



# COORDINATING TANF & WIOA

## HIGH INTEREST, SLOW PROGRESS DURING EARLY DAYS OF WIOA

**CENTER** *for* **POSTSECONDARY**  
*and* **ECONOMIC SUCCESS** 

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## TABLE OF CONTENTS

Summary .....	2
Introduction.....	3
Interviews .....	5
10 Strategies that may increase coordination.....	6
Opportunities and challenges.....	13
Conclusions and recommendations .....	17
Appendix I: Methodology.....	21
Appendix II: Interviews completed.....	22
Appendix III: CLASP TANF/WIOA coordination phone survey for TANF respondents.....	23
Appendix IV: CLASP TANF/WIOA coordination phone survey for WIOA respondents.....	25

## SUMMARY

Low-income parents who participate in Temporary Assistance for Needy Families (TANF) need better, more accessible job training and support services to obtain family-sustaining work. To accomplish this, it's important to coordinate TANF's welfare-to-work programs with federal workforce development services that are currently available to other unemployed and underemployed workers.<sup>1</sup>

In the Workforce Innovation and Opportunity Act (WIOA) of 2014, Congress encouraged closer coordination between TANF and the public workforce development system. The law requires WIOA-funded American Job Centers (known as one-stop career centers) to partner with TANF unless the state's governor has affirmatively chosen to opt out. WIOA also permits states to include TANF in combined state workforce planning, encouraging coordination between multiple programs.

In summer 2016, CLASP surveyed WIOA and TANF state administrators to provide an early snapshot of WIOA implementation and determine the extent of state-level coordination. At the time of the survey, the first WIOA state plans had recently been submitted to the federal government. The states surveyed don't constitute a representative national sample; however, the results of our interviews with 30 officials from 25 states provide a first look at WIOA's initial implementation. In particular, the survey provides early data about WIOA's impact on coordination with TANF.

According to our survey, state officials were strongly interested in improving coordination between WIOA and TANF programs; however, only modest changes were already in practice. Almost every respondent said improved coordination could improve the quality of workforce programs available to job-ready TANF recipients. In particular, coordination would provide closer connections to the labor market and increase program efficiency through reduced duplication. Additionally, most respondents expressed the opinion that their state was moving toward increased coordination. This was most frequently attributed to high-level leadership rather than WIOA requirements; however, many respondents noted that the process of developing their WIOA state plans had strengthened (or created) relationships between agencies and will lead to future collaboration.

We found that respondents from WIOA agencies were more likely than their TANF counterparts to report increased coordination. This may be attributable to WIOA's intense planning process. In six states, we were able to interview both WIOA and TANF respondents. These partnering agencies had considerably different perspectives on the strength of their coordination and how it's changed in recent years.

Counter to expectations, respondents did not necessarily report less planning and coordination in states where the governor opted out of the requirement to make TANF a one-stop partner.<sup>2</sup> One might assume opting out leads state planners to exclude TANF, but we found this varied across the states. One opt-out state reported separate, siloed systems, while another created a combined plan that increased coordination. Even when WIOA state plans do not include TANF, local WIOA and TANF programs can still work together and create shared plans (unless prohibited by state law or other rules).

Our study suggests states were slow to make changes to reflect and realize improved coordination. We asked states whether they employed 10 strategies that research shows may lead to additional coordination.<sup>3,4</sup> The most oft-cited strategies were having a shared job search resource room and braiding funding streams, while the least-cited strategies were team case management and assigning a single staff member to perform case management for both programs. Many respondents said that some, but not all, workforce areas within the state used a given strategy. Some strategies—particularly those requiring technology changes—were cited as long-term goals that were years away from being implemented.

Across states, respondents consistently noted that incompatible performance measures between WIOA and TANF impede collaboration. WIOA uses outcome measures, like employment and earnings, while TANF uses a different type of measure called Work Participation Rate (WPR). The WPR is a process measure, showing whether recipients were present at countable activities for the required number of hours. It does not measure whether these activities increased the participants' subsequent employment or earnings. In order to receive credit toward the WPR, states must monitor and document all hours of participation.<sup>5</sup> This distinction has been well-documented as a barrier to coordination between TANF and workforce systems, and none of the changes in WIOA addressed this issue.

We encourage TANF and WIOA programs to work together regardless of whether TANF is designated as a required one-stop partner. We recommend that TANF and WIOA agencies maintain and formalize communication, building on the good feelings and relationships state officials built through collaborative WIOA planning. We also urge agencies to track and share important data, including WIOA measures for all TANF recipients. Finally, it is clear that further research on continued collaboration is needed.

## INTRODUCTION

Since the 1990s, public "one-stop employment centers" have been charged with providing unemployed and underemployed workers access to information on jobs, assistance in applying for jobs, and connections to job training programs. Federal funding for workforce development programs has never been sufficient to support job training for all who seek it, and local programs have been given the responsibility of determining which services to offer and which populations to prioritize. Through a statutory sequence of services, low-income workers and public assistance recipients were often, and in many areas, screened out of participating in job training under the Workforce Investment Act of 1998 (WIA), the predecessor law to WIOA. In many states, welfare-to-work programs under Temporary Assistance for Needy Families (TANF) were kept completely separate from workforce centers, even though they provided some of the same services. As a result, in Program Year 2013, a paltry 3.7 percent of people receiving training services under WIA were recipients of TANF cash assistance.<sup>6</sup>

Policymakers, practitioners, and advocates have long hypothesized that closely aligning workforce and TANF programs would benefit clients, leveraging their combined resources and expertise. For example, supportive services—including child care subsidies and cash assistance through "needs-related payments"—were allowable uses of WIA dollars; however, due to limited funds, one-stops rarely provided that type of assistance to their job training participants. TANF is much more likely to offer these types of services. Meanwhile, workforce agencies are better connected to training providers and

have more intensive employer relationships than TANF welfare-to-work programs. For these and other reasons, experts suggest that aligning programs will reduce duplication of services (such as resource rooms for job search) and generate cost savings.

In the most recent reauthorization of workforce programs, the Workforce Innovation and Opportunity Act (WIOA) of 2014, Congress encouraged state and local programs to prioritize services for “recipients of public assistance, other low-income individuals, and individuals who are basic skills deficient” and required the one-stop system to partner with TANF programs, unless the state’s governor has chosen to opt out. TANF programs may also participate in the WIOA state planning process. These provisions could significantly improve the employment and training experience for people who are low income or have other barriers to employment.<sup>7,8</sup> Consider a low-income mother of small children who is not working. If eligible for TANF, she may access cash assistance. However, she is more likely to escape poverty if cash assistance is coupled with TANF-funded child care and transportation assistance as well as high-quality, WIOA-funded job training that is directly connected to local employers.

This vision for improved TANF-WIOA collaboration depends on state and local choices. The new law encourages collaboration, but it doesn’t address the fundamental differences between the workforce system’s outcome-based performance measures (including employment, earnings, and credential attainment) and TANF’s Work Participation Rate (WPR), a process measure that emphasizes immediate participation in paid or unpaid work experience and limits the extent to which education and training can be counted.<sup>9</sup> These differences, along with high and increasing performance targets for workforce programs, historically contributed to WIA programs serving few TANF participants.

A pre-WIOA study conducted for the U.S. Department of Health and Human Services (HHS) by Mathematica Policy Research found generally low levels of coordination between TANF and WIA programs.<sup>10</sup> Mathematica found that, in the 11 sites studied, TANF and WIA were generally parallel operating programs with varying levels of coordination across 12 specific coordination strategies that they identified as important. No strategy was highly coordinated across all 11 sites. Primary inhibitors to coordination were policy differences that affect both daily implementation and big-picture program approaches. The report concludes that “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.”<sup>11</sup> However, just before the Mathematica study was finalized, Congress replaced WIA with WIOA, which includes several provisions that may provide opportunities for programs to more closely coordinate.

Key WIOA elements, including State Plan and Accountability provisions, took effect on July 1, 2016. This paper describes states’ early implementation choices, as reported by state respondents from both WIOA and TANF systems. While this is an early report, and the respondents are not nationally representative (and may not have known all the details of choices made at the local level), it provides an initial portrait of how states are responding to the new policy environment. The intent is to share state coordination practices with other state and local officials who wish to improve workforce services to low-income populations. The lessons from this study should also inform guidance and technical assistance for WIOA implementation as well as future discussions around TANF reauthorization.

## INTERVIEWS

In summer 2016, CLASP invited agency leaders from all 50 states and the District of Columbia to participate in 30-minute phone interviews about coordination between TANF and WIOA title I agencies. For each state and D.C., we invited the head of the TANF agency and the head of the WIOA agency to participate separately. For more details on the methodology, see Appendix I. By the end of this study, we interviewed or received written answers from 30 respondents, including 17 TANF respondents, and 14 WIOA respondents, reflecting answers from 25 states. Appendix II contains a list of state responses. In six states, both WIOA Title I and TANF responded. While multiple officials from some states participated in the interviews, we refer to each individual or group as a singular state TANF respondent or WIOA respondent.

Our results should be interpreted carefully. This study represents a self-selected sample of states who agreed to be interviewed about collaboration. Naturally, we expect these respondents have placed greater emphasis on coordination than the states that chose not to respond. However, the sample does have a variety of states, including large and small states, states with Democratic and Republican governors, a mix of county- and state-administered TANF programs, and states that are geographically diverse. These interviews tell an important story, even if our survey results are not generalizable to the whole nation.

We should also note that these interviews, conducted in summer 2016, took place during the very early stages of WIOA implementation. In fact, many states were still completing their WIOA state plans. This was deliberate, as we wanted to know about early implementation choices. In addition, we chose to interview state-level agency leaders to understand which policies and practices the states thought were significant. There is no guarantee that the local areas or counties are actually implementing these changes, particularly in states where TANF is locally administered.

### Coordination increased, decreased, or stayed about the same

When asked whether coordination between TANF and WIOA had increased, decreased, or stayed the same over the last few years, 9 out of 13 WIOA respondents said coordination had increased. This may be attributable to the timing of the survey, which was conducted during WIOA state planning. The most commonly cited reasons were new WIOA requirements, state leadership, and leveraging funding. Eight out of 16 TANF respondents reported increased coordination, citing the same reasons. The TANF respondent from Arkansas remarked: "I believe the law itself is a catalyst." The Maryland TANF respondent said it was driven by the "overwhelming commitment to include TANF in the state plan." The South Carolina TANF respondent said that, while coordination had been paid "lip service" as far back as the Job Training Partnership Act of 1982, the WIOA planning process was making it real. The Alabama WIOA respondent cited many reasons for increased coordination but noted that "the law was the gasoline. It got the car moving!"

TANF respondents more often than WIOA respondents indicated coordination had stayed the same. More often than not, they said this was because partnerships were already historically strong. However, one TANF respondent noted that they had just "started figuring out how to do it," while another said



there had been no move toward coordination. The New Hampshire WIOA respondent said coordination “stayed about the same only because the coordination between TANF and WIOA probably couldn’t be better.”

No respondents said that coordination had decreased in the last several years.

## 10 STRATEGIES THAT MAY INCREASE COORDINATION

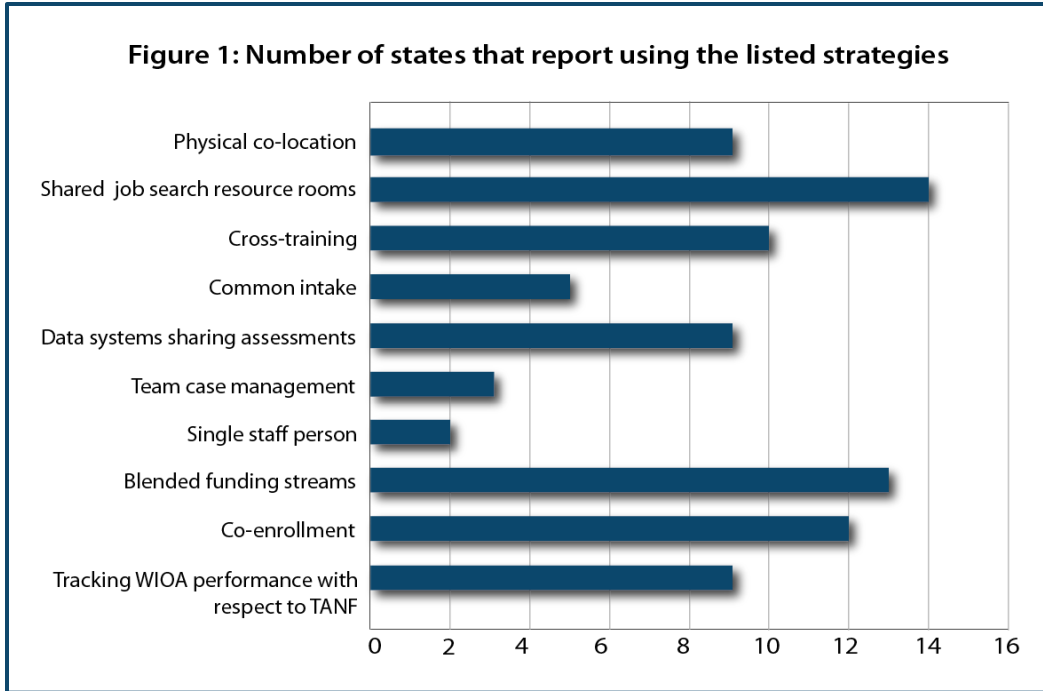
CLASP asked respondents about 10 specific strategies that may increase coordination between TANF programs and one-stops. These strategies were developed based on two sources: CLASP’s report *A Means to an End: Integration of Welfare and Workforce Development Systems*<sup>12</sup> and Mathematica Policy Research’s report *Coordinating Employment Services Across the TANF and WIA Programs*.<sup>13</sup> They include the following:

- Physical co-location of TANF and WIOA services;
- Shared job search resource rooms;
- Cross-training staff on policy;
- Common intake for TANF and WIOA services;
- Assessments conducted in one system are shared with case managers in the other;
- Team case management, where TANF and WIOA case managers who serve the same clients are placed together in a team;
- A single staff person doing case management for TANF and WIOA (with the caveat that this staff member would not need to determine TANF eligibility);
- Blended or braided funding streams, meaning that services and staff may be funded by a combination of sources but serve clients the same regardless of which program they are in;
- Co-enrolling TANF recipients as WIOA participants; and
- Tracking WIOA performance measure outcomes for TANF recipients (even if these individuals are not formally co-enrolled in WIOA).

### State perspectives on coordination

Only one state reported doing none of CLASP’s 10 suggested strategies for coordinating TANF and WIOA title I. This state’s responses may instruct us on likely responses from state officials who chose not to participate in the survey. The TANF respondent said that coordination had “stayed about the same.” She did mention that the WIOA unified state plan was still being revised and that they’d begin discussing implementation after the U.S. Department of Labor (DOL) approved the plan. The state’s TANF and WIOA programs were very siloed, but there was at least discussion about changing that. “If individuals or families are receiving TANF benefits, they’re mandatory to participate with our TANF work program. If they do receive services...under WIOA, we don’t necessarily track that, nor do we ask that question during our assessment, but that may change.” In the case of two strategies—cross-training of staff and common intake—the respondent said there had been discussions about moving in that direction. However, no specific plans had been made.





As displayed in figure 1, the most commonly used strategies were shared job search resource rooms and braided funding streams. The least used were team case management or case management by a single person for both programs. Below, we describe each strategy and its potential benefits as well highlight results from our survey.

### Co-location

Co-location means that WIOA and TANF programs are physically based in the same office, or at least the same building. This enables TANF recipients who go through intake and are ready for the one-stop to access services without traveling someplace else.

Only nine states reported co-location of their TANF and WIOA programs. Ten states said it varied by county because every county had its own TANF office but fewer had one-stops. Where there were one-stops in a given county, the programs were likely to be co-located. Some respondents said co-location was more common in urban areas. For example, in Arkansas, colocation varied “depending on whether it’s rural or urban.” Four states said they did not co-locate at all. In two states the TANF and WIOA respondents answered differently on the question of co-location.

### Shared job search resource room

States with a shared job search resource room provide TANF and WIOA customers job search supports, services, and public-access computer links in the same physical space, such as a room in the American Job Center.<sup>14</sup> This coordination strategy is desirable if it delivers TANF recipients better information aligned with updated local labor market needs and labor market information (LMI).

Fourteen states reported having shared job search resource rooms for both TANF and WIOA participants, while seven states reported that it varies across the state. Only two states reported no

shared resource rooms. In three instances the TANF and WIOA respondents from the same state disagreed with each other, but in all three cases the answer “yes” or “it varies across the state.” Because these were yes/no questions, there are no explanations for these discrepancies.

## Cross-training

Cross-training refers to increasing cross-program knowledge and understanding of the TANF and WIOA programs among both agencies’ staff members.<sup>15</sup> This may come in the form joint training, separate training, or written guidance. WIOA and TANF staff become better collaborators by developing a mutual understanding about rules and culture.

Ten states reported cross-training on policy, enabling staff to better serve low-income individuals regardless of which services were inquired about initially. South Dakota undertook cross-training any time a new policy was released. Only three states said this varied by county. Five said the strategy was planned but not yet implemented. It’s noteworthy that a large number of states reported cross-training was planned; this may be a result of the joint WIOA state planning process. Four respondents said they had no cross-training of staff, but none expanded on the answer. In two states, WIOA and TANF respondents disagreed on this point, answering either “yes” or it “varies.” In Alabama, the TANF respondent said cross-training on policy was “one of the requirements in the MOU” that was put in place to implement WIOA. However, the WIOA respondent said it varies across the state and that a plan is under development but not in place. This demonstrates the need for partners to build closer relationships.

## Common intake

Common intake means TANF and WIOA agencies use the same form or data entry system to capture initial information on a new client or participant.<sup>16</sup> If common intake information is entered into the same data systems, or at least shared *across* data systems, WIOA staff can better serve their customers who are TANF recipients.

Twenty percent of responding states reported having common intake. Utah has a common registration for services, although cash assistance requires a separate application. Pennsylvania has used the Commonwealth Workforce Development System (CWDS) for over 10 years. Additionally, 20 percent of states said common intake was planned but not in place. Intake systems can take years to develop; however, once they’re in place, they institutionalize coordination in a way that’s flexible over time. In Colorado, 15 percent of local service delivery sites reported common intake or share information, while 40 percent were in the planning stages. The Colorado WIOA respondent remarked that it’s “really hard...because the systems don’t speak to each other, the data systems [are] the biggest challenges.” In four states, the TANF and WIOA respondents disagreed. This may be attributable to different interpretations of “common intake,” with some interpreting it as a common referral system across both programs as opposed to merely a shared intake process. Additional research could clarify this issue.

## Data systems sharing assessments

Shared assessment refers to a common data system or common referrals between systems. This could make it easier to track customers and service delivery across the TANF and WIOA producing better coordination.

When asked if assessments from one system were shared with case managers in the other program, nine states responded in the affirmative. For example, in Connecticut, when the department of labor records TANF enrollments in its client computer system, WIOA administrators can access those data. Iowa uses a slightly different model. The eligibility determination is made within the TANF agency, but employment and training services are contracted out to the WIOA agency. Their computer systems “talk to each other overnight...then anybody...that’s required to be in employment and training...they come to the [one-stop] center and their information is already in our computer.” Four states, including Tennessee, are planning this type of data sharing. Tennessee respondents said that a common assessment that is available to everyone is “going to be the most vital tool to better align our services. Four other states reported that data sharing varied across the state. The New Jersey WIOA respondent said it varies “dramatically” between local areas, depending on the extent of collaboration between the local board and social services. Five states reported no sharing of this type. For example, in Wisconsin, the W-2 (TANF) program uses the CARES system, while the WIOA agency uses an entirely separate system. Two state pairs disagreed. In one instance, TANF respondent said data was being shared while the WIOA respondent said it wasn’t. Here, again, there is clearly an opportunity to enhance cross-system communication.

## Team case management

In a team case management approach, each program has its own case managers, but they work together in cross-program teams and meet regularly to discuss shared clients. This approach does not require a single person to know the rules and requirements of all programs; however, it does ensure clients receive consistent information and expectations across the programs in which they participate.

### State perspectives on coordination

One Midwestern state said collaboration is locally driven and varies greatly across the state. “[The state capitol] doesn’t know what works in local areas,” the respondent emphasized. Coordination strategies (including co-location, shared job search resource rooms, and a single TANF/WIOA Title I case manager) varied across the state because some areas had a single contractor for WIOA and TANF while other areas had completely separate programs. In two sparsely populated areas, the local workforce development board had been TANF providers for many years. And in an urban area, at least half of the TANF providers had contracts as one-stop providers. However, for strategies that require state-level efforts, there was very little coordination. For example, there were two separate data systems with no alignment. There is little to suggest these areas co-enroll and collect the same outcome measures. Even if areas were doing this, it would be very difficult to determine because of separate data systems. In this state, the governor has elected not to make TANF a formal state-wide one-stop partner; however, at the local level, many TANF agencies sit on workforce development boards.

Three states, including Alaska, reported team case management. Alaska's WIOA respondent said the staff conducts co-case management to ensure the individual is doing what's needed to successfully meet their goals. Three additional respondents reported that team case management is being planned. For example, the Illinois WIOA respondent said "that would be the ideal world. I think we're trying to get there...." Some respondents said team case management was a good idea but difficult implement. The Maryland TANF respondent remarked: "That's the dream, but no."

### Single staff person doing case management

We asked states whether they trained a single person to conduct case management for both WIOA and TANF. This strategy has the potential to be more cost-effective and foster better coordination than team case management. However, it requires staff members who understand both systems' rules and requirements.

Only two states, Utah and Connecticut, reported that staff members perform case management for both programs. In Utah, TANF and WIOA are administered by the same agency. The Connecticut TANF respondent reported cross-training case managers, enabling a single case manager to work with an individual enrolled in either TANF or WIOA. In Wyoming TANF and WIOA respondents agreed this varied across the state. The Iowa WIOA respondent said it "varies...based on funding. Some of the offices will have staff who are cross funded... then in that same office, they may have one...only doing TANF and someone only doing... [WIOA] title I." These responses demonstrate three models for a single person doing case management: single agency (Utah), cross-training (Connecticut), and blended funding for individual staff (Iowa).

### Braiding funding streams

Braided funding streams means using funds from across the TANF and WIOA programs to support common services. It can also refer to cost accounting to pay staff from more than one source, with funding allocated depending on how much time the staff member spends delivering each service. Braiding funding streams is an effective way to provide a particular client all the services they need to succeed.

Thirteen states, more than half of our respondents, reported braiding TANF and WIOA funding. In Wyoming field offices, where case managers oversee both the TANF and the WIOA programs draw on WIOA funding, TANF funding, or both depending on clients' needs. Connecticut also blends funding streams but includes private dollars. The Connecticut TANF respondent said "you can use the words blended, braided, whatever buzz words are out there." The Maryland TANF respondent remarked: "I think of...braiding and blending of funds...in partnership [to] reserve and conserve dollars together. I see it holistically serving TANF recipients in that if WIOA picks up a dime for training and we do support services. We wrap around somebody so it is much more comprehensive."

Three states said braiding funding streams varies across the state. For example, the Colorado WIOA respondent reported that over 60 percent of local areas used blended or braided funding streams. Seven states said they did not braid funding streams. In two states, the WIOA and TANF respondents answered differently.

## Co-enrollment

While the first step toward co-enrollment is referring TANF customers to WIOA for job search assistance or education and training opportunities, true co-enrollment means the participant is fully enrolled in both programs and is counted in both programs' performance accountability reporting data.

Twelve states, nearly half of those responding, reported co-enrollment between WIOA title I and TANF. For example, Utah indicated the state used co-enrollment because their systems were integrated under one agency. In addition, Missouri TANF and WIOA respondents both reported using a co-enrollment strategy as soon as the client's job ready. Five states said co-enrollment varied across the state. For example, Michigan's WIOA respondent said "it...varies from local area to local area as they design their program delivery." Six states, including Virginia, said they did not use co-enrollment between WIOA title I and TANF. Unfortunately, they did not elaborate on why that was the case. Two state pairs disagreed on the extent to which they used co-enrollment. Alabama's TANF respondent said co-enrollment was part of the TANF program, while the WIOA respondent said individuals were co-enrolled on a "case-by-case basis" within career centers.

## WIOA measures

We asked states if they used WIOA measures to track all TANF recipients *regardless* of whether they were enrolled in the WIOA system. TANF reporting does not require these data; however, the state may find it beneficial to track its goals for participant outcomes using the same metrics for both programs. Despite the benefit, we anticipated few states would utilize this strategy because TANF requires them to report on a process measure (WPR) instead of outcome measures like those in WIOA.

Surprisingly, nine states said they were tracking WIOA measures with respect to TANF clients. However, several of these respondents appear not to have fully understood the question. That said, it's telling that they judged doing so desirable. Four states were planning such tracking in the future. For example, Missouri's TANF respondent offered concrete plans: "In this RFP that's going to go out, we're going to change the focus from the work participation rate to WIOA measures. ... By aligning more with outcomes and retention and employment, and high attainment... we believe we can get our contractors to shift their focus to that side of the world." Other states expressed interest in this strategy but did not have firm plans. Only eight said they were not using this strategy, which seems unrealistically low for such a complicated data collection undertaking.

### TANF and WIOA coordination in Missouri

In Missouri, the TANF and WIOA respondents were typically on the same page, with a few specific exceptions. Generally, they agreed coordination was increasing in a way that benefited TANF recipients. However, the WIOA respondent attributed the changes to a youth program funded by the American Recovery and Reinvestment Act, while the TANF respondent credited WIOA as well as state leadership in creating a combined plan that included TANF. The leaders' similar tones may be attributable to shared experiences; the TANF respondent and the director of the Family Support Division spent many years in the workforce system. Both respondents mentioned that factor as a key to coordination.

Co-enrollment was an important strategy in Missouri. TANF recipients were co-enrolled in WIOA "as soon as they are job ready." The TANF agency contracted out the delivery of training to entities not related to the workforce system. When TANF programs determined that participants were job ready, they were sent to co-enroll in WIOA title I, presumably for job search and intensive services beyond training. This hand-off was different from other states, where TANF and WIOA were working together to provide training services.

Missouri had positive initiatives underway. They planned to make two changes in their request for proposals from TANF service providers. First, they planned to align TANF training regions with the state's 10 WIOA regions. Second, they planned to change the "focus from the Workforce Participation Rate to the WIOA measures." Because their target work participation rate under TANF was reduced by the caseload reduction credit, Missouri TANF officials weren't concerned that they would fail to meet the target rate. This gave them a low-risk opportunity to focus on WIOA measures, but they "believe that the rate will come with it anyways." By "aligning more with outcomes and retention and employment...we believe we can get our contractors to shift their focus to that side of the world," meaning focusing on clients' employment outcomes instead of the process requirements of the WPR. Also, performance bonuses for TANF staff were based on their clients' training and employment outcomes. We did not hear anything like this in our other interviews, but this policy could potentially be very positive. In addition, Missouri was piloting a program to increase the likelihood that TANF and WIOA participants receive child care services that enable them to attend training and work. Finally, the WIOA title I youth program was connected to the TANF program; the TANF agency sent outreach letters to build a pool from which WIOA could recruit for their summer jobs program. About 50 percent of those in summer jobs continued in WIOA services for the remainder of the year.

### Youth

In addition to our questions around the 10 strategies, we asked about underserved youth. A number of states said they were leveraging coordination between TANF and WIOA to better serve out-of-school youth. This is not surprising, because WIOA requires states to spend 75 percent of title I youth funding on out-of-school youth. Importantly, that population includes young single mothers and other parents who aren't attached to school or work. Iowa reported using co-enrollment to focus on out-of-school youth. Utah blended funding to provide more resources to high-risk youth, and case management could be paid for either through TANF or WIOA. Illinois targeted "the higher-risk youth like those in TANF households," noting that "we've laid out or we're going to lay out five million dollars to look at best

practice models and reaching those youth that integrates work-based learning models like apprenticeship or pre-apprenticeship in bridge programs.” We applaud states for connecting WIOA and TANF to improve services to out-of-school youth.

## OPPORTUNITIES AND CHALLENGES

We asked respondents about opportunities they expected to result from coordination as well as potential challenges. To encourage candid answers, we committed not to identify state names in our report.

### Opportunities for TANF recipients from coordination

We asked respondents how WIOA-TANF collaboration could benefit TANF clients. The most cited opportunities were: 1) increased job placements and better access to the labor market; 2) TANF participants obtaining a broader range of services; and 3) holistically addressing barriers through partnerships, braided funding streams, and wrap-around services. It is encouraging that states value these opportunities.

Many states highlighted actual placements and jobs obtained through WIOA services, focusing directly on better *outcomes* for participants. One WIOA respondent said “attachment to the labor force in a larger degree is definitely one of [the benefits].” One TANF respondent was very straightforward: “Well I think it’s obvious that this is about employment.” In general, respondents said there were more opportunities for TANF recipients to obtain employment with WIOA coordination than through TANF programs alone. TANF clients could also benefit from “additional ...individualized and training services” through the WIOA title I adult and youth programs. TANF recipients may benefit simply from knowing about the broader range of services available, and they can achieve positive outcomes by accessing WIOA services that are geared toward supporting work and career advancement.

The third most commonly cited benefit for TANF participants is addressing barriers through partnerships, braided funding streams, and wrap-around services. One respondent hailed the expansion of available funding for support services for training. Another TANF respondent planned to “take some of our staff [from] compliance and

#### State perspectives on coordination

In one Western state, WIOA and TANF closely collaborate between because they are essentially the same program. In the late 1990s, the legislature created one agency housing WIOA titles I, II, and III, along with TANF and SNAP. The respondent reported no change in coordination because the programs were already highly integrated. “We don’t necessarily think of ourselves as separate entities, except for how the funding gets worked in for program compliance reasons.” The respondent said they used 9 of the 10 coordination strategies, including common intake, single case manager, and tracking WIOA performance measures with regard to TANF clients. She described their intake process: “They come in, they register, they apply for cash assistance and register for work all at the same time and their employment counselor then just facilitates that plan for them which may include workshops...or training dollars. We haven’t had standalone programs...for a very long time.”



monitoring, give that to another organization and then have them focus...on how...you look at the whole family.” One WIOA respondent said the biggest opportunity for TANF recipients is to provide the network of services needed for low-income individuals to succeed, noting “it’s more of a safety net to help the individual succeed and overcome their barriers.”

### Opportunities for agencies from coordination

We asked states how coordination could benefit agencies. Most answers fell into four categories: 1) cost savings and efficiency; 2) leveraging relationships and communication; 3) reduced demand for TANF cash assistance; and 4) improved employer engagement.

The most commonly cited benefit was cost savings and efficiency. We heard several variations on this theme. First, respondents suggested coordination could reduce duplication and free up staff time. For example, one TANF respondent said coordination would enable staff efficiencies leading to increased focus on clients’ needs. Second, braiding funds would enable programs to serve more customers and provide more services, “whether at the individual level...the service delivery level, or the administrative management level.” In the same vein, a WIOA respondent said: “Partnerships can make a dollar go into 10 dollars quite easily, just by sharing resources and sharing knowledge in serving the clients more comprehensively.” Third, states noted that coordination would generate savings and provide taxpayers greater return on their investment.

Another commonly cited benefit is building communication structures, leveraging relationships, and developing shared work processes. One WIOA respondent credits coordination with better communication between agency staff, better understanding of agency roles and responsibilities, and better aligned policies. In one state that reported very little coordination, the TANF respondent said it could facilitate “regular communication and sharing of resources, because there may be common clients or at least common families where we may serve one parent [but]... don’t have enough resources to serve both parents, [then] the second parent can receive services through the one-stop.” Another respondent said it’s a shared work process. “All of the responsibility [for] this customer is not...on one agency. There’s more safety net for customers, so they’re less likely...to slip through the cracks.” Finally, a WIOA respondent said: “I think we have better product because we can work together; we’re unified; we make life easier for our clients.”

Two respondents, one WIOA and one TANF, said coordination can lead to better outcomes that reduce need for TANF cash assistance, generating savings. The more we coordinate, said the WIOA respondent, “the less demand we have on our TANF rolls.” The TANF respondent added: “If we get a TANF person into a job, we don’t have to pay their TANF benefits.”

Two other respondents, both from TANF, said coordination could improve and streamline employer engagement. One said “It’s going to be a great connect for employers.” The other said there was a change from “job development where...everybody is out their hammering the streets trying to find jobs and make connections with employers.” Instead, the respondent said this is better as a “coordinated effort” rather than “ten people coming to some employer...and bothering them.”

## Challenges to coordination

Despite WIOA's encouragement of TANF/ WIOA coordination, it's challenging to actually achieve. Respondents described the most significant obstacles as follows: 1) different performance measures; 2) the belief that WIOA title I program administrators would not want to serve a more difficult population; 3) communication problems caused by agencies' cultural differences; 4) institutional inertia; and 5) differences in data systems.

When asked about the greatest challenge to coordination, respondents cited differences in performance measurement. The conflicting mechanisms of TANF's input-oriented Workforce Participation Rate (WPR) and WIOA's outcome-oriented performance indicators make it difficult for the programs to work together because they do not share common types of goals. One TANF respondent said coordination was "challenged in terms of performance measures because [of] the TANF work participation [rate]," which is a process measure "as opposed to an outcome measure. The goals [of these measures] are very different." WIOA respondents also cited different performance metrics as a major challenge to coordination. One cited "lack of information from the [U.S. Department of Labor] and how the measures will work" together. Another mentioned the importance of "understanding that the TANF customer has...mandated hours of participation and the WIOA customer is a voluntary consumer" with outcome measures. A related challenge is the 12-month limit on counting vocational education under the WPR. One WIOA respondent used the example of a TANF customer engaged in training for a certification, which typically can only count for a year under WPR. However, under WIOA, this training may take up to two years. In some regards, she explained, "we could be...connecting a TANF recipient to employment for long-term sustainable wages but it could hurt them when they are engaging in those same activities under the TANF requirements." This could be addressed by modifying federal law to extend the number of months TANF clients can participate in vocational education.<sup>17</sup>

A second challenge cited by TANF respondents was the concern that WIOA program administrators would not want to serve TANF recipients due to their multiple barriers to employment. One TANF respondent said WIOA programs would need to have "acceptance of the TANF population and the willingness to service the TANF population," implying what another respondent said more clearly: the "population that participates in TANF has greater need than perhaps those in WIOA." Two additional TANF respondents noted that WIOA programs would have "challenge in finding appropriate placement and workforce development opportunities that meet the need of our often hard-to-serve population." Similarly, two TANF respondents said the biggest challenge was WIOA agencies' fear of not meeting performance goals because the TANF population is harder to serve. One bluntly explained: "They're about performance. Our people would bring down their performance." Notably, no WIOA respondent directly said that they would not want to take TANF participants because they were harder to serve. However, one did cite "meeting performance standards" as the greatest challenge to coordination.

Given the different responses to the survey, it is unclear whether TANF agencies are overestimating the extent to which WIOA partners would not want to serve TANF clients, or if WIOA respondents are not being forthright about their reluctance to work with public benefit recipients. It may be a combination of both. Given that WIOA agencies did not directly express this concern in responding to this survey, we

### State perspectives on coordination

For one mid-Atlantic state, CLASP interviewed both a TANF respondent and WIOA respondents. This provided two unique perspectives on coordination. The WIOA respondent reported more changes and more plans for change than did the TANF respondent. This may be attributable to the state's WIOA Combined State Planning process, which heightened awareness among WIOA administrators about the law's increased requirements for serving TANF recipients. The TANF respondent explained the challenge of "spatial mismatch"; TANF is locally administered in every county, meaning local workforce development regions are multi-county areas. While they agreed on the status of many of the 10 strategies, one respondent said the state did cross-training of staff on policy, while the other agency said the state did not. In general the WIOA respondent looked forward to positive changes, while the TANF respondent reported that they were "operating the way we've always operated."

encourage TANF agencies to reach out to their WIOA partners to test their assumption, which may be based on outdated information. Several respondents cited institutional inertia as a barrier to coordination, including "old mindsets [and] preconceived notions," "traditions of agencies," and "old habits." Similarly, to ensure robust implementation of WIOA's priority of service for public benefit recipients, WIOA agencies should expressly reach out to their TANF counterparts to increase WIOA services for TANF recipients.

A third challenge, reported by four respondents, is difficulty communicating due to differences in agency culture. Three WIOA respondents mentioned this challenge, along with one TANF respondent. One WIOA respondent said the greatest challenge is "communication issues caused by different agency cultures, definitions, approaches, and...the organizational structures." Another described the challenge as "ensuring full coordination between social services, human services...and the workforce side."

Lastly, many respondents cited differences in data systems, although only one TANF respondent and one WIOA respondent listed it as the biggest challenge. In other parts of the interview, additional respondents noted that differences in data systems caused challenges. One concrete example was that TANF had a "mainframe system...and our labor agency has a web-based system, and obviously the two don't mix." The WIOA respondent said the "data systems are different and not compatible."

### State pairs

CLASP invited the heads of WIOA and TANF agencies to respond separately to survey questions over the phone. In six states, CLASP spoke with or got written information from both the TANF and the WIOA agencies. Comparing "state pairs" highlights common ground and disagreement about coordination progress.

Five of these six state pairs reported that their Combined Plans included TANF. CLASP confirmed by reviewing state plans.

Unsurprisingly, each agency reported having its own language and culture. This sometimes led to misunderstandings. For example, "co-enrollment" had a clearly defined meaning for WIOA respondents,

while some TANF respondents were not sure what we meant by it. Additionally, WIOA and TANF respondents had different topics top of mind. None of the six pairs agreed on the greatest opportunity for TANF participants or the greatest opportunity for agencies. For example, in one state, the TANF respondent said the greatest opportunity for agencies was using their time “more efficiently” so they could serve more clients; meanwhile, the WIOA respondent said the greatest opportunity was “less demand on TANF rolls,” meaning that providing higher-quality workforce services would reduce need for TANF cash assistance.

In two of the states where we spoke to respondents from both agencies, the WIOA respondents were keen to discuss opportunities set out in the Combined Plan and were enthusiastic about partnership and coordination between TANF and WIOA. Conversely, their TANF counterparts did not think much had changed and were less focused on opportunities. In one of these states, the TANF respondent was more concerned about whether they would be in compliance with all the requirements.

Finally, with regard to the 10 strategies that may increase coordination, every state pair had a significant number of strategies for which they gave different answers. A pair of state administrators from one state disagreed on only 4 of these strategies, while another pair disagreed on 7 out of 10. In one example, four out of six pairs of state administrators disagreed on whether their state used common intake.

## CONCLUSIONS AND RECOMMENDATIONS

Given the early stage of WIOA implementation when we conducted the interviews, we were pleased to see so many states report planned increased coordination between TANF and WIOA. However, plans alone do not lead to improved coordination. As we saw in states where we interviewed both the TANF and WIOA administrators, these programs may continue to be significantly disconnected.

In addition, several of the state officials we interviewed expressed interest in pursuing greater collaboration between TANF and WIOA in ways that can help low-income people. On multiple occasions, respondents said they supported their state adopting one of the strategies we identified as likely to improve coordination. One respondent asked for a copy of the survey questions to follow up on the 10 strategies. Additionally, some respondents seemed to lean toward answering in ways that reflected more coordination, demonstrating their interest in moving in that direction.

### State recommendations

#### ***Maintain and increase communication between TANF and WIOA agencies.***

- Building on momentum from WIOA planning, agencies should develop an institutionalized structure to meet regularly, share proposed policies before they are issued, and conduct joint training and technical assistance for local workforce development boards. Ultimately, state agencies need to model the partnerships they want to see at the local level. For example, in Maryland and Missouri, where combined planning included TANF, there was momentum toward more coordination. Now that planning is over, states need to continue to keep the lines of communication open.

***Track and share important data, including outcomes on WIOA measures for TANF recipients.***

- Track results on the WIOA measures for all TANF participants (for example, by incorporating WIOA outcome measures into performance measures for contractors).
- Collect data on the portion of TANF recipients who are served through WDBs, as well as the share of WIOA participants who are TANF recipients, and share data across workforce areas. Incorporate these data into the performance measurement system at the state level.
- As part of broader WIOA data system alignment, align data systems to share all TANF and WIOA data, including intake, assessments, process measures, outcomes, and any other relevant data. Provide technical assistance to both programs' staff on how to analyze and use these data.

***Take advantage of state flexibility under TANF to allow more TANF recipients to meet their participation requirements through engagement in education and training.***

- Take full advantage of the opportunities to count individuals in education and training toward the work participation rate. In the most recent year for which data are available, only 7 percent of TANF recipients were counted toward the WPR on the basis of vocational education and high school completion (well under the 30 percent allowed by federal law).<sup>18</sup>
- Make use of an option under federal TANF law to allow individuals to participate in non-countable activities when the state agency believes said activities are in families' best interest. Many states are currently achieving participation rates significantly above their targets and have the flexibility to allow some recipients to engage in non-countable activities. For example, in 2009, Nebraska passed legislation allowing students to work toward an Associate's degree for up to 36 months while receiving TANF cash assistance.
- Take up the option to use solely state-funded dollars—state funds that are not claimed toward the federal TANF maintenance-of-effort requirement—to assist clients engaged in education and training. This option entirely removes these families from being counted toward the TANF work participation rate. This is a good route for states that would otherwise be at risk of failing to meet the work participation rate by allowing recipients to participate in non-countable activities.

## Federal legislative recommendations

As noted above, the 2014 WIOA law did not address the fundamental difference between WIOA's outcome-based performance measures and TANF's process-focused Work Participation Rate (WPR). At a 2015 hearing, multiple witnesses from states across America, invited by both Republicans and Democrats, agreed that the WPR is a flawed measure of state performance. Eloise Anderson, secretary of Wisconsin's department of children and families, noted in her written testimony that the "participation requirements, as currently structured, must be revised to ensure that the standards align with the ultimate goal of the TANF program: moving recipients from welfare to work."<sup>19</sup>

Following the hearing, the U.S. House Ways and Means Committee released a discussion draft for a potential TANF reauthorization bill; importantly, it made several changes to expand states' ability to receive credit for engaging recipients in education and training activities. This included allowing vocational education to be counted for up to 24 months, rather than the 12 months currently countable.

It also included expanding the provision allowing teen parents to meet the work requirements through high school attendance (or the equivalent) or education related to employment for adults 25 and younger. Furthermore, the draft would have created new outcome-based performance measures (based on the WIOA measures), including employment and earnings gains, which would have rewarded states for providing clients with effective work activities. These changes would have been consistent with evidence about effective practice and increased TANF's alignment with the bipartisan WIOA reauthorization.<sup>20</sup>

- Congress should replace the WPR with outcome-based performance measures that lead to more effective programs. Congress should design these measures carefully and thoughtfully, in order to avoid replacing the WPR with outcome measures that also have perverse consequences, such as discouraging states from providing TANF assistance to families where the parents face barriers to employment. TANF reauthorization should include a clear expectation that states will be held accountable for the outcomes they achieve while providing a reasonable period to review the outcomes now being tracked by states, refine measures, collect and report data on measures, and establish baselines before enforcing consequences like loss of funding flexibility.<sup>21</sup>
- Congress should pass legislation building on the bipartisan Enhancing and Modernizing Pathways to Opportunity through Work, Education, and Responsibility (EMPOWER) Act (S. 3091 in the 114<sup>th</sup> Congress), which would allow vocational education defined as "postsecondary, vocational, or career and technical education" to be counted as a work activity for up to 36 months of participation.
- TANF should be amended to automatically count participation in WIOA-funded activities toward the work participation rate.
- Congress should enable and encourage states to spend more of their TANF and state funds claimed as maintenance of effort (MOE) on work-related services. Leveraging the increased flexibility to implement high-quality training and job readiness activities will require more resources than most states currently spend on work activities, and unfortunately, WIOA resources have been declining over the last decade.

Our interviews, undertaken early on in WIOA implementation, have lifted up promising state initiatives to improve workforce development services and labor market outcomes for low-income individuals. The interviews also highlighted concerns about potential service gaps between the TANF and WIOA programs. As states and local areas continue to coordinate services and implement WIOA, we hope to hear from you about efforts to successfully improve services and overcome challenges like those discussed in this report. If you would like to share success stories or challenges, please contact Anna Cielinski ([acielinski@clasp.org](mailto:acielinski@clasp.org)).



## Endnotes

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- <sup>2</sup> In the WIOA joint regulations, the U.S. Departments of Labor and Education comment that "the governor's option to determine that TANF will not be a required one-stop partner in a State is a separate and distinct decision from the option of including TANF in a Combined State Plan." See WIOA Joint Rule for Unified and Combined State Plans, 20 CFR 677.230, August 2016. <https://doleta.gov/wioa/Docs/wioa-regs-jointfinal-rule.pdf>
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- <sup>4</sup> Ranghelli, Lisa, Nisha Patel, and Mark Greenberg. October 2003. "A Means to an End: Integration of the Welfare and Workforce Development Systems. Center for Law and Social Policy, <http://www.clasp.org/resources-and-publications/files/0154.pdf>
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- <sup>8</sup> Bird, Kisha, Marcie Foster and Evelyn Ganzglass. "New Opportunities to Improve Economic and Career Success for Low-Income Youth and Adults: Key Provisions of the Workforce Innovation and Opportunity Act (WIOA)." September 2014. Center for Law and Social Policy (CLASP), <http://www.clasp.org/resources-and-publications/publication-1/KeyProvisionsofWIOA-Final.pdf>
- <sup>9</sup> Lower-Basch, "Work Participation Rate"
- <sup>10</sup> Kirby, et al. "Report: Coordinating Employment Services Across the TANF and WIA Programs"
- <sup>11</sup> Ibid.
- <sup>12</sup> Ranghelli, "A Means to an End."
- <sup>13</sup> Kirby, et al. "Report: Coordinating Employment Services Across the TANF and WIA Programs"
- <sup>14</sup> Ibid.
- <sup>15</sup> Ibid.
- <sup>16</sup> Ranghelli, "A Means to an End."
- <sup>17</sup> Randi Hall. July 2016. "Expanding Education and Training Opportunities Under TANF: A Path to Stable Employment in Today's Economy" <http://www.clasp.org/resources-and-publications/publication-1/07.2016-Expanding-Education-and-Training-Opportunities-under-TANF.pdf>
- <sup>18</sup> Elizabeth Lower-Basch, Amy Ellen Duke-Benfield, and Lavanya Mohan. March 2014. "Ensuring Full Credit Under TANF's Work Participation Rate." <http://www.clasp.org/resources-and-publications/publication-1/Ensuring-Full-Credit-Under-TANFs-Work-Participation-Rate.pdf>
- <sup>19</sup> Testimony of Eloise Anderson, Secretary of Wisconsin Department of Children and Families and Chairperson of the Secretaries Innovation Group Before the Committee on Ways and Means Subcommittee on Human Resources. U.S. House of Representatives. April 30, 2015. <http://waysandmeans.house.gov/wp-content/uploads/2015/06/Eloise-Anderson-Testimony-043015-HR3.pdf>
- <sup>20</sup> Randi Hall. "Expanding Education and Training Opportunities Under TANF"
- <sup>21</sup> Elizabeth Lower-Basch, Comments on the Discussion Draft of TANF Reauthorization Bill, Subcommittee on Human Resources, Committee on Ways and Means, U.S. House of Representatives. <http://www.clasp.org/resources-and-publications/publication-1/CLASP-TANF-Reauthorization-Comments-July-17-2015.pdf>



## APPENDIX I: Methodology

CLASP wanted to learn from state leaders of human services and workforce development programs about whether and how implementation of WIOA has spurred greater coordination between TANF and WIOA Title I programs. To understand how coordination has taken place and state efforts to improve services for low-income people, our Center for Postsecondary and Economic Success policy team developed a survey instrument, which included questions around about experience, policies that may increase coordination, and opportunities and challenges to coordination among others. Once our survey instrument went through several revisions and pilot interviews, one of our team members sent an invitation letter to all the state leaders of human services and workforce development programs inviting them to participate in our national phone survey. We compiled the list of contacts from a directory of the WIOA system that was provided by state and local offices, our own database, and from contact information available on state websites. All of our participants were informed that their responses but not their names would be used in the writing of this paper and future presentations. Throughout the summer of 2016, our team member conducted semi-structured phoned interviews with 17 human services and 14 workforce development program representatives. From these numbers, we gathered information from both human services and workforce development programs of six states. All of our interviews were recorded, transcribed, and analyzed for themes such as successful practices that have increased coordination and changes between WIA and WIOA.

## APPENDIX II: Interviews completed

<b>Interviews Completed</b>			
<b>States</b>	<b>TANF</b>	<b>WIOA</b>	<b>Pairs</b>
<b>Alabama</b>	x	x	x
<b>Alaska</b>		x	
<b>Arkansas</b>	x		
<b>Colorado</b>		x	
<b>California</b>	x		
<b>Connecticut</b>	x		
<b>Hawaii</b>	x		
<b>Illinois</b>		x	
<b>Iowa</b>		x	
<b>Kansas</b>	x		
<b>Louisiana</b>	x		
<b>Maryland</b>	x	x	x
<b>Michigan</b>		x	
<b>Missouri</b>	x	x	x
<b>New Hampshire</b>		x	
<b>New Jersey</b>		x	
<b>Pennsylvania</b>		x	
<b>South Carolina</b>	x		
<b>South Dakota</b>	x		
<b>Tennessee</b>	x	x	x
<b>Utah</b>	x		
<b>Vermont</b>	x		
<b>Virginia</b>	x	x	x
<b>Wisconsin</b>	x		
<b>Wyoming</b>	x	x	x
<b>Total</b>	<b>17</b>	<b>14</b>	<b>6</b>
<b>Total Number of states</b>	<b>25</b>		

## APPENDIX III: CLASP TANF/WIOA coordination phone survey for TANF respondents

Overarching question: Has anything changed with regard to coordination between TANF and WIOA, because of or supported by WIOA, particularly in regard to better/more services for TANF participants?

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### First, I want to ask you about TANF/WIOA coordination, in general.

1. In general, over the last several years, has coordination between TANF and WIOA Title I programs in your state increased, decreased, or stayed about the same?
2. Can you give a specific example of a change?
3. If it has increased, what was the impetus?
4. If the answer is decreased or stayed the same: Does your state have plans or goals to increase coordination between TANF and WIOA Title I programs in the future? Why or, why not?

### Now, I'm going to ask you about client experience.

For the next three questions, your answer may be "Not at all likely" "somewhat likely" "very likely" or "it varies across the state".

5. Thinking of a hypothetical TANF "work eligible" client assigned to work activities; how likely is this person to be referred to the workforce system for job search activities?
6. How likely is this person to be referred to the workforce system for training?
7. Thinking about a hypothetical low-income person entering the one-stop, who is not currently receiving benefits, but expresses concern about how to support herself/her family, how likely is it that one-stop staff connect that person with TANF, SNAP, childcare or other work supports?

### Next, I'm going to read a list of examples of policies or practices that may increase coordination.

8. Tell me whether or not your state uses these. You will probably answer "yes," "no," "not yet, but planned," or "it varies across the state,"
  - Physical co-location of services?
  - Shared job search resource rooms?
  - Cross-training of staff on policy?
  - Common intake for TANF and WIOA services? "Shared data system for information about participants?"
  - Assessments conducted in one system are shared with case managers in the other?
  - Team case management where TANF and WIOA case managers who serve the same clients are placed together in a team?
  - A single staff person doing case management for TANF and WIOA? [Does not need to also do TANF eligibility determination]

- Blended or braided funding streams, meaning that services and staff may be funded by a combination of sources, but serve clients the same regardless of which program they are in?
- Co-enrollment of TANF recipients as WIOA participants?
- Tracking of WIOA performance measures with respect to TANF recipients (even if they are not co-enrolled in WIOA)?

**Now I'm going to ask about some potential outcomes of coordination.**

9. Because of coordination efforts:

- Have TANF recipients received more training through WIOA?
- Have TANF recipients received new types of services, like integrated education and training?
- Are there other benefits to TANF recipients of improved coordination?
- Have you heard of any concerns arising out of attempts to serve TANF recipients through WIOA?

**10. Now, I'd like to ask about any supports and incentives for coordination.**

- Did your state provide guidance regarding the statutory priority of service for public assistance recipients?
- Are there state staff who are specifically tasked with supporting TANF/WIOA coordination at the state or local levels? If so, what agency are they in?
- Did your state use TANF or state WIOA funds to provide dedicated incentive funding to encourage local areas/counties to coordinate between these programs?

**Finally, the last questions consider opportunities and challenges to coordination. So that you may answer freely, we will not identify you, your state or other identifying information for these questions.**

11. What is the greatest challenge to coordination between WIOA Title I and TANF?

12. What are the potential benefits of coordination for TANF recipients?

13. Are there benefits for other low-income people who might seek workforce services?

14. Are there benefits to agencies of coordination?

## APPENDIX IV: CLASP TANF/WIOA coordination phone survey for WIOA respondents

Overarching question: Has anything changed with regard to coordination between TANF and WIOA, because of or supported by WIOA, particularly in regard to better/more services for TANF participants?

--

### First, I want to ask you about TANF/WIOA coordination, in general.

9. In general, over the last several years, has coordination between TANF and WIOA Title I programs in your state increased, decreased, or stayed about the same?
10. Can you give a specific example of a change?
11. If it has increased, what was the impetus?
12. If the answer is decreased or stayed the same: Does your state have plans or goals to increase coordination between TANF and WIOA Title I programs in the future? Why or, why not?

### Now, I'm going to ask you about client experience.

For the next three questions, your answer may be "Not at all likely" "somewhat likely" "very likely" or "it varies across the state".

13. Thinking of a hypothetical TANF "work eligible" client assigned to work activities; how likely is this person to be referred to the workforce system for job search activities?
14. How likely is this person to be referred to the workforce system for training?
15. Thinking about a hypothetical low-income person entering the one-stop, who is not currently receiving benefits, but expresses concern about how to support herself/her family, how likely is it that one-stop staff connect that person with TANF, SNAP, childcare or other work supports?

### Next, I'm going to read a list of examples of policies or practices that may increase coordination.

16. Tell me whether or not your state uses these. You will probably answer "yes," "no," "not yet, but planned," or "it varies across the state,"
  - Physical co-location of services?
  - Shared job search resource rooms?
  - Cross-training of staff on policy?
  - Common intake for TANF and WIOA services? "Shared data system for information about participants?"
  - Assessments conducted in one system are shared with case managers in the other?
  - Team case management where TANF and WIOA case managers who serve the same clients are placed together in a team?
  - A single staff person doing case management for TANF and WIOA? [Does not need to also do TANF eligibility determination]

- Blended or braided funding streams, meaning that services and staff may be funded by a combination of sources, but serve clients the same regardless of which program they are in?
- Co-enrollment of TANF recipients as WIOA participants?
- Tracking of WIOA performance measures with respect to TANF recipients (even if they are not co-enrolled in WIOA)?

**Now I'm going to ask about some potential outcomes of coordination.**

9. Because of coordination efforts:

- Are there new, more, or better-funded subsidized jobs programs for low-income participants?
- Are there increased support services, such as child care and transportation, for WIOA participants?
- Is there increased outreach to adult TANF participants to provide them WIOA adult services?
- Is there increased outreach to TANF participants up to age 24 who qualify as WIOA out-of-school youth?
- Are there other benefits of improved coordination? Have you heard of any problems arising out of attempts to serve TANF recipients through WIOA?

**10. Now, I'd like to ask about any supports and incentives for coordination.**

- Did your state provide guidance regarding the statutory priority of service for public assistance recipients?
- Are there state staff who are specifically tasked with supporting TANF/WIOA coordination at the state or local levels? If so, what agency are they in?
- Did your state use TANF or state WIOA funds to provide dedicated incentive funding to encourage local areas/counties to coordinate between these programs?

**Finally, the last questions consider opportunities and challenges to coordination. So that you may answer freely, we will not identify you, your state or other identifying information for these questions.**

11. What is the greatest challenge to coordination between WIOA Title I and TANF?

12. What are the potential benefits of coordination for TANF recipients?

13. Are there benefits for other low-income people who might seek workforce services?

14. Are there benefits to agencies of coordination?