

**MODULE 2:**  
**Collaboration—Benefits to Programs**

## FACILITATOR NOTES

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### *What you need to say/do*

1. Instruct participants to turn to Module 2 in their materials.
  2. Review the Seminar and Module Objectives with participants.
  3. Tell participants that they will engage in three activities that are intended to help them understand the operations of each agency and relationships between them.
  4. Reiterate that the three agencies have similar and overarching goals and that mutual (collaborative) efforts to achieve these goals may be a good way to improve service delivery and outcomes that are measured by performance standards.
  5. Present the **three key operational elements: activities, funding sources, and performance measures**. Tell participants that these elements will be important when thinking about collaborative efforts among their agencies.
  6. Refer participants to **Exhibit 2-A** for background information on each program.
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### *What you need to know*

1. The purpose of this module is to highlight the benefits of collaboration. The activities are designed to focus participants on how their agencies are interrelated and thus how collaboration can help agencies achieve their goals.
2. The time for this module is approximately 1 hour 20 minutes.
3. The introduction to Agency Operations: Working Toward a Common Goal should take about 5 minutes.
4. With respect to the three key elements of agency operations, activities are those actions that are performed in order to serve the client.
5. Funding sources may seem obvious but penalties should also be considered when discussing these.
6. Performance measures are typically objective standards set by a state or federal agency with oversight authority.
7. Participants will have a 15-minute break at the end of the module (Schedule 1) or a lunch break (Schedule 2).

### Handouts/Exhibits

- **Exhibit 2-A:** State Program Overviews

## Seminar Objective

Child support, TANF, and workforce investment managers will understand how working collaboratively will help to achieve agency goals and will help clients and families.

## Module Objectives

Participants will understand basic agency operations and how agencies are interrelated.

Participants will be able to discuss why providing effective services to low-income families goes beyond the scope of any one agency.

## Agency Operations: Working Toward a Common Goal

We will begin by exploring collaboration within the context of child support, TANF, and workforce investment.

There are **three key elements** that are useful in understanding the operations of these three programs:

- Activities
- Funding sources
- Performance measures

Child support, TANF, and workforce investment have similar overarching goals: they aim to **improve the lives of children, families, and individuals through increased self-sufficiency**. *Exhibit 2-A, State Program Overviews*, at the conclusion of this module depicts the goals, activities, funding, and performance measures across the three programs.

Because they share **common goals** and there is substantial **overlap in their clientele**, interagency collaboration can be an effective means for all three agencies to **improve service delivery**. By increasing the overall efficiency in service delivery, agencies can improve outcomes relative to performance measures and better serve their clients.

The following activities explore the relationships among agency activities, funding, and performance measures.

- Activities 1 and 2 highlight these three elements within a single agency.
- Activity 3 focuses on the effect one program's activities, funding, and performance has on another agency.

**FACILITATOR NOTES**

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***What you need to say/do***

1. Ask participants to break into agency specific groups (i.e., all child support staff at one table, TANF staff at another table, workforce investment staff at a third table).
  2. Ask participants to read **Agency Operations: Working Toward a Common Goal** in their participant materials.
  3. Explain **Figure 2-1**. The three key elements will form the basis for identifying issues that should be addressed when considering a collaborative effort.
  4. *If flipcharts are available*, prepare three sets—one for each agency. Within each set of flipcharts label three sheets with the following headings: Activities, Performance Measures, Funding. Ask the groups to record presentations directly onto the flipcharts. *If a whiteboard is used*, write three headings: Child Support, TANF, Workforce Investment. Under each heading, write the following subheadings: Activities, Performance Measures, Funding. Be sure to leave enough room under each subheading to write participant responses.
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***What you need to know***

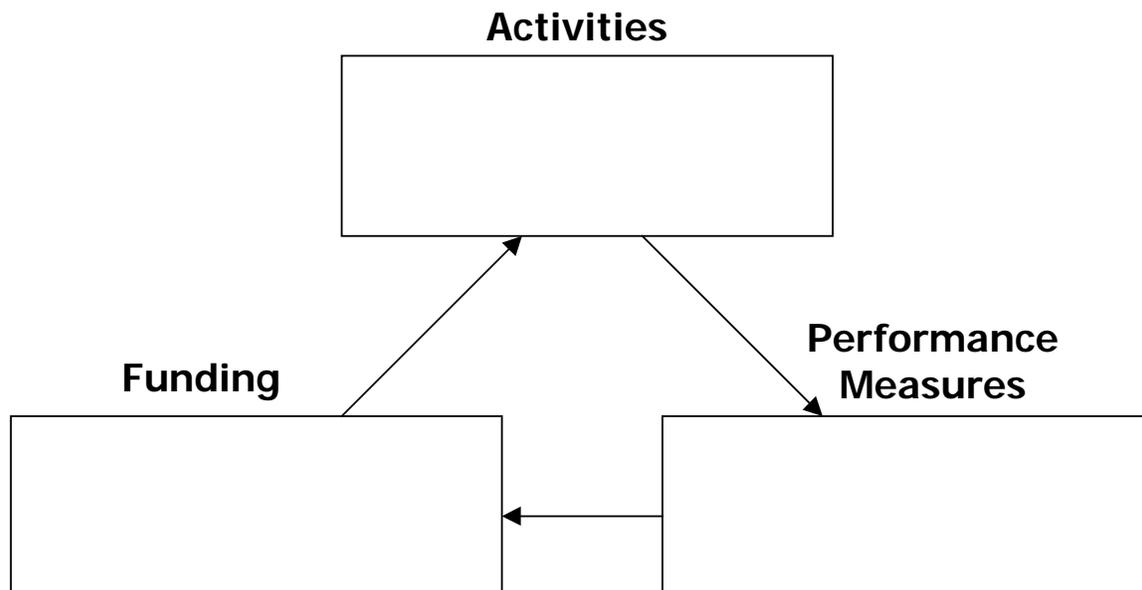
1. Use a whiteboard or three flipcharts to record this activity.
2. You may want to prepare the flipcharts/whiteboard for each agency prior to the seminar or prior to this module.

**Agency Operations: Working toward a common goal (continued)**

By understanding the basic relationships among the three key elements, we obtain a better sense of how each agency works. Once we understand the basic structure of all three agencies, we will be better equipped to identify the linkages between the agencies and where there is the potential for collaboration.

**Figure 2-1** presents a basic overview of the relationship between the three key elements of an agency's operations. That is, for each agency, activities affect performance, performance affects funding, and funding can affect activities. This is a high-level overview. We will discuss specific agency elements and processes in the next module.

**Figure 2-1**



**FACILITATOR NOTES**

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***What you need to say/do***

1. Begin Activity 1. Explain that each group will prepare a short presentation about its agency's activities, performance measures, and funding sources.
2. Ask participants to use clear, non-technical language (e.g., avoid terms like "arrears" unless they are explained).
3. Each group should designate a note-taker and a reporter who will present to the large group. If flipcharts are used, encourage note-takers to record responses directly on the flipcharts.

***What you need to know***

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1. This activity will take about 15 minutes.
2. This is a small group activity.
3. Make sure that participants provide concrete answers (e.g., One-Stops provide job search, resume development) but do not get overly detailed. They will have time in the next module to discuss specifics.
4. The purpose of this activity is to help participants think about how their own agency operates in terms of the relationships between these three elements. Along with possible answers to each question, you can also refer to **Exhibit 2-A**, "State Program Overviews."

**ACTIVITY 1**

You are going to prepare a presentation for your counterparts in the other two agencies. You will focus on your agency's **activities**, **performance measures**, and **funding sources**. The following questions should guide your agency's presentation.

1. What are your agency's primary **activities**?
2. How is **performance** in these activities **measured**?
3. What are the major **funding sources**? How is funding affected by performance?

**FACILITATOR NOTES**

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***What you need to say/do***

1. Begin Activity 2. This is a large group activity.
  2. Each group should take a turn presenting its report. Each report should last no longer than 10 minutes. If presentations were made directly onto flipcharts, bring the easels to the front of the room. If a whiteboard is used, the facilitator should record the responses as each group makes its presentation.
  3. After each presentation, ask if participants from the other two groups have any questions.
  4. Continue until all groups have presented.
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***What you need to know***

1. This activity should take about 30 minutes.
2. A presenter from each group should discuss the group's answers to the three Activity 1 questions.

**ACTIVITY 2****Large Group Reports**

Each group should take 10 minutes to discuss its responses to the following questions:

1. What are your agency's primary **activities**?
2. How is **performance** in these activities **measured**?
3. What are the major **funding sources**? How is funding affected by performance?

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## FACILITATOR NOTES

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### *What you need to say/do*

1. Ask participants to read the introduction to Activity 3 and spend about 5 minutes thinking about linkages.
  2. Reiterate that the elements within one agency can affect another agency.
  3. Advise participants that they should consider their similar agency goals and shared clientele while they are engaged in Activity 3.
  4. Begin Activity 3: ask participants to think about the elements identified in Activity 1 and draw arrows between the agencies in **Figure 2-2** to represent any linkages between the agencies.
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### *What you need to know*

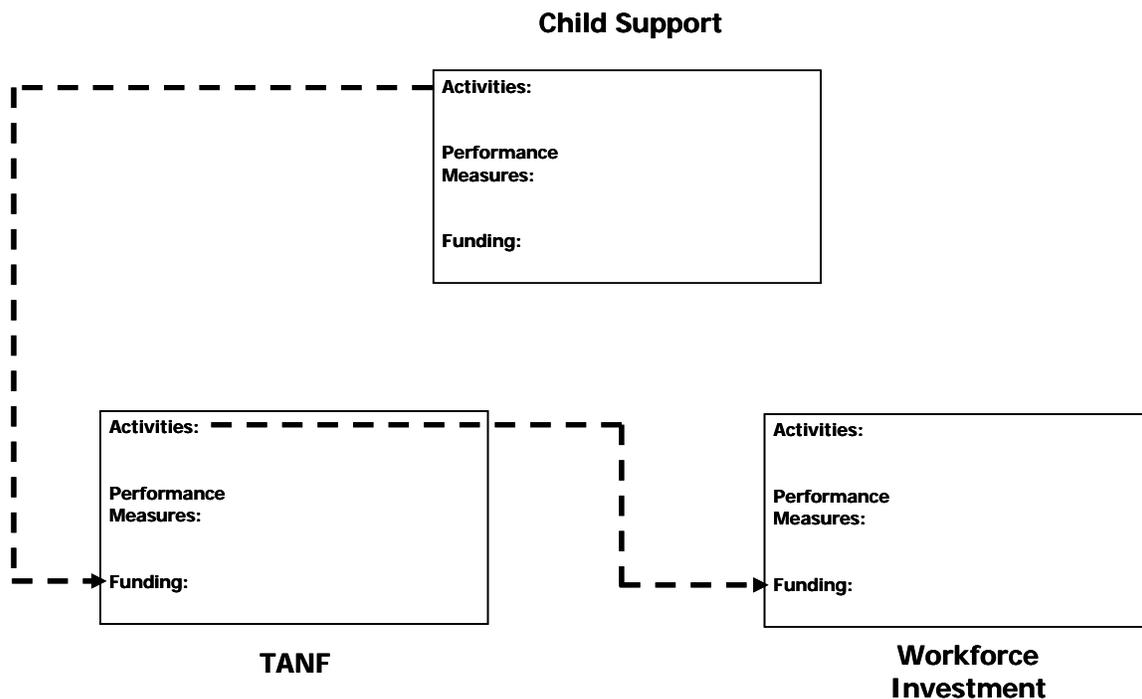
1. Activity 3 should take about 25 minutes.
2. Activity 1 asked participants to think about how activities, performance, and funding are interrelated within one agency.
3. Activity 3 allows participants to think about how the three elements in one agency can affect another agency. It begins to lay the groundwork for how agencies interact.
4. Keep the flipcharts or whiteboard from Activity 1 posted so that you can refer to them during Activity 3.
5. On a blank flipchart or section of whiteboard, record the participants' responses to each question in Activity 3. The list will indicate linkages between the agencies.

**ACTIVITY 3**

This activity demonstrates how **activities, performance measures, and funding sources** in one agency can affect another agency. As we go through this exercise, remember to keep in mind the **shared clientele** that all three agencies have and the **similarities in the agencies' goals**.

Using **Figure 2-2**, take a few minutes and identify some of the linkages between the three agencies and the elements within them. The linkages do not have to be very specific; draw arrows to represent any relationships between the agencies that come to mind. For example, this could include how the activities of one agency can affect funding or performance in another agency (see dotted lines).

**Figure 2-2**



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## FACILITATOR NOTES

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### ***What you need to say/do***

1. Conduct Activity 3 as a large group discussion.
2. Use the charts from Activity 1 for reference. Make sure that there is a good balance among the three agencies in terms of participation and in examples of linkages.
3. Ask Question 1.
  - How does one agency's activities affect another agency's performance?
4. **If participants are slow to respond, then** ask the following, more specific questions as prompts:
  - What is an example of a TANF activity affecting the performance of the child support agency?

***Possible answer:***

*During an initial interview, TANF staff collect information from the applicant that child support uses to locate the non-custodial parent and establish and enforce orders. The completeness and accuracy of this information is vital, as child support is assessed on its performance in these areas.*

- What is an example of a child support activity affecting the TANF agency's performance?

***Possible answer:***

*If child support establishes orders and is effective at enforcing the orders, parents could exit TANF. The TANF program would benefit from caseload reductions.*

- How might workforce investment activities affect TANF performance?

***Possible answer:***

*By providing key employment services to TANF recipients, One-Stops can help increase work participation rates—the key performance measure for TANF agencies.*

- How might workforce investment activities affect child support program performance?

***Possible answer:***

*Non-custodial parents served by One-Stops might be able to pay their support orders consistently, thus improving the child support's performance on the collections-related measures.*

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### ***What you need to know***

1. The focus of this question is the link between activities and performance. Future questions will explore the linkages among the other elements.

**ACTIVITY 3 (continued)**

Now that you have had some time to think about the linkages among the three agencies we will discuss your findings.

**1. Activities and Performance**

What are examples of how one agency's activities affect another agency's performance?

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## FACILITATOR NOTES

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### *What you need to say/do*

1. Ask Question 2.

- How does one agency's performance affect another agency's funding?

2. **If participants are slow to respond, then** ask the following, more specific questions as prompts:

- How does child support performance affect TANF funding?

**Possible answer:**

*If the state child support program does not perform well on the paternity establishment, order establishment, or collections measures, then the state's TANF block grant is penalized.*

- How does workforce investment performance affect child support funding?

**Possible answer:**

*If non-custodial parents referred to seek work programs in One-Stops find and retain employment, they may be more able to pay support, which will affect the child support agency's performance and, thus, funding, on the current collections and collections on arrears incentive measures.*

- How does TANF performance affect workforce investment funding?

**Possible answer:**

*If a TANF agency partners with a local One-Stop, then the TANF agency's ability to increase work participation rates can count towards the One-Stop's performance on the WIA-established core indicators of performance.*

- How does workforce investment performance affect TANF funding?

**Possible answer:**

*If the workforce investment agencies that are serving TANF recipients perform well on the core indicators of performance, they can help increase TANF agencies' work participation rates and avoid penalties to the TANF block grant.*

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### *What you need to know*

1. Question 1 focused on activities and performance. Question 2 explores the relationship between performance and funding.

**ACTIVITY 3 (continued)**2. Performance and Funding

What are examples of how one agency's performance affects another agency's funding?

**FACILITATOR NOTES**

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***What you need to say/do***

1. Review the material and activities that you have covered. Look at what the small groups produced and highlight key points, including the interactions among programs and examples of how one program can influence another.
  2. Ask the full group what, in particular, made an impression on them. Ask for volunteers.
  3. Explain that in the next module, participants should go to their assigned small groups.
  4. If flipcharts were used, post the pages on the walls with masking tape so that they can be referred to during future modules.
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***What you need to know***

1. The facilitator summary should take about 5 minutes.

## Summary

Collaboration may be an effective method for child support, TANF, and workforce investment to achieve their common or related goals. In this module, we discussed how each agency's activities, funding, and performance is connected to that of the two other agencies.

In the next module, we will build on this information. Participants will meet in small groups with managers from other agencies. They will describe their agency operations in detail, and whether there are current areas of intersection with other agencies.



**Exhibit 2-A: State Program Overviews**

	TANF	Child Support Enforcement	Workforce Investment
<b>Goals</b>	<ul style="list-style-type: none"> <li>Assisting needy families so that children can be cared for in their own homes</li> <li>Reducing dependency of needy parents by promoting job preparation, work, and marriage</li> <li>Preventing out-of-wedlock pregnancies</li> <li>Encouraging the formation and maintenance of two-parent families</li> </ul>	<ul style="list-style-type: none"> <li>A federal/state/local partnership to help families by promoting family self-sufficiency and child well-being through activities listed below</li> </ul>	<ul style="list-style-type: none"> <li>Provide workforce investment activities that increase:                             <ul style="list-style-type: none"> <li>Employment</li> <li>Retention</li> <li>Earnings</li> <li>Occupational skills</li> </ul> </li> <li>Improve quality of the workforce</li> <li>Enhance productivity</li> <li>Promote self-sufficiency</li> <li>Reduce welfare dependency</li> </ul>
<b>Activities</b>	<ul style="list-style-type: none"> <li>Cash grants</li> <li>Eligibility assessment</li> <li>Work requirements</li> <li>Support work and work activities</li> </ul>	<ul style="list-style-type: none"> <li>Paternity establishment</li> <li>Support order establishment</li> <li>Review and modify support orders</li> <li>Enforcement/collections of support</li> <li>Distribution of support</li> <li>Obtain health care coverage or cash medical support for child(ren)</li> <li>Locate parents</li> </ul>	<ul style="list-style-type: none"> <li>Core services                             <ul style="list-style-type: none"> <li>Intake/orientation</li> <li>Skill assessment</li> <li>Job search assistance</li> <li>Local information (e.g., support services, UI)</li> </ul> </li> <li>Intensive services</li> <li>Training</li> </ul>
<b>Performance Measures</b>	<ul style="list-style-type: none"> <li>Work participation rates for one- and two-parent families</li> <li>High performance bonus criteria</li> </ul>	<ul style="list-style-type: none"> <li>Incentives, contingent on reliable data, are based on:                             <ul style="list-style-type: none"> <li>Paternity establishment</li> <li>Support order establishment</li> <li>Collections on current support due</li> <li>Cases paying towards arrears</li> <li>Cost-effectiveness</li> </ul> </li> <li>Tri-annual audits-does program meet federal legislative requirements</li> </ul>	<ul style="list-style-type: none"> <li>Core indicators of performance (e.g., new employment, retention, earnings, educational advancement)</li> <li>Customer satisfaction</li> <li>Local areas also subject to additional indicators identified by the state</li> </ul>
<b>Funding Sources</b>	<ul style="list-style-type: none"> <li>Block grant</li> <li>Maintenance of effort (MOE) spending</li> <li>Supplemental grants to states experiencing economic downturns or high population growth</li> <li>Bonuses: low non-marital birth rates, high performance</li> </ul>	<ul style="list-style-type: none"> <li>State share of retained TANF collections</li> <li>Federal Financial Participation</li> <li>Federal incentive payments</li> <li>State and local government appropriations</li> <li>User charges and fees</li> </ul>	<ul style="list-style-type: none"> <li>Federal funds allocated to states and local areas</li> <li>Eligible to apply for incentive grant if state exceeds performance levels</li> <li>Some states and local areas provide additional funding</li> </ul>

State Program Overviews (cont'd)

	TANF	Child Support Enforcement	Workforce Investment
<p><b>Penalties</b></p>	<ul style="list-style-type: none"> <li>• State penalized for failure to:                             <ul style="list-style-type: none"> <li>◦ Meet work requirements</li> <li>◦ Comply with 5-year limit on assistance</li> <li>◦ Meet MOE requirements</li> <li>◦ Reduce recipient grants for refusing to participate in work activities without good cause</li> <li>◦ Maintain assistance when single custodial parent with a child under 6 cannot obtain child care</li> <li>◦ Submit required data reports</li> <li>◦ Impose penalties on recipients who do not cooperate with CSE</li> <li>◦ Participate in the Income and Eligibility Verification System</li> <li>◦ Repay a federal loan on time</li> <li>◦ Use funds appropriately</li> <li>◦ Replace federal penalty reductions with additional state funds</li> <li>◦ Remit contingency funds as required</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• No incentive payments for measures where data determined unreliable or performance under minimum threshold</li> <li>• State is penalized if automated system or state disbursement unit does not meet federal requirements</li> <li>• TANF block grant penalized for child support enforcement's failure to:                             <ul style="list-style-type: none"> <li>◦ Meet minimum standards for paternity establishment, order establishment, and collections on current support due</li> <li>◦ Submit complete and reliable data</li> <li>◦ Pass tri-annual audit</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• State sanctioned for failure to meet 80% of negotiated performance levels</li> </ul>

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