

**Testimony by Lt. Colonel David Kelly  
Program Secretary  
The Salvation Army National Headquarters**

**House Ways and Means Committee  
Subcommittee on Human Resources  
July 15, 2015**

Good morning. My name is Lt. Colonel David Kelly and I am the Program Secretary for The Salvation Army's National Headquarters. I would like to take this opportunity to thank the House Ways and Means Committee Chairman Paul Ryan, Human Resources Subcommittee Chairman Charles Boustany and the rest of the committee members for inviting me to be with you today. We are so grateful for the opportunity to be part of this important conversation on how to help families in need of temporary assistance transition into and thrive in the work force.

This year, The Salvation Army is celebrating its 150<sup>th</sup> year of ministry to the world. We are at work in 126 countries and still expanding. Our mission has remained constant for our entire existence- to tell people of the love of God expressed through Jesus, and to meet human needs in His name, without discrimination.

While many only know us for Christmas kettles, thrift stores and rehabilitation centers, the breadth of service is much broader.

- We serve nearly 30,000,000 people annually
- We provide over 10,000,000 nights of shelter each year
- We serve 60,000,000 meals per year
- Services can be found at over 7,000 locations around the U.S.

While we excel at providing a large quantity of services, we have done some very real soul searching and self-examination these past five years to assess whether in the midst of our service, we are sufficiently helping those in need to find long terms solutions to the challenges they face, particularly in the area of poverty. An outcome of this self-evaluation is a renewed determination to apply the same life transforming goals to those who come for material assistance, as we have always applied to those who come into our rehab centers.

This does not mean we will abandon our efforts to feed, and shelter; to provide character building programs for youth, summer camps, and disaster assistance. It does mean that we will carve out resources (both personnel and financial) to focus on helping families move out of

poverty. This new initiative, piloted in some locations several years ago, and now being rolled out nationally, is called Pathway of Hope.

Pathway of Hope is an approach to providing targeted services to families with a desire to take action to break the cycle of crisis and enable a path out of intergenerational poverty. It is rooted in a case management approach, focusing on client needs through a strength-based lens. Pathway of Hope will allow us to increase our impact by:

- Empowering vulnerable families to take action to overcome their barriers by utilizing their strengths
- Optimizing The Salvation Army’s resources to take action to overcome their barriers
- Catalyzing community collaboration in response to clients’ goals

Pathway of Hope is built on a strengths-based approach combined with increasing hope which can help families overcome barriers and progress along a “path” to sufficiency. In other words, families look at what resources are already available to them intrinsically and externally to overcome their challenges. Throughout the process, unique tools are utilized to complement these theories and measure established outcomes.

Through Pathway of Hope, The Salvation Army will also expand and deepen its network of community resources and increase collaboration to help families achieve their goals.

Best practices include a holistic team approach and positive engagement with families at an early stage. Teams will walk alongside families as a partner to facilitate change, celebrating small victories as well as larger achievements throughout their journey.

Pathway of Hope families typically come from our emergency assistance programs, have at least one child in their care, and are ready and willing to make a change. In addition to having immediate needs met, Pathway of Hope families meet regularly with Salvation Army case workers to develop goals and implement a plan that will increase their self-sufficiency. Case workers complete assessments with the families to tailor service delivery to the specific needs. All of the assessment tools are available to case workers online through a client data management system.

The following tools are used to create Personal Action Plans and measure a family’s outcomes.

STEP	DESCRIPTION	TOOLS
1	Selection	<ul style="list-style-type: none"> <li>• <b>The URICA assessment:</b> This tool will be used to assess the client’s desire to make change in their lives.</li> <li>• <b>The Working Together Agreement:</b> This document outlines the Pathway of Hope programmatic expectations for both program clients and the caseworker.</li> </ul>
2	Intake	<ul style="list-style-type: none"> <li>• <b>Release of Information:</b> Keep your client’s information and situation confidential! Receive permission to speak or release information to other agencies concerning a Pathway client’s situation using this tool.</li> <li>• <b>Required Intake Fields:</b> Caseworkers are to use the intake fields on their client tracking system.</li> </ul>



3	<b>Assessment</b>	<ul style="list-style-type: none"> <li>• <b>Herth Hope Index:</b> This tool helps us to measure client’s level of hope, a key outcome for the Pathway of Hope.</li> <li>• <b>Personal Strengths Assessment:</b> This tool helps us identify the positive resources and abilities that our clients already have rather than focusing on “what’s wrong”. It can be used in partnering with clients to achieve their goals.</li> <li>• <b>Client Sufficiency Matrix:</b> The matrix evaluates sufficiency in domains grouped into four clusters: Basic Needs, Health/Disability, Basic Functions, and Family. The tool can be used to assess barriers that the client may be facing and as an indicator for many of the Pathway of Hope outcomes.</li> <li>• <b>Spiritual Needs Assessment: <i>Optional for client.</i></b> Examines the spiritual life and religious needs of the client.</li> </ul>
4	<b>Action Planning</b>	<ul style="list-style-type: none"> <li>• <b>Personal Action Plan:</b> This tool works with the strengths assessment and continues the collaborative relationship. Use the Pathway of Hope client’s dreams and aspirations from the strengths assessment to motivate them toward improving their current situation.</li> </ul>
5	<b>Case Management</b>	<ul style="list-style-type: none"> <li>• Administer the Herth Hope Index and Client Sufficiency Matrix every 3 months while active in case management</li> <li>• <b>Client Referral Tracking Form:</b> This form helps track external services that were referred to clients</li> <li>• <b>Case notes:</b> This form provides a common area to track observations of clients</li> </ul>
6	<b>Transition</b>	<ul style="list-style-type: none"> <li>• <b>Completion Form:</b> This tool allows clients to reflect on the goals they have achieved through the Pathway of Hope while providing additional ideas to achieve longer term aspirations</li> <li>• <b>Exit Surveys:</b> These surveys will help us evaluate progress from the Pathway of Hope client’s perspective</li> </ul>
7	<b>Post Completion Follow-up</b>	<ul style="list-style-type: none"> <li>• <b>Follow-up Surveys:</b> These surveys will help us evaluate progress from the Pathway of Hope client’s perspective</li> <li>• Administer the Herth Hope Index and Client Sufficiency Matrix 3, 6, and 12 months post completion</li> </ul>

By tracking client outcomes we will be able to pinpoint services that increase the likelihood of families achieving self-sufficiency and improve the lives of those we serve. Individualized case management services are effective because case workers are able to support families emotionally, spiritually and physically. Case workers also give clients the tools to cope with crises as they arise and work to prevent a crisis from occurring.

The Pathway of Hope approach has initiated a number of shifts by The Salvation Army in order to meet the growing needs of people impacted by poverty, the changing communities in which they live, and address external funder increased expectations to deliver outcomes vs. outputs. By utilizing a shared approach and outcomes, The Salvation Army will demonstrate a significant impact on families and communities it serves across the United States.

We have set an ambitious goal of raising \$200,000,000 in the next five years to roll out this program nationwide. We are convinced that this new effort will dramatically alter the life trajectory of hundreds of thousands of families. It is not just those families that will be better because of it, but our whole society will be enhanced as people reach their full potential.

All across the country there are programs and organizations that have come to the same conclusion. We will continue to serve those in need, in Jesus name, without any form of discrimination, but we will also bring all of our energy and resources to bear in helping families become economically independent. We cannot stop serving....there will always be some who need assistance. However, we need to stop providing only enough support and service to keep them alive but in poverty, and start providing sufficient support for them to move out of poverty.

We are very pleased that leadership is seriously examining the long term path forward for how we care for those in greatest need. A well-developed plan that works to improve the lives of individuals by getting them into jobs that pay enough to no longer be eligible for public benefits is the best path forward. The Salvation Army is eager to be a partner in this strategic planning. For the sake of those we both serve, and those actively moving from poverty, we fully support the following elements included in the proposed TANF reauthorization.

1. **Extension of TANF funding while alternative approaches are developed and tested.** However, funding at the same level for 5 years clearly indicates a reduction in funding due to inflation and we would encourage you to consider the impact of increasing State responsibility while simultaneously cutting available funding.
2. **Elimination of what is commonly referred to as the marriage penalty, in every state.** It is difficult to fathom the positive societal impact that comes from indirectly encouraging the absence of a two parent family. As I understand it, one of the goals of the TANF program is “Encourage the formation and maintenance of two-parent families”. Clearly any indirect “marriage penalty” works at cross purposes to this goal.
3. **Improved and customized individual opportunity plans.** Educators long ago understood the value of individualized plans for children struggling to keep up in school which have helped countless children overcome challenges, catch up, and thrive in academic settings. An equivalent approach in addressing families in poverty will have a similar positive outcome. While it may be less expensive in the short term to treat everyone exactly the same, that approach has not produced the long term transformations all of us are seeking. By individualizing opportunity plans a person can get what they need to become self-sufficient because they are in control of the plan.

4. **Allowance of more education to count towards activity hours.** Education is shown to improve the long term financial outcomes of individuals and education is a critical step to finding a stable job at a livable wage.
5. **Funding pilot projects testing ways to better help TANF recipients enter, retain, and advance in employment, with high quality evaluations.** This provision is consistent with the success of our own Pathway of Hope program and other initiatives. It makes good business sense to experiment, identify best practices, and remain somewhat fluid during initial implementation as new ideas evolve. We also agree with requiring states to strategically plan their implementation and rollout of pilot projects. We have learned the importance of carefully preparing units to implement enhanced case management services.

## Conclusion

The Salvation Army is part of the community, a collaborator with both government and non-government entities seeking to serve those in need. We are very grateful for this opportunity to participate in the process of addressing this specific legislation and particularly for discussing those who are working to improve their lives and provide a better future for their children. Again, we thank you for starting the conversation on improving the outcomes of families receiving Temporary Assistance for Needy Families.

**"In these days of difficulty, we Americans everywhere must and shall choose the path of social justice...the path of faith, the path of hope, and the path of love toward our fellow man."**

**October 2, 1932 (FDR Memorial)**