



Strategies to Achieve Alignment, Collaboration, and Synergy across

Delivery and Financing Systems

### Integrating Behavioral Health with TANF to Build a Culture of Health

Research In Progress Webinar Wednesday, March 27, 2019 12:00-1:00 pm ET/ 9:00 am-10:00 am PT



and Services Research

### Agenda



Welcome: CB Mamaril, PhD

Research Faculty

**RWJF Systems for Action National Coordinating Center** 

University of Kentucky College of Public Health

Presenters: Mariana Chilton, PhD, MPH

*Professor*, Dept. of Health Management and Policy

Drexel Dornsife School of Public Health

Sandra Bloom, MD

Associate Professor, Dept. of Health Management and Policy

Drexel Dornsife School of Public Health

Commentary: Leslie Lieberman, MSW

Senior Director, Special Initiatives and Consulting

Health Federation of Philadelphia

**Q & A:** Moderated by Dr. CB Mamaril.

### Presenter





Mariana Chilton, PhD, MPH,

Professor

Dept. of Health Management and Policy
Drexel Dornsife School of Public Health

### Presenter





Sandra Bloom, MD

Associate Professor

Dept. of Health Management and Policy

Drexel Dornsife School of Public Health

### Presenter





**Leslie Lieberman, MSW**Senior Director of Special Initiatives and Consulting
Health Federation of Philadelphia

# Integrating Behavioral Health with TANF to Build a Culture of Health



Final Report
March 27, 2019

Mariana Chilton, PhD, MPH Sandra Bloom, MD



S4A
Systems for Action

### Overview

- Review
  - Systems for Action Goals
  - TANF & challenges to economic success
  - Trauma & trauma-informed practice
- Building Wealth and Health Network
  - Description of the program
  - Final Outcomes
  - Reports
- Next steps



### **Research and Program Teams**

### **Investigators**



PI: Mariana Chilton, PhD, MPH



Co- PI: Sandra Bloom, MD

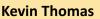




**Co-l'**s: Jerome Dugan, PhD Layla Booshehri, PhD

#### **Program Co-Directors**







Alie Huxta, MSW

#### **Program Team**



Manager Michael Moody



Financial Empowerment
Trainer
Dominique Jenkins



t Life Skills

Development Trainer

Jenay Smith, MSS

Data & Research Team:
Doctoral Students



**Data Analyst**Pam Phojanakong,
MPH



Research Associate Emily Brown, MSW

## RWJF Systems for Action (S4A) S4A

**TANF and Medicaid Integration** 

- 1. Assess effects of trauma-informed peer support built into education and training on health and economic security for participants in The Network.
- 2. Identify cost savings to TANF and Medicaid & make a case for linking these systems.
- 3. Engage multiple stakeholders to promote a Culture of Health within anti-poverty programming through a strategic public dissemination effort.

# TANF & Challenges to Economic Success

TANF reaches less than 30% of those eligible<sup>1</sup>

Work participation requirement has low success<sup>2</sup>

— Return to TANF / Churning

### **Barriers to Work among TANF participants**

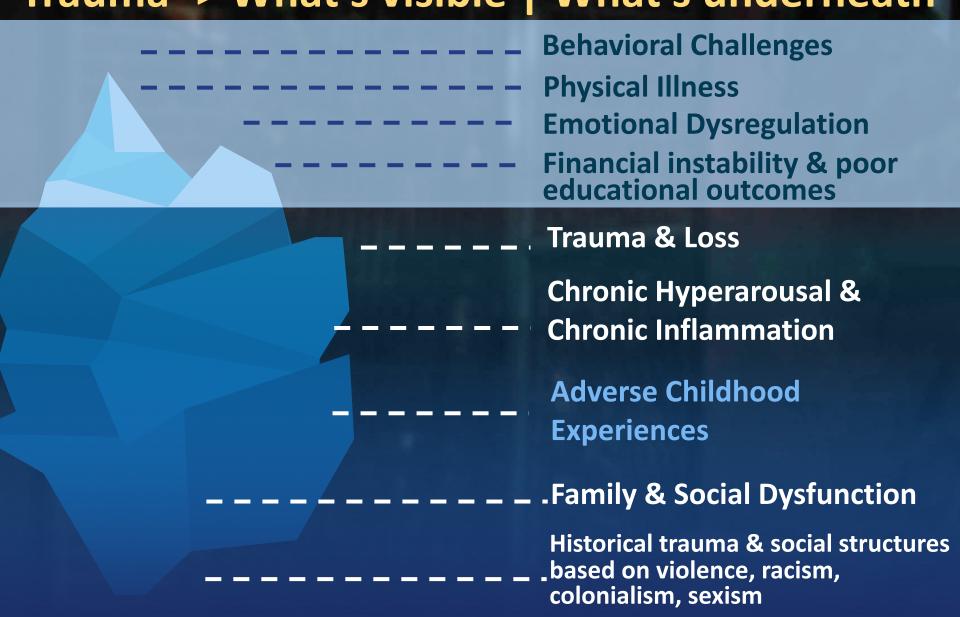
- 33% report work-limiting health condition<sup>3</sup>
- 43% report disability⁴
- 74% report Intimate Partner Violence⁵
- High involvement with criminal justice system<sup>6</sup>
- 1. Pavetti, 2015: TANF continues to weaken as a safety net
- 2. Ctr Study of Social Policy, 2016: 20 Years of TANF
- Kneipp et al 2011: Public Health Nursing Case Management

- 4. Loprest & Maag 2009: Disabilities among TANF recipients
- 5. Cheng 2013: IPV & Welfare Participation
- 6. Bloom et al, 2011: TANF recipients w. barriers to employment

### **Background:** What is Trauma? Toxic Stress (kids) Overwhelming relentless stress for young children without adequate support to overcome it Homelessness / poverty Adverse Childhood Experiences Traumatic Stress (adults) Internal and external factors insufficient to cope with external threat **Central nervous system** overwhelmed Helplessness

Witnesses to Hunger

# Background: Trauma -> What's visible | What's underneath



# From Alie: What is Trauma-Informed approach?

What we see are behavioral effects of trauma:

What may actually be happening:

Common Trauma responses are

- Burst of anger
- Prolonged stress
- Headaches
- Anxiety, depression
- Agitation
- Lack of sleep
- Low self-esteem and self-worth

Members (customers) are overwhelmed, in crisis, and are being triggered by a past trauma. The build up of stress from the past is pouring out through a small miscommunication or barrier.

## What is Trauma-Informed practice? Realizes

Widespread impact on trauma; paths to recovery

### Recognizes

 Signs & Symptoms of trauma in clients, families, staff, and systems

### Responds

Fully integrate knowledge about trauma into For more info:
 policies, procedures and practice

### Resist

— Actively resists "re-traumatization"



# From Alie (*Co-Director & Facilitator*): Example in practice

If any agitation or anger is directed at us we look beyond that emotion to get to the root of what is causing so much duress.

• "We had a member come to class angry because we still didn't have her gift card ready. The SELF coach took her aside and apologized and also added, "You seem really upset. Is something else going on?" The member then shared that her son was in the hospital for almost committing suicide and she needed the gift card for groceries because she hadn't been able to go to work the past two weeks. "

In this example were avoiding and resisting "re-traumatization" which can happen with the best intentions.

# From Alie (Co-Director & Facilitator) Examples in Practice

### Psychoeducation

We teach about how trauma effects the brain, body, and emotions.

### The Sanctuary Model

A trauma-informed organizational structure that holds us accountable to taking care
of ourselves and each other while working with people who have experienced
trauma.

### Unbiased support

...regardless of what circumstances members are in and how they got there.

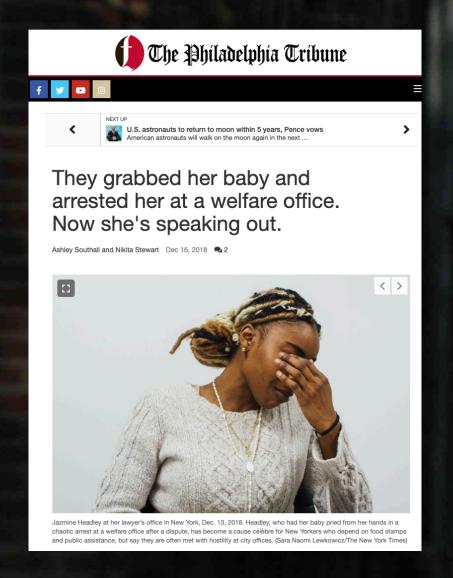
### A healing therapeutic environment

Create a space that looks loved, valued, and cared for just as the members will be

#### Break the isolation

We help people to feel connected. To help them understand and relate, and they get
a moment to ask for support or step up as a leader and support someone sitting next
to them

# County assistance offices need a Culture of Health

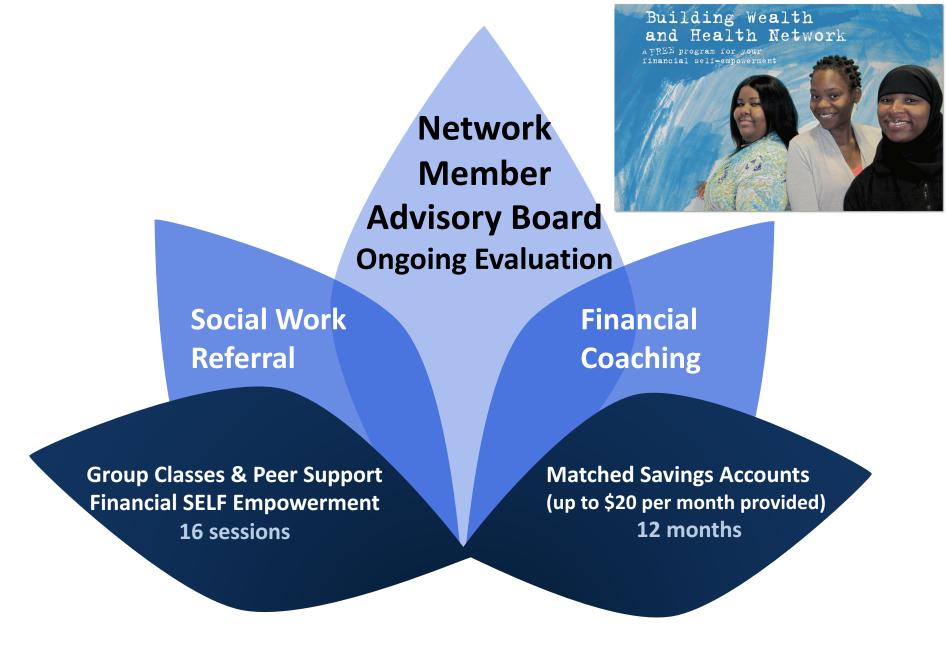




Jazmine Headley appears with her attorney, Brian Neary (left) and her mother.

Jacqueline Jenkins (right) outside a courthouse in Trenton, NJ, on December 12.

2018. (AP / Mike Catalini)



**Major Components of Building Wealth and Health Network** 

# Curriculum Financial SELF Empowerment

### **Trauma-Informed Peer Support**

- S Safety
- E Emotions
- L Loss
- F Future

### **Financial Empowerment**

- M Manage money
- O Own a business
- N Negotiate good wages
- E Earn money & build credit
- Y Yield benefits





### SELECTED EXAMPLE CLASS TOPICS

What's Your Financial & Personal Reputation?

**Protect your financial reputation.** This class teaches members how to read a credit report, while also discussing the control they have over their image and personal reputation.

Financial Services & Understanding Systems

Being banked can help cover many of your current expenses. Our coaches teach members how to avoid paying money for things that banks do for free and discuss other risky financial institutions.

Managing Work & Communication

**How to stay employed.** Our coaches discuss the three main reasons why employees are fired from their jobs, and ways to avoid them. Members also learn ways to speak your mind and take action in your life and community.

Create your
Future:
Entrepreneurship
& Creativity

**Start your own business**. We want to help members gain the SELF confidence needed to become an entrepreneur by teaching the basics of starting a business.

### **Matched Savings**

- 1:1 Match up to \$20 per month for 1 year
- Credit Union bankers on site to open accounts, collect deposits
- Group and individual savings goals
- Branch visit and tour



### **Network Advisory Board**





### **Member Advisory Council (20+ members)**

Provides ongoing feedback on program & dissemination





### **Outcomes Measured (Self-Report)**

Baseline, 3 month intervals to 12 months

**Basic Characteristics** 

- Demographics
- Benefits
- Household characteristics

**Exposure to Violence and Adversity** 

- Adverse childhood experiences
- Community violence
- Interaction with criminal justice

Maternal & Child Health and Development

- CES-D (Center for Epidemiologic Studies Depression)
- Self-Rated Health
- PEDS (Parents' Evaluation of Developmental Status Survey)
- Caregiver-Rated Health of Child

**Economic Security** 

- Food Insecurity
- Housing Insecurity
- Energy Insecurity

**Financial Wellbeing** 

- Unofficial work/self employment
- Employment Hope
- General Self-Efficacy
- Financial behaviors and knowledge

See Sun et al (2016) BMC Public Health

# The Network Program recruitment and research follow up

The Network ACASI Survey Completion						
Cohort	Baseline	3-month	6-month	9-month	12-month	
Mixed Assistance (4 Cohorts)	116	92 (79%)	84 (72%)	81 (70%)	79 (68%)	
TANF		, , ,	· · · ·	,		
(7 Cohorts)  Phase II Totals	257 <b>373</b>	162 (63%) <b>254</b>	147 (57%) <b>231</b>	136 (53%) <b>217</b>	134 (52%) <b>213</b>	
Phase III: Careerlink*	303	91 (30%)	64 (21%)	33 (11%)	21 (7%)	

<sup>\*</sup>indicates follow-up is ongoing; total % changes every day as people cycle in for appointments

# Examples of Trauma ACEs, Community Violence, IPV, Discrimination

ACEs				
Category	Subcategory			
Abuse	Emotional			
	Physical			
	Sexual			
Neglect	Emotional			
	Physical			
Household Instability	Parental Separation			
	Mother Abused			
	Mental Illness			
	Substance Abuse			
	Incarceration			

### **Emotional Abuse**

(Did a parent or other adult...)
Often or very often swear at you, insult you, put you down, or humiliate you? OR act in a way that made you afraid you might be physically hurt?

Community Violence
Have you ever
Seen someone beat up or
mugged
Heard gunfire outside of home
Seen a seriously wounded
person after incident of
violence
Seen someone shot with a gun
Seen a dead person
Heard about someone being
killed by another person
Seen someone beat up or
mugged
Heard gunfire outside of home
Seen a seriously wounded
person
after incident of violence
Seen someone shot with a gun

#### **IPV** (in last 3 months)

How often does your partner...

physically hurt you?

insult or talk down to you?

threaten you with harm?

scream or curse at you?

### **Experiences of Discrimination (EOD)**

At school

Getting hired or getting a job

At work

**Getting housing** 

Getting medical care

Getting services in a store or

restaurant

Getting credit, bank loans, or a

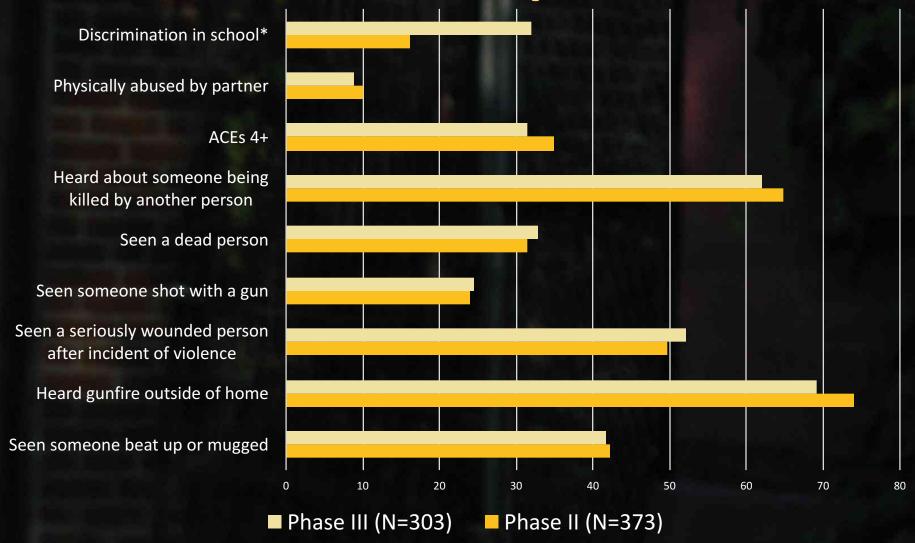
mortgage

On the street or in a public

setting

From the police or in the courts
Applying for public assistance
programs

# Network Members' Baseline Violence Exposure



### **Publications**

### Published

- Sun et al, (2016) Building Wealth and Health Network: Methods and Baseline Characteristics BMC Public Health
- Welles, et al, (2017) Employment-Related Resilience, ACEs,
   Community Violence, and Depression. J Urban Health.
- Booshehri, et al (2018). Trauma-informed Temporary Assistance for Needy Families (TANF): RCT Methods Journal of Child and Family Studies

### Forthcoming

- Trauma-informed peer support improves mental health & Coping strategies
- Trauma-informed peer support improves food security
- Trauma-informed peer support works through social capital to improve employment and reduce TANF participation

# Analysis Methods Phase II

### 369 Participants

Enrolled from Mixed Public Assistance or TANF, with children < 6 years old



< 4 class attendance

Low Exposure N = 156



≥ 4 class attendance

High Exposure N = 213



Followed every 3 months, total 12 months

# Results Under Review Effect of Class Attendance & Full participation on Mental Health

The Effects of Class Attendance on Psychosocial Health Outcomes						
	Depression*		Child Development*		Self Efficacy*	
	Estimated Coefficient	P Value	Estimated Coefficient	P Value	Estimated Coefficient	P Value
Class Attendance by Treatment Group	•		-	-	-	-
Participation indicator 4+ vs. <4	•		-	-	-	-

- All maximum likelihood estimation models included sex, race/ethnicity, sexual orientation, marital status, sexual
  orientation, adverse child experiences (ACEs, educational attainment, cohort effects, and time effects as control
  variables.
- The "participation indicator" is a discrete variable equal to 1 if a respondent is a member of the high-exposure
   (high-participation) group (4+ sessions) and 0 if the respondent is a member of the low-exposure (low-participation
   group) (<4 sessions). The "class attendance" variable is a continuous variable that identifies the number of sessions
   that the respondent attended during the 16-week Network Phase II intervention.</li>
- CES-D, Center for Epidemiological Studies-Depression Scale; PEDS, Parents' Evaluation of Developmental

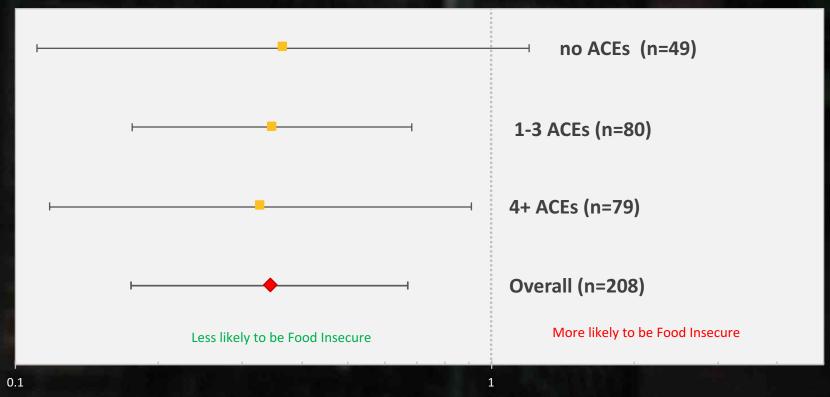
# Results Under Review Effect of Class Attendance & Full participation on Economic Security & Coping Strategies

Table 2. The Effects of Class Attendance on the Use of Drugs and Alcohol						
	<b>Economic Security</b>		Alcohol Use (Audit C)		Drug Use (DAST 10)	
	Estimated Coefficient	P Value	Estimated Coefficient	P Value	Estimated Coefficient	P Value
Class Attendance by Treatment Group	-	-			-	-
Participation indicator 4+ vs. <4	•		-	-	-	-

- All maximum likelihood estimation models included sex, race/ethnicity, sexual orientation, marital status, sexual
  orientation, adverse child experiences (ACEs, educational attainment, cohort effects, and time effects as control
  variables.
- The "participation indicator" is a discrete variable equal to 1 if a respondent is a member of the high-exposure
   (high-participation) group (4+ sessions) and 0 if the respondent is a member of the low-exposure (low-participation
   group) (<4 sessions). The "class attendance" variable is a continuous variable that identifies the number of sessions
   that the respondent attended during the 16-week Network Phase II intervention.</li>
- CES-D, Center for Epidemiological Studies-Depression Scale; PEDS, Parents' Evaluation of Developmental

# Results Under Review Impact of Participation on Food Security

Impact of Treatment on Food Security by ACEs



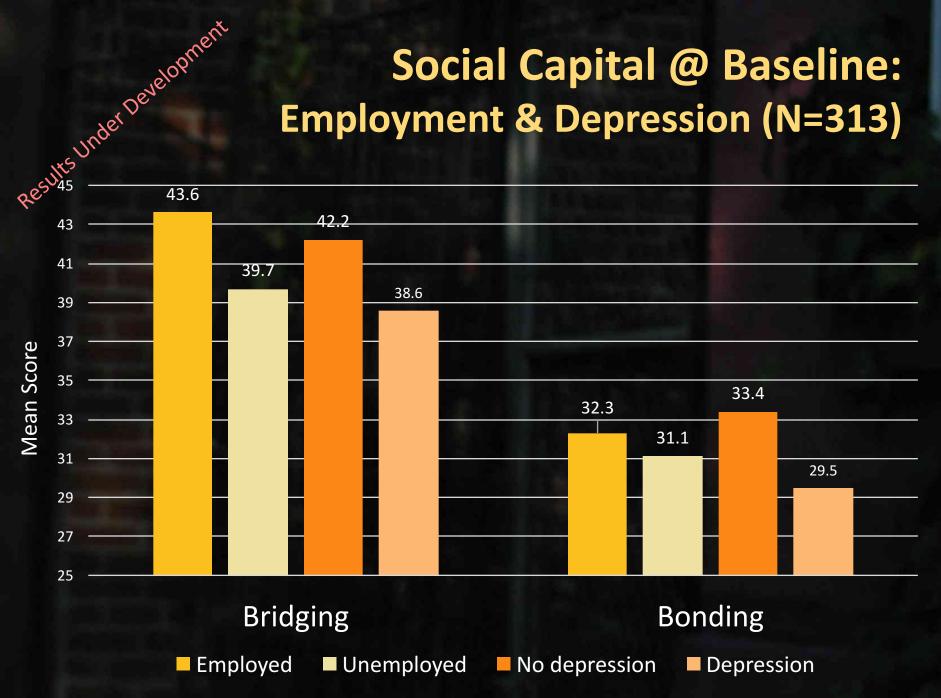
Adjusted Odds Ratio (95% CI)

AORs represent the odds of household food insecurity for participants attending 4 or more classes vs. 3 or fewer classes. variables include program attendance, program satisfaction score, ACEs with baseline food security, employment status, an indicator variable for receipt of: TANF, WIC, and SNAP, age of caregiver, race, partner in home, highest level of education, depression status

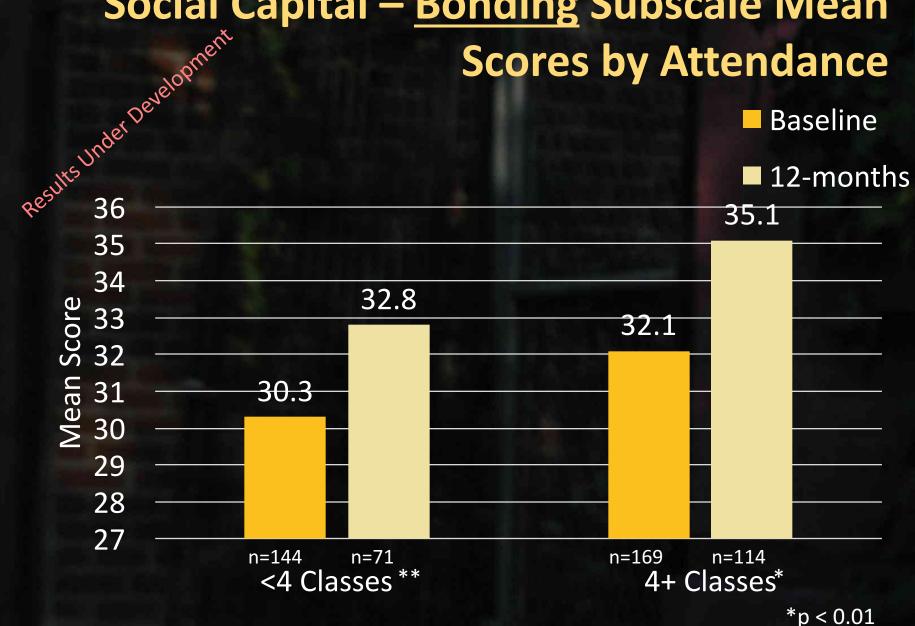
# Social Capital Scale Bridging & Bonding

- Adapted Williams (2006)
- 20 Questions 5-point likert scale "Strongly disagree Strongly Agree"
  - Bridging
    - Inclusive widespread (mile-wide, inch deep); individuals connecting from different backgrounds and different social networks; broaden horizons; open opportunities for new resources
  - Bonding
    - Exclusive close family and friends providing support (emotional/financial etc); (mile-deep, inch-wide); stronger connections, but little diversity in backgrounds

### Social Capital @ Baseline: **Employment & Depression (N=313)**

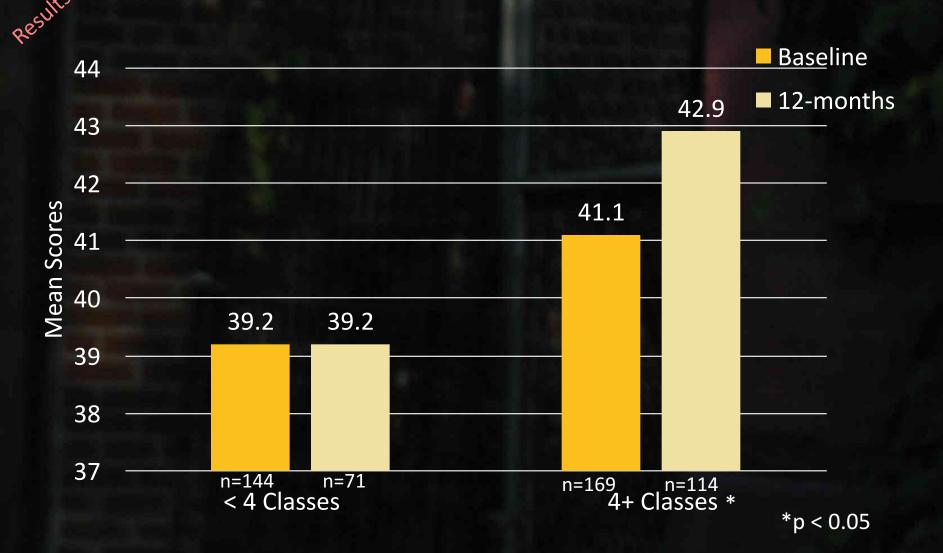


### Social Capital - Bonding Subscale Mean **Scores by Attendance**



\*\*p=.02

# Social Capital – Bridging Subscale Mean Scores by Attendance Results Under Development Capital – Bridging Subscale

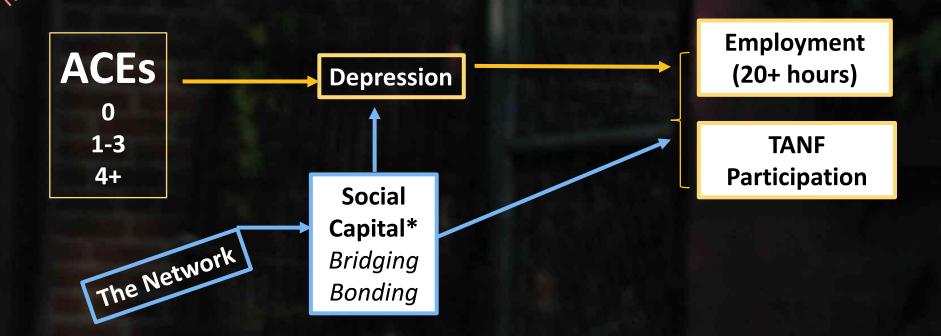


Results Under Development

### **Social Capital Mechanism**

Yellow represents proposed pathway

BLUE represents The Network intervention pathway



Social capital is protective against the effects of ACEs, namely depression. The Network increases both bonding and bridging domains of social capital, which leads to improvements in depression, employment, and TANF participation.

### **Two Policy Briefs**





#### ALIGNING SYSTEMS TO BUILD A CULTURE OF HEALTH

Why a Trauma-Informed Approach Can Help TANF Be More Successful

POLICY BRIEF | NOVEMBER 2017

#### OVERVIEW

By focusing strictly on job search and work participation, the Temporary Assistance for Needy Families (TANF) program creates barriers that limit participants' ability to find and keep a job. TANF will not be successful without proper attention to adversity and poor health experienced by TANF participants. TANF outcomes could improve if programing included comprehensive approaches to promote social support and build resilience, which have been shown to limit the negative effects of exposure to violence and adversity.

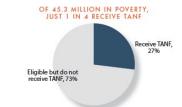
#### TEMPORARY ASSISTANCE FOR NEEDY FAMILIES

The Temporary Assistance for Needy Familles (TANF) program was established in 1996 as part of the Personal Responsibility and Work Opportunity Reconciliation Act. The goal was to overhaul the Ald to Familles with Dependent Children (AFDC) program that began in 1935 to provide cash welfare to low-income familles with children. This new legislation transformed the program that was meant to be a safety net for familles into one that has strict, sometimes impossible, requirements and penalizes participants for not complying.

Unlike AFDC, TANF places strict requirements on individuals participating in the program to demonstrate that they are actively seeking employment. This requirement is often demanded without sufficient support in place for participants. This focus on employment often eclipses other forms of assistance, leaving people who need additional support to find and keep a Job without the resources to help them achieve that goal.

While the number of families receiving TANF has been on the decline, the number of people living in poverty has increased since 1996 welfare reform. In 2013, 45.3 million people lived in poverty in the United States, including over one in five children under the age of six, yet only 27% of eligible families received TANF. In 2015, only 23 out of 100 families in poverty received cash assistance. States benefit when TANF participant numbers decrease, leaving no strong incentives to keep people on the program to help them with time and resources to find work.

To receive benefits, families with young children under age six that are deemed to be "work mandatory" are required to participate in work-related activities for at least 20 hours per week. However, due to financial hardship, poor health, and exposure to violence and adversity, the success families achieve through TAMF is limited.



Temporary Assistance for Needy Families (TANF): Federal program designed to help needy families achieve self-sufficiency. States receive block grants to design and operate programs that accomplish one of the purposes of the TANF program. Key provisions to the program include:

- Work requirements: States must meet a minimum of 50% work participation rate or are subject to a monetary penalty. States
  receive a caseload reduction credit (reduction in minimum participation rate) for reductions compared to the caseload in FY 1995.
- Time limits: States cannot use federal funds to provide assistance to families who have received cash for more than 60 months total.
- State penalties: States receive penalties for failing to submit required reports of grant expenditures and TANF caseload, failing to meet minimum work participation rates, and failing to comply with the time limits.



#### **POLICY BRIEF** | JULY 2018

### ALIGNING SYSTEMS TO BUILD A CULTURE OF HEALTH Integrating TANF and Medicaid to Achieve Wealth and Health

#### OVEDVIEW

Economic security is strongly associated with physical and mental health and well-being. Programs such as Medicaid which focus on health and Temporary Assistance for Needy Families (TANF) which aims to improve employment and financial well-being should be better coordinated to provide more effective services. Programs which integrate physical and mental health services reduce costs.\(^1\) Findings from the Building Wealth and Health Network demonstrate the effectiveness of integrating behavioral health components into financial programming on improving physical, mental, emotional and financial outcomes.

#### TRAUMA IMPACTS FAMILIES AND CONTRIBUTES TO THE TRANSFER OF POVERTY ACROSS GENERATIONS

Toxic stress during childhood, defined as prolonged activation of stress response systems resulting from adversity such as homelessness, hunger, and neglect, has lifelong effects on a person's health and well-being.<sup>2</sup>

When toxic stress and a related set of exposures called Adverse Childhood Experiences (ACEs) - including abuse, neglect, and household instability - are unaddressed, children are more likely to have physical, mental, and behavioral health problems that negatively affect their ability to learn in school, gain employment, and be financially secure later in life. \* ACEs are also associated with higher health care use, indicating that health care costs later in life may be reduced through interventions that prevent and address exposure to trauma. \*



#### TANF and Medicaid: Shortcomings and Opportunities

Historically, TANF has focused on steering families toward work without adequate behavioral and mental health supports. Medicaid, on the other hand, has been successful in improving access to health care and health outcomes, but has not traditionally addressed upstream causes of poor health and well-being. Aligning the two programs may offer opportunities to promote both health and economic well-being.

#### TANF: FOCUS ON WORK WITHOUT ADDRESSING TRAUMA

Temporary Assistance for Needy Families (TANF) is a federal cash assistance program designed to help low-income families achieve self-sufficiency. Serving approximately 1.5 million households, TANF reaches less than one in four families in poverty." Despite high prevalence of trauma exposure among TANF participants, most state TANF programs do not integrate approaches that address trauma. Families unable to meet mandated work requirements are more likely to be sanctioned—having their benefits reduced or cut off—than offered support. This policy aims to increase compliance with

work requirements, but it only increases families' barriers to achieving financial stability. This is highly problematic as sanctioned families are more likely to have significant health impediments to employment, including domestic violence, food insecurity, utility shut offs, homelessness, child hospitalizations, and child development risk." After losing the modest TANF benefit, families have more difficulty looking for employment, especially without transportation and childcare supports. The severe penalty of sanctions often hinders families' ability to reach self-sufficiency and increases exposure to traumatic events."

This policy brief is the second in a series for RW]F-funded project "The Impact of Integrating Behavioral Health with Temporary Assistance for Needy Families to Build a Culture of Health across Two-Generations."

### On the Horizon - Research

- Peer Review publications
  - Revise and re-submit
    - Behavioral health and coping strategies
    - Reductions in Food insecurity
  - Under Review
    - Financial Health as social determinant
  - Ready to submit
    - Social Capital
- Data analysis
  - The Administrative Data is in!
    - Cost savings analysis: TANF, SNAP, Medicaid

### On the Horizon - Program

- Leadership Development
  - Professional development and facilitation training for Network Members
    - They will become leaders & coaches in The Network
      - Advocacy, peer support, speaking engagements, member liaisons
- Ready to scale up
  - Manualization almost complete
  - State take up of the program
  - Large scale demonstration

# Challenges to integrating Culture of Health into TANF

- Department of Human Services | State Agencies
  - Leaders say they are interested in reducing punitive approaches, and in trauma-informed approaches but are slow to act and integrate changes
  - Little to no incentive to merge behavioral health with education and training
  - TANF is under constant threat by state legislators
  - Staff turnover in state data management and quality improvement
- Contracting with state-funded agencies
  - University systems not agile enough to invoice
  - State limitations on costs
  - Little investment in staff training and competitive salaries
  - Contradictory focus on outcomes (e.g. employment vs. participation)

Stay in touch on social media

@TheBWHNetwork



@Systems4Action

S4A
Systems for Action

Also, check out...



@HealthFedMARC







solutions based on science and the human experience

### DREXEL UNIVERSITY

Center for

# Hunger-Free Communities

Mariana Chilton, PhD, MPH

mmc33@drexel.edu

Sandra Bloom, MD

slb79@drexel.edu

Jerome Dugan, PhD

jad19@uw.edu

Layla G. Booshehri, PhD

lgb19@uw.edu



@thebwhnetwork

### Questions?



www.systemsforaction.org

### **Upcoming Webinars**



### **Archives**

http://systemsforaction.org/research-progress-webinars

### **Upcoming**

#### April 10, 2019, 12 p.m., ET

Systems for Action Individual Research Project

Optimizing Governmental Health and Social Spending Interactions

Beth Resnick, DrPH, MPH, and David Bishai, MD, MPH, PhD, Johns Hopkins Bloomberg School of Public Health

#### April 24, 2019, 12 p.m., ET

Systems for Action Individual Research Project

Strengthening the Carrying Capacity of Local Health and Social Service Agencies to Absorb Increased Hospital/Clinical Referrals

Danielle Varda, PhD, University of Colorado Denver, and Katie Edwards, MPA, The Nonprofit Centers Network

#### May 8, 2019, 12 p.m., ET

Systems for Action Individual Research Project

Linking Medical Homes to Social Service Systems for Medicaid Populations

Sarah Hudson Scholle, DrPH, MPH, and Keri Christensen, MS, National Committee on Quality Assurance

### Acknowledgements

**Systems for Action** is a National Program Office of the Robert Wood Johnson Foundation and a collaborative effort of the Center for Public Health Systems and Services Research in the College of Public Health, and the Center for Poverty Research in the Gatton College of Business and Economics, administered by the University of Kentucky, Lexington, Ky.



and

