8,245,517
Allen	\$4,134,625	Hamilton	\$56,579,685	Noble	\$1,084,019
Ashland	\$2,015,740	Hancock	\$1,772,546	Ottawa	\$1,331,992
Ashtabula	\$6,152,649	Hardin	\$1,291,336	Paulding	\$782,939
Athens	\$12,011,532	Harrison	\$1,285,962	Perry	\$2,771,718
Auglaize	\$1,256,175	Henry	\$2,221,873	Pickaway	\$2,955,900
Belmont	\$11,316,822	Highland	\$2,559,968	Pike	\$1,567,000
Brown	\$1,598,045	Hocking	\$1,869,365	Portage	\$6,151,103
Butler	\$26,148,411	Holmes	\$2,280,927	Preble	\$1,322,597
Carroll	\$1,880,035	Huron	\$1,824,343	Putnam	\$1,270,840
Champaign	\$1,348,165	Jackson	\$4,042,990	Richland	\$6,692,420
Clark	\$7,720,520	Jefferson	\$5,456,923	Ross	\$4,294,381
Clermont	\$8,320,657	Knox	\$3,119,012	Sandusky	\$4,111,388
Clinton	\$1,593,934	Lake	\$4,611,937	Scioto	\$11,259,351
Columbiana	\$4,135,158	Lawrence	\$4,261,746	Seneca	\$2,174,559
Coshocton	\$2,849,319	Licking	\$6,988,653	Shelby	\$1,305,836
Crawford	\$2,078,328	Logan	\$2,004,236	Stark	\$17,251,955
Cuyahoga	\$180,750,284	Lorain	\$13,034,476	Summit	\$3,884,700
Darke	\$4,151,654	Lucas	\$18,158,690	Trumbull	\$10,972,376
Defiance	\$1,182,418	Madison	\$1,161,806	Tuscarawas	\$7,028,790
Delaware	\$2,307,329	Mahoning	\$12,462,282	Union	\$1,266,200
Erie	\$2,175,916	Marion	\$3,813,146	Van Wert	\$1,140,000
Fairfield	\$3,904,967	Medina	\$2,900,904	Vinton	\$1,248,702
Fayette	\$1,707,873	Meigs	\$3,410,809	Warren	\$727,000
Franklin	\$56,253,360	Mercer	\$893,406	Washington	\$9,342,957
Fulton	\$975,473	Miami	\$1,185,829	Wayne	\$5,516,828
Gallia	\$3,739,593	Monroe	\$2,619,816	Williams	\$518,915
Geauga	\$1,733,135	Montgomery	\$47,548,771	Wood	\$3,189,042
Greene	\$4,221,494	Morgan	\$1,929,819	Wyandot	\$493,262
		Morrow	\$1,958,183	<i>Total</i>	<i>\$695,203,547</i>

The Institute for Local Government Administration and Rural Development (ILGARD) at Ohio University prepared this report for the Ohio Department of Job and Family Services in cooperation with the 88 counties of Ohio.