REPORT

Coordinating Employment Services Across the TANF and WIA Programs

OPRE Report 2015-04
January 19, 2015

MATHEMATICA Policy Research

OPRE

REPORT

Coordinating Employment Services Across the TANF and WIA Programs

OPRE Report 2015-04
January 19, 2015

Gretchen G. Kirby
Julia Lyskawa
Michelle Derr
Elizabeth Brown

Submitted to:

U.S. Department of Health and Human Services
Administration for Children and Families
Office of Planning, Research and Evaluation
370 L'Enfant Promenade, SW
Washington, DC 20447

Project Officer: Girley Wright
Contract Number: HHSP23320095642WC/HHSP23337032T

Submitted by:

Mathematica Policy Research
1100 1st Street, NE
12th Floor
Washington, DC 20002-4221
Telephone: (202) 484-9220
Facsimile: (202) 863-1763

Project Director: Michelle Derr

This report was prepared under Contract # HHSP23320095642WC/HHSP23337032T with the Office of Planning, Research and Evaluation, Administration for Children and Families, U.S. Department of Health and Human Services. The views expressed in this publication do not necessarily reflect the views or policies of the Office of Planning, Research and Evaluation, the Administration for Children and Families, or the U.S. Department of Health and Human Services. This report and other reports sponsored by the Office of Research, Planning and Evaluation are available at http://www.acf.hhs.gov/programs/opre.

Suggested citation: Kirby, G., Lyskawa, J., Derr, M., Brown, E. (2015). *Coordinating Employment Services Across the TANF and WIA Programs.* OPRE Report #2015-04. Washington, DC: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research and Evaluation.

ACKNOWLEDGEMENTS

This study was conducted by Mathematica Policy Research and its partners the Urban Institute and Winstead Consulting under contract to the U.S. Department of Health and Human Services (HHS), Administration for Children and Families (ACF), Office of Planning, Research, and Evaluation (OPRE). Many individuals within these organizations assisted in conducting the study and producing this report. At OPRE, Sarah Sattelmeyer, Michael Dubinsky, Tim Baker, and Matthew Borus monitored each project task and provided useful suggestions for improving the study and the report. Leadership within ACF, including Mark Greenberg, Naomi Goldstein, Mark Fucello, and Julia Conte, also provided important guidance in shaping the study and reviewing study products.

This report would not have been possible without the cooperation and support we received from administrators and other staff at public and private agencies that serve Temporary Assistance for Needy Families (TANF) clients and Workforce Investment Act (WIA) customers in our study sites. We greatly appreciate the time, information, and insights provided by these staff. We also thank the TANF Regional Program Managers, Gary Allen, Larry Brendel, Frank Ceruto, Julie Fong, Eileen Friedman, Steve Krasner, Carol Monteiro, LaMonica Shelton, and Frank Shields, who shared their expertise and facilitated communication with study sites.

The authors thank Heather Hahn and Lauren Eyster at the Urban Institute, and Don Winstead at Winstead Consulting for their invaluable advice and collaboration on study design, and assistance with site visits. At Mathematica, Rebecca Newsham assisted with state level interviews and a site visit. Tim Silva provided a thorough review of the draft report and provided invaluable feedback. Carol Soble provided thorough editorial services, and Daryl Martin and Sharon Clark provided production support.

The authors would like to thank all of these organizations and individuals for their important contributions to the study and to this report. The opinions and conclusions expressed herein are solely those of the authors and do not represent the opinions or policy of any agency of the federal government.

CONTENTS

REPORT OVERVIEW xi

EXECUTIVE SUMMARY xiii

I WHY CONSIDER COORDINATION OF THE TANF AND WIA PROGRAMS? 1

Coordination of employment services for welfare recipients: reflecting back and looking ahead 3

Characteristics of the TANF and WIA Adult programs: help or hindrance to coordination? 4

Study approach 7

Site selection 8

Data collection and analysis 10

Roadmap to the report 10

II WHAT ARE THE GOALS AND POTENTIAL BENEFITS OF COORDINATION BETWEEN THE TANF AND WIA PROGRAMS? 11

Goals of coordination 11

Streamlined communication with and improved access to services for individuals and employers 11

Efficient use of staff and financial resources to maximize services and minimize duplication across the programs 13

Employment services connected to employer needs for all job seekers 13

Benefits WIA brings to TANF services 14

Access to services within AJCs such as job search resource rooms and workshops to enhance job search and job readiness skills 14

Access to business services and job development staff within AJCs 14

Use of labor market information to guide employment and training decisions 15

Increased level of individualized career counseling services 15

Benefits TANF brings to WIA services 15

Addressing low-income workers' employment barriers 16

Addressing deficiencies in basic skills 16

Flexible resources to address client needs and infrastructure supports 17

Considerations 17

III WHAT LEADS TO TANF/WIA COORDINATION? 19

Catalysts of coordination 19

TANF/WIA coordination sparked by changing environments for the TANF and WIA programs 19

TANF/WIA coordination more likely when funding for TANF employment services flows through the workforce development system 21

Short-term, targeted funding a catalyst for TANF/WIA collaboration but often without fostering long-term coordination or integration 23

Supports for coordination 24

Same local entity administering or operating the TANF ES and WIA programs 24

Co-location of TANF employment and WIA services 25

WIA and Wagner-Peyser/ES integration and a shared registration process within the AJC 26

Considerations 27

IV WHAT TANF/WIA COORDINATION STRATEGIES DO SITES USE? 29

General findings 30

Findings by program component 32

Conclusion 35

V WHAT IS THE CURRENT STATUS OF TANF/WIA COORDINATION, AND WHERE DOES IT GO FROM HERE? 37

TANF/WIA coordination current status 37

TANF/WIA coordination: what has changed, what has remained the same? 38

TANF/WIA coordination opportunities 39

Supports for future TANF/WIA coordination 39

Changes in the workforce development system 40

REFERENCES 43

APPENDIX A STRATEGIES FOR TANF/WIA COORDINATION 45

ADMINISTRATION AND MANAGEMENT

Strategy 1. Create common administrative and management structures with oversight for the TANF ES and WIA programs lodged in the same agency or with the same person A-3

Strategy 2. Align job classifications and pay scales across the TANF ES and WIA programs A-7

FUNDING

Strategy 3. Use funds from across the TANF ES and WIA programs to support common services A-11

POLICIES AND PROCEDURES

Strategy 4. Use common procedures and tools to serve customers in the TANF ES and WIA programs A-15

Strategy 5. Develop shared data systems to support ease in tracking customers and service delivery across the TANF and WIA programs A-19

PROGRAM MISSIONS AND KNOWLEDGE

Strategy 6. Emphasize goal of employment in a common way across the TANF ES and WIA programs A-23

Strategy 7. Increase cross-program knowledge and understanding of the TANF ES and WIA programs among staff members A-27

SERVICES FOR CUSTOMERS

Strategy 8. Provide common job search and job readiness supports and services to TANF ES and WIA customers in the American Job Center A-31

Strategy 9. Deliver career counseling and training coordination services to TANF and WIA customers through formalized referral processes A-35

Strategy 10. Refer TANF ES customers to WIA to access education and training opportunities A-39

Strategy 11. Provide common job development and placement services to TANF ES and WIA customers A-43

ACCOUNTABILITY AND PERFORMANCE MEASUREMENT

Strategy 12. Use the same measures in the TANF ES and WIA programs to track progress toward customer and program goals A-45

TABLES

I.1 Characteristics of the TANF and WIA Adult Programs 5

I.2 State Selection Criteria for the Study of TANF/WIA Coordination 9

I.3 Sites Selected for the Study of TANF/WIA Coordination 10

II.1 Goals for and Perceived Benefits of TANF/WIA Coordination by Study State 12

III.1 Administrative and Funding Structure for TANF Employment Services and WIA Programs in Eight States with Study Sites 20

III.2 Contracts for TANF Employment Services in the Study Sites, by State 22

III.3 Supports for Coordination, by Study Site 25

IV.1 TANF/WIA Coordination Strategies Used in Study Sites, by Program Component 29

IV.2 Level of TANF/WIA Coordination Achieved Within 12 Strategies, by Study Site 31

FIGURES

I.1 Coordination Continuum and Components for the Study of TANF/WIA Coordination 8

IV.1 Service Delivery Flow in the TANF ES and WIA Programs 32

REPORT OVERVIEW

The Temporary Assistance for Needy Families (TANF) and Workforce Investment Act (WIA) programs provide employment and training services to a targeted population of low-income individuals. The similarities between the TANF and WIA programs have generated interest in the coordination and integration of services across the two programs since their inception in the late 1990s. Nonetheless, it remains unclear how and to what degree the programs are coordinating at the state and local level. The Study of TANF/WIA Coordination, initiated in 2011 by the Office of Planning, Research, and Evaluation within the Administration for Children and Families, U.S. Department of Health and Human Services, explored the supports, strategies, and considerations that influence coordination within selected locations across the country.

Study methods. The study, conducted by Mathematica Policy Research, the Urban Institute and Don Winstead Consulting, included interviews with state and local respondents in 8 states and 11 localities between February 2012 and May 2013. The findings describe 12 strategies for TANF/WIA coordination that are in use in the study sites and that other locations may choose to replicate. The strategies fall under six program components including: (1) administration and management; (2) funding; (3) policies and procedures; (4) program missions and knowledge; (5) services for customers; and (6) accountability and performance measurement. Using the practices of the study sites, we defined levels of coordination for each of the 12 strategies. Base coordination represents the minimum practice in building common ground across the two programs. Moderate coordination builds on the base and adds practices that increase coordination between the programs. High coordination includes the moderate practices and adds practices that further promote commonalities across the TANF and WIA programs.

Study findings: Overall, the TANF and WIA programs are generally parallel operating programs with varying levels of coordination across specific strategies. No site is highly coordinated across all 12 strategies, but a few sites achieve mostly high to moderate levels of coordination across the strategies. Some sites are intentional in their approach to increasing the level of coordination between the two programs. Other sites do not place an emphasis on TANF/WIA coordination, although, by their nature, some strategies give rise to such coordination. Given that WIA legislation requires service delivery within the structure of American Job Centers (AJCs), the TANF program must find ways to fit into that structure (if it chooses to do so); the WIA program must also be willing to accommodate the service needs of low-income, low-skilled individuals. Coordination above a base level for most, if not all, strategies requires co-location of program services within the AJCs. The extent of coordination may fluctuate with the policy and funding environment or with the willingness of administrators to take risks in service delivery innovation or performance measurement.

Relating findings to practice: A site's choice of strategies and level of coordination involves consideration of several inputs and tradeoffs. Nonetheless, any site or state may capitalize on opportunities for TANF/WIA coordination. The Workforce Innovation and Opportunity Act (WIOA), signed into law in July 2014, includes explicit policies that may motivate and support coordination between the TANF and Title I Adult program. The experiences in coordinating TANF and WIA services in the 11 sites included in this study can help inform policy and practice under WIOA.

EXECUTIVE SUMMARY

The Temporary Assistance for Needy Families (TANF) and Workforce Investment Act (WIA) programs provide employment and training services to a targeted population of low-income individuals (Table ES.1). The TANF program provides these services predominantly to single women with children under age 18 as part of its broader mission to help needy families achieve self-sufficiency. The WIA program focuses exclusively on providing employment and training services for a broad population of job seekers.[1] However, the WIA Adult program gives priority to low-income individuals, and TANF recipients automatically meet the program's income-based eligibility criteria. The nature of the services provided by each program varies in type and range, but the services overlap in providing upfront job readiness and job search assistance, career counseling, and job placement.

The similarities between the TANF and WIA programs have generated interest in the coordination and integration of services across the two programs since their inception in the late 1990s. However, it remains unclear how and to what degree the programs are coordinating service delivery at the state and local level.

Table ES.1 Characteristics of the TANF and WIA Adult Programs

	TANF program	WIA Adult program
Mission	Help needy families achieve self-sufficiency. Guided by four purposes: • Assisting needy families so that children may receive care in their own homes • Reducing the dependency of needy parents by promoting job preparation, work, and marriage • Preventing out-of-wedlock pregnancies • Encouraging the formation and maintenance of two-parent families	Provide employment and training services to assist eligible individuals in finding and qualifying for meaningful employment and to help employers find the skilled workers they need to compete and succeed in business
Population served	Primarily low-income single parents with children	All adults, 18 years and older, are eligible for core services; priority for public assistance and other low-income individuals for additional services when funds are limited

Source: "The TANF Block Grant: A Primer on TANF Financing and Federal Requirements," Congressional Research Service, April 2, 2013; Department of Labor, Employment and Training Administration, General Information, Workforce Investment Act—Adults and Dislocated Workers Program (http://www.doleta.gov/programs/general_info.cfm).

Study approach

The Study of TANF/WIA Coordination, initiated in 2011 by the Office of Planning, Research, and Evaluation within the Administration for Children and Families (ACF), U.S. Department of Health and Human Services, explored the supports, strategies, and considerations

[1] Title I of the Workforce Investment Act of 1998 authorizes the WIA Adult, Dislocated, and Youth programs that separately serve these respective populations.

that influence TANF/WIA coordination within selected locations across the country. The study, conducted by Mathematica Policy Research and its partners, the Urban Institute and Don Winstead Consulting, was structured around interviews with state and local respondents in 8 states and 11 localities (Table ES.2) between February 2012 and May 2013 to address three research questions:

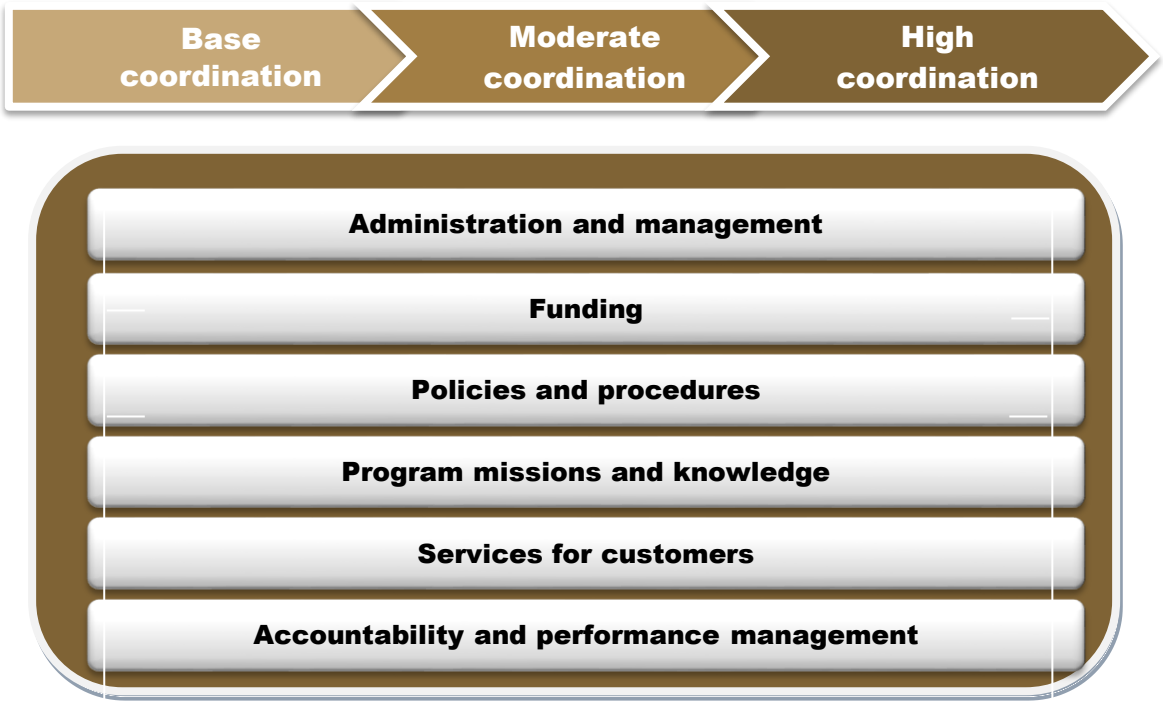
1. What are the potential benefits to the TANF and WIA programs and the people each serves of increased coordination of employment and training services?
2. What strategies do states and localities use to increase coordination between the TANF and WIA programs in providing employment and training services? What factors support increased coordination?
3. What considerations from the experience of study sites can inform the replicability of coordination efforts in other states or localities?

Table ES.2. Sites Selected for the Study of TANF/WIA Coordination

State	Jurisdiction	Local site name
California	TANF county	Sonoma County
Connecticut	TANF regions	Department of Social Services (DSS) North DSS South
Florida	Workforce region	Region 14 Pinellas County
Iowa	Workforce region	IowaWorks Region 16
Minnesota	TANF counties	Hennepin County Stearns County
New York	TANF city	New York City
Texas	Workforce region	Region 6 Workforce Solutions of Greater Dallas
Utah	Economic service areas	Wasatch Front North Wasatch Front South

We structured our data collection and analysis around six components of coordination as shown in Figure ES.1. Within each of the six components, we identified a range of specific strategies used by the study sites. By assessing differences in circumstances, structures, or other factors that play into each strategy across the sites, we defined coordination at a base, moderate, and high level for each strategy. Presenting the strategies along a continuum makes the broad concept of "coordination" accessible in digestible pieces and provides an opportunity for other states and localities to adopt strategies appropriate to their context.

Figure ES.1 Coordination Continuum and Components for the Study of TANF/WIA Coordination



What are the goals and potential benefits of coordination between the TANF and WIA programs?

Coordination across the two programs generally aims to improve efficiency in service delivery and increase the effectiveness of the provided services. Within the framework of the present study, we cannot quantify the effects of TANF employment services (TANF ES) and WIA program coordination in terms of cost savings or individual outcomes. However, study respondents—administrators and staff of both the TANF ES and WIA programs—described the overarching goals as well as the benefits they perceive that each program brings to the services offered by the other.

Goals of coordination. As reported by study respondents, three overarching goals provided the motivating force behind coordination efforts across the TANF ES and WIA programs.

- Streamlined communication with and improved access to services for individuals and employers
- Efficient use of staff and financial resources to maximize services and minimize duplication across the programs
- Employment services connected to employer needs for all job seekers

Benefits of coordination. Many of the benefits of coordination reported by respondents in the study are consistent with those highlighted in earlier research. Specifically, WIA's value is the workforce lens that connects employment and training services to the needs of local

employers (GAO 2011a; Wright and Montiel 2011) and that broadens access to an array of services within the AJC (Werner and Lodewick 2004). TANF's value is the customer lens with respect to employment preparation. The TANF program mission's social services aspect promotes the development of community connections and resources that address basic skill deficiencies and identifies employment barriers (Martinson 1999; Werner and Lodewick 2004). When the two programs combine perspectives and coordinate services, individuals and employers may both benefit.

Benefits WIA brings to TANF services	Benefits TANF brings to WIA services
• Access to services within AJCs such as job search resource rooms and workshops to enhance job search and job readiness skills[a]	• Addressing low-income workers' employment barriers
• Access to business services and job development staff within AJCs	• Addressing deficiencies in basic skills
• Use of labor market information to guide employment and training decisions	• Flexible resources to address client needs and infrastructure supports

[a] Resource rooms and some workshops are often funded through the Wagner-Peyser program administered by the U.S. Department of Labor rather than or in addition to the WIA program. The Workforce Investment Act of 1998 brought these services together under the One-Stop Career Centers, now called AJCs.

What leads to TANF/WIA coordination?

The study explored with state and local respondents the catalysts and supports that helped make coordination take place between the TANF ES and WIA programs. Catalysts are the factors or circumstances that initially sparked movement toward greater coordination between the TANF ES and WIA programs; they are the factors that made coordination happen in the first place. Supports are the factors or circumstances that made coordination efforts easy to implement and maintain.

Catalysts of coordination. Three catalysts appeared to foster TANF/WIA coordination:

- TANF/WIA coordination sparked by changing programming and funding environments for the TANF and WIA programs
- TANF/WIA coordination more likely when funding for TANF employment services flowed through the workforce development system
- Short-term, targeted funding was a catalyst for TANF/WIA collaboration but often without fostering long-term coordination or integration

Supports for coordination. An examination of the range of strategies for TANF/WIA coordination across the study sites (described in the next section) shows that three supports emerged as important in determining the level of coordination a site may be able to achieve:

- Same local entity administering or operating the TANF ES and WIA programs
- Co-location of TANF employment and WIA services
- WIA and Wagner-Peyser/ES integration and a shared registration process within the AJC

What TANF/WIA coordination strategies do sites use?

The findings provide information about 12 strategies for TANF/WIA coordination within 6 components that are in use in the study sites and that other locations may choose to replicate (Table ES.3). Using the practices of the study sites, we defined levels of coordination for each of the 12 strategies. Base coordination represents the minimum practice in building common ground across the two programs. Moderate coordination builds on the base and adds practices that increase coordination between the programs. High coordination includes the base and moderate practices and adds practices that further promote commonalities across the TANF and WIA programs.

Table ES.3 TANF/WIA Coordination Strategies Used in Study Sites, by Program Component

Administration and management
1 Create common administrative and management structures with oversight for the TANF ES and WIA programs lodged in the same agency or with the same person
2 Align job classifications and pay scales across the TANF ES and WIA programs
Funding
3 Use funds from across the TANF ES and WIA programs to support common services
Policies and procedures
4 Use common procedures and tools to serve customers in the TANF ES and WIA programs
5 Develop shared data systems to support ease in tracking customers and service delivery across the TANF and WIA programs
Program missions and knowledge
6 Emphasize goal of employment in a common way across the TANF ES and WIA programs
7 Increase cross-program knowledge and understanding of the TANF ES and WIA programs among staff members
Services for customers
8 Provide common job search and job readiness supports and services to TANF ES and WIA customers in the American Job Center
9 Deliver career counseling and training coordination services to TANF and WIA customers through formalized referral processes
10 Refer TANF ES customers to WIA to access education and training opportunities
11 Provide common job development and placement services to TANF ES and WIA customers
Accountability and performance measurement
12 Use the same measures in the TANF ES and WIA programs to track progress toward customer and program goals

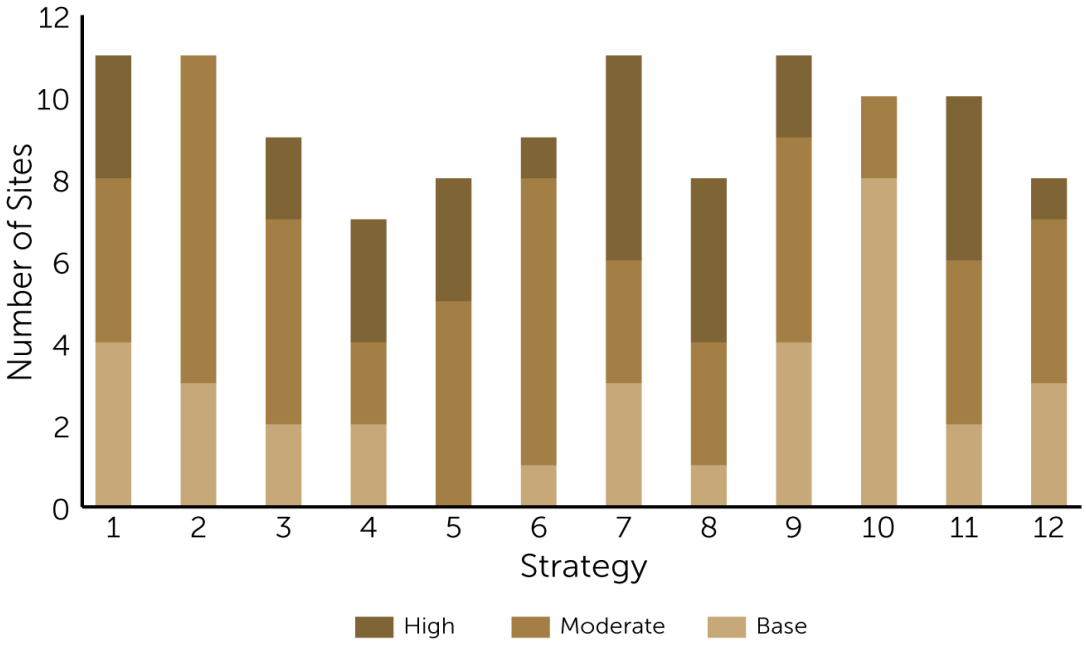
Source: Interviews conducted for the Study of TANF/WIA Coordination.

We found that some sites are intentional in their approach to increasing the level of coordination between the two programs. Other sites do not place an emphasis on TANF/WIA coordination, although, by their nature, some strategies give rise to such coordination. The extent of coordination may fluctuate with the policy and funding environment or with the willingness of administrators to take risks in service delivery innovation or performance measurement.

Overall, we found that the TANF and WIA programs are generally parallel operating programs with varying levels of coordination across specific strategies. No strategy is highly coordinated across all 11 sites, but moderate to high levels of coordination are more prevalent for some strategies over others (Figure ES.2).

Differences in program characteristics drive the distinction between the TANF ES and WIA programs. The points of service delivery (and the associated structures) that are common to both programs generally allow for easier coordination: entry points to service, upfront job skills and job readiness services, and job development and placement (reflected in Strategies 5, 7, 8, and 11). The two programs diverge in services and coordination with respect to the events that occur between job search and job development (reflected in Strategies 9, 10, and 12). TANF recipients must participate in work or a work-related activity to meet work requirements. WIA customers have the opportunity to pursue services to support career development—intensive career counseling, assessments, and training.

Figure ES. 2 Level of coordination by strategy



Source: Analysis of interviews conducted for the Study of TANF/WIA Coordination.

Note: Strategies for which total does not reach 11 indicates that some sites did not achieve the criteria for a base level of coordination.

Given that WIA legislation requires service delivery within the structure of AJCs and serves a broad population of job seekers, the TANF ES program must find ways to fit into that structure (if it chooses to do so); the WIA program must also be willing to accommodate the service needs of low-income, low-skilled individuals. Coordination above a base level for most, if not all, strategies requires co-location of program services within the AJCs.

Relating findings to practice: A site's choice of strategies and level of coordination involves consideration of several inputs and tradeoffs. Nonetheless, any site or state may capitalize on opportunities for TANF/WIA coordination. The first step may be deciding on the goals for coordination at the customer, staff, and program levels. Then, the information on strategies at various levels of coordination included in this report can help inform planning and gauge progress.

Supports for future TANF/WIA coordination

To the extent that increased TANF/WIA coordination is a goal, federal or state administrators may support future efforts in several ways.

Sharing information on strategies. The experience of the study sites suggests that coordination between the TANF ES and WIA programs—to a high level—is indeed possible. To various degrees, the study sites have addressed the factors often noted as presenting the most significant obstacles—differences in program philosophies and performance measures. Providing information on strategies and methods used in different locations—such as through the present study—can support planning and action to increase coordination.

Alleviating inhibitors. State and local administrators are creative in developing coordinated structures across the TANF ES and WIA programs but ultimately feel constrained by policy differences that affect both daily implementation and big-picture program approaches. The two programs are likely to continue functioning in parallel—maximizing common space and services where possible but maintaining distinctions in service delivery to meet customer needs and to report on performance goals. Further increases in coordination may need action at the federal level to align policies and performance measures.

Providing motivation. TANF/WIA coordination may not be an emphasis for states and localities given the range of issues administrators must address. Motivation may need to come in the form of quantitative evidence of the benefits of coordination in producing cost efficiencies for programs and improved services and outcomes for individuals. Federal or state administrators could support research on the evidence of effectiveness of coordinated service delivery approaches or cost savings produced through coordination. It is possible that additional action at the state or local level may need a system change initiative accompanied by a funding incentive.

Changes in the workforce development system

The Workforce Innovation and Opportunity Act (WIOA), signed into law in July 2014, includes explicit policies that may motivate and support coordination between the TANF and Title I Adult program. WIOA replaces the Workforce Investment Act of 1998 (WIA), altering the public workforce system in ways that may be more responsive to the education and training needs of low-income and low-skilled individuals. The Department of Labor will develop regulations to support implementation of WIOA. The experiences in coordinating TANF and WIA services in the 11 sites included in this study can help inform policy and practice under WIOA.

I. WHY CONSIDER COORDINATION OF THE TANF AND WIA PROGRAMS?

The Temporary Assistance for Needy Families (TANF) and Workforce Investment Act (WIA) programs provide employment and training services to a targeted population of low-income individuals. The TANF program provides these services predominantly to single women with children under age 18 as part of its broader mission to help needy families achieve self-sufficiency. The WIA program focuses exclusively on providing employment and training services for a broad population of job seekers.[2] However, the WIA Adult program gives priority to low-income individuals, and TANF recipients automatically meet the program's income-based eligibility criteria. The nature of the services provided by each program varies in type and range, but the services overlap in providing upfront job readiness and job search assistance, career counseling, and job placement.

The similarities between the TANF and WIA programs have generated interest in the coordination and integration of services across the two programs since their inception in the late 1990s. In recent years, joint funding, policy initiatives, and research supported at the federal level have promoted the sharing of missions and coordination of services between the TANF and WIA programs to support low-income individuals in building skills, training, and experience to make a strong connection with the workforce. For example, state and local TANF and workforce agencies used funds from the American Recovery and Reinvestment Act (ARRA) of 2009 to provide summer employment programs for low-income youth. This initiative encouraged cross-program coordination in planning and implementation. In addition, the Administration for Children and Families in the U.S. Department of Health and Human Services (that oversees the TANF program) and the Employment and Training Administration in the U.S. Department of Labor (that oversees the WIA program) have coordinated on technical assistance projects and research studies to further inform state and local practice in workforce development initiatives for low-income adults and youth. These include projects focused on supporting the Career Pathways model in states[3], studying the implementation of ARRA summer youth programs, and evaluating subsidized and transitional employment programs (currently in progress).

While a supportive environment for TANF/WIA coordination exists at the federal level, it remains unclear how and to what degree the programs are coordinating service delivery at the state and local level. A 2011 report prepared by the Government Accountability Office (GAO) examined funding levels, program effectiveness, target populations, and the services of more than 40 federal employment and training programs, but also had a specific focus on the TANF, WIA Adult, and Wagner-Peyser/Employment Services programs The report encouraged federal departments to gather and disseminate information that can support state-based efforts to consolidate administrative structures and co-locate program services.

The Study of TANF/WIA Coordination, initiated in 2011 by the Office of Planning, Research, and Evaluation within the Administration for Children and Families (ACF), U.S. Department of Health and Human Services, explored the supports, strategies, and considerations

[2] Title I of the Workforce Investment Act of 1998 authorizes the WIA Adult, Dislocated, and Youth programs that separately serve these respective populations.

[3] Career Pathways is an approach to promoting post-secondary education and training among low-income and low-skilled adults through manageable steps that are accompanied by strong supports.

that influence TANF/WIA coordination within selected locations across the country. Three research questions guided the study:

1. What are the potential benefits to the TANF and WIA programs and the people each serves of increased coordination of employment and training services?
2. What strategies do states and localities use to increase coordination between the TANF and WIA programs in providing employment and training services? What factors support increased coordination?
3. What considerations from the experience of study sites can inform the replicability of coordination efforts in other states or localities?

The findings from this study provide information about the range of strategies used for coordinating services across the TANF and WIA Adult programs that other locations may choose to replicate. The study, conducted by Mathematica Policy Research and its partners, the Urban Institute and Don Winstead Consulting, was structured around interviews with state and local respondents in 8 states and 11 localities between February 2012 and May 2013.[4]

For clarity in definition, this report is focused on the coordination of employment services for low-income individuals, largely TANF recipients, as a reflection of initial findings rather than study scope. Earlier studies broadly explored the coordination between TANF and the workforce system, including the coordination and possible co-location of TANF eligibility and/or employment services within the one-stop workforce development system (Wright and Montiel 2010; Werner and Lodewick 2004; Nightingale et al. 2003; Pindus et al. 2000). Like the prior studies, this current work started with a broad perspective of TANF/WIA coordination but found that the coordination that occurred focused on the shared functions in delivering employment services to low-income individuals. At the state level, the coordination that occurred between the two programs focused on the decision of whether to use the workforce development system, or not, in delivering employment and training services to TANF recipients. The movement toward automation of the TANF eligibility function to call centers or other central locations have largely removed the necessity for a physical connection between TANF eligibility and TANF employment services providers at the local level (whether provided through the workforce development system or other providers). As a result, we found that TANF/WIA coordination at the local level also focused exclusively on the delivery of employment and training services.

In examining coordination between the TANF employment services (TANF ES) and WIA programs we did not seek at the onset to examine other programs that also play a role in the delivery of employment and training services to low-income individuals. Nonetheless, the Employment Services provided through the Wagner-Peyser Act and administered by the U.S. Department of Labor enter into the discussion and study findings given the presence of these services in American Job Centers (AJC) (formally known as One-Stop Career Centers) broadly, and the role these services can play in serving low-income, low-skilled individuals in the study

[4] This study was part of a larger project that involved two components. One component focused on TANF/WIA coordination while the other focused on work participation within the TANF program. The same research team carried out the two components simultaneously. The full project is entitled the Study of Work Participation and TANF/WIA Coordination.

sites specifically. Wagner-Peyser Employment Services include a broad array of labor exchange services for job-seekers and employers. Most relevant in the context of this study are services including job search, job referral, and job placement assistance provided in the AJCs.

Coordination of employment services for welfare recipients: reflecting back and looking ahead

Coordination of employment and training services for welfare recipients spans decades and began, albeit minimally, with the introduction of work requirements under the Work Incentive Program in the 1960s (Martinson 1999). During the late 1980s and 1990s, coordination between the Aid to Families with Dependent Children (AFDC) program for welfare recipients under the domain of the Department of Health and Human Services and the Job Training Partnership Act (JTPA) program under the domain of the U.S. Department of Labor increased as some welfare agencies contracted with the JTPA program to provide employment services (Martinson 1999). In the late 1990s, one study of the states found that the workforce system's One-Stop Career Centers provided job search, job placement, and employer outreach activities for TANF recipients in 29 states, but that only 9 states used the one-stops as the primary vehicle to provide employment services to TANF recipients (National Governor's Association 1998). At the height of co-enrollment in AFDC and JTPA in 1994, nearly 35 percent of participants in JTPA adult programs were welfare recipients, but the share declined to about 10 percent by 1999 (Nightingale 2003).

As AFDC transformed into TANF and JTPA into WIA in the late 1990s, the factors influencing coordination between the two programs changed and the total effect of these factors on coordination remains unclear. The new TANF (or welfare) program introduced numerous changes, including two especially relevant provisions. First, it imposed work requirements that had the effect of limiting participation in education and training programs and encouraging activities addressing rapid labor force attachment (such as job readiness and job search) or building work experience (such as community service). Second, TANF broadened both the type of services that the welfare agency could contract out and the type of providers with which it could contract. As a result, the role of nongovernmental agencies in the provision of services to TANF recipients increased (GAO 2002b). For example, a 2001 study of the role of intermediary organizations in providing employment services to TANF recipients found that, in 18 of 20 study sites, the TANF agency contracted out services and that the majority of contracted providers (67 percent) were nonprofit organizations; public agencies provided less than 10 percent of employment services (Pavetti et al. 2001).

On the workforce side, the Workforce Investment Act of 1998 required the creation of One-Stop Career Centers to bring together various partners within the workforce system, most notably WIA, Wagner-Peyser/Employment Services, and Unemployment Insurance, creating an environment for service coordination and integration. To ensure program access, mandated partners of the one-stop system were required to co-locate within a comprehensive center or be technologically linked. The statute creating WIA did not specify TANF as a required partner in the one-stop system, but states or localities could require or choose to include TANF in their local centers. The WIA statute did, however, specify the Welfare-to-Work (WtW) program as a required partner. The WtW program was a short-term grants program administered by the U.S. Department of Labor to help hard-to-employ TANF recipients obtain employment. With WtW funding flowing through the workforce development system and the WtW program a mandatory

partner in the one-stop system, state and local welfare and workforce agencies often coordinated and even co-located services. In a survey conducted in 2001, GAO found that 39 states co-located TANF work services in at least some of their one-stops, and 24 states reported that the majority of their one-stops co-located TANF work services (GAO 2002a). It is not clear, however, what portion of co-location focused on WtW participants versus TANF recipients more broadly or the degree to which co-location has remained intact since the WtW program's termination in 2004.

At this time, it is difficult to identify the level of interconnectedness between the TANF and WIA programs, even at the state level, because of continually shifting policy and funding environments. States that at one time since the implementation of TANF had merged welfare and workforce agencies (such as Michigan and Wisconsin) have since uncoupled these administrative structures. Further, even though some states transfer TANF funds for the provision of employment services to the workforce agency at the state level (through legislative mandate or voluntary contracting), the practice has not undergone systematic study in recent years. More important, the coordination that matters most in terms of service delivery to individuals is that which takes place at the local level. Given the degree of flexibility that most states grant localities in determining the service structures for both the TANF and WIA programs, a broad-reaching data collection would be needed to assess fully the extent of today's coordination.

Of perhaps greater interest, with higher relevance and utility to practice in states and localities, are the following questions: What forms does coordination of employment services between the TANF and WIA programs take at the local level? What factors play into considerations of the level of coordination pursued by states and localities? These questions provided the motivation for this Study of TANF/WIA Coordination.

Characteristics of the TANF and WIA Adult programs: help or hindrance to coordination?

The characteristics of the TANF and WIA Adult programs are similar in some respects but also display important differences, all of which factor into the programs' potential need for coordination and ability to coordinate services to job seekers (Table I.1). The commonalities that are the focus of interest in coordination are the overlap in target populations, the employment and training services provided to customers, and the flexibility in the funding streams that allows for decision making about implementation structures and practices at the state and local levels. At the same time, the differences between the programs—whether obvious or subtle—can pose coordination challenges.

Table I.1. Characteristics of the TANF and WIA Adult Programs

	TANF program	WIA Adult program
Mission	Help needy families achieve self-sufficiency. Guided by four purposes: • Assisting needy families so that children may receive care in their own homes • Reducing the dependency of needy parents by promoting job preparation, work, and marriage • Preventing out-of-wedlock pregnancies • Encouraging the formation and maintenance of two-parent families	Provide employment and training services to assist eligible individuals in finding and qualifying for meaningful employment and to help employers find the skilled workers they need to compete and succeed in business
Population served	Primarily low-income single parents with children	All adults, 18 years and older, are eligible for core services; priority for public assistance and other low-income individuals for additional services when funds are limited
Employment and training services provided	Assessment and employment plans Job search and job readiness activities (limited to 6 to 12 weeks per year) [a] Subsidized employment, On-the-Job Training (OJT) Community service Work experience Vocational educational training (lifetime limit of 12 months if counted toward state's work participation rate) Job skills training or education directly related to employment	Job search and placement assistance; labor market information available to all job seekers (core services) Comprehensive assessments, individual employment plans, counseling, and career planning (intensive) Occupational and basic skills training, OJT, skill upgrading and retraining, entrepreneurial training (training)
Participation in services	Mandatory for individuals not exempt from work requirements[b]	Voluntary
Funding for employment and training services in 2012[c]	$2.2 billion (7 percent of total TANF expenditures)	$2.0 billion (100 percent of total federal appropriation)
State/local discretion in implementation and selection of providers	Block grant with decision-making authority at state/local level	Block grant with decision-making authority at state/local level
Federal performance measures	Work participation rate (percentage of TANF families receiving cash assistance with a work-eligible individual engaged in countable work activities)	Entered employment rate (percentage of program exiters employed in first quarter) Employment retention rate (percentage of program exiters employed in both second and third quarters) Average earnings (average of second- and third-quarter earnings)

Source: "The TANF Block Grant: A Primer on TANF Financing and Federal Requirements," Congressional Research Service, April 2, 2013; Department of Labor, Employment and Training Administration, General Information, Workforce Investment Act—Adults and Dislocated Workers Program (http://www.doleta.gov/programs/general_info.cfm).

[a]Limit is total of 12 weeks in areas of high unemployment. All individuals are limited to four consecutive weeks within the total.

[b]The number and types of exemptions from the work requirements vary by state.

[c]TANF expenditures for fiscal year 2012 includes federal funds and state maintenance-of-effort (MOE) funds, from TANF Financial Data – FY 2012, Office of Family Assistance, Administration for Children and Families, http://www.acf.hhs.gov/sites/default/files/ofa/fy2012_expenditures.pdf WIA funding for program year 2012 includes Adult and Dislocated Worker programs, from Employment and Training Administration Program Year (PY) 2012 Workforce Investment Act (WIA) Allotments, https:// www.federalregister.gov/articles/2012/03/16/2012-6446/employment-and-training-administration-program-year-py-2012-workforce-investment-act-wia-allotments.

TANF differs from the WIA Adult program in that its mission is defined by four statutory purposes that extend beyond work preparation and placement, and it measures performance based on a work participation rate (Table I.1). TANF is one of the nation's primary safety net programs, and the four purposes of the program are to (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 (4) encourage the formation and maintenance of two-parent families. The TANF statute specifies that states must meet target work participation rates, which measure the degree to which families receiving cash assistance are engaged in work activities specified under federal law, or face a financial penalty. To meet work requirements and therefore count towards a state's work participation rate, TANF recipients must engage in approved work or work-related activities such as unsubsidized or subsidized employment, on-the-job training, job search and job readiness activities, community service, work experience, vocational educational training, or other education and training activities, for a specified average number of hours per week.

In contrast to TANF, the WIA Adult program focuses exclusively on workforce preparation and placement, though for a broader population of adult job seekers. It is a voluntary program and its performance measures are premised on employment and earnings outcomes (Table I.1). The Workforce Investment Act of 1998 supports a range of workforce development services through the Adult, Dislocated Worker, and Youth programs delivered in local AJCs throughout the country. The WIA Adult program assigns priority to low-income individuals (when funds are limited) and is the one of WIA's three programs that is most likely to serve the employment and training needs of adult TANF recipients. As part of its core menu of services, the program offers labor market information, skill assessments, and job search assistance to all customers who visit AJCs. Intensive services may include more comprehensive assessments, the development of individual employment plans, and career counseling. The WIA program also offers vocational and occupational training opportunities for customers. Performance measures for the WIA Adult program include the entered employment rate, employment retention rate, and average earnings in gained employment.

Research over the years has consistently identified similar supports for and challenges to coordination between the TANF and WIA programs. Conditions that promote coordination include combined management of the TANF and WIA programs in the same local agency, the co-location of services, or programs' history of coordination (Wright and Montiel 2010; Werner and Lodewick 2004; Pindus et al. 2000). Contextual factors such as changes in local economic conditions, TANF caseloads, and program resources also affect coordination, though the direction of the effect (as promoters or inhibitors) can be mixed (Werner and Lodewick 2004; Pindus et al. 2000; Martinson 1999).

Research has identified various challenges to TANF/WIA coordination, including different missions between workforce and public assistance agencies and an increased emphasis on performance standards in both the TANF and WIA programs (Wright and Montiel 2010; Werner and Lodewick 2004; Pindus et al. 2000). In particular, TANF's work-first approach is often at odds with the longer-term career planning and preparation that is the focus of WIA's intensive and training services. In addition, the focus on TANF work participation as a process measure can stand in contrast to WIA's employment outcome measures. These factors contribute to operational differences in program definitions and reporting requirements and pose challenges for service coordination (Nightingale et al. 2003; GAO 2002a). In addition, coordination has faced logistical barriers, including differences in the geographic areas served by the two programs, limitations associated with leases and space, and incompatible information management systems (Werner and Lodewick 2004; Nightingale et al. 2003; Pindus et al. 2000).

Overall, the consensus from earlier research indicates that coordination between the TANF and WIA programs follows no single model and demonstrates that the local service, economic, and program administrative context leads to variations that seem important to maintain (Martinson 1999; Werner and Lodewick 2004). Research to date has not produced evidence of the effectiveness of coordination models over distinct program service delivery models or of cost savings that may accrue as a consequence of coordination (GAO 2011).

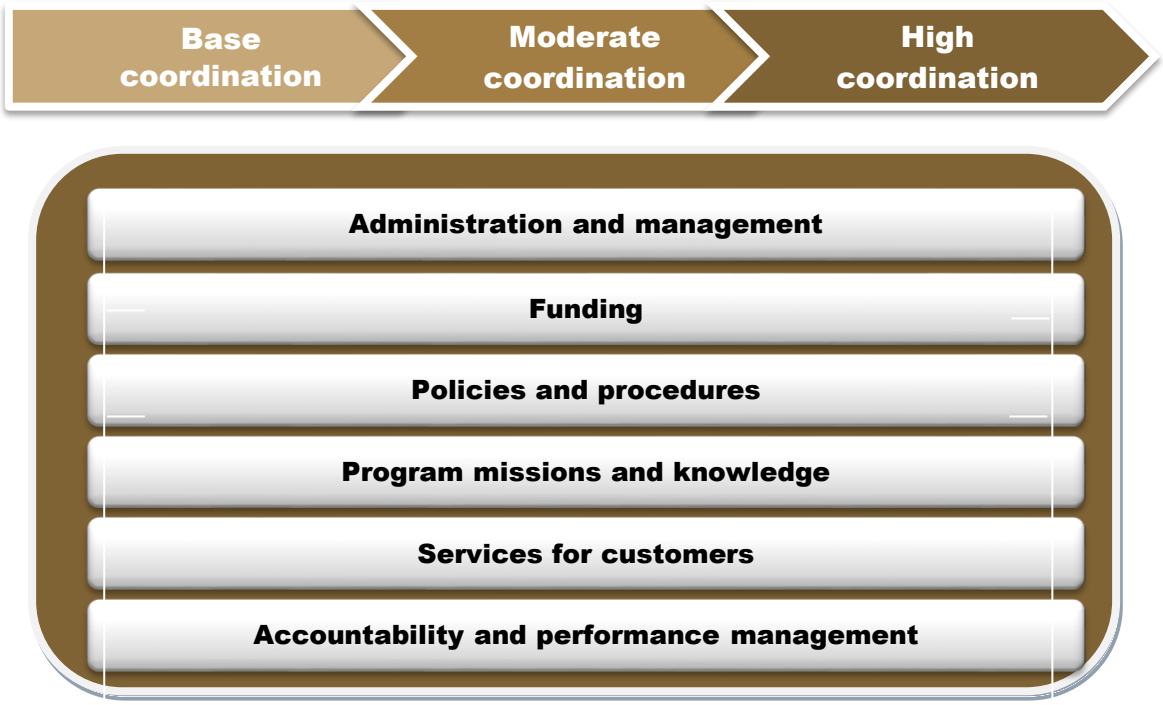
Study approach

The approach to the Study of TANF/WIA Coordination recognizes that coordination is not about one prescribed structure or process but rather lends itself to different routes depending on state or local context. We know from earlier research that no state or locality is "highly" coordinated across the many components of the TANF and WIA programs. We also know that many states and localities coordinate efforts across the programs at some base level. For these reasons, we pursued a methodology that would produce useful information to any state or locality regardless of the status of its own TANF/WIA coordination efforts.

We structured our data collection and analysis around six components of coordination: (1) administration and management; (2) funding; (3) policies and procedures; (4) program missions and knowledge; (5) services for customers; and (6) accountability and performance measurement. We identified these components by drawing from a framework of policy and legal issues considered in TANF/WIA coordination (Greenberg et al. 2004). We then modified the components in accordance with the areas of variation in coordination models identified by earlier studies (Wright and Montiel 2010; Werner and Lodewick 2004; Martinson 1999).

Within each of the six components, we identified a range of specific strategies used by the study sites. Even though we developed the six components in advance, the specific strategies emerged from the research. We also expected to observe variation in the level to which coordination occurs within each of the strategies. By assessing differences in circumstances, structures, or other factors that play into each strategy across the sites, we defined coordination at a base, moderate, and high level for each strategy (Figure I.1).

Figure I.1. Coordination Continuum and Components for the Study of TANF/WIA Coordination



The result is a range of strategies (described in Chapter IV) presented along a coordination continuum and for each of the six components. Presenting the strategies along a continuum makes the broad concept of "coordination" accessible in digestible pieces and provides an opportunity for other states and localities to adopt strategies appropriate to their context.

Site selection

To identify states for in-depth study, we applied a set of criteria that captured a variety of governance structures, contexts, and programmatic approaches for TANF/WIA coordination. To determine the pool of states to consider for inclusion in the study, we identified states that met at least one of three criteria suggesting the existence of coordination strategies. These states (1) demonstrated evidence of formal interagency interaction or coordination between agencies at the state level according to an internal U.S. Department of Labor (DOL) scan of TANF/WIA coordination strategies conducted in 2008; (2) participated in recent studies of TANF/WIA coordination; and/or (3) earned the recommendation of DOL regional administrators, ACF regional administrators, state TANF administrators, or members of the study's technical working group as demonstrating a promising level of TANF/WIA coordination. Twenty-six states met the initial criteria.

From the pool of 26 states, we identified 8 states that represented a range of administrative and contracting structures for delivering employment and training services to TANF recipients. The administrative structures provided information on how coordination decisions are made at the state or local level and whether the relationships between TANF and WIA agencies are mandated or voluntary. We included in the study states from each of three administrative and

contracting categories (Table I.2). In Utah, the TANF and WIA administering agency is integrated at the state and local levels. Four states feature state coordination (Connecticut, Florida, Iowa, and Texas), where the state WIA agency is responsible for providing employment and training services to TANF clients. In 3 of these 4 states, state law mandates state coordination. Finally, in California, Minnesota, and New York, the state TANF agency maintains administrative authority over both TANF eligibility and employment and training services, but the local TANF agency may contract with the local WIA administrative entity to provide employment and training services to TANF recipients.

The eight states selected for the study also represent a range in additional contextual factors that may indicate differences in coordination, including the level of co-enrollment of individuals in both the TANF and WIA programs and the level of integration of WIA and Wagner-Peyser/Employment Services within AJCs (the last two columns in Table I.2). The data on enrollment in WIA by TANF recipients are incomplete in that TANF status is not always collected. Nonetheless, the data provide an indication of the minimum percentages of WIA exiters who receive TANF and the potential range across the study states.[5]

Local site selection for on-site data collection drew primarily from the input of state TANF and WIA administrators. The administrators provided suggestions of two to three localities with structures that support or initiatives that could promote TANF/WIA coordination. ACF made the final site selection in an effort to balance the needs of the two components of the broader study. In Table I.3, we list the 11 local sites selected for in-depth study.[6]

Table I.2. State Selection Criteria for the Study of TANF/WIA Coordination

	Administrative structures for delivery of TANF employment and training services			Contextual information on TANF/WIA coordination	
State	Same state and local agency administers TANF and WIA	State WIA agency administers funds for TANF employment services (ES) program	State TANF agency administers TANF ES; contracts locally determined	Percentage (and number) of WIA adult exiters in program year 2009 that received TANF[a]	WIA and Wagner-Peyser ES: integrated service strategies and common measures
California			x	9.5 % (5,584)	x
Connecticut		(mandated)		8.2% (78)	
Florida		(mandated)		1.2% (176)	
Iowa		(voluntary)		15.5% (91)	x
Minnesota			x	15.1% (485)	
New York			x	2% (1,464)	x
Texas		(mandated)		3.9% (775)	
Utah	x			1.2% (221)	x

Source: Data compiled by Mathematica and the Urban Institute from state TANF and WIA plans, WIA Standardized Record Data (WIASRD, and FutureWorks systems.

[a]More than 25 percent of WIA exiters are missing TANF status data.

[5] TANF status is not a required field in WIA data systems and therefore is often left blank.

[6] One site—New York City—was selected primarily because of its relevance to the Study of Work Participation component of the overall project.

Table I.3. Sites Selected for the Study of TANF/WIA Coordination

State	Jurisdiction	Local site name
California	TANF county	Sonoma County
Connecticut	TANF regions	Department of Social Services (DSS) North DSS South
Florida	Workforce region	Region 14 Pinellas County
Iowa	Workforce region	IowaWorks Region 16
Minnesota	TANF counties	Hennepin County Stearns County
New York	TANF city	New York City
Texas	Workforce region	Region 6 Workforce Solutions of Greater Dallas
Utah	Economic service areas	Wasatch Front North Wasatch Front South

Data collection and analysis

The study included three data collection components: (1) collection of state TANF and WIA plans, client flow diagrams, and organizational charts provided by state and local respondents; (2) telephone interviews with TANF and WIA administrators in each state, conducted between January and September 2012; and (3) site visits to 11 communities within the 8 states between February 2012 and May 2013.[7] During the site visits, a team of two researchers conducted a combination of individual and group interviews with administrators, supervisors, and frontline staff, toured program offices, and observed intake procedures and orientation sessions to understand how customers initially experience the two programs. The interviews gathered details on the six components discussed above (Figure I.1) as well as on the goals, supports, and considerations for coordination. We used Atlas.ti, a qualitative data analysis and research software, to code and analyze the information we gathered during the study's data collection phase. We coded data by key sections of a master interview protocol that was structured around major topics. We identified coordination strategies in each of the six components across the states and sites as well as themes around supports, challenges, and considerations.

Roadmap to the report

In the rest of the report, we summarize the findings from the Study of TANF/WIA Coordination. In Chapter II, we present the intended goals (as ultimate benefits) of TANF/WIA coordination in the study states as well as the perceived benefits that WIA brings to TANF services and that TANF brings to WIA services. In Chapter III, we lay out the factors that motivate coordination, the catalysts that help spark coordination, and the supports that contribute to coordination efforts and strategies. In Chapter IV, we describe the strategies used by sites and the level of coordination within these strategies across the study sites, organized by the six components. We conclude the report in Chapter V with a discussion of considerations for moving toward a more coordinated employment and training services system for TANF recipients.

[7] Two pilot site visits to Connecticut and Minnesota were conducted in February and March of 2012. Site visits to the localities in the other six states were conducted between October 2012 and May 2013.

II. WHAT ARE THE GOALS AND POTENTIAL BENEFITS OF COORDINATION BETWEEN THE TANF AND WIA PROGRAMS?

Coordination across programs generally aims to improve efficiency in service delivery and increase the effectiveness of the provided services. Within the framework of the present study, we cannot quantify the effects of TANF employment services (TANF ES) and WIA program coordination in terms of cost savings or individual outcomes. However, study respondents—administrators and staff of both the TANF ES and WIA programs—described the potential benefits they perceive as the result of coordination between the programs. In this chapter, we present the goals and potential benefits of coordination as described by study respondents, starting with the overarching goals (as the ultimate benefits) and then turning to the benefits that each program—the TANF program and the WIA program—brings to the services offered by the other. In this chapter, we present findings by study state rather than by sites because the analysis draws evenly from interviews conducted by telephone with state respondents and interviews conducted with local respondents during site visits.

Goals of coordination

As reported by study respondents, three overarching goals provided the motivating force behind coordination efforts across the TANF ES and WIA programs. Not every goal provided the impetus for coordination in each state, but respondents in at least half the states mentioned each of the following goals as the impetus for and intended ultimate benefit of coordination (Table II.1).

Streamlined communication with and improved access to services for individuals and employers

Regardless of the current level of coordination, respondents in each of the eight study states indicated that streamlining communication with individual program customers and employer customers and improving access to services, particularly by ensuring the seamlessness among services, were goals for coordination across the TANF ES and WIA programs (Table II.1).

The study states are interested in creating a seamless flow of employment readiness, career counseling, and training services to low-income individuals. Ultimately, the expected benefit of such efforts is the customer's perception of virtually indistinguishable lines between the TANF ES and WIA programs; that is, the customer will receive the employment and training services that he or she needs but will not know which funding source or program is responsible for delivery of the various services. For the individual, the benefits of seamless service delivery can take the form of improved program transparency and accountability as well as greater ease in obtaining and gaining access to needed services. For example, sites in nearly every study state pursued strategies to improve communication and cross-training among frontline TANF ES and WIA workers. In so doing, the sites tried to enhance the ability of each worker to address customer needs and questions that may cross program lines, thereby limiting the need to shuttle customers back and forth between the programs. Sites in Iowa and Utah use a common employment or services plan across the TANF ES and WIA programs; their aim is to increase the understanding between the customer and any program counselor about the customer's status in terms of his or her employment or services plan and what the customer may need. Additional

benefits can accrue to customers in sites with co-located TANF ES and WIA services simply by making available a range of services at one time and in one location.

Table II.1. Goals for and Perceived Benefits of TANF/WIA Coordination by Study State

	California	Connecticut	Florida	Iowa	Minnesota	New York	Texas	Utah
Goals								
Streamline communication and improve access to services	x	x	x	x	x	x	x	x
Efficient use of resources		x	x	x			x	x
Connect services to employer needs		x	x	x			x	x
Benefits WIA Brings to TANF								
Access to services: knowledge of services in AJCs	x	x	x	x	x	x	x	x
Access to services: location and availability		x	x	x			x	x
Access to business services and job development staff in AJCs	x	x		x	x		x	x
Use of LMI		x		x		x	x	x
Individualized career counseling				x				
Benefits TANF Brings to WIA								
Addressing employment barriers	x	x	x	x	x	x	x	x
Addressing basic skill deficiencies				x			x	x
Flexible resources to address client needs	x	x		x			x	
Flexible resources to develop infrastructure		x	x	x			x	x

Source: Interviews conducted for the Study of TANF/WIA Coordination.

Study respondents across the states also looked to coordination to benefit their employer customers. By coordinating employer outreach efforts across the TANF ES and WIA programs or by integrating outreach responsibilities into shared staff positions, sites believed that they would improve their accountability with employers. The streamlined contact with employers across the programs is reportedly less confusing to employers and can provide a better impression of the program agencies and their responsiveness in meeting employer needs.

Efficient use of staff and financial resources to maximize services and minimize duplication across the programs

Respondents in five of the eight study states indicated that coordination was in part inspired by an interest in using resources efficiently to provide a range of employment services across the TANF ES and WIA programs (Table II.1). Respondents believed that they have realized cost savings associated with physical space (through co-location of TANF ES and WIA services) and staffing (by sharing responsibilities for resource rooms, workshop facilitation, or job development and placement across programs).

In Connecticut, Iowa, Texas, and Utah, state and/or local administrators thought carefully about restructuring seemingly duplicative services. For example, the AJC may have offered a resume workshop with the same content as that offered exclusively to TANF recipients at another venue. Integrating the workshops, however, was not simply a matter of terminating one workshop (to save funds in one program while potentially overextending the other). Instead, sites in these four states approached coordination by assessing and mixing the resources from both the TANF and WIA programs as partners in service delivery. TANF and WIA funds support the one integrated workshop through a combination of cost allocation for the workshop space and shared staffing of (or paying for) workshop facilitation.

Sites in Iowa, Utah, and Texas reported that, in recent years, they have been able to provide a similar level of (or better) services to both TANF ES and WIA customers even as the sites experienced a reduction in funding. In the Iowa site in particular, administrators credit the integrated space and staffing structure across the programs with maintenance of customer services when budget cutbacks demanded a decline in staffing levels.

Employment services connected to employer needs for all job seekers

Five of the study states formally contract with the workforce development system to provide employment services to TANF recipients (detailed in Chapter III); their goal is to strengthen the connection between these services and employer needs (Table II.1). Respondents in the five states indicated that the workforce development system draws on the appropriate experience and knowledge to deliver employment services to TANF recipients. Given the workforce system's history of working with employers and understanding workforce needs, the system is well positioned to connect job readiness, skill development, and job placement services for TANF recipients to the demands of local employers.

Most sites in the five states do not generally view the needs of TANF recipients (at least those who must meet TANF work requirements) any differently than the needs of other low-skilled workers. All the sites in Connecticut, Iowa, Texas, and Utah offer a highly coordinated service environment in which service distinctions by program are often invisible. For example, WIA customers, Unemployment Insurance recipients, and TANF recipients participate jointly in

information sessions, workshops, and classes within the AJCs. For TANF recipients, the benefit of indistinguishable service flows can reduce the stigma associated with TANF receipt and provide opportunities to network and learn from a range of individuals seeking employment.

Benefits WIA brings to TANF services

Another way to look at the benefits of TANF ES and WIA coordination is to consider the benefits, or value added, that each program brings to the services provided by the other, from both administrative and customer perspectives. In this section, we present findings on what the WIA program does or provides to enhance the services delivered to TANF recipients.

Access to services within AJCs such as job search resource rooms and workshops to enhance job search and job readiness skills[8]

Resource rooms and many job search and job readiness skill workshops made available by AJCs are open to the general public; anyone—regardless of program affiliation—may take advantage of the various services. The challenge for TANF recipients' use of the services is often that of access—access to information about the services as well as access to the location of the services. Study respondents in each state indicated that, for two reasons, increased coordination with the WIA program increases TANF recipients' access to and use of the resources. First, for all states, any level of coordination between the programs can simply increase TANF recipients' knowledge of the resources available to them in AJCs (Table II.1). The second reason is more specific to the five states in which TANF employment services are co-located directly within the AJC. The proximity of these services to the place where TANF recipients meet with employment counselors limits additional transportation burdens and promotes easy access to a broad array of services (Table II.1).

In Iowa, respondents noted that even the change from a shared location with separate entrances for the TANF program and the AJC to an integrated presence of TANF employment counselors within the AJC made a difference in the level of TANF recipients' use of the resource room. They reported that TANF recipients became more comfortable using the resource room, overcoming their beliefs—real or perceived—that it was not available or welcoming to them.

The inclusion of TANF employment services in AJCs in Texas reportedly brought with it access to basic employment services for all TANF recipients across the state. Before the state mandated the workforce development system to deliver employment services to TANF recipients, 66 percent of Texas counties (167 of 254) lacked a formal program for delivering these services—and what was available was inconsistent across the state. By 2003, TANF employment services were provided through AJCs across Texas.

Access to business services and job development staff within AJCs

Six of the eight study states reported that increased coordination between the TANF ES and WIA programs increased TANF recipients' level of access to the business services and job development staff within AJCs (Table II.1). In sites in Connecticut, Iowa and Texas, for example, the role of job developer and employment counselor is integrated across programs so

[8] Resource rooms and some workshops are often funded through the Wagner-Peyser program administered by the U.S. Department of Labor rather than or in addition to the WIA program. The Workforce Investment Act of 1998 brought these services together under the One-Stop Career Centers, now called AJCs.

that the same staff members serve customers regardless of program connection. In other states, the TANF ES program funds specific job development staff to assist TANF recipients within the AJC in the study sites (such as in California, Minnesota, and Utah). Regardless of the mechanism, the common idea reported by respondents is that AJC staff members can enhance the job opportunities available to TANF recipients. According to study respondents, the dual focus of AJC staff—to serve both employers and program customers—helps staff make informed job matches for the benefit of all.

Use of labor market information to guide employment and training decisions

An ongoing benefit of coordination between the TANF ES and WIA programs is the connection that WIA services bring to employer and workforce needs. According to study respondents, the WIA's broad workforce lens can help focus an individual's employment and training plan to ensure a sound match with employer and industry needs in the local area. In Connecticut, Iowa, New York, Texas, and Utah (Table II.1), respondents noted the workforce system's development of labor market information (LMI) as a mechanism for making this match early in the service delivery process and throughout the TANF ES program. All customers within AJCs in sites in these states—WIA and TANF alike—reportedly receive encouragement to use LMI and often participate in an introductory workshop or orientation that includes a focus on the interpretation and use of LMI to set future employment and career goals. Access to LMI is universally available through state-managed websites, although somewhat limited knowledge about the website and use of its information can pose a challenge. WIA staff members are trained in the use of LMI to help guide customers' employment and training goals (generally true throughout the WIA program and not specific to the sites included in this study). For example, individuals seeking training must demonstrate that the training is in a high-demand occupation based on LMI. The difference in the study states that reported this benefit is that the use of LMI is similarly embedded in the TANF ES program. In these states, TANF recipients receive assistance in use of the LMI to create employment plans. In sites in Iowa and Utah, TANF ES customers are also required, just as are WIA participants, to demonstrate a connection between requested training and labor market demands based on LMI.

Increased level of individualized career counseling services

In Burlington, Iowa, respondents indicated that WIA counselors, as opposed to TANF ES staff, can provide TANF recipients with a higher degree of individualized counseling in career development. The reason is that TANF ES staff must perform several functions, not the least of which is tracking clients' participation in work and work-related activities. The tracking function, in combination with caseloads that are typically larger than those of WIA staff, according to respondents, affords TANF ES staff less time to devote to individual career counseling with TANF recipients. In addition, WIA career counselors have the experience to guide career discussions based on results of customer skills, abilities, and interest assessments and knowledge of the local labor market.

Benefits TANF brings to WIA services

The TANF ES program includes components that add value to WIA services. According to study respondents, the benefits that TANF brings to TANF/WIA coordination often stem from experience in assisting individuals who have limited skills and who may have substantial challenges that can impede employment. In addition, flexibility in the use of TANF funds can

make the program an attractive partner in providing the supports an individual needs to succeed in training and employment.

Addressing low-income workers' employment barriers

Respondents in sites in California, Iowa, Minnesota, and New York (Table II.1) identified two advantages of coordinating with TANF as low-income job seekers' route to WIA. First, the TANF client's financial eligibility for WIA Adult services is already established (any TANF customer is universally eligible based on his or her low-income status). Second, the TANF program can triage clients and refer only work-ready individuals to WIA. At the same time, the TANF program is connected to a wide-ranging network of service providers and can help circumvent substantial issues that could impede gaining and maintaining employment—such as mental health or substance abuse problems or food or housing insecurity. Sites in California, Minnesota, and New York City contract with community-based providers for the TANF ES program specifically because these providers can address a range of social service needs to prepare TANF recipients for employment.

When TANF employment services are co-located within (or possibly next to) the AJC, other job seekers with barriers to employment can benefit from access to the array of on-site services targeted to TANF recipients. For example, in Pinellas County, Florida, specialists from a local provider conduct on-site alcohol, drug, and mental health screenings at the AJC one day each week. In Sonoma County, California, the TANF employment services program has established an emergency fund that is available to all AJC customers and operates a food bank located in the same building as the AJC that is open to any low-income individual or family. Beyond direct on-site access, TANF staff members can help connect individuals in AJCs to needed services. Respondents in sites with co-located services (in Connecticut, Florida, Iowa, Minnesota, Texas, and Utah) indicated that the TANF ES staff members who work in the AJCs bring knowledge of and contacts with an array of social service providers that can assist job seekers whether or not they are TANF recipients.

Addressing deficiencies in basic skills

TANF ES programs generally provide an upfront workshop or series of classes that focus on basic skills that support job search, readiness, and, ultimately, employment. Basic job skills include organization, problem solving, time management, communication, and appropriate dress for work. In Iowa and Utah, respondents indicated that deficiencies in basic skills are not particular to TANF recipients and may be stumbling blocks to employment for other low-skilled workers. All the sites in Iowa and Utah built on the framework of mandatory workshops for TANF recipients and broadened their application and appeal to help any job seeker in the AJC. Specifically, Burlington, Iowa, adopted the Six Steps to Successful Career Transition to meet state TANF requirements for job search and job skills workshops that address workplace essentials. In the process of coordinating employment services across several funding streams within the AJC, Burlington administrators expanded access to the Six Steps workshops to any AJC user. They reported that the expanded access to the workshops addressed a need they were hearing about directly from employers—that workers lacked basic workplace skills. Similarly, Utah developed the Work Success program for use in improving the basic job readiness skills of TANF recipients. About 18 months after the implementation of Work Success with TANF recipients, administrators opened the program to any job seeker.

The integration of TANF employment services within the AJC can also increase access to services that aim to improve the basic educational skills of any low-skilled job seeker. For example, in sites in Iowa and Texas, the provision of TANF employment services within the AJC led to the on-site provision of educational support services. In Burlington, Iowa, a Math Academy and General Educational Development (GED) program are co-located with the AJC in order to increase access to services (for TANF and other customers) and to decrease the number of customers who fail to pursue services because they are offered in another location. GED services are similarly provided on site in the AJC in Dallas.

Flexible resources to address client needs and infrastructure supports

TANF funds may be used for a broad range of program initiatives and customer supports as long as use of the funds meets the four purposes of TANF.[9] Respondents at the staff level in sites in four states indicated that, when TANF recipients are served by both TANF and WIA, staff members may exercise considerable discretion in providing resources—such as assistance with transportation, child care, clothing and uniform needs, books, tools, and supplies—that can support successful engagement and participation in TANF and WIA services and activities (Table II.1). In addition, state respondents in five states noted that the addition of TANF funds to WIA funds has helped support system and infrastructure development, such as an integrated data system that tracks individuals across employment services and workforce development programs.

Considerations

Many of the benefits of coordination reported by respondents in the study are consistent with those highlighted in earlier research. Specifically, WIA's value is the workforce lens that connects employment and training services to the needs of local employers (GAO 2011a; Wright and Montiel 2011) and that broadens access to an array of services within the AJC (Werner and Lodewick 2004). TANF's value is the customer lens with respect to employment preparation. The TANF program mission's social services aspect promotes the development of community connections and resources that address basic skill deficiencies and identifies employment barriers (Martinson 1999; Werner and Lodewick 2004). When the two programs combine perspectives and coordinate services, individuals and employers may both benefit.

[9] The four purposes of TANF are (1) assisting needy families so that children may be cared for in their own homes; (2) reducing the dependency of needy parents by promoting job preparation, work, and marriage; (3) preventing out-of-wedlock pregnancies; and (4) encouraging the formation and maintenance of two-parent families.

III. WHAT LEADS TO TANF/WIA COORDINATION?

The study explored with state and local respondents the catalysts and supports that helped make coordination take place between the TANF ES and WIA programs. Catalysts are the factors or circumstances that initially sparked movement toward greater coordination between the TANF ES and WIA programs; they are the factors that made coordination happen in the first place. Supports are the factors or circumstances that made coordination efforts easy to implement and maintain.

The factors are not intended to be interpreted as prerequisites or requirements for coordination. They are the factors that were reported or observed to have contributed to TANF/WIA coordination in the study sites. The sites implemented strategies to improve TANF/WIA coordination in diverse ways (detailed in Chapter IV). Nonetheless, the experiences of the study sites suggest that the presence of certain supports can influence the strategies that are pursued to various degrees.

Catalysts of coordination

Three catalysts appeared to foster TANF/WIA coordination. The study sites characterized by active coordination suggest that state or local leaders sparked or led the coordination efforts in response to programming and funding environment for TANF and WIA. At a secondary level, we observed funding levels across the sites that appear to have contributed to the initiation of TANF/WIA coordination, especially the flow of funding for TANF employment services through the workforce development system or an infusion of funds for collaborative efforts that serve as catalysts for TANF/WIA coordination.

TANF/WIA coordination sparked by changing environments for the TANF and WIA programs

Respondents in Connecticut, Florida, Texas, and Utah reported that coordination of employment services for welfare recipients was initiated when both the TANF and WIA programs were developed in their current forms—through the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 and the Workforce Investment Act of 1998, respectively. At that time, TANF funding was reportedly generous relative to average caseload sizes and innovation in revamping services with an emphasis on work for welfare recipients was necessary. At the same time, WIA authorization required the creation of One-Stop Career Centers (now called AJCs), forcing states to rethink the structure of their workforce development systems. According to state respondents, these factors coalesced in each of the four states and eventually resulted in state mandates to combine efforts across the TANF and WIA programs to serve TANF recipients at the local level. Despite the challenges associated with change, respondents noted that advantages of change helped ease the process; TANF brought welcomed resources to career centers, and WIA brought workforce development experience to services for TANF recipients.

Connecticut, Florida, Texas, and Utah have all had a state legislative mandate in place since the late 1990s or early 2000s to provide employment services to TANF recipients through the workforce development system (Table III.1). As part of its legislative mandate, Utah merged administration of the TANF and WIA programs into a newly created state agency. In the other

three states, responsibility for the administration of TANF funds for employment services rests with the state agency charged with oversight of WIA (as the administrative entity for the State Workforce Board) and of other workforce development programs.[10] In each of the four states, the TANF ES program is a required partner in AJCs. The experience of the study sites demonstrates that the flow of TANF employment services and WIA funds through the same state agency provides a starting point for the initiation of local coordination.

Table III.1. Administrative and Funding Structure for TANF Employment Services and WIA Programs in Eight States with Study Sites

	California	Connecticut	Florida	Iowa
State TANF agency	Department of Social Services (DSS)	Department of Social Services (DSS)	Department of Children and Families (DCF)	Iowa Department of Human Services (DHS)
Name of TANF employment program in study site	SonomaWORKs	Jobs First Employment Services (JFES)	Welfare Transition Program (WTP)	Promise Jobs
State WIA administrative entity	Employment Development Department (EDD)	Department of Labor (DOL)	Department of Economic Opportunity (DEO)	Iowa Workforce Development (IWD)
Legislative mandate to use workforce system for TANF ES	No	Yes (1998)	Yes (2000)	No, but there was until early 2000s
State mechanism to fund TANF ES through workforce system	Not applicable	Contract between TANF and WIA state entities	Contract between TANF and WIA state entities	Contract between TANF and WIA state entities
	Minnesota	**New York**	**Texas**	**Utah**
State TANF agency	Department of Human Services (DHS)	Office of Temporary and Disability Assistance (OTDA)	Health and Human Services Commission (HHSC)	Department of Workforce Services (DWS)
Name of TANF employment program in study site	Minnesota Family Investment Program (FIP)	Back2Work	TANF Choices	Family Employment Program (FEP)
State WIA administrative entity	Minnesota Department of Employment and Economic Development (DEED)	Department of Labor (NYDOL)	Texas Workforce Commission (TWC)	Department of Workforce Services (DWS)
Legislative mandate to use workforce system for TANF ES	No	No	Yes (1996)	Yes (1996)
State mechanism to fund TANF ES through workforce system	Not applicable	Not applicable	Direct funding from legislature to WIA state entity	All funding within the same state agency

Source: Interviews conducted for the Study of TANF/WIA Coordination.

[10] In these states—Connecticut, Florida, and Texas—a separate state agency remains the official TANF administering agency and is responsible for reporting to the ACF within the U.S. Department of Health and Human Services.

One local site—Burlington, Iowa—also took the opportunity of a changing environment to lodge TANF ES with WIA and other programs within the AJC. In this case, however, it was not generous funding but rather budget cutbacks that prompted local administrators to consider alternative service delivery models that would maintain services amid a decline in funding and staff levels. Iowa law required Burlington, along with all local workforce areas in Iowa, to integrate all workforce development and job training programs, including the Wagner-Peyser/Employment Services and WIA programs, within the AJC by 2012.[11] At the same time, budget cuts were hitting programs across the board in Iowa, and local administrators searched for cost-saving measures. As they took stock of the programs within the AJC, local administrators commented that it made little sense for the TANF ES program to be located in the same building but in offices separate from the various job training programs, especially given that TANF ES provided services similar to those delivered through the AJC. Moreover, the local WIA entity in Burlington (the community college) was the contractor providing TANF ES in the area. As with the four states described above, the state TANF agency formally contracts with the state workforce agency to administer the TANF ES (by choice, not by legislative mandate).[12] The state workforce agency, in turn, contracts with regional providers to administer the TANF ES program. In Burlington, the centralization of funds for TANF ES and WIA within the same entity allowed local administrators to develop efficiencies across the programs that resulted in the integration of physical space, selected staff functions, and specified services.

TANF/WIA coordination more likely when funding for TANF employment services flows through the workforce development system

The study sites indicated that the flow of funds through the workforce development system is a catalyst for coordination for the simple reason that funds flow to a common service delivery location—the AJC. This observation may seem straightforward, yet all the study states except Utah still permit a choice as to which provider will deliver employment services to TANF recipients at the local level (Table III.2). For example, Iowa's state WIA agency contracts with six regional providers to deliver services, and the providers do not all operate WIA within the regional AJCs.

In Connecticut, Florida, and Texas, it is the responsibility of local workforce investment boards (LWIB) to select and contract with providers to deliver TANF ES. The study sites in these states selected providers for TANF ES that are the same as those operating WIA within the AJCs (Table III.2). In 2009, the Florida site terminated a contract for TANF ES with a nonprofit provider and decided to bring the services in-house.

[11] The Iowa Workforce Innovation legislation (House File 2699) required Local Workforce Investment Boards to develop a plan for the integration of all workforce and job training programs within the One-Stop Career Centers by January 1, 2009, and to have at least one certified career center in operation following the integrated model by 2012 (IowaWORKS Integration Policies, Iowa Workforce Development, July 20, 2010).

[12] Until the early 2000s, a legislative mandate in Iowa required TANF employment services to be contracted out to the Iowa Workforce Department. Iowa Code 239 B.17 now states, "The department of human services may contract with the department of workforce development, the department of economic development, or another appropriate entity to provide JOBS program services."

Table III.2. Contracts for TANF Employment Services in the Study Sites, by State

	California	Connecticut	Florida	Iowa
Level of contracting with TANF ES providers	Local: County Department of Human Services to providers	Local: LWIB to providers	Local: LWIB to providers	State: IWD to 7 territories
Number of contracts	One agency with 3 subcontractors	(DSS North) One for TANF ES; one for core services (DSS South) One	None, provided in-house	6
Type of provider	Nonprofit agencies	(DSS North) Private, nonprofit or for-profit agencies (DSS South) Community action agency	Public-private partnership entity	Community colleges (5); Council of Governments (one); one in-house with IWD
Provider(s) in study sites	Goodwill is primary provider; subcontractors include Petaluma People Services, West County Community Services, and the Center for Social and Environmental Stewardship	(DSS North) Knowledge, Responsibility, Achievement (KRA) for TANF ES and WIA intensive services; Career TEAM provides core services (DSS South) Thames Valley Council for Community Action (TVCCA)	WorkNet Pinellas	Southeastern Community College
TANF ES provider same as AJC operator	No	Yes	Yes	Yes
	Minnesota	**New York**	**Texas**	**Utah**
Level of contracting with TANF ES providers	Local: County Department of Human Services to providers	Local: City Human Resources Administration to providers	Local: LWIB to providers	Not applicable; programs run by state
Number of contracts	(Hennepin County) 18 (Stearns County) One	11 contracts with 7 vendors (some serve several areas)	One	Not applicable
Type of provider	(Hennepin County) Private, mostly nonprofit agencies (Stearns County) Public-private partnership entity	Private, nonprofit or for-profit agencies	Private, for-profit agency	Not applicable
Provider(s) in study sites	(Hennepin County) Varies: Examples include Resource Inc./EAC, Goodwill, HIRED	Varies: Examples include for-profit agencies (Arbor ResCare, Maximus), nonprofit agencies (Goodwill), and	ResCare	Utah Department of Workforce Services

	California	Connecticut	Florida	Iowa
	(Stearns County) Stearns-Benton Employment and Training Council (SBETC)	community action agencies (FedCap)		
TANF ES provider same as AJC operator	(Hennepin County) No[a] (Stearns County) Yes	In some cases, but TANF services are not in AJC	Yes	Yes

Source: Interviews conducted for the Study of TANF/WIA Coordination.

[a]One of the 18 providers is also the AJC provider and TANF ES services are provided within the AJC.

Funding for the TANF ES program in California, Minnesota, and New York flows through the local TANF agency, and sites in these states depend on a wide variety of providers (Table III.2). The local agency makes the decision whether or not to contract out services and, if so, with what entity. Nothing precludes the TANF agency from selecting the same provider that operates WIA and/or the local AJC. In one site in Minnesota and in three contracts in New York City, the TANF ES contract went to the same provider that administers the WIA program in the AJC.

This discussion is not intended to suggest that contracting with the same entity to operate the AJC and the TANF ES program is a requirement for TANF/WIA coordination. Any TANF ES contractor may be co-located with WIA in the AJC; however, we did not observe a study site in which the TANF ES program was delivered together with WIA in the AJC when the providers for each service were separate entities.

Short-term, targeted funding a catalyst for TANF/WIA collaboration but often without fostering long-term coordination or integration

The experiences of the study sites suggest that the TANF and WIA programs pursue collaborative funding when opportunities arise, but in only one site has coordination continued after the initial funding infusion. Funding through the American Recovery and Reinvestment Act (ARRA) of 2009 provided two opportunities for the TANF and WIA programs to collaborate in serving disadvantaged job seekers. One opportunity that flowed through the TANF Emergency Fund focused on subsidized employment programs, and the other provided funding for summer employment programs for low-income youth through the WIA program. Each initiative encouraged but did not require collaboration across the programs. Seven study states used ARRA funds to implement subsidized employment/OJT programs jointly by the TANF and WIA programs,[13] and six study states implemented collaborative summer youth employment programs (Center on Budget and Policy Priorities 2010).

In the study sites, most of the programs—with the exception of two—concluded once the funding was exhausted. In one of the continuing programs, Pinellas County, Florida, operates a

[13] WIA Title I funds can be used to subsidize employment at a work site only if the arrangement meets the requirements for On-the-Job Training (OJT); the worker must be hired by the employer conducting the training and occupational training is provided in exchange for reimbursement of up to 50 percent of the participant's wage rate.

subsidized employment program for TANF recipients that originated with ARRA funding, but it has done so with TANF funds only; the program is now managed separately from a similar endeavor funded with WIA dollars.

In the other site, Sonoma County, California, both employment programs continued through blended funding approaches across the TANF and WIA programs. Currently, the subsidized employment/OJT program is a jointly funded effort with TANF dollars covering the program's administrative costs and WIA dollars covering subsidized pay for hours of work. An individual may enter the program through either TANF or WIA, but if a TANF recipient enrolls in the program, then he or she becomes co-enrolled in WIA as well and is included in WIA performance measures. Similarly, the summer youth employment program in Sonoma County continued in 2012 through a funding partnership, with $1 million from WIA, $200,000 from TANF, and $600,000 from a local water agency to support 200 disadvantaged youth in an eight-week program (with up to 50 youth receiving TANF).

Supports for coordination

An examination of the range of strategies for TANF/WIA coordination across the study sites (detailed in Chapter IV) shows that three supports emerged as important in determining the level of coordination a site may be able to achieve. The supports enhance sites' ability to (1) staff and manage the programs along similar lines because the same local entity administers or operates the two programs; (2) communicate across staff to share knowledge and, in some cases, deliver needed services through co-location; and (3) focus on shared goals and performance measures, in part, because of existing efforts to integrate workforce development services within the AJC. In Table III.3, we present the three supports and the ways in which they are evident in each study site.

Variations appear to influence the level of coordination within the first two support categories and seem to be strongly correlated per the study sites. However, it is possible that the variations could occur in different combinations; we just did not observe any such combinations in the study sites. The influence of the third support on TANF/WIA coordination seems to depend on the presence of co-location, particularly co-location within the shared physical space of the AJC (not just the same building).

Same local entity administering or operating the TANF ES and WIA programs

From a management perspective, the TANF ES and WIA programs can operate locally on two levels. The first level pertains to the entity through which the dollars for each program initially flow (represented as the administrative entity in column 1 of Table III.3). As discussed earlier in this chapter, TANF ES funds flow through the LWIBs in study sites in five states, but TANF ES funding is administered locally by county or city TANF agencies in California, Minnesota, and New York. However, in Sonoma County, the county office of the Department of Social Services not only administers the TANF ES program but is also the local WIA administrative entity.

Table III.3. Supports for Coordination, by Study Site

	Same local entity		Co-location		
Site Name	Administers TANF ES and WIA programs	Operates TANF ES and WIA programs	Same building but different offices for TANF ES and WIA services	Shared space with common entry for delivering TANF ES and WIA services	Integrated workforce programs in AJC
Sonoma County, California	x		x		x
DSS North, Connecticut	x	x		x	
DSS South, Connecticut	x	x		x	
Region 14 Pinellas County, Florida	x	x		x	
Region 16 Burlington, Iowa	x	x		x	x
Stearns County, Minnesota		x		x	
Hennepin County, Minnesota		*			
New York City, New York		*			x
Region 6 Dallas, Texas	x	x		x	
Wasatch Front North, Utah	x	x		x	x
Wasatch Front South, Utah	x	x		x	x

Source: Interviews conducted for the Study of TANF/WIA Coordination.

*One of 18 providers in Hennepin County and 3 of 7 providers in New York City operate both the TANF ES and WIA programs.

The second level is the service delivery level; the same local providers operated the TANF ES and WIA programs in all but three study sites (Table III.3). In Sonoma, the county department operates the AJC and the WIA program and county staff are the TANF ES primary case managers. Contracted providers deliver specific services including job search assistance and community service placements to TANF ES customers in Sonoma County (Table III.2). In most of New York City and in one Minnesota site, different local providers hold contracts to operate the TANF ES and WIA programs.

Reliance on different entities or agencies to administer or operate the two programs does not preclude coordination; it is simply easier to align staffing and management policies when both programs reside within the same entity. Within the study sites, the shared administrative and operations entities directly lead to the second support of co-location.

Co-location of TANF employment and WIA services

Research has consistently shown that co-location of services is a support for coordination of TANF/WIA services (Martinson 1999; Werner and Lodewick 2004; Wright and Montiel 2011). A clear reason is that the physical proximity of staff can promote—both directly and indirectly—

the sharing of knowledge across programs and the breakdown of misconceptions about differences in missions, services, or methods of service delivery. Co-location can occur to different degrees that determine the extent of coordination. The first degree of co-location is a shared building, but with distinct offices for the TANF ES program and the AJC in which WIA is delivered. For example, in Sonoma, the county department relies on frontline TANF workers to provide case management for participants in the TANF ES program and locates these workers in the same building as the AJC; it does not deliver TANF ES program services within the AJC along with WIA. Nonetheless, it was an important strategic move in Sonoma to house the frontline TANF ES program services within the same building as the AJC.

All the other sites with co-location achieve the second degree—the sharing of a common physical space with the same entry point for individuals enrolled in either the TANF ES or the WIA program (Table III.3). Such support allows for a high level of coordination in strategies, particularly those focused on delivering upfront job search and job readiness services, along with job development and placement functions that serve individuals across the TANF and WIA programs.

WIA and Wagner-Peyser/ES integration and a shared registration process within the AJC

Half of the 8 study states have adopted integrated service strategies and common measures for employment services delivered within their AJCs through the WIA and Wagner-Peyser programs (Table III.3). As a result, the programs benefit from a common, upfront registration process and share the staffing and financial resources needed to provide basic job search and readiness services (typically considered core services under WIA). For WIA, the shared registration process and funding of upfront services translate into a large denominator for the number of individuals who receive WIA services and count toward performance measures.[14] For example, the 10 states that have adopted the same integrated strategy account for 87 percent of the nationwide total number of individuals in the denominator for the WIA adult entered employment rate (FutureWorks 2012). As expected, WIA performance measures are lower in these 10 states than in the rest of the states in the nation because of the inclusion of a large number of job seekers. For example, the average adult entered employment rate for the 10 integrated states is 54 percent compared with the average rate of 70 percent in the states without integrated service strategies.

The integrated service strategy across workforce development programs can give rise to mixed implications for TANF/WIA coordination. On one hand, the strategy can be a support under the assumption that states adopting an integrated approach to workforce development may be receptive to providing employment services to TANF recipients through processes similar to those already designed for a broad range of job seekers. In addition, the same states may see less threat to already lower WIA performance measures. Indeed, workforce service integration appears to function as a support to TANF/WIA integration in the Iowa site. In Iowa, WIA/Wagner-Peyser integration preceded integration of TANF but made the latter more palatable because of the changed philosophy and approach to providing and measuring employment services. In Utah, the integration of employment and training services within the AJCs occurred when the administration of such programs was merged into a single state agency.

[14] WIA performance measures include entered employment rate, employment retention rate, and average earnings in first six months of re-employment.

This integration has supported shared services with TANF but to a lesser degree than that seen in Iowa; TANF ES customers are rarely included in WIA performance measures in Utah. The sites in Iowa and Utah also share a common physical space within the AJCs for TANF ES and WIA (Table III.3).

On the other hand, WIA/Wagner-Peyser integration could inhibit TANF/WIA coordination, specifically by maintaining separate locations for each program. It may be difficult to include TANF ES in an AJC in which other upfront employment services are integrated but exclude TANF recipients from WIA performance measures. Respondents in the California and New York sites did not mention WIA/Wagner-Peyser integration as a reason that the sites do not locate TANF employment services within AJCs. Nonetheless, citing concerns over WIA performance, respondents in these sites expressed reservations about the co-enrollment of TANF recipients in the WIA program.

Considerations

Similar to earlier studies, the present study found that co-location is an important support for TANF/WIA coordination. Earlier studies have not, however, discussed the role of funding flows or other integration efforts within AJCs as supports for TANF/WIA coordination. Some studies have found that longer histories of productive relationships between administering agencies support coordination (GAO 2011a; Werner and Lodewick 2004). Given that TANF/WIA coordination was largely state mandated in four of the study states—and has been so for over 10 years—productive relationships likely are important considerations in coordination. Where TANF/WIA coordination is more recent, as in Burlington, Iowa, the state relationship between the administering agencies has also been one of close partnership in delivering employment services to TANF recipients. From a different perspective, historical relationships with community-based providers may be a reason not to co-locate TANF employment services within the AJC. Study respondents in New York City; Hennepin County, Minnesota; and Sonoma County, California, indicated a preference for contracting with community-based providers to deliver TANF ES because of the long-standing role they have played in service delivery to TANF recipients.

IV. WHAT TANF/WIA COORDINATION STRATEGIES DO SITES USE?

The study sites use a range of strategies to coordinate program structures and services across the TANF ES and WIA programs; they also implement strategies to different degrees. Some sites are intentional in their approach to increasing the level of coordination between the two programs. Other sites do not place an emphasis on TANF/WIA coordination, although, by their nature, some strategies give rise to such coordination.

We identified 12 strategies for TANF/WIA coordination that are in use in the study sites. The strategies fall under six program components (Table IV.1). Using the practices of the study sites, we defined levels of coordination for each of the 12 strategies. Base coordination represents the minimum practice in building common ground across the two programs. Moderate coordination builds on the base and adds practices that increase coordination between the programs. High coordination includes the base and moderate practices and adds practices that further promote commonalities across the TANF ES and WIA programs.

Table IV.1. TANF/WIA Coordination Strategies Used in Study Sites, by Program Component

Administration and management
1 Create common administrative and management structures with oversight for the TANF ES and WIA programs lodged in the same agency or with the same person
2 Align job classifications and pay scales across the TANF ES and WIA programs
Funding
3 Use funds from across the TANF ES and WIA programs to support common services
Policies and procedures
4 Use common procedures and tools to serve customers in the TANF ES and WIA programs
5 Develop shared data systems to support ease in tracking customers and service delivery across the TANF and WIA programs
Program missions and knowledge
6 Emphasize goal of employment in a common way across the TANF ES and WIA programs
7 Increase cross-program knowledge and understanding of the TANF ES and WIA programs among staff members
Services for customers
8 Provide common job search and job readiness supports and services to TANF ES and WIA customers in the American Job Center
9 Deliver career counseling and training coordination services to TANF and WIA customers through formalized referral processes
10 Refer TANF ES customers to WIA to access education and training opportunities
11 Provide common job development and placement services to TANF ES and WIA customers
Accountability and performance measurement
12 Use the same measures in the TANF ES and WIA programs to track progress toward customer and program goals

Source: Interviews conducted for the Study of TANF/WIA Coordination.

Appendix A provides detailed descriptions of each strategy and examples of how various sites implemented the strategies at a base, moderate, or high level of coordination. Factors at both the state and local levels often influenced the level of coordination and therefore are considered together within each strategy. State policies sometimes require or foster uniformity at

the local level. As a result, we observed little variation in the level of coordination across sites within the same state on some strategies because of the influence of state factors. We also identify supports involved in the use of each strategy and considerations to be weighed when pursuing each strategy. Parts of some strategies overlap with parts of others. The strategies are not mutually exclusive because of intertwining components that naturally occur in program implementation.

In this chapter, we summarize the findings about the tradeoffs in pursuing the coordination strategies. We begin with general findings about TANF/WIA coordination and then discuss strategies within each of the six program components.

General findings

The TANF ES and WIA programs are generally parallel operating programs with varying levels of coordination across specific strategies. No site is highly coordinated across all 12 strategies, but a few sites achieve mostly high to moderate levels of coordination across the strategies (Table IV.2).

The characteristics of the two programs (discussed in Chapter I) have considerable influence over how and to what extent coordination occurs. The TANF program's mission extends beyond the delivery of employment services but focuses exclusively on serving low-income individuals with children. In contrast, the WIA program focuses exclusively on delivering employment and training services, but for a broad array of job seekers. The commonality across the two programs is the provision of employment services to low-income individuals. At this point of commonality, however, another difference influences service delivery and program performance; TANF employment services require mandatory participation while job seekers voluntarily seek out WIA services.

Differences in program characteristics drive the distinction between the TANF ES and WIA programs. The points of service delivery (and the associated structures) that are common to both programs generally allow for easy coordination: entry points to service, upfront job skills and job readiness services, and job development and placement (Figure IV.1). One common, distinct activity for TANF ES participants in upfront services is mandatory attendance at a program-specific orientation that presents information on participation requirements and the sanction process for noncompliance. The two programs diverge in services and coordination with respect to the events that occur between job search and job development. TANF recipients must participate in work or a work-related activity to meet the work participation rate. WIA customers have the opportunity to pursue services to support career development—intensive career counseling, assessments, and training.

Table IV.2. Level of TANF/WIA Coordination Achieved Within 12 Strategies, by Study Site

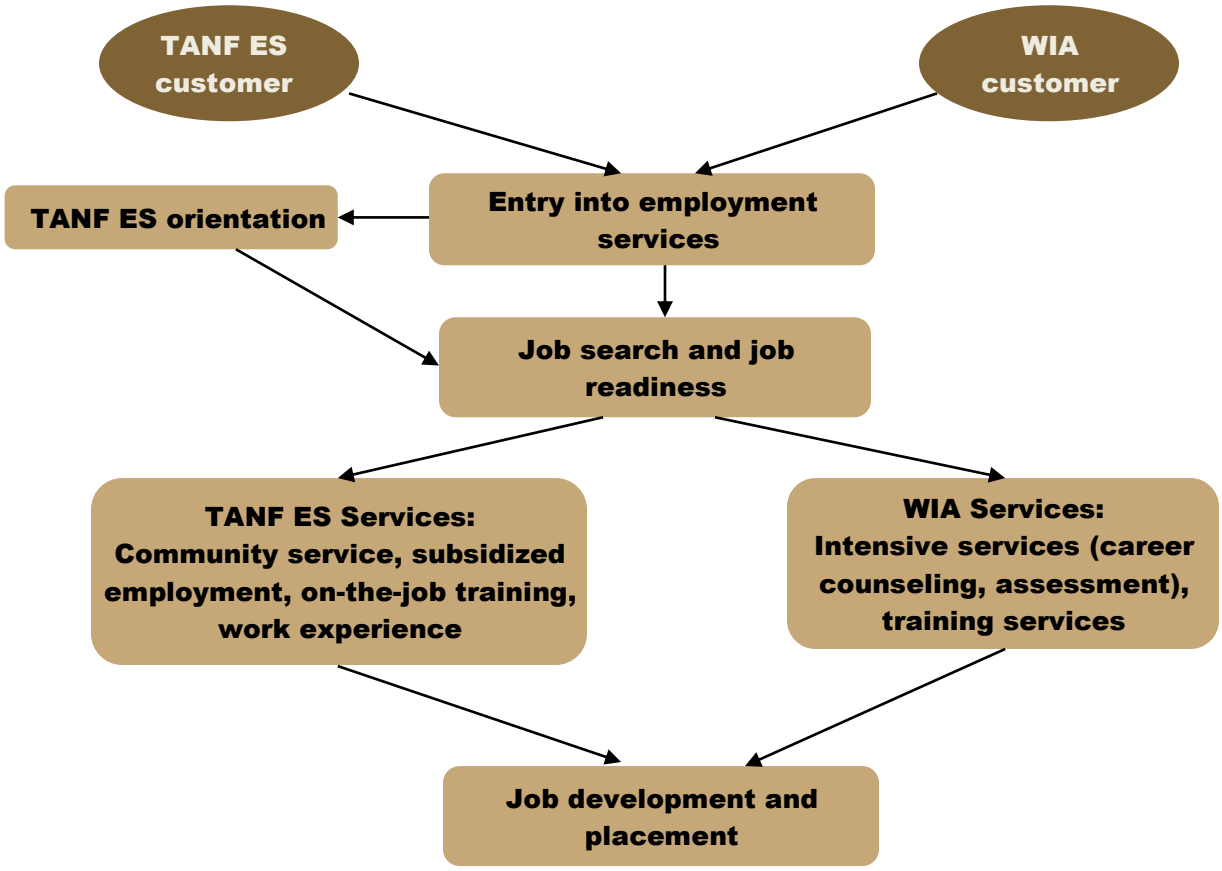
	Strategy 1	Strategy 2	Strategy 3	Strategy 4	Strategy 5	Strategy 6	Strategy 7	Strategy 8	Strategy 9	Strategy 10	Strategy 11	Strategy 12
Sonoma County, California	B	M	M	---	---	---	M	---	H	M	M	---
DSS North, Connecticut	M	M	M	B	M	M	H	M	M	B	H	B
DSS South, Connecticut	M	M	M	B	M	M	M	M	M	B	H	B
Region 14 Pinellas County, Florida	H	M	B	M	M	M	M	B	B	B	B	M
IowaWorks Region 16, Iowa	M	B	M	H	M	H	H	H	H	M	H	H
Hennepin County, Minnesota	B	B	---	---	---	---	B	---	M	B	B	---
Stearns County, Minnesota	B	M	B	---	M	M	B	M	B	B	M	---
New York City	B	B	---	---	---	B	B	---	B	---	---	B
Region 6 Workforce Solutions of Greater Dallas, Texas	M	M	M	M	H	M	H	H	B	B	H	M
Wasatch Front North, Utah	H	M	H	H	H	M	H	H	M	B	M	M
Wasatch Front South, Utah	H	M	H	H	H	M	H	H	M	B	M	M

Source: Analysis conducted for the Study of TANF/WIA Coordination.

— Indicates base level of coordination not achieved.

Level of coordination: B=base; M=moderate; H=high.

Figure IV.1. Service Delivery Flow in the TANF ES and WIA Programs



The extent to which coordination occurs at points of program intersection is determined by how much TANF ES program administrators are willing to operate within the service delivery structure of the WIA program and how much the WIA program is willing to accommodate the service needs of low-income, low-skilled individuals. Given that WIA legislation requires service delivery within the structure of American Job Centers (AJCs), the TANF program must find ways to fit into that structure (if it chooses to do so). Coordination above a base level for most, if not all, strategies requires co-location of program services within the AJCs.

Findings by program component

The general findings draw from the specific issues identified within strategies across the six program components. The finding related to each program component are similar, but each component also involves distinctive elements to consider for practice.

Administration and management. Coordination of the administrative, management, and staffing structures of the TANF ES and WIA programs can support a shared focus on employment and build common structures for service delivery. To create common administrative and staffing structures, the TANF ES program must go to where WIA operates—in the AJCs (Strategy #1). This does not necessarily dictate that the same entity must operate both programs, but we did not identify a site in which the program operators for the two programs were different but located together within the AJC. Reliance on a common entity to administer and operate the

two programs makes coordinated staffing, procedures, and service delivery easier; fewer players are involved. The tradeoff for co-location is the potential loss of the social service aspect in preparing TANF recipients for employment. Even though the sites largely agree that the TANF ES program plays a role in addressing employment barriers and connecting TANF recipients with an array of social services, co-located and non–co-located sites operate with different emphases. Sites in which program services operate separately are those in which the local TANF agency contracts with community-based providers to deliver employment services to TANF recipients. The contracted providers tend to be those with which the local TANF agency has had a long-standing partnership to deliver employment and social services. In these cases, the local TANF agency exercises its preference for service delivery and has made a decision not to rely on the area AJC to provide TANF employment services.

When TANF ES and WIA program services share an administrative structure (within the AJC), it is also possible to create common staffing structures across the programs (Strategy #2). Taking this step further emphasizes the commonalities in moving customers toward employment by projecting the same appearance of the programs to customers and across staff. None of the sites, however, has achieved a high level of coordination in Strategy #2 by fully integrating staff functions across the two programs. A few study sites have attempted such an approach but found the knowledge of policies, tracking, and reporting requirements for each program too onerous for one staff position.

Funding. Combining funding from the TANF ES and WIA programs can maximize resources, ensuring delivery of a broad menu of employment services. TANF ES and WIA funding is sufficiently flexible to deliver employment and training services as well as an array of services that support employment and training (such as child care, transportation, clothing, books, supplies, and tools). However, each funding stream comes with its own requirements. When an individual receives a TANF cash grant, he or she must meet work participation requirements. When WIA funds are used to provide individualized career counseling and training assistance, the recipient must be enrolled in WIA and included in performance measures. For these reasons, coordinated funding is relatively easy for upfront, broad-based job search and readiness services provided to customers of both programs (Strategy #3). Beyond that, customers generally must be co-enrolled in the two programs to receive combined funding for services. The study sites, with the exception of one, co-enroll individuals on a highly limited basis primarily because administrators want to avoid inclusion of TANF recipients in WIA performance measures. The sites in Utah achieve high coordination in the funding strategy because of a state practice in integrating TANF non-assistance and WIA funds to provide training assistance to low-income adults who do not receive a cash benefit.

Policies and procedures. Common policies, procedures, and tools are also easier to implement in the early activities of service delivery within the TANF ES and WIA programs, particularly in the case of study sites with co-located services. At a base level of coordination, study sites rely on common entry and registration processes to initiate services for TANF ES and WIA customers alike (Strategy #4). Moderate and high levels of coordination involve common policies and procedures related to the services for which the programs tend to diverge (Figure IV.1) and therefore are beyond the scope of activities of many sites. The study sites, co-located or not, tend to structure policies and procedures to address the employment needs of TANF recipients differently than those of WIA customers. Employment plans to track TANF activities and participation of individuals who may not be fully job ready often differ from WIA plans for

a career development path for individuals with some work experience. The sites that achieve high coordination impose identical training entry requirements for customers in both programs, with the requirements dictated by the WIA program. WIA prerequisites for training identify those individuals who are ready to commit to and perform well in training for jobs in locally defined high-demand areas. Administrators may find these requirements too restrictive for TANF recipients who may need a broader range of training and education opportunities in order to enter employment and gain work experience.

Practices around the development and use of common data systems also fall under the heading of policies and procedures. At a base level, automated interfaces between TANF eligibility and TANF ES support the communication needed to allow TANF ES services to be housed effectively within the workforce development system (Strategy #5). Achieving a moderate or high level of coordination in data collection and reporting is predominantly a function of the state and requires data from the two programs to be housed within the state workforce agency system. Moving TANF ES services and data to the workforce system enables linked or integrated data across the TANF ES and WIA programs to support common service delivery at the local level, with progress monitoring conducted at the state level.

Program missions and knowledge. The missions of the TANF ES and WIA programs focus on employment, but they diverge in the messages to customers about the paths to employment. The TANF ES program tends to stress work-first—meaning focus on getting a job quickly. The WIA program stresses human capital development—building the skills for career development. For this reason, sites do not generally achieve a high level of coordination in common missions and messages across the two programs (Strategy #6). Sites that are not co-located view the programs as further apart in their missions than sites that are co-located. Sites in which the two programs are housed separately view TANF's role as removing barriers to employment and preparing TANF recipients to become job ready. Administrators in non co-located sites share a view that the TANF ES program can be a stepping stone to job preparation; unlike WIA, it is not necessarily a workforce development program that prepares job seekers for a long-term career in a high-need skill area.

The sites have made strides in promoting cross-program knowledge (Strategy #7). A coordination goal for many sites is to supply TANF ES and WIA program staff members with enough knowledge to limit the passing of customers between programs for answers to basic questions. Many study sites have established ad hoc information-sharing mechanisms such as all-AJC staff meetings or open staff training sessions; others are more intentional in requiring joint training of staff members across the two programs. The limits to cross-program knowledge are typically reached when the staff members of one program achieve a well-rounded understanding of the policies and procedures of both programs but maintain specific knowledge to implement the policies and procedures of only one program on a daily basis. As noted, the requirements of each program are too extensive for one frontline staff member to absorb fully and implement.

Services to customers. The study sites generally operate parallel service delivery for the TANF ES and WIA programs, even when both programs are housed within the AJC. The services with the highest levels of coordination across the study sites as a whole are those at the points of program intersection (Figure IV.1). More sites achieve moderate to high levels of coordination in delivering job search and job readiness services (Strategy #8) and job development services (Strategy #11) than in delivering career counseling and training services

(Strategies #9 and #10). Within the AJC, customers may not necessarily perceive the distinctions in service delivery and often have access to similar services. However, the staffing structures, funding mechanisms, and performance tracking that are in place behind the scenes keep program services distinct. Ultimately, the lack of moderate or high coordination in some service delivery strategies may not be important from the customer perspective. If TANF ES customers receive the individualized case management, career counseling, or training that they want, the source of services is unlikely to matter to them (if they are even aware).

Accountability and performance measurement. A persistent issue for TANF/WIA coordination is the mismatch in performance measurement across the two programs. Federal requirements dictate the process measure of work participation in the TANF program and the outcome measures focused on employment in the WIA program. A number of study sites are located in states that use common employment outcome measures across the two programs to monitor progress and performance at the state level (Strategy #12). However, only one study site achieves full alignment in performance measurement across the two programs. All the other sites fall short in this alignment primarily because administrators do not include TANF recipients in WIA performance measures. In fact, the parallel nature of service delivery strategies across the programs is driven by the intentional decision to keep TANF recipients out of WIA performance measures (except in one site). Whether based on experience or perception, state and local administrators share concerns that TANF recipients will not achieve good employment, retention, and earnings outcomes and will therefore cause shortfalls in WIA performance measures.

Conclusion

Drawing on earlier research and the current study, we observe that patterns in TANF/WIA coordination tend to have periods of growth and retraction. The extent of coordination may fluctuate with the policy and funding environment or with the willingness of administrators to take risks in service delivery innovation or performance measurement. The two Utah sites formerly had standard co-enrollment policies in place so that TANF recipients were enrolled in WIA in order to access individualized job search and career counseling services or training. Sites in Utah and Connecticut formerly integrated similar functions of the two programs within the same staff positions. The sites have stepped back from each of these strategies, yet other sites are moving toward increased levels of coordination. In Burlington, Iowa, the integrated AJC structure promotes enrollment of TANF recipients in WIA, and administrators in Dallas, Texas, want to implement the integrated worker model.

A site's choice of strategies and level of coordination involves consideration of several inputs and tradeoffs. Nonetheless, any site or state may capitalize on opportunities for TANF/WIA coordination. The first step may be deciding on the goals for coordination at the customer, staff, and program levels. Then, the information on strategies at various levels of coordination (Appendix A) can help inform planning and gauge progress.

V. WHAT IS THE CURRENT STATUS OF TANF/WIA COORDINATION, AND WHERE DOES IT GO FROM HERE?

A partnership has existed between the welfare program and the workforce development system to provide employment services to welfare recipients for nearly 20 years. Even though the partnership has varied in nature and depth, a primary goal for coordination remains focused on creating a seamless flow for customers through a broad range of employment services. Nonetheless, questions remain about what strategies and level of coordination are needed to achieve the service delivery goal.

The experiences of the 11 study sites suggests that seamlessness in service delivery from the customer's perspective may be approached through various means of coordination. The parallel operation of programs behind the scenes may not matter to customers if the distinction between programs (or services) does not make one group feel stigmatized or one group more or less privileged and if customers do not sense that they are passed between programs when they seek the services of both.

Other goals of TANF/WIA coordination include greater cost efficiency or improved customer outcomes. Given that the present study was not designed to assess impacts, it did not measure the effects of coordination on program efficiency or effectiveness. However, several strategies described in the report focus on the practices in place for reliance on common administrative structures and service delivery tools and methods within the AJCs.

The goals and motivation for TANF/WIA coordination will ultimately determine whether and how states and localities pursue coordination. For that reason, we use this final chapter to present summary ideas for consideration by administrators with respect to the current status of TANF/WIA coordination, elements of coordination that have changed over the years, elements that have not changed, and potential steps that could lead to increased coordination in the future. We conclude the chapter with a summary of changes to the workforce development system authorized by the Workforce Innovation and Opportunity Act (WIOA) that could support TANF/WIA coordination.

TANF/WIA coordination current status

The extent of TANF/WIA coordination in the study states and localities varied, but, in all the sites, the programs often operated in parallel. The extent to which the TANF ES and WIA programs remain distinct relates to a combination of service delivery preferences, perceptions of client needs, and differences in federal legislation, policies and performance measures that govern each program.

Co-location and service delivery preferences. Administrators in the sites in which the TANF ES and WIA programs are not co-located within the AJC tend to prefer community-based social service providers for the delivery of employment services to TANF recipients. In addition, the non–co-located sites often contract with several service providers—as opposed to one service option through the AJC—in order to promote competition in contract bidding or to offer customer choice in provider selection.

Perceptions of client needs. Study respondents generally agreed that TANF recipients and WIA customers exhibit different characteristics that drive a need for at least some different services. The TANF ES program emphasizes activities that build the job skills and work experience needed to secure a job; the WIA program emphasizes training to improve career options. The differences in customer needs between the two programs may not necessitate different services for job search or job readiness activities, but, beyond that, the programs tend to split directions. For these reasons, coordination between the programs may be structured as a continuum of services (with potentially different routes) rather than as a shared system of the same services.

Federal policies and performance measures. The TANF ES and WIA programs were created at the federal level to fulfill specific purposes. As a result, some policies and legislative requirements align across the two programs, and some do not. Minor differences in definitions (such as income or on-the-job training) and eligibility requirements (such as child support enforcement in TANF or registering for the selective service in WIA) can pose challenges with the implementation of common service delivery tools, including forms or data systems. At a broader level, staffing and service delivery decisions are a function of the emphasis on the TANF program's requirements for work participation tracking, verifying, and reporting. On the WIA side, the emphasis on employment outcomes drives selection criteria for services, particularly training, toward individuals who demonstrate potential for success. Even though the programs share a common goal of employment, the details of operating each program to guide individuals through the day-to-day roadmap to employment can set them apart.

TANF/WIA coordination: what has changed, what has remained the same?

Several influencing factors have changed over earlier years, easing the way for increased coordination. Technological advances have supported the move of TANF eligibility functions to call centers or online systems. In the past, a tension developed by lodging the TANF program within easy access of other income and supportive services programs versus within the workforce development system. Now, automation has delinked TANF eligibility from the TANF ES program, smoothing the way for employment services to be located within AJCs. Movement of TANF ES operations to the workforce development system has led to the development of shared administrative structures, the creation of shared data systems—housed within the state workforce data system—and progress in closing the philosophic divide that was particularly prevalent in the past.

Some areas of TANF/WIA operations have achieved coordination, but a few key findings about the overall state of coordination in operations and service delivery have not changed dramatically since the late 1990s. Similar to the present study, earlier research found that the most common functions of the workforce system in serving TANF recipients was the provision of job search, job placement, and employer outreach activities (Pindus et al. 2000). In addition, earlier research found that TANF recipients made little use of WIA training because of the lack of emphasis on training for TANF recipients and the availability of TANF-funded avenues for the low level of training and education programs that were pursued (Werner and Lodewick 2004).

TANF/WIA coordination opportunities

Intentional TANF/WIA coordination efforts were launched in a number of the study states in a changing policy and funding environment (Chapter II). The current environment may provide similar opportunities for coordination. The policy and funding environment in the TANF program is causing even greater movement toward services that are similar to those of WIA and other AJC services than seen in recent years. Budget constraints are pushing TANF agencies to pare back the range of services available to a narrow focus on job search and supporting unsubsidized employment with less availability of community service or subsidized employment. From the federal level, states are being encouraged to take advantage of more education and training opportunities for TANF recipients, even if the percentage of TANF recipients engaged in those activities exceeds current program restrictions with regard to the work participation rate.

The missions of the TANF and WIA programs are continuing to move closer to each other particularly through joint funding and policy initiatives at the federal level. Recent efforts under ARRA for subsidized employment and summer youth employment programs provided an opportunity for the TANF and WIA programs to collaborate services and, at a minimum, gain exposure to working together. In addition, the U.S. Department of Labor has launched programs in recent years that focus on serving disadvantaged populations, such as those with disabilities. For example, for the Disability Employment Initiative (DEI), DOL awarded more than $21 million in grants to 9 states with the goal of improving education, training, and employment opportunities and outcomes for youth and adults with disabilities. Prior to that, DOL supported the Disability Program Navigator Initiative which placed specialized disability staff in AJCs in 42 states and the District of Columbia. A broadened focus within the workforce development system to address a range of job-seeker needs, in addition to a continued emphasis on meeting the needs of employers, can increase the opportunity for coordination in serving low-income individuals.

Funding is a factor that may be an opportunity or a challenge. The current environment for both the TANF and WIA programs is one of static funding but increasing customer needs. A number of study respondents indicated that budget constraints can provide the incentive for innovation and coordination to maximize the use of resources across programs. Others noted that TANF was an attractive partner to the workforce development system when it could bring additional funds to the partnership and may prove less attractive now. We learned that in a few sites, when ARRA funding ended, so did the collaborative efforts across the TANF and WIA programs.

Supports for future TANF/WIA coordination

To the extent that increased TANF/WIA coordination is a goal, federal or state administrators may support future efforts in several ways.

Sharing information on strategies. The experience of the study sites suggests that coordination between the TANF ES and WIA programs—to a high level—is indeed possible. To various degrees, the study sites have addressed the factors often noted as presenting the most significant obstacles—differences in program philosophies and performance measures. Providing information on strategies and methods used in different locations—such as through the present study—can support planning and action to increase coordination.

Alleviating inhibitors. State and local administrators are creative in developing coordinated structures across the TANF ES and WIA programs but ultimately feel constrained by policy differences that affect both daily implementation and big-picture program approaches. The two programs are likely to continue functioning in parallel—maximizing common space and services where possible but maintaining distinctions in service delivery to meet customer needs and to report on performance goals. Further increases in coordination may need action at the federal level to align policies and performance measures.

Providing motivation. TANF/WIA coordination may not be an emphasis for states and localities given the range of issues administrators must address. Motivation may need to come in the form of quantitative evidence of the benefits of coordination in producing cost efficiencies for programs and improved services and outcomes for individuals. Federal or state administrators could support research on the evidence of effectiveness of coordinated service delivery approaches or cost savings produced through coordination. It is possible that additional action at the state or local level may need a system change initiative accompanied by a funding incentive.

Changes in the workforce development system

The Workforce Innovation and Opportunity Act (WIOA), signed into law in July 2014, includes explicit policies that may motivate and support coordination between the TANF and Title I Adult program. WIOA replaces the Workforce Investment Act of 1998 (WIA), altering the public workforce system in ways that may be more responsive to the education and training needs of low-income and low-skilled individuals. The Department of Labor will develop regulations to support implementation of WIOA. The experiences in coordinating TANF and WIA services in the 11 sites included in this study can help inform policy and practice under WIOA.

WIOA emphasizes serving low-income individuals and those with barriers to employment through the workforce development system. Through different provisions, WIOA:

- **Specifies that the priority of service for low-income individuals holds *at all times* in determining the use of Adult program funds**. In the current WIA system, low-income individuals are typically given priority only in times when funding is limited.
- **Adds the TANF program as an official mandatory partner in AJCs.** AJCs will need to provide access for customers to the TANF program and the TANF program, like all partners, will negotiate a Memorandum of Understanding (MOU) with the LWIB to specify responsibilities around service delivery, referrals, and jointly funding shared service and infrastructure costs. The sites included in this study provide examples of ways in which this partnership can be achieved. For example, five sites have co-located employment services for TANF customers within the AJCs and the TANF program contributes to the AJC infrastructure through a cost allocation formula. In another site, TANF program funds contribute to the operations of the AJC resource room in recognition of the use of the space and services by a steady stream of TANF customers.
- **Increases the proportion of funds that must be directed to out-of-school youth from 30 to 75 percent of WIA Youth formula funds and increases the age limit for such youth to receive services from 21 to 24**. This change may result in increased coordination in

service delivery across the TANF and WIA Youth programs, potentially motivating administrators' interest in partnering to leverage resources and to maximize services.

- **Improves access to career services for low-skilled individuals and promotes timely access to a wide range of training options**. WIOA will bridge service delivery of workforce development programs administered across the Departments of Labor and Education. WIOA will also expand the range of training options as well as the flexibility with which local areas can purchase and provide training for customers, such as through the development of customized training and transitional jobs programs, increased access to Registered Apprenticeships, and use of pay-for-success contracts.

The legislation revises the performance accountability provisions to include the use of a set of common performance indicators across key programs under WIOA (Title 1 Adult, Dislocated Worker, and Youth programs, Wagner-Peyser, Adult Education, and Vocational Rehabilitation programs). As part of the overall provisions, states will be required to report outcomes by participant characteristics with a focus on services to individuals with barriers to employment.

Some specific revisions to the performance accountability system include:

- **Specifies that negotiated levels of performance will be adjusted based on participant characteristics as well as economic conditions**. The Departments of Education and Labor are collaborating to develop a statistical model that will incorporate many different factors. The use of such a model will help adjust performance outcomes to reflect services to individuals with barriers to employment.
- **Adds a progress indicator to the set of common performance indicators.** The new indicator will count education and training participants who are making skill gains toward a post-secondary credential or employment.

Through various WIOA provisions, local areas might make progress in addressing two persistent challenges to coordinating employment services between the TANF and WIA programs. For over 15 years, multiple studies including this one, have documented WIA and TANF administrators' and staff members' ideas that their different missions and performance measurement systems are major obstacles to coordination. WIOA may minimize these obstacles by emphasizing priority in serving low-income, low-skilled individuals through the workforce development system and by decreasing the risk to performance in doing so.

REFERENCES

Falk, Gene. "The Temporary Assistance for Needy Families (TANF) Block Grant: A Primer on TANF Financing and Federal Requirements." Washington, DC: Congressional Research Service, April 2, 2013.

FutureWork Systems. "There's a Story in That WIA Data! Some Startling Observations from the WIASRD." Presentation by Ken Ryan at the National Association of Workforce Boards Forum, 2012. Washington, DC.

Greenberg, Mark, Emil Parker, and Abbey Frank. "Integrating TANF and WIA into a Single Workforce System: An Analysis of Legal Issues." Washington, DC: Center for Law and Social Policy, February 2004.

Iowa Workforce Development. "IowaWORKS Integration Policies." July 20, 2010.

Martinson, Karin. "Literature Review on Service Coordination and Integration in the Welfare and Workforce Development Systems." Washington, DC: The Urban Institute, January 1999.

Nightingale, Demetra Smith, Fredrica D. Kramer, John Trutko, Michael Egner, and Burt S. Barnow. "The Role of One-Stop Career Centers in Serving Welfare Recipients in 2002." Washington, DC: The Urban Institute, June 2003.

Pavetti, LaDonna, Michelle K. Derr, Jacquelyn Anderson, Carole Trippe, and Sidnee Paschal. "Changing the Culture of the Welfare Office: The Role of Intermediaries in Linking TANF Recipients with Jobs." Economic Policy Review. New York, NY: Federal Reserve Bank of New York, September 2001.

Pindus, Nancy, Robin Koralek, Karin Martinson, and John Trutko. "Coordination and Integration of Welfare and Workforce Development Systems." Washington, DC: The Urban Institute, March 20, 2000.

U.S. Department of Labor, Employment and Training Administration. "Workforce Investment Act—Adults and Dislocated Workers Program, General Information." Available at http://www.doleta.gov/programs/general_info.cfm. Accessed October 8, 2013.

U.S. Government Accountability Office. "Multiple Employment and Training Programs: Providing Information on Co-Locating Services and Consolidating Administrative Structures Could Promote Efficiencies." GAO-11-92. Washington, GAO, January 13, 2011.

U.S. Government Accountability Office. "Workforce Investment Act: States and Localities Increasingly Coordinate Services for TANF Clients, but Better Information Needed on Effective Approaches." GAO-02-696. Washington, DC: GAO, July 2002.

U.S. Government Accountability Office. "Workforce Investment Act: Coordination Between TANF Programs and One-Stop Centers Is Increasing, but Challenges Remain." GAO-02-500T. Washington, DC: GAO, March 12, 2002.

Werner, Alan, and Kendra Lodewick. "Report on Highlights of Site Visits: Serving TANF and Low-Income Populations Through WIA One-Stop Centers." Report submitted to the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation. Cambridge, MA: Abt Associates, 2004.

Wright, David J., and Lisa M. Montiel. "Workforce System One-Stop Services for Public Assistance and Other Low-Income Populations: Lessons Learned in Selected States." Report submitted to the U.S. Department of Labor, Employment and Training Administration. Albany, NY: The Nelson A. Rockefeller Institute of Government, April 2010.

APPENDIX A

STRATEGIES FOR TANF/WIA COORDINATION

Strategy 1. Create common administrative and management structures with oversight for the TANF ES and WIA programs lodged in the same agency or with the same person

Base Coordination	**Oversight for the TANF ES and WIA programs shares a common structure at the local level, but not consistently.**
Moderate Coordination	**Oversight for the TANF ES and WIA programs is housed in the same local administrative entity, and the programs are operated by the same local provider; the same individual is responsible for operations of the two programs within the AJC.**
High Coordination	**Oversight for the TANF and WIA programs falls under the same individual at the direct supervisory level.**

Description

Common administrative and management structures for the TANF ES and WIA programs may occur at the state and local levels: (1) administered within the same state agency; (2) administered within the same local entity (to which funds flow and are managed); (3) a local provider's oversight of program operations and management staff; and (4) direct supervision of program staff (Table A.1). Distinctions between levels of coordination in this strategy are made based on the consistency in common state, local, and supervisory structures.

Base coordination. Administration and management structures at the local level are most relevant in creating the environment and infrastructure needed to promote coordinated service delivery. For this reason, some common structure for local administration of the TANF ES and WIA programs determines base coordination. Sites in California, Minnesota, and New York achieve base coordination under Strategy 1 but in different ways. In Sonoma County, California, the common structure resides with the local administrative entity while various providers are responsible for each program's daily operations. In Stearns County, Minnesota, the same provider operates both programs but holds contracts with various local administrative entities that are responsible for local administration of the programs. In Hennepin County, Minnesota, and New York City, some local providers hold contracts for both programs though they may still operate largely independently.

Moderate coordination. Moderate coordination is characterized by common administrative structures that begin at the state level and carry through to the local level. Common state structures establish a framework that supports coordinated administration and management at the local level. Five of the eight study states lodge administration for the TANF ES program in the same state agency with WIA. Nonetheless, respondents across these five states noted that it is important to be attentive to the specific policies that each federal agency requires of the TANF ES and WIA programs. Variation in policies necessitates some separation in state administrative structures in order to develop specialized program knowledge of policies and procedures that meet federal reporting and auditing requirements. In Utah, one state agency administers the WIA program and all aspects of the TANF program (including eligibility and employment services), but separate administrative and management teams manage each program. In Connecticut, Florida, Iowa, and Texas, the same state agency (the workforce agency) has oversight of the WIA program and TANF's employment services component; a designated program manager oversees the TANF ES program within the agency.

Table A.1. Administrative and Management Structures for the TANF ES and WIA Programs

Site	State agency responsible for TANF ES and WIA programs	Local administrative entity for TANF ES and WIA programs	Local provider operating TANF ES and WIA programs	Direct supervision of TANF ES and WIA program staff
Sonoma County, California	Separate	Common	Separate	Separate
Hennepin County, Minnesota	Separate	Separate	Mixed[a]	Separate
Stearns County, Minnesota	Separate	Separate	Common	Separate
New York City, New York	Separate	Separate	Mixed[a]	Separate
DSS North, Connecticut	Common	Common	Common	Separate
DSS South, Connecticut	Common	Common	Common	Separate
Region 16 Burlington, Iowa	Common	Common	Common	Separate
Region 6 Dallas, Texas	Common	Common	Common	Separate
Region 14 Pinellas County, Florida	Common	Common	Common	Mixed
Wasatch Front North, Utah	Common	Common	Common	Mixed
Wasatch Front South, Utah	Common	Common	Common	Mixed

Source: Interviews conducted for the Study of TANF/WIA Coordination.

Note: Shading indicates the level of coordination from base (lighter) to high (darker).

[a]One of 18 providers in Hennepin County and 3 of 7 providers in New York City operate both the TANF ES and WIA programs.

In these same states, administration and management structures are consistently common across the two programs at the local level as well. Sites in Connecticut, Florida, Iowa, Texas, and Utah rely on the same local administrative entity to manage the TANF ES and WIA programs. In these sites, the same local provider also manages programs at the operations level (within the AJCs). Management of the two programs within the local provider typically falls under the same individual administrator located within the AJC.

High coordination. Highly coordinated sites are distinguished by a common structure for managing the two programs that flows down to the supervisory level. Though not uniform across the Utah sites or the AJCs in Pinellas County, a model is in place at some locations in these three sites whereby the same individual supervises both WIA and TANF ES counselors.

Supports for coordination

- **TANF ES funding flows through workforce system.** Funding that flows through the workforce system promotes administration within the same state and local entities.
- **Co-location.** Co-location enables common management and supervision at the local level but is not necessarily required.

Considerations for practice

- Contracting arrangements for TANF ES may be influenced by long-standing relationships either between the TANF and WIA agencies or between the TANF agency and community-based providers. Study sites without common local providers for the TANF ES and WIA programs within the AJCs demonstrate a preference for nonprofit, community-based providers of employment services for TANF recipients. For example, in Sonoma County, California; Hennepin County, Minnesota; and New York City, the TANF agency contracts primarily, though not exclusively, with nonprofit agencies to deliver employment services. The three sites appreciate the experience that social service providers bring to addressing the needs of TANF recipients, and they prefer this approach to the one provided within the workforce development system.

Strategy 2. Align job classifications and pay scales across the TANF ES and WIA programs

Base Coordination	**TANF ES and WIA staff position titles signal a similar role in supporting employment.**
Moderate Coordination	**TANF ES and WIA staff members have the same job titles and pay scales.**
High Coordination	**TANF ES and WIA staff functions are integrated within the same position.**

Description

Relative equity across programs may be a function of how frontline TANF ES and WIA staff are presented to customers and treated from a management perspective. Even though the specifics of program implementation vary across the TANF ES and WIA programs, the fundamental roles of frontline staff are highly similar in terms of involving customers in activities that lead to employment. The sites universally use titles for staff positions across the TANF ES and WIA programs that signal a focus on employment. The sites differ in levels of coordination by the extent that pay scales are aligned across the two programs or functions are integrated into one staff position (Table A.2).

Base coordination. The base level of coordination in three sites recognizes the similar role that TANF ES and WIA staff play in focusing customers on employment. Staff position titles include key words such as "job," "career," or "employment."

Moderate coordination. In eight of the sites—considered moderately coordinated—the frontline staff of each program share the same title. From a coordination perspective, the shared titles convey the same goal for employment and can promote a message of equality in the type of work conducted across the programs. For staff, shared titles may break down judgments about program hierarchies or differences in philosophies. For customers, shared job titles can remove staff distinctions across programs.

In all eight sites in which TANF ES and WIA staff have the same title, the sites align job classifications and pay scales across programs. Administrators compensate new and existing staff similarly based on qualifications and experience without regard to program affiliation, even while they may emphasize somewhat different skills in individuals applying for frontline positions. For example, administrators in the Connecticut sites look for individuals with strong goal-setting and motivational skills to hire as frontline TANF workers to hold customers accountable to program participation requirements while they emphasize customer service skills in seeking WIA frontline staff. In a number of sites that align job classifications and pay scales, respondents reported movement of staff between programs, ultimately promoting cohesive missions and knowledge in serving customers.

High coordination. Highly coordinated sites integrate staff positions across the TANF ES and WIA programs. No study site demonstrated consistent integration at the time of the visits, and therefore, no site is categorized as high coordination. However, a number of study sites did have or are considering a functional staffing structure that integrates roles across programs. Some locations in Utah and Connecticut—typically the smaller offices that serve rural areas—use integrated staff positions. Both states relied on this practice statewide for a couple years but have now largely reverted to separate staffing by program. Texas is currently considering a move toward staffing by function rather than by program.

Table A.2. Job Classifications for the TANF ES and WIA Programs

Site	Job title for TANF ES frontline staff	Job title for WIA frontline staff	Same job descriptions and pay scales	Integrated staff function across TANF ES and WIA programs
Region 16 Burlington, Iowa	Promise Jobs case managers	Career counselors		
Hennepin County, Minnesota	Varies by contracted service providers	Career counselors		
New York City, New York	Job opportunity specialists	Career counselors		
Sonoma County, California	Job counselors[a]	Job counselors	x	
DSS North, Connecticut	Career agents	Career agents	x	Consistently in past; currently mixed by location
DSS South, Connecticut	Career agents	Career agents	x	Consistently in past; currently mixed by location
Region 14 Pinellas County, Florida	Career counselors	Career counselors	x	
Stearns County, Minnesota	Career agents/planners[b]	Career planners	x	
Region 6 Dallas, Texas	Career development specialists	Career development specialists	x	Considering
Wasatch Front North, Utah	Employment counselors	Employment counselors	x	Consistently in past; currently mixed by location
Wasatch Front South, Utah	Employment counselors	Employment counselors	x	Consistently in past; currently mixed by location

Source: Interviews conducted for the Study of TANF/WIA Coordination.

Note: Shading indicates the level of coordination from base (lighter) to moderate (darker). No sites had high coordination for Strategy #2.

[a] In Sonoma County, job counselors within the Department of Human Services provide case management services and develop employment plans with TANF ES customers before they refer customers to community-based providers.

[b] Career agents handle intake, employment plans, and work readiness assessments; monitor and track participation; collect weekly timesheets; oversee the conciliation process; and enter data. Career planners handle career planning.

Supports for coordination

- **Same local entity administers TANF ES and WIA.** The same entity must be the employer of record for both the TANF ES and WIA programs in order to align job descriptions and compensation fully.

Considerations for practice

- Wagner-Peyser/Employment Services staff members are required to be state employees. To the extent that sites want to consider aligning pay scales across Wagner-Peyser, WIA, and TANF ES, they may need to consider state pay scales and job descriptions.
- Integrated functions across the TANF ES and WIA programs may impose a heavy burden on staff and affect each program's performance. Utah and Connecticut found the integrated staff function model too onerous such that staff members were unable to maintain knowledge of and adherence to the specific and distinct reporting requirements of the TANF ES and WIA programs. Utah administrators encountered problems in passing WIA audits because staff members did not adequately document eligibility for training funds. Connecticut administrators attributed decreases in performance measures in both programs to staff members' inability to meet the responsibilities of tracking and recording customer activities simultaneously for the two programs. Burlington, Iowa, never considered such an approach because of the time commitment required to track TANF participation. Administrators in Burlington were concerned that responsibility for tracking and recording customer activities would overshadow the provision of individualized career counseling and training services to customers across programs.

Strategy 3. Use funds from across the TANF ES and WIA programs to support common services

Base Coordination	**Funds are drawn from the TANF ES and WIA programs by cost allocation formula to support indirect costs of shared physical space (rent and utilities) and some equipment within AJCs.**
Moderate Coordination	**Funds from the TANF ES and WIA programs are combined at the local level to provide either joint services across programs or supports to individual customers.**
High Coordination	**Funds across the TANF ES and WIA programs are considered as a whole at the state level in making decisions to support employment and training services.**

Description

Coordinating the use of TANF ES and WIA funding can maximize the resources available to support common services, regardless of whether individuals are co-enrolled in the programs. The programs may realize cost efficiencies when they share costs of space for staff and resource rooms and costs to provide a menu of services to customers. Coordinated funding is set in motion when TANF ES and WIA services are co-located. Hennepin County, Minnesota and New York City do not have co-located services and we did not identify any areas of funding coordination in these sites. The nine co-located sites are distinguished in the levels of funding coordination by the extent that funding is combined at the local level to support services and by whether funding is deliberately combined across programs at the state level to maximize resources that support employment and training services (Table A.3).

Base coordination. When TANF ES and WIA services are co-located, a cost-allocation formula determines the two programs' respective contributions to the support of shared space and equipment. Given that WIA authorization requires such contributions from partnering programs, such an approach is classified as representing the base level of coordination with regard to funding.

In eight study sites, the TANF ES program is either a mandatory or voluntary partner in AJCs, thereby necessitating cost-sharing agreements with the WIA program for shared space.[15] Four states—Connecticut, Florida, Texas, and Utah—legislatively mandated the use of the workforce system for the delivery of the TANF ES program; therefore, the TANF ES program is a required partner in at least one comprehensive AJC per Local Workforce Investment Area (LWIA). The sites visited in three of these states consistently co-located the two programs. Pinellas County, Florida, co-located services in the comprehensive center in the north part of the county. Two separate centers serve customers in the south part of the county; one is limited to the exclusive use of the TANF ES program. Burlington, Iowa, and one site in Minnesota voluntarily located TANF ES program services in the AJC. The TANF ES program does not fall within the framework of the AJC in Sonoma County, however, frontline workers of the TANF ES program in the county Department of Human Services are housed in the same building, and the administrative entity (the same for both programs) pools funds from the two programs (by cost allocation formula) to pay for the space.

[15] The eligibility portion of TANF is not necessarily a mandated partner. The two components of the TANF program—eligibility and employment services—may be addressed differently in partnering with the AJC.

Table A.3. Funding Structures Across the TANF ES and WIA Programs to Support Common Services

Site	Cost allocation formula to support shared physical space	Combined funding at local administrative level to support common services (formal)	Combined funding at staff level to support common customers (informal)	State integration of program funds to support services
Hennepin County, Minnesota[a]				
New York City, New York[a]				
Region 14 Pinellas County, Florida	Mixed by location			
Stearns County, Minnesota	x			
Sonoma County, California	x	x	x	
DSS North, Connecticut	x	x	x	
DSS South, Connecticut	x	x	x	
Region 16 Burlington, Iowa	x	x	x	
Region 6 Dallas, Texas	x	x	x	
Wasatch Front North, Utah	x	x		x
Wasatch Front South, Utah	x	x		x

Source: Interviews conducted for the Study of TANF/WIA Coordination.

Note: Shading indicates the level of coordination from base (lighter) to high (darker).

[a] TANF ES and WIA services in New York City and in Hennepin County, Minnesota, are housed independently; we did not identify any areas of funding coordination.

Moderate coordination. Beyond the base level of coordination in funding shared space, five sites in four states combine funding across the TANF ES and WIA programs formally at the administrative level and informally at the staff level to support services to customers. We categorize these sites as moderate coordination in funding. At the administrative level, the study sites in Connecticut, Iowa, and Texas used a mix of TANF ES and WIA funds to support common services such as shared resource rooms and space and staffing for common workshops and classes. In Sonoma County, most services across the two programs are distinct. However, the TANF ES program pays for certain services to be housed within the AJC. For example, the TANF ES program contributes funding for a basic skills workshop and funds a job placement position in the AJC for TANF ES customers. In addition, Sonoma County administrators have combined TANF ES and WIA program funding to support a subsidized employment program as well as a

summer youth employment program, both of which are available to low-income individuals through either the TANF ES or WIA programs.

Across all the sites in the four states with a moderate level of coordination of funding, frontline staff of both the TANF ES and WIA programs described examples of informal efforts to assemble a package of services that best meets the needs of co-enrolled customers (though co-enrollment is limited in most sites, see Strategies #10 and #12). For example, Burlington, Iowa, used WIA funds to cover the costs for a co-enrolled customer to take the nursing board examination; when she failed the examination the first time, the TANF ES program paid for the second examination, and then the two programs split costs associated with her licensure. An individual in Sonoma County received tuition assistance from WIA to participate in a certified nursing program through the American Red Cross, and the TANF ES program paid for associated certification fees.

High coordination. Only in the Utah sites is funding coordination categorized as high because of the degree of formal, state-level coordination. Administrators in Utah indicated that, when they see a way to improve employment and training services to customers, they routinely figure out how to combine funding across the programs. An example is the use of training funds across the TANF and WIA programs. At the time of the site visits, the state had adequate resources in TANF to fund considerable training, but service regions often ran out of funds in the WIA program. State administrators designed a method of allocating $1.5 million in TANF funds (for low-income individuals not on cash assistance) to supplement WIA Adult funds and even out the availability of training funding throughout the year. When WIA workers enter eligibility information for training, the data system automatically allocates funds from a specific program cost pool (TANF non-assistance or WIA Adult) based on customer qualifications and the balance in each funding stream. The funding decision is imperceptible to workers and customers.

Supports for coordination

- **Co-location.** Co-location of services within the AJC requires cost-sharing agreements between WIA and partner programs.

Considerations for practice

- Co-location may be logistically difficult and possibly more expensive in some sites, off-setting the potential cost efficiencies of providing TANF ES and WIA services in the same location. In New York City, the current physical capacities of AJCs could not absorb the extremely large numbers of TANF ES customers effectively. Pinellas County, Florida has low, locked rental rates in two buildings in which TANF ES and WIA services are provided separately in the southern part of the county. Because neither space could accommodate both programs, it is cost efficient to leave the TANF ES and WIA programs (in AJCs) in separate locations.
- Funding restrictions for each program can vary at the state or local level depending on policies governing certain activities and/or resource availability. For example, TANF ES funds may not be used for On-the-Job training (OJT) in Burlington or for private education programs in Sonoma County. The TANF ES program in Burlington also operated with constraints on funding for supportive services for education and training programs while other sites reported a greater reliance on the TANF ES program versus WIA for such funding.
- Funding for training of TANF ES customers is largely independent from WIA. The sites demonstrate little to no coordination in providing training services across the two programs (see Strategy #10).
- Achieving a high level of coordinated funding is reliant on an integrated data system that can track funding to services across programs, such as Utah's UWorks system (see Strategy #5).

Strategy 4. Use common procedures and tools to serve customers in the TANF ES and WIA programs

Base Coordination	**Entry registration procedures are the same for all TANF ES and WIA customers, and customers are required to register with the state's online job network.**
Moderate Coordination	**Common tools are used to assess individual skills and interests and guide service delivery in the TANF ES and WIA programs.**
High Coordination	**The TANF ES and WIA programs use common practices to assess customers for their suitability for training.**

Description

The use of common procedures and tools in the TANF ES and WIA programs reflects areas of commonality in service delivery to customers. Sites tend to maintain differences in procedures to address distinct needs of customers in each program. The study sites are distinguished across the levels of coordination by the extent to which common procedures or tools are used throughout service delivery—from initial entry to access to training programs. Four sites—Sonoma, California; Hennepin and Stearns Counties, Minnesota, and New York City—do not use common procedures and tools across the TANF ES and WIA programs at the time of entry or throughout the service delivery process (Table A.4).

Base coordination. The first opportunity to implement common procedures for customers across the TANF ES and WIA programs occurs when customers seek services. A minimal level of coordination between the programs occurs at this entry point; all customers experience similar entry processes and initial registration requirements regardless of program connection. A method used by study sites as a first step in engaging individuals in employment services is registration with the state's online job network (often referred to as labor exchanges). Even though each state has a labor exchange, sites in Connecticut, Florida, Iowa, Texas, and Utah universally use labor exchange registration as in intake tool with TANF ES and WIA customers. In these sites, each customer entering an AJC for the first time is typically directed to a computer station to set up an account on the state's job network system and enter basic information on background, interests, and work experience. With all customers, the sites place considerable emphasis on the registration process to ensure universal access to the state's primary source of available jobs and to support the collection of relevant information to guide subsequent service delivery. In addition, the sites either strongly encourage or require customers to upload a resume to the system within a certain period following registration. Among that sites that require registration with the state's labor exchange, only the two Connecticut sites remain at this base level of coordination.

Moderate coordination. In moderately coordinated sites, staff members use common tools to identify customer needs and interests (through assessments) and plan and track service delivery to customers across the TANF ES and WIA programs. Sites in Florida and Texas have made assessments, orientation videos, and job search tools available online for both TANF and WIA customers so that customers may access the materials at any time from any computer. Sites in Iowa and Utah use the same functional tools such as assessments and service or employment plans across the TANF ES and WIA programs, but the three sites in these two states also have in place practices that progress into high coordination.

High coordination. In highly coordinated sites, common service delivery processes and tools extend beyond initial entry and planning functions across the two programs. In Burlington, Iowa, and statewide in Utah, whether individuals access training through the TANF ES or WIA program, they must demonstrate the identical prerequisites. For example, in Burlington, individuals must complete the full job readiness workshop series—Six Steps to Successful Career Transition—as well as an objective

assessment and the Tests of Adult Basic Education (TABE®). Individuals seeking training in Utah must complete an orientation, assessment, and TABE® as well. Only in Utah are TANF ES customers also bound to selecting programs that are on the Eligible Training Provider List, as developed by the WIA program, that identifies training programs that prepare customers for high-demand jobs.

Table A.4. Registration Procedures and Common Service Delivery Tools Across the TANF ES and WIA Programs

Site	State online job service required registration for TANF ES and WIA customers	Common assessment and service delivery Tools across the TANF ES and WIA programs	Same prerequisites for training access in TANF ES and WIA programs
Sonoma County, California			
Hennepin County, Minnesota			
Stearns County, Minnesota			
New York City, New York			
DSS North, Connecticut	CT.Jobs		
DSS South, Connecticut	CT.Jobs		
Region 14 Pinellas County, Florida	Employ Florida Marketplace	x	
Region 6 Dallas, Texas	Work in Texas	x	
Region 16 Burlington, Iowa	IowaJobs	x	x
Wasatch Front North, Utah	Jobs.Utah	x	x
Wasatch Front South, Utah	Jobs.Utah	x	x

Source: Interviews conducted for the Study of TANF/WIA Coordination.

Note: Shading indicates the level of coordination from base (lighter) to high (darker). No shading indicates that the site did not achieve the base level of coordination.

Supports for coordination

- **Same local entity administers TANF ES and WIA.** With the common entity typically the Local Workforce Investment Board, the online job service used heavily in workforce programs becomes a common tool for job seekers in the TANF ES program. The same entity can more readily make decisions to implement common procedures and tools across programs.
- **Co-location.** Co-location supports consistent use of a state's online job service for all customers who enter the AJC.

- **WIA and Wagner-Peyser ES are integrated.** Integrated workforce programs within the AJC promote reliance on common entry procedures for all customers and establish consistent entry procedures across any array of programs (beyond TANF ES and WIA).

Considerations for practice

- The TANF ES and WIA programs can share some common processes to engage and track customers in service delivery; however, each program's federal policies dictate eligibility for specific services and define criteria and services in ways that can differ between the programs. Study sites could not fully reconcile program processes and tools across programs because of differences in policies and definitional terms that are important for compliance with federal requirements and reporting.
- Applying what are essentially WIA criteria to training access for all TANF ES customers is intended to identify those most suitable for success in completing longer-term training. TANF ES programs may decide that different criteria are applicable to the types of training—typically shorter-term training—sought by TANF recipients.

Strategy 5. Develop shared data systems to support ease in tracking customers and service delivery across the TANF and WIA programs

Base Coordination	**Separate TANF eligibility and TANF ES data systems update automatically, facilitating the placement of TANF ES services within the workforce development system.**
Moderate Coordination	**The TANF ES and WIA programs use a common linked data system; staff members may enter and access information in a customer's data file that is pertinent to their interaction with the customer.**
High Coordination	**The TANF ES and WIA programs use a common integrated data system; staff members enter and use common data elements across programs.**

Description

Data management and reporting are essential strategies for enhancing coordination across the TANF ES and WIA programs, thereby increasing efficiency in data collection, entry, and reporting. At the customer level, linked or integrated data systems decrease the number of times the same information must be reported to different programs. At the staff level, shared data across programs supports efficient case management and program reporting to the extent that both programs use the same information. At the administrative level, linked or integrated data systems can support increased coverage (and potentially accuracy) in data management and performance reports by drawing elements from the full range of customer interactions at the service delivery level.

TANF eligibility data systems and TANF ES data systems are universally separate systems. The first step in TANF/WIA coordination requires efficient and reliable data linkages between the TANF eligibility and TANF ES systems. The two TANF data systems must communicate in order to facilitate the movement of the TANF ES program to the workforce development system. The study sites in California and New York, and one in Minnesota, use electronic communication to relay information on referrals (from TANF eligibility to TANF ES) and to report noncompliance (from TANF ES to eligibility), but they do so outside the data systems. In the absence of such a link between data systems, the three sites do not achieve the minimal level of coordination in this strategy (Table A.5).

Base coordination. A base level of coordination occurs when data transfers between the TANF eligibility and TANF ES systems regularly update relevant information in each system. In eight of the study sites, information such as demographics, new customer referrals, and sanction notifications undergo frequent, automatic updates between the two systems, typically nightly. Each of the eight sites also operates linked data systems across the TANF ES and WIA programs, achieving what is deemed a moderate level of coordination. For this reason, no study site is reported to be at the base level.

Moderate coordination. Data systems that are moderately coordinated are housed within the same data architecture; program data are linked at the back end but remain separate by program for frontline workers. In the Connecticut, Florida, and Iowa sites, and one Minnesota site, TANF ES and WIA staff members use separate platforms to enter and manage data on customers in their respective programs. In Burlington, Iowa, TANF ES staff members may view information on shared customers in the WIA program but may not enter or alter information in the WIA platform; WIA staff members do not have similar capability with the TANF ES platform. In the two Connecticut sites, one Minnesota site, and in Florida, staff members in each program do not have access rights to the screens of the other program. With the data housed within the same back-end system, data managers and administrators at the state level may use and manipulate data across the two programs for management and reporting purposes.

High coordination. Sites in Texas and Utah use an integrated data system that collects and manages data from the TANF ES and WIA programs as well as from other programs within the workforce development system. Staff of the TANF ES and WIA programs may access common screens and update data elements that are shared across the programs. In Utah's UWorks system and Texas's TWIST system, frontline staff may track customers, enter information on a customer's employment plan, and update the status of activities. More important, any entry across the TANF eligibility system or the TANF ES or WIA program that affects another entry automatically generates an update across the relevant program screens. For example, any staff member can enter information on verified new employment of a customer and this employment update will carry across the programs. The automatic update is an important distinction between the other co-located sites (in Connecticut, Florida, Iowa, and Minnesota) and the sites in Texas and Utah.

Table A.5. Connectedness of Data Systems Supporting the TANF and WIA Programs

Site	Separate TANF eligibility and TANF ES data systems update electronically	TANF ES and WIA programs use common linked data system	TANF ES and WIA programs use common integrated data system
Sonoma County			
Hennepin County, Minnesota			
New York City, New York			
DSS North, Connecticut	x	x	
DSS South, Connecticut	x	x	
Region 14 Pinellas County, Florida	x	x	
Region 16 Burlington, Iowa	x	x	
Stearns County, Minnesota	x	x	
Region 6 Dallas, Texas	x		x
Wasatch Front North, Utah	x		x
Wasatch Front South, Utah	x		x

Source: Interviews conducted for the Study of TANF/WIA Coordination.

Note: Shading indicates the level of coordination from moderate (lighter) to high (darker). Three sites did not meet the base level of coordination (no shading). All sites that met the base level also met the moderate level; there are no sites at the base level.

Supports for coordination

- **Funding flows through the workforce system.** The flow of funds through the workforce system enables the creation of a common data system at the state level that addresses the data collection and reporting needs of the TANF ES and WIA programs.

Considerations for practice

- Building a linked or integrated data system across programs generally requires initiative and leadership at the state level. All the sites with any level of coordination in this strategy house data for the TANF ES and WIA programs within the state workforce agency data system. State administrators can allocate funds for system development from the partner programs and ensure compliance with federal reporting requirements for each program with respect to the elements entered by local frontline staff. Study sites that did not meet the base level of coordination because of lack of data linkages between the TANF eligibility and TANF ES systems are lodged in county-administered TANF systems; contracts between the TANF program and workforce development system do not exist at the state or local level.
- Technological advances are making it easier to connect data behind the scenes while maintaining confidentiality of information across data systems or programs. Efficiencies in data entry (such as one-time entry of demographic information) and reporting may be realized through linked or integrated data systems, but careful planning and attention are essential to protect customer confidentiality.

Strategy 6. Emphasize goal of employment in a common way across the TANF ES and WIA programs

Base Coordination	**The TANF ES and WIA programs share employment as a goal for customers.**
Moderate Coordination	**The AJC has a visible, unifying mission focused on employment across programs.**
High Coordination	**The AJC has a common framework for structuring services focused on employment across programs.**

Description

The commonality across the TANF ES and WIA program missions can be a shared focus on employment even while the two programs may emphasize different messages to customers in working toward this end goal (see Strategies 9 and 10). The tone for each program's mission is established at the state level by the administrative entity that oversees the TANF ES program and is carried down to the implementation setting at the local level. Sites are distinguished in the level of coordination in missions by the extent that a common mission is presented in a unified way to customers and is embedded in a common framework for services across the TANF ES and WIA programs (Table A.6). Sonoma County, California and Hennepin County, Minnesota do not meet the criteria for coordination in this strategy because the missions of the administrative agencies do not emphasize employment and services of the TANF ES program are not often co-located with the WIA program in the AJC.

Base coordination. At the base level, the TANF ES and WIA programs do not necessarily need to be co-located but the programs are administered by agencies that each emphasize employment for customers. In New York, the mission statement of the state agency that administers the TANF ES program has an explicit focus on economic security and entry into the workforce for low-income families.

Moderate coordination. Co-location is an important ingredient for a unifying mission to be visible to customers across the TANF ES and WIA programs. Coordination is categorized as moderate in study sites in which a unified, visible message around employment permeates through all areas of the AJC. Seven study sites were deemed moderately coordinated because they provide co-located services and promoting a common focus on employment throughout the AJC and across programs. One site expressed its goal to no longer be thought of as the "welfare office" or the "unemployment office," but rather the area "employment office." Staff in each program in the sites in Iowa, Texas, and Utah viewed themselves as in partnership with one another to build a better workforce, regardless of program affiliation, and they worked together to deliver this message to customers.

High coordination. In a highly coordinated site, an employment-focused framework intentionally guides service delivery across programs and AJC operations. In Burlington, Iowa, local leaders developed a unified services framework to assist all customers in reaching the goal of employment by gaining useful skills and improving job readiness. The service philosophy in Burlington is structured around the "Six Steps to a Successful Career Transition" curriculum that is made available—and is strongly encouraged—for all customers of the AJC regardless of program affiliation. The curriculum and associated activities within the AJC supports the same employment goal to all customers. Visible signs throughout the AJC remind customers of their end goal, including one that reads "Searching for a job is a full-time job. Are you ready to go to work?"

Table A.6. Program Missions and Presence of Unifying Frameworks Within the TANF ES and WIA Programs

Site	State TANF ES administrative agency	Mission of state administrative agency	Unifying mission focused on employment throughout AJC	Unifying Framework for AJC Services Across Programs
Sonoma County, California	Department of Social Services	To serve, aid, and protect needy and vulnerable children and adults in ways that strengthen and preserve families, encourage personal responsibility, and foster independence		
Hennepin County, Minnesota	Department of Human Services	To help Minnesotans meet their basic needs so they can live in dignity and achieve their highest potential		
New York City, New York	**Office of Temporary and Disability Assistance**	**To enhance the economic security of low-income working families. To assist work-capable public assistance recipients in achieving entry into the workforce**		
DSS North, Connecticut	**Department of Labor**	**To assist workers and employers to become competitive in the global economy by taking a comprehensive approach to meeting the needs of workers and employers, and the other agencies that serve them**	**x**	
DSS South, Connecticut	**Department of Labor**	**Same as above**	**x**	
Region 14 Pinellas County, Florida	**Department of Economic Opportunity**	**To advance Florida's economy by championing the state's economic development vision and by administering state and federal programs and initiatives to help visitors, citizens, businesses and communities**	**x**	
Stearns County, Minnesota	**Department of Human Services**	**To help Minnesotans meet their basic needs so they can live in dignity and achieve their highest potential**	**x**	

Wasatch Front North, Utah	**Department of Workforce Services**	**To strengthen Utah's economy by supporting the economic stability and quality of our workforce**	**x**	
Wasatch Front South, Utah	**Department of Workforce Services**	**Same as above**	**x**	
Region 6 Dallas, Texas	**Texas Workforce Commission**	**To promote and support an effective workforce system that offers employers, individuals and communities the opportunity to achieve and sustain economic prosperity**	**x**	
Region 16 Burlington, Iowa	**Iowa Workforce Development**	**To contribute to the economic security of Iowa's workers, businesses and communities through a comprehensive statewide system of employment services, education and regulation of health, safety and employment laws**	**x**	**x**

Source: Interviews conducted for the Study of TANF/WIA Coordination.

Note: Shading indicates the level of coordination from base (lighter) to high (darker). No shading indicates that the site did not achieve the base level of coordination.

Supports for coordination

- **Same local entity administers TANF ES and WIA.** A single administering entity can create a unified mission and promote consistent messaging.
- **Co-location.** Co-location helps presents a unified workforce office to the public instead of segmented offices organized around programs with potentially competing priorities.

Considerations for practice

- TANF ES administrators at the state or local level may have a preference for delivery of employment services to TANF recipients through community-based providers specifically because of mission differences between social service and workforce development programs. In the Minnesota and California sites, administrators do not view the TANF ES program as a workforce development program and prefer a distinction between TANF and AJC programs.

Strategy 7. Increase cross-program knowledge and understanding of the TANF ES and WIA programs among staff members

Base Coordination	**TANF ES and WIA program staff members have basic knowledge of the other program and are thereby able to make referrals as appropriate.**
Moderate Coordination	**TANF ES and WIA staff members may participate jointly in staff meetings or ad hoc training opportunities in which information on specific programs or general AJC operations is shared.**
High Coordination	**Formal cross-training of TANF ES and WIA staff members occurs on a regular basis. A specialized position may exist to support staff members across programs in building knowledge to address customer needs.**

Description

TANF ES and WIA are complex programs with their own policies, procedures, and services. Frontline staff members are well versed in one program but may experience challenges in navigating the policies and services of a different program. The programs may pursue coordination to improve cross-program knowledge among staff members of both the TANF ES and WIA programs. The sites differ in the level of coordination based on the formality of the mechanisms in place to improve cross-program knowledge (Table A.7).

Base coordination. At a minimum, staff members need to possess a basic understanding of available programs in order to best address the needs of low-income individuals as they move toward employment. All study sites exhibited at least a base level of coordination in this strategy; staff of the TANF ES and WIA programs had sufficient cross-program knowledge to make clients aware of the full menu of services available to them and to refer customers to the other program when necessary. The two sites in Minnesota and the New York City site remain at the base level.

Moderate coordination. Moderately coordinated study sites provide an array of ad hoc opportunities that permit TANF ES and WIA program staff to interact, share information, and jointly gain new knowledge. These sites conduct all-staff meetings, offer staff training, and/or have created specialized positions to increase staff knowledge, with the goal of reducing the need to pass customers between staff to receive answers about policies or services. These opportunities also help build rapport among staff members who may not work closely together on a daily basis.

Sites with TANF ES services provided within the AJC often hold all-staff meetings to discuss issues related to customer service across programs or to introduce (or refresh) knowledge of specific policies or procedures for a particular program. Many of the sites with co-located services also offer training opportunities that are open to all staff within the AJC to foster common knowledge. Staff members learn about the policies, procedures, and services offered across programs, increasing their awareness of tools and activities available to assist customers. Some training is specific to the TANF ES and WIA programs. For example, in Sonoma County, California, job developers from the AJC meet with TANF ES staff to share information and strategies for connecting customers to employment. Sonoma County, Pinellas County, Florida and one of the Connecticut sites are categorized as achieving moderate coordination. The other sites that offer ad-hoc trainings provide additional formal training and move to the category of high coordination.

High coordination. Highly coordinated sites require joint training of TANF ES and WIA staff members on a regular basis, typically semiannually. The training sessions may focus on program policies and procedures or on staff development of skills and practices in working together or with customers. All staff members in the Utah sites, DSS North in Connecticut, and Dallas, Texas, are cross-trained to increase

their knowledge and understanding of program policies and services. In Dallas, administrators set a goal for each staff member to become a general "employment specialist" as opposed to specializing in TANF or WIA. In Burlington, Iowa, all AJC staff participated in a series of trainings as the AJC transitioned to an integrated model; staff development sessions continue and have addressed case management strategies (a three-day certification), productive use of time, and team work.

Specialized positions can also support knowledge across programs and increase coordination between TANF and WIA. Workforce Solutions of Greater Dallas created a TANF mentor position that works across AJCs to provide technical assistance to TANF ES frontline staff in navigating services outside the TANF portfolio. Dallas also recently created a WIA mentor position to serve in a similar capacity for WIA staff.

Table A.7. Methods of Promoting Cross-Program Knowledge in the Study Sites

Site	TANF ES and WIA staff members have basic cross-program knowledge	TANF ES and WIA staff members participate jointly in meetings or ad hoc training	Formal cross-training of TANF ES and WIA staff members	Specialized staff members support cross-program knowledge
Hennepin County, Minnesota	x[a]			
Stearns County, Minnesota	x			
New York City, New York	x			
Sonoma County, California	x	x		
DSS South, Connecticut	x	x		
Region 14 Pinellas County, Florida	x	x		
DSS North, Connecticut	x	x	x	
Region 16 Burlington, Iowa	x	x	x	
Region 6 Dallas, Texas	x	x	x	x
Wasatch Front North, Utah	x	x	x	
Wasatch Front South, Utah	x	x	x	

Source: Interviews conducted for the Study of TANF/WIA Coordination.

Note: Shading indicates the level of coordination from base (lighter) to high (darker).

[a]Varies by TANF provider.

Supports for coordination

- **Same local entity administers TANF ES and WIA.** Having programs lodged within the same local entity promotes the creation and organization of formal AJC-wide cross-training opportunities.
- **Co-location.** Co-location promotes ease in participating in cross-program staff meetings or available training.

Considerations for practice

- Any part of this strategy to train staff members with cross-program knowledge may be implemented across operating entities or locations but would require an extra level of effort to achieve the moderate and high levels of coordination.

Strategy 8. Provide common job search and job readiness supports and services to TANF ES and WIA customers in the American Job Center

Base Coordination	**The TANF ES and WIA programs rely on common processes for customers' initial entry to services. TANF ES customers make regular use of the services provided in the AJC.**
Moderate Coordination	**Job search and job readiness services are the same for customers served through the TANF ES and WIA programs. The programs share resource rooms and workshops (in-person or online).**
High Coordination	**Staff members from the TANF ES and WIA programs share responsibility for delivering job search and job readiness services to all customers.**

Description

The general public has access to resource rooms and information on job listings and other public and community supports for job search within American Job Centers. In this way, TANF ES recipients and WIA customers alike may use the same services. In addition, information that is important for all job seekers—such as job listings and labor market information—is now widely available online. Nonetheless, TANF recipients are not always aware of the existence of such services, or they may be less inclined to use the resources that support job search within AJCs if the services are provided elsewhere from the TANF ES program location. In Sonoma County, California; New York City; and Hennepin County, Minnesota, providers outside the AJC framework deliver employment services for TANF ES recipients. In these three study sites, respondents indicated that separate structures are in place outside of the AJC to deliver job search and job readiness services that address the needs of TANF recipients and make referrals to the AJC only infrequently. The base level of coordination for common job search and job readiness services requires co-location. Beyond the base, distinctions in the level of coordination depend on the extent of common services and staffing to deliver services across the two programs (Table A.8).

Base coordination. At the base level of coordination are sites that intentionally implement shared processes to support job search and job readiness activities across the two programs. All the co-located sites share an entry process (generally an electronic sign-in system) and triage system for directing TANF ES and WIA customers to the services they need each time they enter the AJC. Such an approach does not necessarily differ from that experienced by any member of the general public encountering the AJC; it differs, however, from non–co-located sites in that TANF ES customers always come through the same entry as WIA customers to access any job search or job readiness service. Among the co-located sites, only Pinellas County, Florida, remains in the category of base coordination; in Pinellas, TANF ES customers use a separate space to access resources and participate in different workshops than those of WIA customers.

Moderate coordination. The sites classified with a moderate level of coordination extend beyond shared entry processes to share space for resource rooms and offer the same workshops to customers across the two programs. The moderately coordinated sites include the two Connecticut sites and Stearns County, Minnesota.

High coordination. Study sites in Iowa, Texas, and Utah have integrated service delivery structures and staffing approaches to delivering job search and job readiness services and therefore are categorized as highly coordinated. To create this integrated structure, the sites considered ways in which requirements in one program could be adapted to meet the needs of a broader customer base (even beyond the TANF ES and WIA programs). For example, in the Iowa and Utah sites, a series of job readiness workshops that

met the requirements of the TANF program became a primary framework for workshops and services offered to all AJC customers. In Burlington, Iowa, administrators connected all job search and job readiness services to a workshop framework entitled Six Steps to Successful Career Transition. They require all AJC customers to attend an orientation that introduces the Six Steps framework, delivers a basic skills and interest assessment (ONET Interest Profiler), and presents education and training options. The orientation grew out of the required orientation for customers of the Re-Employment Services program and, similar to the Six Steps series of workshops, was adapted for all AJC customers. Utah similarly adapted the Work Success workshops developed for TANF recipients, making the workshop series available to all customers across programs. In Dallas, administrators place heavy emphasis on online workshop offerings to increase broad access to customers across the programs represented in the AJC.

Table A.8. Structures for Delivering Job Search and Job Readiness Services Across the TANF ES and WIA Programs

Site	Common Sign-In Process Used Across Programs	Common Resource Room for Job Search Used Across Programs	Common Workshop Schedule to Support Job Search and Job Readiness Used Across Programs	TANF ES and WIA Staff Members Share Responsibility for Job Search and Job Readiness Services
Sonoma County, California				
Hennepin County, Minnesota[a]				
New York City, New York				
Region 14 Pinellas County, Florida	x			
DSS North, Connecticut	x	x	x	
DSS South, Connecticut	x	x	x	
Stearns County, Minnesota	x	x	x	
Region 16 Burlington, Iowa	x	x	x	x
Region 6 Dallas, Texas	x	x	x	x
Wasatch Front North, Utah	x	x	x	x
Wasatch Front South, Utah	x	x	x	x

Source: Interviews conducted for the Study of TANF/WIA Coordination.

Note: Shading indicates the level of coordination from base (lighter) to high (darker). No shading indicates that the site did not achieve the base level of coordination.

[a]One of 18 providers in Hennepin County is also the AJC provider and TANF ES services are provided within the AJC.

In the four highly coordinated sites, staff members across the TANF ES, WIA, and Wagner-Peyser ES programs share responsibilities for supporting customers who use the resource room. In Iowa, staff members across the three programs also rotate responsibility for facilitating workshop sessions. In Texas and Utah, program staff members generally do not conduct workshops; the programs share costs in paying external, contracted facilitators.

Supports for coordination

- **Co-location.** Cost sharing agreements for co-located services support the shared space for resource rooms and workshop rooms, generally making it easier to offer the same services across programs.
- **Integration of WIA and Wagner-Peyser/ES in AJC.** Integration of workforce programs sets a precedent for integrating upfront job search and job readiness services and may make entities more open to bringing TANF ES into the fold as well. Nonetheless, among the highly integrated sites, those in Iowa and Utah are integrated across workforce programs, but the Texas site is not.

Considerations for practice

- Typically, job search and job readiness activities for TANF ES customers are highly structured and monitored, allowing the TANF ES program to track participation hours. Sites in which TANF ES and WIA services are not co-located may not have systematic processes in place to refer individuals to the AJC for job search and job readiness and may not be able to monitor TANF ES customer activities at AJCs.

Strategy 9. Deliver career counseling and training coordination services to TANF and WIA customers through formalized referral processes

Base Coordination	**TANF ES customers may be referred to WIA, but referrals occur only minimally. Customer maintains contact with both TANF and WIA counselors if enrolled in both programs.**
Moderate Coordination	**TANF ES customers maintain contact with one counselor when they are co-enrolled in both the TANF ES and WIA programs.**
High Coordination	**TANF ES customers are regularly referred to WIA counselors at a specific time or are regularly enrolled in WIA for a specific purpose.**

Description

Referrals from the TANF ES to the WIA program occur only at a minimum level and usually for the purpose of accessing training funds, not for the purpose of receiving intensive career counseling or other services. Across the board, co-enrollment of individuals in the TANF ES and WIA programs is minimal (discussed further in Strategy #10). The TANF ES and WIA programs largely maintain separate staffing structures to deliver career counseling and training coordination services to customers, even when the two programs are co-located. The distinctions that determine the level of coordination in career counseling and training coordination services are the staffing structures to coordinate services across the programs (in the limited number of cases to which the strategy applies) and the presence of a standard referral or enrollment process of TANF ES customers to the WIA program under specific circumstances (Table A.9).

Base coordination. Four sites are categorized with a base level of coordination between the TANF ES and WIA programs in delivering career counseling and training coordination services. In these sites, a customer enrolled in both the TANF ES and WIA programs must maintain contact with each program counselor separately. Staff communication across the programs occurs informally to track participation and coordinate funding of support services (coordinated funding is discussed in Strategy #3).

Moderate coordination. Moderately coordinated delivery of career counseling and training services occurs in sites that maintain one counselor for TANF ES customers when they are co-enrolled in WIA. In the sites that achieve at least moderate coordination, the TANF ES counselor most often remains the primary contact. Hennepin County, Minnesota, created a staff position within the TANF ES program to coordinate services for customers who are also enrolled in WIA. Some of the AJC locations in the sites in Connecticut and Utah have integrated positions across the TANF ES and WIA programs, though this practice is less prevalent and consistent than it used to be (discussed in Strategy #2).

In Burlington, Iowa, the WIA counselor becomes the primary contact for services for co-enrolled customers. According to staff respondents in Burlington, WIA counselors are able to spend more time than TANF ES counselors focusing on an individual's career services and training needs. (In Burlington, TANF ES counselors carry much higher caseloads than those of WIA counselors and report that they devote considerable time to tracking participation.) The Burlington site moves beyond the moderate level of coordination because of standard processes in place to refer TANF ES customers to the WIA counselors.

High coordination. Two of the study sites are categorized as highly coordinated because each has established a standard referral or co-enrollment process. Burlington, Iowa, implemented an automatic WIA referral policy for TANF ES customers. Upon completing two weeks of job readiness classes,

TANF customers are assigned to WIA frontline staff according to the customer's last name. Site respondents noted that the required, automatic referral of all TANF ES customers to the WIA program promotes a seamless transition between programs and affords customers easy access to an extended menu of services. Once referred to WIA, TANF ES customers may complete a set of assessments to determine their skill level and set employment goals or undergo evaluation for their suitability for training. In Sonoma County, California, TANF ES participants in the county's subsidized employment program are co-enrolled in WIA (because the program is jointly supported by TANF and WIA funds).

Table A.9. Staff Functions and Presence of Standard Referral and Enrollment Processes in Delivering Career Counseling and Training Services Across the TANF ES and WIA Programs

Site	Primary counselor when enrolled in TANF ES and WIA	Regular referral to or enrollment in WIA of TANF ES customers at specific time or for specific purpose
Region 14 Pinellas County, Florida	One from each program	
Stearns County, Minnesota	One from each program	
New York City, New York	One from each program	
Region 6, Dallas, Texas	One from each program	
DSS North, Connecticut	TANF ES (or integrated position, where applicable)	
DSS South, Connecticut	TANF ES (or integrated position, where applicable)	
Hennepin County, Minnesota	TANF ES	
Wasatch Front North, Utah	TANF ES (or integrated position, where applicable)	
Wasatch Front South, Utah	TANF ES (or integrated position, where applicable)	
Sonoma County, California	TANF ES	x
Region 16, Burlington, Iowa	TANF ES (or integrated position, where applicable)	x

Source: Interviews conducted for the Study of TANF/WIA Coordination.

Note: Shading indicates the level of coordination from base (lighter) to high (darker).

Supports for coordination

- **Integration of WIA and Wagner-Peyser/ES in AJC.** In Burlington, Iowa, WIA and Wagner-Peyser/ES integration leads to broad inclusion of AJC customers in WIA performance measures. Therefore, the automatic referral of TANF ES customers to WIA does not bring with it challenges of co-enrollment that other sites may experience. TANF ES customers in Burlington are enrolled in WIA with their first participation in any AJC workshop.

Considerations for practice

- When a TANF ES customer is referred to and enrolled in WIA, WIA activities can be included in the TANF ES program agreement (or employment plan) and count toward work participation requirements. In Burlington, Iowa, staff noted that a partnership between the TANF ES and WIA programs can be of benefit in holding individuals accountable for participating in (and completing) WIA activities as well as those of the TANF ES program. The work participation requirement of the TANF program leads to monitoring of the work and work-related activities and hours each TANF recipient engages in during their period of cash benefits. Incorporating WIA activities into the TANF ES customer plan, therefore, can increase the incentive for and accountability of the TANF recipient to participate and ultimately complete activities, such as a training program. The benefit to WIA is the increased tracking of participation by TANF ES staff and, ideally, improved training completion rates that support program performance.

Strategy 10. Refer TANF ES customers to WIA to access education and training opportunities

Base Coordination	**TANF ES customers are referred to WIA on a limited basis to access training.**
Moderate Coordination	**TANF ES customers are referred to WIA on a regular basis to access specific training.**
High Coordination	**TANF ES customers are referred to WIA as a regular practice to access all training.**

Description

Access to training is the least coordinated strategy across the TANF ES and WIA programs. Different emphases on education and training and variation in the availability of training funds have kept the TANF ES and WIA programs functioning independently in the provision of training. The study sites uniformly reported that co-enrollment in the TANF ES and WIA programs for purposes of training is highly limited; typically, only a handful of TANF ES customers, if any, enroll in WIA to access training.

Program policies create different perspectives on education and training. Training has always been an important service offered by WIA, and it is expanding. In response to growing concerns among policymakers and advocates that the portion of WIA funding directed to training is too low, many states have set minimum percentage requirements. Among the study states, recent WIA policy has established minimums for training set-asides of 50 percent in Florida and Texas and 25 percent in California. In contrast, the TANF ES program has limited education and training activities to a total 12 months out of any individual's life-time limit on receipt of TANF cash benefits (which may vary by state, up to a maximum of 60 months) in terms of allowable activities in meeting work participation rates. Most of the study states emphasize activities through the TANF ES program that provide direct work experience (unsubsidized or subsidized employment, community service, or on-the-job training) versus longer-term training programs. Funding availability for training also keeps the programs independent. In many localities, TANF ES funding levels are the same or higher than those of WIA Adult and Dislocated Worker programs combined, and WIA funds are typically in high demand. To the extent that states or localities allow or even set aside TANF funds to support education and training, the TANF ES program remains the preferred route for TANF recipients to access training. This approach diverts TANF recipients from WIA and allows the WIA program to serve other job seekers. In all the study sites, TANF funds may be used to support education and training, at least on a limited basis (Table A.10).

Funding under the California, Florida, and Utah TANF programs supports relatively substantial portions of TANF recipients who participate in training. In California, the state covers the costs of TANF recipients' participation in community college programs through support for books and associated fees. In Pinellas County, Florida, the LWIB sets aside specific TANF ES funding to support the education and training needs of TANF ES customers. The same is true in Utah, except that the state determines the TANF set-aside for education and training. In Pinellas County and statewide in Utah, the funds are substantial enough to cover the interests and needs of TANF ES customers, alleviating the need to make referrals to WIA for training assistance. (As noted, Utah has changed its approach to training; funding is still available within the TANF ES program, but at a lower level.)

Base coordination. Eight of the 11 study sites are classified at the base level of coordination for training across the TANF ES and WIA programs simply because they may, on limited occasions, refer TANF ES customers to the WIA program to access training assistance.

Moderate coordination. We classify Sonoma County, California, and Burlington, Iowa, as demonstrating a moderate level of coordination for training, even though training co-enrollment across the TANF ES and WIA programs is still low in the two sites. Each site has a process in place to refer TANF ES customers to the WIA program for specific purposes. Sonoma County refers TANF recipients to WIA for training assistance when a TANF recipient has a demonstrated need for a private education program. Burlington regularly refers TANF ES customers to WIA counselors if their participation in job search and job readiness activities does not lead to employment after two weeks (see Strategy #9). TANF ES customers may explore education and training options with WIA counselors at that time.

Table A.10. Education and Training Funding Availability Through the TANF ES Program and Referral Practices for TANF ES Customers to Access WIA Training Assistance

Site	TANF funds available for education and training	Regular referral to WIA for specific purposes	Standard referral of TANF ES customers to WIA for access to training
New York City, New York[a]	x		
DSS North, Connecticut	x		
DSS South, Connecticut	x		
Region 14 Pinellas County, Florida	x		
Hennepin County, Minnesota	x		
Stearns County, Minnesota	x		
Region 6 Dallas, Texas	x		
Wasatch Front North, Utah	x		
Wasatch Front South, Utah	x		
Sonoma County, California	x	x	
Region 16 Burlington, Iowa	x	x	

Source: Interviews conducted for the Study of TANF/WIA Coordination.

Note: Shading indicates the level of coordination from base (lighter) to moderate (darker). No sites are in the high category. No shading indicates that the site did not achieve the base level of coordination.

[a]In New York City, standard policy is not to refer TANF customers to WIA. Therefore, this site is not listed as base.

High coordination. We did not observe a site that regularly refers TANF ES customers to WIA as the standard route to access training assistance; therefore, we categorized no site as demonstrating a high level of coordination.

Supports for coordination

- **Integration of WIA and Wagner-Peyser/ES in AJC.** WIA and Wagner-Peyser integration leads to broad inclusion of AJC customers in WIA performance measures in Burlington, Iowa. Therefore, referral of TANF ES customers to WIA for training does not bring with it challenges of co-enrollment that other sites may experience. TANF ES customers in Burlington are enrolled in WIA with their initial participation in any AJC workshop.

Considerations for practice

- Restrictions on the extent of education and training activities in TANF can limit congruence with training assistance provided through WIA. TANF ES customers may participate in education and training, but the training is typically of short duration. In the study sites, longer-term training for TANF ES customers must typically be combined with 30 hours of work or another work activity and must be completed within the state's TANF time limit.
- TANF ES customers may not meet the criteria for training through WIA. The WIA program sets criteria to gauge the extent to which individuals demonstrate their potential for success in completing a long-term training program. Sites that permit TANF ES customers to participate in education and training may choose to fund these activities separately in order to ensure access.
- Availability of TANF funds for training may depend, in part, on the extent of state or local practice in transferring TANF funds to other purposes in a period when resources were greater. Even though many states did so, Utah did not transfer TANF funds to support other services such as child care or child welfare, but instead maintained funding within TANF as insurance for addressing recipient needs with the ebb and flow of the economy and caseloads.

Strategy 11. Provide common job development and placement services to TANF ES and WIA customers

Base Coordination	**TANF ES and WIA staff members communicate on an ad hoc basis to coordinate employer outreach and plan combined job fairs. Separate job placement services are provided to TANF ES customers outside the AJC.**
Moderate Coordination	**TANF ES customers receive job placement assistance within the AJC but receive individualized assistance from TANF ES staff.**
High Coordination	**TANF ES and WIA customers receive job placement services from the same staff within the AJC.**

Description

Business services staff members within American Job Centers (predominantly WIA-funded) identify job openings and cultivate business partners for the benefit of all AJC job seekers. These staff members focus on the employer customers of AJCs but also work with individual customers in any program, on a limited basis, to connect their interests and skills with available job openings. Even though AJCs function similarly across all study sites, TANF ES customers can best leverage AJCs' efforts where TANF and WIA programs are co-located. The study sites differ in the level of coordination on job development services across the two programs by the location and staffing structures for service delivery (Table A.11).

Base coordination. In two study sites, TANF ES staff members communicate with AJC business services staff members to coordinate job development outreach across employers and, in some cases, to plan combined job fairs. The two sites provide individualized job development services to TANF ES customers separately from services provided to WIA customers and in different locations. In Hennepin County, Minnesota, job placement staff members who assist TANF ES customers do so at the main location of the TANF ES provider that is not consistently co-located with the AJC. In Pinellas County, Florida, where TANF ES services are located in some AJCs, the countywide staff person who provides specialized placement assistance to TANF customers is located in the main office of the administrative entity and spends time in the service location devoted to TANF ES customers.

Moderate coordination. In sites in California, Minnesota, and Utah characterized by moderate coordination, job placement services for TANF ES customers are provided within the AJC even though the staff members providing the services differ from WIA staff. In Sonoma County, California, TANF ES program administrators use TANF dollars to fund a job development position within the AJC (other services are not co-located). Similarly, in Utah's effort to increase job retention among TANF customers, TANF funds support staff members who provide job placement assistance exclusively to TANF customers. Administrators decided to dedicate staff to focus on such customers' longer-term employment opportunities and placement.

High coordination. Sites that integrate job development and placement assistance services for customers across programs demonstrate high coordination. In Burlington, Iowa, TANF ES customers are included in WIA performance measures and therefore are referred as necessary to WIA-funded job placement staff for individualized assistance. In the Connecticut and Texas sites, TANF ES customers are referred to job placement staff within the AJC for targeted assistance when needed.

Supports for coordination

- **Co-location.** Co-location leverages existing resources and skills of business services and job placement staff within AJCs.

Table A.11. Location and Staffing of Job Development Services for TANF ES Customers

	Location of job development services for TANF ES customers		Customers served by job development staff	
Site	**Outside AJC**	**Within AJC**	**TANF ES only**	**TANF ES and WIA**
New York City, New York	x		x	
Region 14 Pinellas County, Florida	x		x	
Hennepin County, Minnesota	x[a]		x	
Sonoma County, California		x	x	
Stearns County, Minnesota		x	x	
Wasatch Front North, Utah		x	x	
Wasatch Front South, Utah		x	x	
DSS North, Connecticut		x		x
DSS South, Connecticut		x		x
Region 16 Burlington, Iowa		x		x
Region 6 Dallas, Texas		x		x

Source: Interviews conducted for the Study of TANF/WIA Coordination.

Note: Shading indicates the level of coordination from base (lighter) to high (darker). No shading indicates that the site did not achieve the base level of coordination.

[a] One of 18 contracted TANF ES providers in Hennepin County is also the AJC provider. Job placement services for TANF ES customers served by this provider are located within the AJC.

Considerations for practice

- The level of coordinated services may depend on the extent of individualized job placement assistance that is desired for TANF recipients. When WIA funds are spent for staff-assisted intensive services, the individual to whom these services are directed must be enrolled in WIA and included in WIA performance measures. If administrators want staff to dedicate time to support job placement for TANF ES customers—beyond that possible with TANF ES counselors and the broad-based services of WIA staff—they must decide on a funding route based on resource availability across the two programs and practices around WIA performance measures.

Strategy 12. Use the same measures in the TANF ES and WIA programs to track progress toward customer and program goals

Base Coordination	**The TANF ES and WIA programs are tracked and monitored for performance by using common measures at the local level.**
Moderate Coordination	**The TANF ES and WIA programs are tracked and monitored for performance by using common measures at the state level.**
High Coordination	**Performance measures are consistently applied across the TANF ES and WIA programs, and TANF recipients are regularly included in federally reported WIA performance measures.**

Description

Federal law prescribes performance measures for the TANF ES and WIA programs (Chapter I, Table I.1). The TANF program must track and report work participation rates. Participation rates are process measures of the percentage of TANF recipients subject to work requirements who participate in work or work-related activities for 20 to 55 hours per week (depending on the age of children, whether one or two parents are in the home, and whether the family receives subsidies for child care). The WIA program must track and report outcome measures for individuals who exit from WIA services. The measures capture rates of entered employment, employment retention, and average earnings. The WIA program also measures training placements, completions, and rates of credential or diploma receipt among training participants.

Given the differences in the federal measures, the study sites find it challenging to coordinate the two programs' performance measures at the state or local level. Three sites—Sonoma County, California and the two Minnesota sites—do not achieve the base level of coordination for Strategy #12 (Table A.12). Coordination on performance measurement focuses on the common ground across the programs—employment outcomes. To the extent that performance measurement is coordinated, it typically takes the form of adoption of the WIA measures for use in the TANF program—either by applying the same measures separately within each program or including TANF recipients within WIA performance measures.

Base coordination. The base level of coordination occurs at the local level, where administrators focus on outcome measures that cut across the two programs as well as on process measures to track efforts by frontline staff to move customers toward employment. Administrators in local sites in Connecticut and New York measure and monitor outcomes such as employment entry and entry earnings for customers in the TANF ES and WIA programs. They collect and report measures for the two programs separately, but administrators and frontline workers use common measures to assess progress in service goals within each program.

Moderate coordination. Sites in Florida, Texas, and Utah are categorized as moderately coordinated because of their and their respective states' use of common, employment-focused outcome measures. For example, Florida's Balance Scorecard, which is produced at the state level, compiles both short- and long-term measures related to employment outcomes for an online dashboard used by local workforce development administrators. TANF and WIA frontline staff members are also responsible for the same process measures in Pinellas County, Florida. Career counselors in both the TANF ES and WIA programs must meet service delivery quotas such as the percentage of their caseload that is referred to job listings from the state's online job network. In Texas, for both the TANF and WIA programs, local workforce boards work to achieve performance goals established in contracts with the state. The goals focus on employment outcomes that align with WIA performance measures. In Dallas, career development

specialists are encouraged to use the common measures for themselves to maintain their focus on customers' employment, though the Dallas site does not hold the specialists to performance goals.

High coordination. High coordination is defined as horizontal alignment across the programs in measuring performance, including federal performance reporting. The study sites that are moderately coordinated fall short in achieving high coordination because they generally do not include TANF recipients in WIA performance measures for federal reporting. These sites have few, if any, co-enrolled customers. Only in Burlington, Iowa, are TANF customers enrolled in WIA and included in WIA performance measures for federal reporting purposes. Such practice is not the standard across Iowa. However, given that it is standard practice in Burlington, we classify this site as highly coordinated.

Table A.12. Use of Common Performance Measures Across the TANF ES and WIA Programs

Site	Common measures for TANF ES and WIA programs used at local level	Common measures for TANF ES and WIA programs used at state level	Consistent use of common measures; TANF recipients included in federal WIA performance measures
Sonoma County, California			
Hennepin County, Minnesota			
Stearns County, Minnesota			
DSS North, Connecticut	x		
DSS South, Connecticut	x		
New York City, New York	x		
Region 14 Pinellas County, Florida	x	x	
Region 6 Dallas, Texas	x	x	
Wasatch Front North, Utah	x	x	
Wasatch Front South, Utah	x	x	
Region 16 Burlington, Iowa	x		x

Source: Interviews conducted for the Study of TANF/WIA Coordination.

Note: Shading indicates the level of coordination from base (lighter) to high (darker). No shading indicates that the site did not achieve the base level of coordination.

Supports for coordination

- **Same local entity administers the TANF ES and WIA programs.** Housing the programs within the same entity can promote a shared emphasis on common performance standards.
- **WIA and Wagner-Peyser/ES are integrated.** WIA and Wagner-Peyser integration can lead to broad inclusion of AJC customers, including TANF recipients, in WIA performance measures, as is standard practice in Burlington, Iowa.

Considerations for practice

- Aligning measures across the TANF ES and WIA programs means that the TANF ES program must focus on employment measures as well as on the program-specific process measures associated with the work participation rate. Administrators in sites with common local performance measures indicate that a focus on the provision of services that will result in good employment-related customer outcomes helps maintain the TANF work participation rate. Administrators do not discount the importance of monitoring the TANF work participation rate, but they attempt to limit its prevalence in setting a tone for services and performance.
- Tracking and verifying work activities is a time-consuming process for frontline TANF ES staff. Administrators have implemented different strategies to reduce the time associated with such tasks to emphasize a focus on employment goals. The Florida and Utah sites are highly automated and place heavy responsibility on TANF ES customers to track and submit verified forms and timesheets that document their participation hours, allowing frontline TANF ES staff to focus on case management and service delivery. These sites rely on document imaging technology and on electronic files on customers. Pinellas County, Florida, has charged data entry staff with exclusive responsibility for reviewing electronic documents submitted by customers and entering verified hours into the tracking system. Statewide, Texas is transitioning to tracking hours only in three key activities for the purposes of work participation—unsubsidized and subsidized employment and on-the-job training.
- Sites have struggled with the inclusion of TANF recipients in WIA performance measures. Past efforts in the Utah sites to enroll TANF ES customers in WIA did not succeed in achieving WIA performance goals. The Utah sites had discontinued the earlier standard practices of co-enrollment by the time of the visits conducted for this study. On the other hand, Burlington, Iowa, which recently instituted co-enrollment, has exceeded its WIA performance targets for the two years that the practice has been in place.

www.mathematica-mpr.com

Improving public well-being by conducting high quality, objective research and data collection

PRINCETON, NJ ■ ANN ARBOR, MI ■ CAMBRIDGE, MA ■ CHICAGO, IL ■ OAKLAND, CA ■ WASHINGTON, DC

MATHEMATICA
Policy Research

Mathematica® is a registered trademark
of Mathematica Policy Research, Inc.