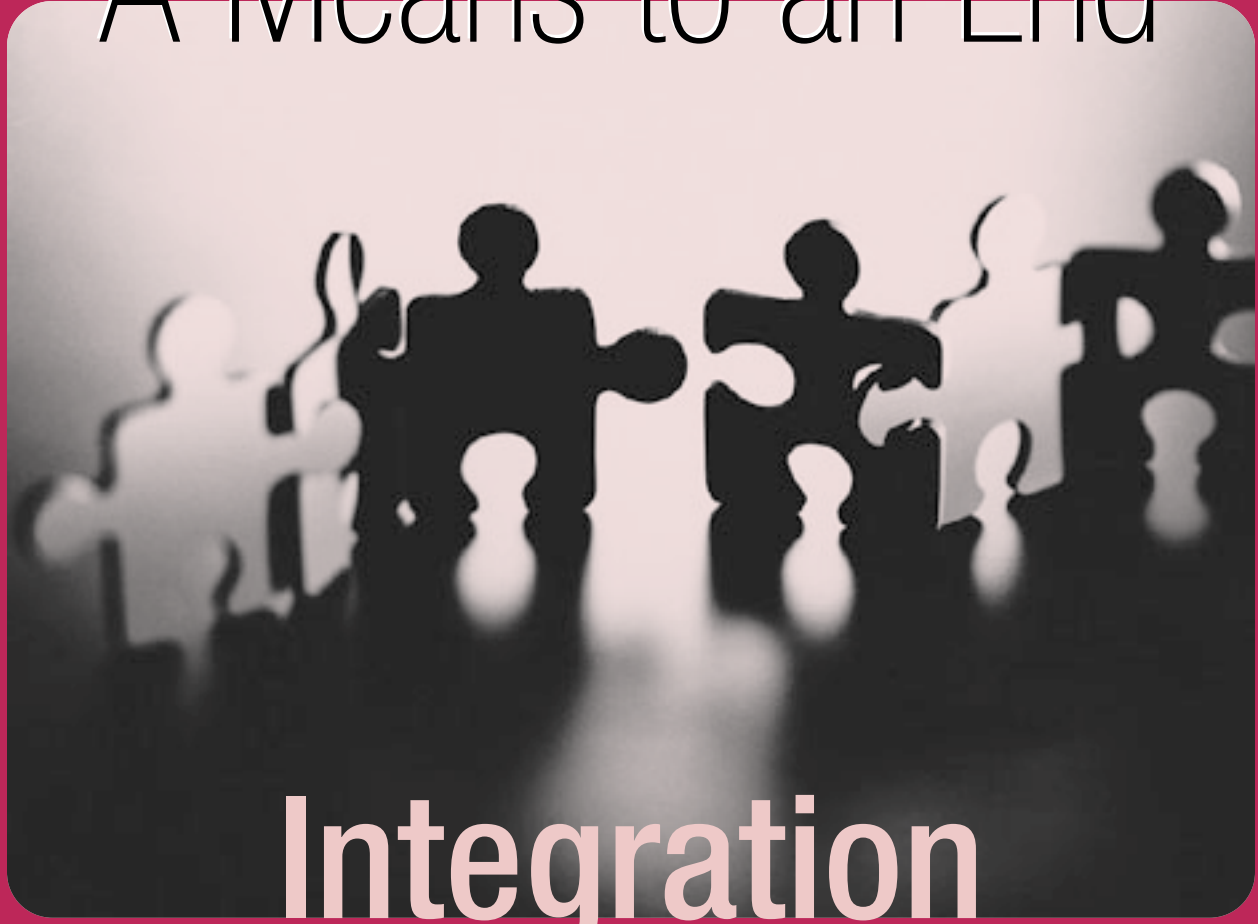


# A Means to an End



## Integration

of Welfare and Workforce  
Development Systems

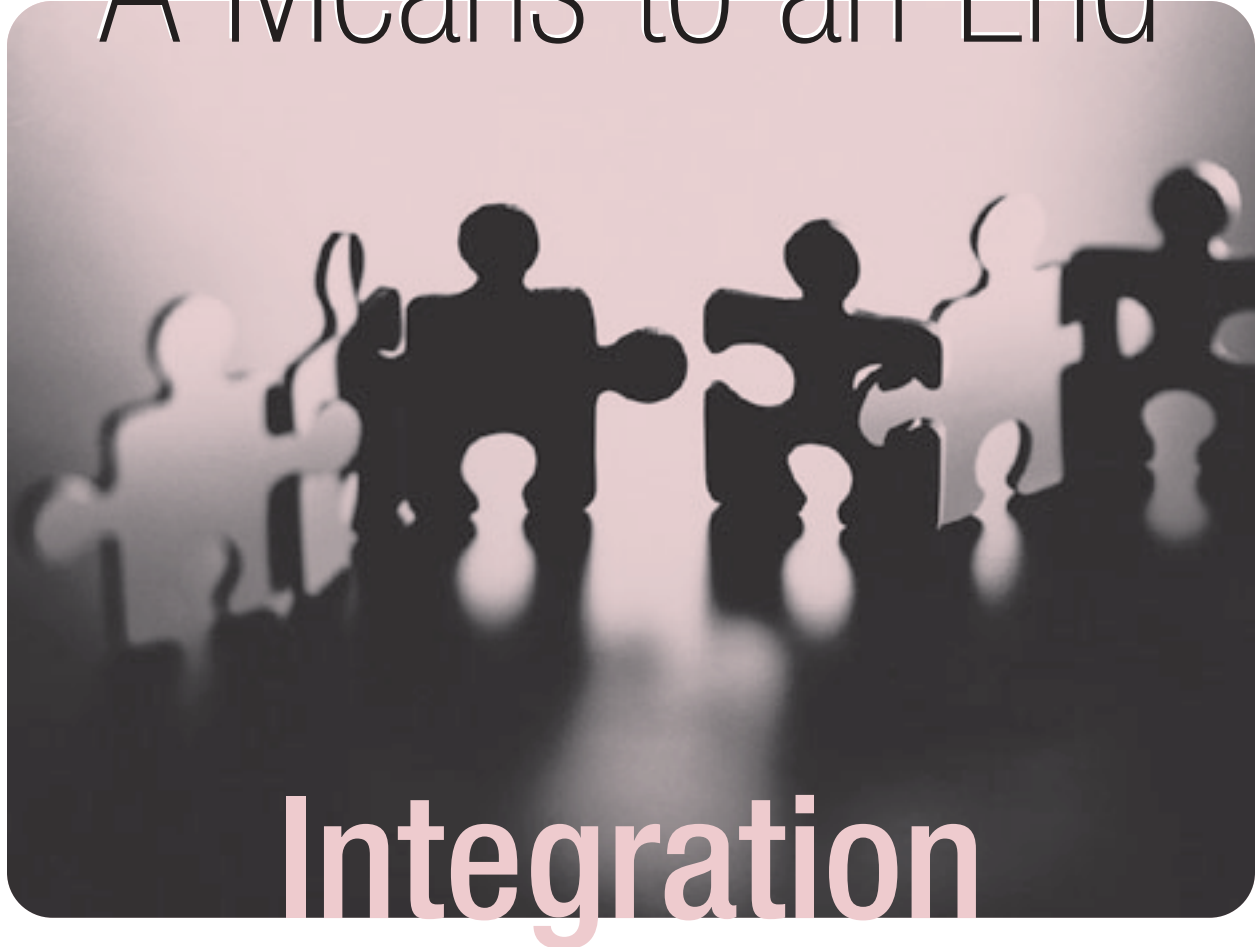
By

Lisa Ranghelli, Nisha Patel, and Mark Greenberg

October 2003

**CLASP**  
CENTER FOR LAW AND SOCIAL POLICY

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## of Welfare and Workforce Development Systems

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While we are indebted to all of the above individuals for their help in researching this report, the authors alone are responsible for its contents.

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## Executive Summary

During the last decade, before and after implementation of the Temporary Assistance for Needy Families (TANF) block grant, state welfare agencies became increasingly focused on linking low-income families with employment. At the same time, there were less publicized, but still dramatic changes in the ways in which states sought to deliver employment and training services for unemployed and underemployed adults. In implementing the Workforce Investment Act of 1998 (WIA), states created “one-stop centers” and focused on addressing the fragmentation and duplication that has often plagued state employment and training programs. The goal was to develop a universal system of employment services for workers and employers.

The transformation of state welfare and workforce systems has prompted all states to assess the relationship between welfare reform and workforce development. So far, there has been a wide range of responses. In some states, welfare and workforce are essentially two separate systems, with limited communication and coordination. Other state systems engage in substantial cross-referrals and rely on one system (typically TANF) to provide resources to and purchase services from the other. A handful of states, however, are experimenting with a far more integrated structure, in which a single state agency is responsible for both workforce development and welfare reform.

Underlying the technical details of integration efforts, there are fundamental questions about next directions for welfare and workforce policy. On the one hand, proponents of integration envision a single workforce system with strong linkages to employers, with simplified access for all workers, and in which low-income families are treated as workers or potential workers rather than stigmatized as welfare recipients. At the same time, integration efforts raise concerns that the special needs and circumstances of the disadvantaged may not be effectively addressed in a universal system; that resources intended to address the needs of low-income families could be diverted to less needy groups; or that the resulting system might be seen by employers and other workers as a welfare program in which they might be hesitant to participate.

In this paper, we consider the early experiences of four states (Florida, Ohio, Utah, and Wisconsin) with integrated state agencies. Florida has placed workforce services for all individuals, including TANF participants, under the jurisdiction of a single entity, but has kept all other TANF services separate. Utah, Wisconsin, and Ohio have consolidated their TANF and workforce agencies into single state agencies. We describe their organizational structures, discuss what their systems look like to individuals in need of services, and consider lessons that might be learned from their early experiences. In doing so, we seek to explore key questions about TANF-WIA integration efforts:

- What does an integrated system look like to a low-income parent and other workers or job seekers entering a one-stop?
- What are the benefits of integration for a TANF participant? Are there more or better job-related services available? What are the disadvantages? How do individuals with multiple barriers fare?
- What are the benefits of integration for a worker or job seeker? Does an integrated system offer broader access to work supports such as Medicaid, Food Stamps, and child care? What are the disadvantages? Will middle-income individuals opt out of such a system because of a perceived welfare stigma?
- What are the benefits of integration for business? Can businesses access a broader qualified labor pool more easily? Or are employers more likely to opt out because of a perceived welfare stigma?
- What are the barriers to integration that states and localities encounter?
- What are the implications of integration for federal policy?

In looking at the early experiences of integrated states, it is sometimes difficult to distinguish the impacts of integration from the impacts of other systems changes. These states took advantage of the federal overhauls of TANF and WIA to rethink and redesign their service delivery systems. While this was in some ways a logical opportunity to explore integration, it also created some challenges. As a result, it becomes hard to assess the positive and negative outcomes associated with integration, distinct from the outcomes associated with implementation of the new federal welfare and workforce development laws. With this caveat, our research has yielded some valuable observations about the promises and pitfalls of integration.

Overall, our key findings include:

- States and localities have developed promising examples of integration that offer individuals an array of services based on their needs rather than categorical eligibility. Collocated services coordinated by cross-trained workers can provide individuals and employers with increased benefits.
- Potential benefits of integration include: more and better employment-related services for TANF participants; broader access to supportive services (Food Stamps, Medicaid, child

care) for workers and job seekers; more flexible use of funding to provide skills training; and greater responsiveness to employer needs.

- However, integration is not a panacea. Integrated systems have their own pitfalls and can carry over negative elements from the programs that were merged. Areas of concern include weak assessment and case management for individuals with multiple barriers and the perceived welfare stigma in the one-stop environment.
- Moreover, there are many challenges to integration, which require a substantial investment of time, additional costs, staff retraining, buy-in from local workforce boards, and retooling of information systems to overcome. Federal barriers include limited resources, conflicting program missions, and different program requirements.
- Steps can be taken to support further innovation in welfare-workforce integration. Increased resources, common federal requirements, and the development of better performance measures would facilitate future integration efforts.

While further integration efforts may be warranted, it should be emphasized that integration should be a means to a set of ends, rather than an end in itself. Ultimately, the goal should not simply be to reorganize or streamline government, but to improve the accessibility and effectiveness of workforce development services for all workers and businesses.



## Introduction: Background on TANF and WIA

The Temporary Assistance for Needy Families (TANF) block grant and the Workforce Investment Act (WIA) both emphasize employment, but their goals, structures, requirements, and funding differ in important ways. TANF is a block grant with multiple purposes. It can be used to provide a broad range of services and benefits, but a major focus is the provision of services and imposition of requirements intended to promote employment among families receiving cash assistance. States have very broad discretion in the use of the funds, and issues about state-local division of responsibilities are largely left to each state. Federal funding to states is nearly \$17 billion per year.

WIA, on the other hand, is intended to make available a set of core services to all workers, to coordinate multiple employment and training programs, to operate a targeted voucher-based training system, and to provide services for adults, dislocated workers, and youth. The federal WIA statute vests significant responsibilities in local workforce boards that are appointed by local elected officials and include a private sector majority. Federal funding for the WIA system is in the range of \$3 billion annually.

### Temporary Assistance for Needy Families

In 1996, Congress enacted the Personal Responsibility and Work Opportunity Reconciliation Act, which made significant reforms to the federal welfare system. The law ended low-income families' entitlement to cash assistance and replaced it with the TANF block grant to states totaling \$16.5 billion a year. States must also expend state funds, in an amount totaling about \$10 to \$11 billion each year, in order to avoid federal penalties. The TANF block grant gives states broad discretion to design programs for families with children. Unless otherwise prohibited, a state can spend TANF funds in a way reasonably calculated to accomplish the law's purposes: providing assistance to needy families with children; reducing dependence on government benefits through promoting job preparation, work, and marriage; preventing and reducing out-of-wedlock pregnancies; and encouraging the formation and maintenance of two-parent families.

The law requires families to meet work requirements and states to meet work participation rates. The law placed a five-year lifetime limit on receipt of federally financed “assistance,” though certain benefits and services can be provided to low-income working families without triggering this clock. States are subject to fiscal penalties for, among other reasons, failing to meet work participation rates, failing to comply with the five-year time limit, and failure to impose sanctions on those who do not comply with program requirements. The work participation rate rules specify details about the activities that count as participation and the number of required hours an individual must participate in order to count. At the same time, a state’s required participation rate is adjusted downward based on the size of a state’s caseload decline since 1995 for reasons other than changes in eligibility rules—a so-called caseload reduction credit. Finally, high-performance bonus funds are made available to states with the highest measures on a series of indicators.<sup>1</sup>

Welfare caseloads declined during the late 1990s, due in part to the new law, to the strong economy, to expanded work supports, and possibly to other factors. However, many families who have left the welfare system are working in low-wage jobs, and others with significant barriers remain unemployed. Helping those who are working to stay off welfare and advance in the labor market and helping those with barriers move toward employment are key challenges for the system.

## Workforce Investment Act

In 1998, Congress passed WIA, which overhauled the federally funded system for job training and other employment-related services for adults, dislocated workers, and youth. WIA was intended to address concerns about the fragmentation of federally financed job training efforts and the weak performance of many programs financed under the Job Training Partnership Act (JTPA), which WIA replaced. The principal policy response to this fragmentation was the requirement that every local workforce board create a “one-stop” delivery system in which many local entities operating key federally funded programs must participate and in which individuals could more easily access programs and services regardless of funding source or administering agency.<sup>2</sup> TANF was *not* one of the partners mandated to participate in the new one-stop system, though states could choose to require TANF’s participation.<sup>3</sup>

One-stop systems must provide universal access to “core services.” This was intended to ensure that any individual, regardless of income or employment status, would have access to employment-related services, including information about job vacancies, career options, employment trends, and job search. In addition, the Act defined two additional service levels, “intensive” and “training,”<sup>4</sup> and developed a system of sequential eligibility intended to ensure that these latter service categories were limited to those individuals who needed them in order to find employment or advance in the labor market. (Definitions of core, intensive, and training services, as well as further explanation of sequential services is provided in the sidebar on pp. 7-8). In practice, some states and localities have interpreted these provisions as requiring a “work-

first” approach, while others have not. WIA annual funding totaled \$3.4 billion in fiscal year 2003, and the amount allocated for adult services—\$900 million—has declined slightly over the last decade. There is a general consensus that WIA funding does not provide the resources needed to build a one-stop infrastructure, adequately serve a universal population, and also provide training to those who cannot otherwise find employment leading to self-sufficiency.

## Integration

Since TANF and WIA share a goal of moving participants into employment, it is not surprising that states have begun to experiment with integrating the funding and delivery of each program’s services. This report discusses how four states (Florida, Ohio, Utah, and Wisconsin) approached integration of TANF and WIA services; how integration has affected TANF-eligible families, other workers and job seekers, employers, and state and local governments; possible “lessons learned” from early experiences; and policy implications. A concluding section offers recommendations for state and federal policymakers.

### Sequential Eligibility

WIA mandates universal access to set of defined “core” services. This means that local one-stops can provide core services to all adults without any limiting eligibility requirements. Current law, at the time of this writing, requires that local one-stops provide access to services in a sequence that begins with core services and progresses to “intensive” and then “training” services.

One-stops may provide intensive services to individuals:

- who are unemployed, are unable to obtain employment through core services, and are determined by a one-stop operator to be in need of more intensive services in order to obtain employment; or
- who are employed, but are determined by a one-stop operator to be in need of intensive services in order to obtain or retain employment that allows for self-sufficiency.

One-stops may provide training services to individuals who:

- receive intensive services and are still unable to obtain or retain employment; and
- are determined by a one-stop operator (or one-stop partner) to be in need of training and to have the skills and qualifications to successfully participate.

**Core services** include:

- initial assessment of skill levels, aptitudes, abilities, and supportive service needs;
- job search and placement assistance and, where appropriate, career counseling;
- provision of labor market information;
- provision of information about the performance and program cost of education and training providers in the area;
- information relating to the availability of supportive services, including child care and transportation;

*continued on next page*

### Sequential Eligibility *(continued)*

- information regarding filing claims for unemployment compensation;
- assistance in establishing eligibility for welfare-to-work activities and other programs offering financial aid assistance for training and education; and
- follow-up services, including counseling for not less than 12 months after someone becomes employed.

#### **Intensive services** include:

- comprehensive and specialized assessments of an individual's skill levels and service needs;
- development of an individual employment plan;
- group or individual counseling and career planning;
- case management for individuals seeking training services;
- short-term job readiness activities, including development of learning skills, communication skills, interviewing skills, punctuality, personal maintenance skills, and professional conduct;
- literacy activities related to basic workforce readiness; and
- paid or unpaid work experience.

#### **Training services** include:

- occupational skills training, including training for nontraditional employment;
- on-the-job training;

- programs that combine workplace training with related instruction, which may include cooperative education programs;
- training programs operated by the private sector;
- skill upgrading and retraining;
- entrepreneurial training;
- job readiness training;
- adult education and literacy activities provided in combination with services listed above; and
- customized training conducted with a commitment by an employer or group of employers to employ an individual upon successful completion of the training.

In addition to the new infrastructure, WIA has four key features: 1) states are required to report on a set of accountability measures that focus on employment outcomes, including measures of employment entry, earnings growth, and job retention; 2) states are subject to fiscal penalties for failure to meet statewide performance goals and may qualify for incentive bonuses for high performance; 3) training providers are required to meet performance-based eligibility criteria; and 4) when providing access to training, local boards are generally required to provide eligible individuals with "individual training accounts" for use with eligible providers. Individuals select providers using performance and cost information that is made available through the new one-stop systems. States were required to implement the law by July 2000.

# I. How Four States Approached Integration

This section begins with a comparative discussion of how Florida, Ohio, Utah, and Wisconsin approached integration of their TANF and WIA agencies. This first part provides a brief description of each state's integration process and current structure. The section then offers a comparative discussion of local one-stop approaches to integration, followed by a description of participant pathways at each one-stop. A flow chart showing how an individual moves through the one-stop is included for each site. For further reference, Appendix B contains a summary matrix of integration across the four states (p. 57).

## Comparative Discussion of State Approaches

Among the four states, we found two basic types of integration at the state level:

- A unified agency for all welfare and workforce functions (Ohio, Wisconsin, and Utah)
- Merger of all WIA and TANF employment functions under one entity, with retention of a separate TANF benefits agency (Florida)

Across these basic models there is further variation. For example, Utah's Department of Workforce Services includes all welfare and workforce services under one division. Ohio's Department of Jobs and Family Services initially did the same, but then separated these services into a welfare division and a workforce division within the Department. According to Ohio state officials, some of the focus on welfare was lost in the rapidity of the agencies' merger, and separating the divisions ensures that welfare and workforce functions are given equal emphasis. At a later date, the divisions may be combined again. Wisconsin took a gradual approach, combining Economic Support (TANF) and Workforce Excellence into one Division of Workforce Solutions within the merged Department of Workforce Development (DWD) several years *after* creating the DWD. Wisconsin initially transferred Medicaid and Food Stamps over to the DWD, but in 2002 moved these back to the Department of Health and Family Services (DHFS), as they are considered "income maintenance" services. Wisconsin is the only one of the four states to fold the Department of Vocational Rehabilitation into its new workforce agency. Utah's legislature has repeatedly discussed doing this but has yet to take action.

The four states also fell into two basic categories in terms of the state's role in local implementation:

- State-imposed uniformity and consistency of integration across regions (Utah)
- State support of local flexibility in determining the degree of integration and design of local service delivery (Florida, Ohio, and Wisconsin)

One issue that each state faces is that local workforce areas may have different geographical boundaries than counties or other units for purposes of administering TANF. States took a different approach to the challenge of potentially mismatched TANF and WIA jurisdictions. Utah, which has a state-administered TANF program, created a single service delivery area for WIA that encompasses the whole state. Florida attempted to promote local integration by combining its regional TANF employment and WIA oversight boards into single entities. In Wisconsin and Ohio, TANF had been devolved to the county level. After WIA was enacted, Wisconsin was able to match jurisdictions in some locations. For example, Milwaukee County is both the WIA and TANF service delivery area. On the other hand, Racine County is part of a tri-county WIA local area. However, the local Workforce Investment Board (WIB) provides oversight, while most decisions are made by a county-level board. In Ohio, the WIA local areas do not directly correspond to the county jurisdictions. Ohio attempted to resolve this disparity by creating the Ohio Option, so that individual counties could assert significant authority over WIA under a state workforce board, instead of requiring multiple counties to operate under a regional WIB. However, this unique solution has caused the state to encounter many U.S. Department of Labor (DOL) compliance issues.

While supporting locally driven systems, state officials in Florida, Ohio, and Wisconsin all expressed a desire to balance local flexibility with greater consistency in the quality of services. Both Ohio and Wisconsin representatives noted that many localities continue to duplicate employment services under TANF and WIA. The three states recognize that there is a need for greater state guidance in helping all localities deliver equally good quality services in a more streamlined fashion.

## State Overviews

### Florida

**Background and Agencies Involved:** Integration in Florida occurred in stages. Under the state's 1996 welfare reform law, the state set up 24 regional WAGES<sup>5</sup> boards (to oversee the state's TANF program) that coincided geographically with the Private Industry Councils (PICs) established under JTPA. The PICs were subsequently replaced by Regional Workforce Development Boards (RWDBs). Of the 24 regions, 21 eventually decided to merge the workforce development and welfare functions into single boards. After WIA was enacted in 1998,

Florida chose to implement the law earlier than the federal deadline. In 1999, the legislature created a committee to explore consolidation of workforce programs, resulting in the passage of the Workforce Innovation Act of 2000 (WIA 2000).

The WIA 2000 law created 24 Regional Workforce Boards (RWBs), which merged the WAGES boards and RWDBs in all regions. The law folded the state WAGES board into the new state workforce board, Workforce Florida, Inc. (WFI). WIA 2000 also created a new administrative and fiscal entity for all workforce programs, the Agency for Workforce Innovation (AWI). The state maintained the separate Department of Children and Families (DCF), which is responsible for TANF benefits, Medicaid, and Food Stamp eligibility. The state Department of Labor was gradually phased out altogether. WIA 2000 requires local areas to spend at least 50 percent of their adult and dislocated worker funding toward individual training accounts (ITAs).<sup>6</sup>

**Mission:** The articulated mission of WFI is to streamline, integrate, and broaden access to workforce services; foster greater coordination of workforce and economic development policy; and increase employer use of and involvement in workforce strategies. The law established three state councils and similar regional committees: First Jobs/First Wages (youth, new workers); Better Jobs/Better Wages (welfare-to-work and underemployed adult workers); and High Skills/High Wages (sector-specific customized, incumbent training). Performance-based outcome measures for the one-stops are being developed to reflect these three focus areas.

**Funding Streams:** Under the merged system, a portion of TANF, WIA, Wagner-Peyser (see sidebar on p. 13), and Welfare-to-Work (WtW) funding are all funneled through AWI. General revenue funds are also allocated for specific programs (such as Quick Response Training). Workforce-related funding streams have been combined, now totaling \$488 million. State officials estimated that 40 percent of funding for workforce services statewide comes from TANF. Wagner-Peyser funds support core services at one-stops, and AWI Employment Service merit staff performing job development and placement functions are part of the one-stop staff managed by the local RWB. All unemployment claims are filed through the one-stops, via the Internet or telephone. This activity is also managed by the local RWB.

**Description of TANF Program:**<sup>7</sup> Under WIA 2000, 24 public/private RWBs are responsible for the delivery of welfare and workforce services. The state Department of Children and Families (DCF) continues to operate local district offices to disburse TANF benefits. DCF also administers Food Stamps, Medicaid, and child care. Florida's time limits are stricter than the federal limit; a family may receive benefits for 24 months in a 60-month period, with a lifetime limit of 48 months. Immediately upon receiving benefits, a single parent must engage in work activities for at least 30 hours per week, with some exemptions for individuals with disabilities, victims of domestic violence, and parents with children under three months. Work require-

*Osceola County*



## TANF

ments can be met through unsubsidized employment, public or private subsidized employment, work experience, on-the-job training (OJT), job search, job readiness, community service, and up to 12 months of vocational education. Families may be eligible for 24 months of transitional child care and 12 months of transitional medical coverage.

**Service Delivery Structure:** Under WIA 2000, welfare and employment services are to be delivered through the one-stop system to all individuals, including screening, assessment, and integrated case management. According to the WFI strategic plan for 2001-02, this is an as-yet unrealized vision. WFI hopes that placing funds from several federal agencies under one umbrella and integrating management information systems (MIS) will foster program integration over time. According to a WFI representative, “The state places an emphasis on the one-stop *system*, not one-stop centers—we don’t require collocation” of workforce and welfare services. Each of the 24 regional workforce boards decides whether or not one-stops and DCF offices are colocated or integrated and in what manner. In practice, most local one-stops are located near welfare benefits offices, but they do not share space. Nevertheless, employment services for TANF participants are provided at one-stops.

This emphasis on local decision-making means that there is a great degree of variation regionally. One-stops now are required to develop a front-desk ‘triage’ system to funnel individuals, but this has been left up to each region to design. The agency sees local differences in the quality of assessment, screening, and service provision, and it strives to achieve some measure of consistency in quality across the state. WFI wants to broaden service delivery through electronic access to one-stop services; a web-based service delivery system is under development. The state believes that ultimate integration will be achieved through MIS systems. The state believes that front-line staff need training to understand the full array of services available. Toward that end, a workforce training institute and web-based training modules are being

### Wagner-Peyser

The Wagner-Peyser Act of 1933 established a nationwide system of public employment offices, known as the Employment Service. As part of the one-stop delivery system, the Employment Service focuses on providing a variety of employment-related labor exchange services, including, but not limited to, job search assistance, job referral, and placement assistance for job seekers; re-employment services to unemployment insurance claimants; and recruitment services to employers with job openings.

Services are delivered in one of three modes, including self-service, facilitated self-help services, and staff-assisted service delivery approaches. Other services, such as job seeker assessment of skill levels, abilities, and aptitudes, career guidance when appropriate, job search workshops, and referral to training, may be available.

Source: U.S. Department of Labor, Employment and Training Service description at [www.uses.doleta.gov/wp.asp](http://www.uses.doleta.gov/wp.asp)

developed for all system partners. Currently the AWI website offers online services for employers, job seekers, and partner agencies, such as posting job vacancies, posting resumes, accessing labor market statistics, filing unemployment compensation claims, and accessing workforce system performance data.

## Ohio

**Background and Agencies Involved:** In July 2000, the Department of Jobs and Family Services (DJFS) was created with the merger of the Ohio Bureau of Employment Services and the Ohio Department of Human Services. Spurred by the Governor, the goal of the merger was to eliminate duplication and create a more efficient workforce development system.

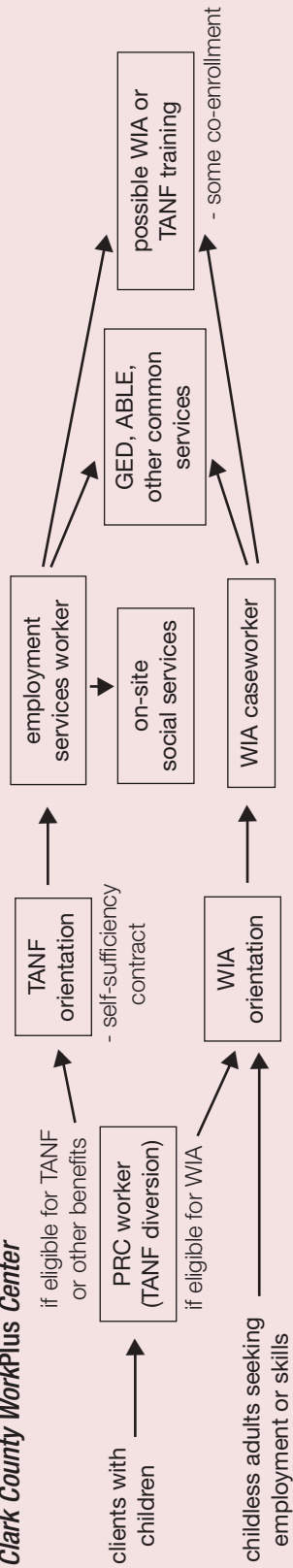
**Mission:** The stated mission of DJFS is “to be the nation’s premier family support and workforce development system contributing to skilled, healthy Ohioans, successful businesses and strong communities.” DJFS develops and oversees employment and economic assistance, health care, child support, adoption, foster care, and protective services. After the merger, the state’s WIA and TANF functions were initially housed within the same division, but now they are administered by separate offices within DJFS.

**Funding Streams:** TANF, WIA, and Wagner-Peyser funds are all under the jurisdiction of DJFS.

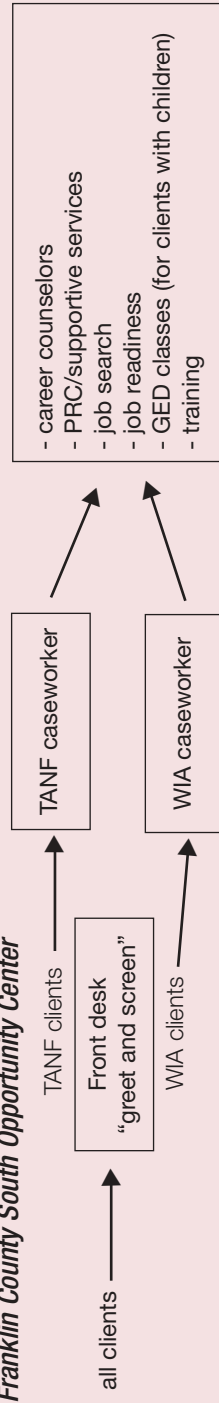
**Description of TANF Program:** Ohio Works First is administered at the county level, although the state has some uniform provisions with respect to the provision of cash assistance. In addition, all counties administer a TANF-related diversion program, called PRC (Prevention, Retention, and Contingency), through which counties can provide a variety of benefits and services designed to divert families from cash assistance, meet emergencies, and help parents retain employment. Whereas the administration of cash assistance by counties is uniform, each county has discretion in designing the scope, services, and funding amounts for PRC. Ohio adheres to an “intermittent” version of the federal 60-month TANF lifetime limit—participants are allowed 36 months on, then must take 24 months off, and then are allowed 24 months back on. After the initial 24 months, single parents must participate in work activities for 30 hours per week. The state exempts families with children up to 12 months old, and counties may provide additional exemptions. Work requirements can be satisfied through unsubsidized employment, public or private subsidized employment, work experience, OJT, job search, job readiness, community service, English as a second language (ESL) instruction, substance abuse treatment, and up to 12 months of vocational or postsecondary education. The state provides 12 months of transitional child care and transitional medical coverage.

# Client Flow Through Ohio One-Stops

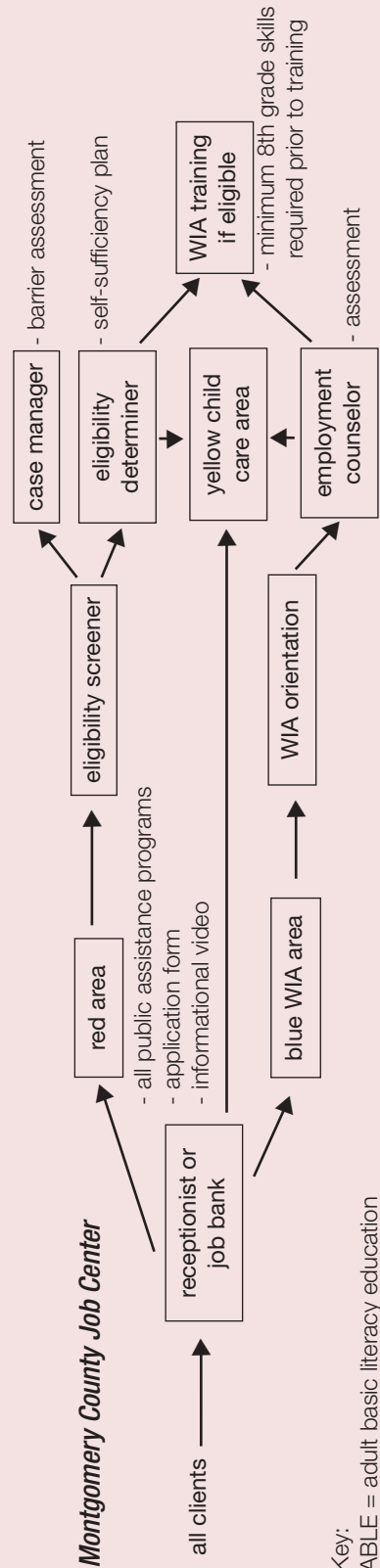
## Clark County WorkPlus Center



## Franklin County South Opportunity Center



## Montgomery County Job Center



Key:  
ABLE = adult basic literacy education

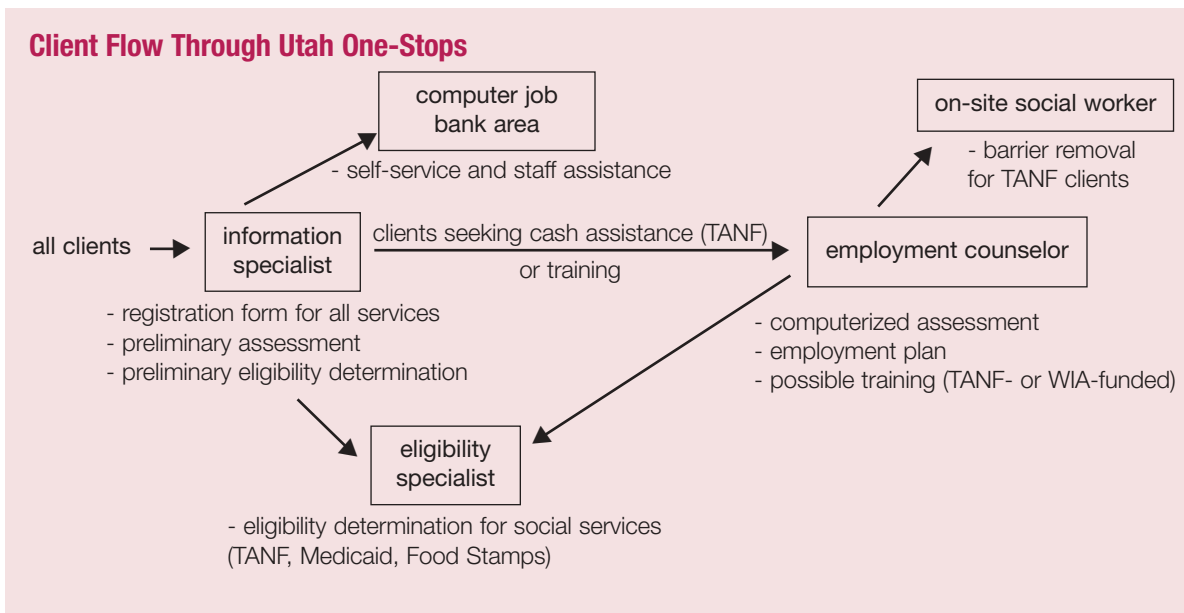
**Service Delivery Structure:** Ohio has a unique and complex structure for service delivery. Under WIA, the state gave responsibility for administration to individual counties in order to parallel the TANF structure. Yet 77 of the 88 counties have chosen the “Ohio Option,” in which they are governed by one statewide WIB and rely on the state as a fiscal agent. The other areas chose to implement WIA as a “conventional” stand-alone (some are multi-county) one-stop system. Ohio Option counties were given broad discretion to coordinate TANF and WIA and initially received extra TANF funds as an incentive, but the state has since ceased providing those resources. Although both TANF and WIA were devolved to the county level to facilitate coordination, tension between county commissioners and local workforce boards has impeded integration in some cases.

Like Florida, Ohio’s desire to support local innovation means that service delivery varies from place to place. Many counties have collocated their TANF and WIA services. Some one-stops serve TANF participants; some welfare offices serve WIA participants. Ohio is still working through the federal rules, regulations, and procedures to find ways in which it can help localities deliver services more seamlessly. The state has had to focus on many WIA compliance issues raised by DOL because of the structure of the Ohio Option. For example, many localities still do not have full-service one-stops as defined by DOL. The state also encountered difficulties launching a new web-based integrated computer system, but for now the DJFS website does offer online employment-related services to job seekers and employers, such as posting job vacancies, posting resumes, and accessing labor market information.

## Utah

**Background and Agencies Involved:** Integration in Utah was spurred by a legislative audit that found too much duplication of services across the existing programs. In 1996, the state legislature gave Utah state officials the authority to consolidate five state agencies into one—the Department of Workforce Services (DWS). The law allowed agencies one year to implement its provisions, and the Lieutenant Governor chaired a task force on workforce development to hammer out the actual merger details. According to a senior official at DWS, “The task force was critical to the process—it was hard to sit around a table and agree about who would give up what. But one of our best decisions was having a whole year to implement the merger. It took a whole year to get our department ready.”

The Office of Family Support, the Department of Employment Security, the Office of Job Training, the Office of Child Care, and the Turning Point Program for displaced homemakers were all combined into the Department of Workforce Services. Subsequently, in 1997, the entire Family Employment Program (TANF) was relocated to DWS. A State Council on Workforce Services and eight Regional Councils on Workforce Services planned the integration.



**Mission:** The stated mission of DWS is “to provide quality, accessible, and comprehensive employment-related and supportive services responsive to the needs of employers, job seekers, and the community.” Seamless processes and quality customer service are central goals. The new system places primary emphasis on employment and employability as the main and immediate goal of service delivery. The system is intended to reduce dependency on government programs and avoid duplication of case management efforts.

**Funding Streams:** DWS commands a broad array of federal funding streams, including: TANF, WIA, Food Stamps, Unemployment Insurance, Child Care and Development Fund (CCDF), Wagner-Peyser, Trade Adjustment Assistance (TAA) and North American Free Trade Agreement (NAFTA)/TAA, Office of Refugee Resettlement, Veterans Employment and Training Service, Alien Labor Certification, Work Opportunity Tax Credit (WOTC), and Medicaid/State Children’s Health Insurance Program (SCHIP) eligibility.

**Description of TANF Program:** The Family Employment Program is state-administered. Utah has a 36-month lifetime limit, with no exemptions. However, extensions may be offered for specific hardships, such as disability or domestic violence. Individuals are required to begin meeting work requirements immediately upon receipt of benefits, and there are no automatic categorical exemptions from these requirements. Work requirements can be met through unsubsidized employment, public or private subsidized employment, work experience, OJT, job search, job readiness, community service, ESL, adult basic education (ABE), substance abuse treatment, mental health treatment, vocational education, and postsecondary education. The state allows up to 24 months of ABE and postsecondary education. Utah provides 24 months of transitional child care, as well as transitional medical coverage.

**Service Delivery Structure:** Utah is the only one of the four states that has strived for uniformity in local service delivery. This has been facilitated by the fact that Utah is a single local service delivery area under WIA, meaning that the whole state comprises one Workforce Investment Area. In effect, the state has implemented integration in all localities, whereas other states have left implementation to local boards. Over time, the state consolidated services from 106 to 54 locations, called Workforce Services Employment Centers (ECs). Of the 54 locations, 37 are full-service one-stop centers. The ECs are the point of service for all programs operated by DWS. Standardization of the ECs' physical design is emphasized so that they are recognizable as a "brand name"—*Utah's Job Connection*—distinct from many other government agencies in their professional look. DWS also has web-based services for employers and job seekers, such as posting job vacancies, posting resumes, and accessing labor market information.

Utah has placed a high priority on seamless service delivery. TANF and WIA are not just collocated in the same physical space. Rather, every one-stop serves every individual regardless of categorical eligibility. EC staff, now called employment counselors, engage in cross-training on the different programs and services offered by DWS so they can have a range of skills and operate as part of a multifunctional team. The expertise and knowledge of the team includes: job development, training and skills needs assessment, placement interviewing, working with individuals with multiple barriers, employer needs, and some eligibility determination.

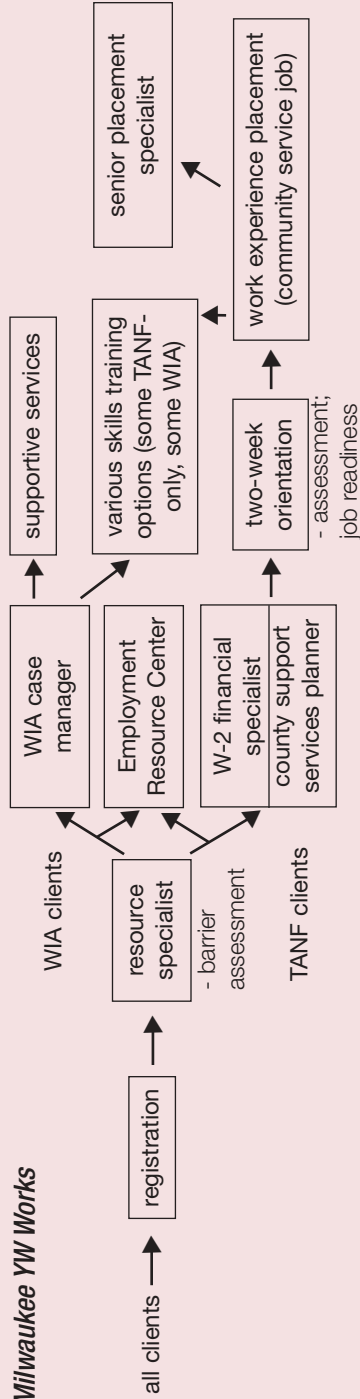
## Wisconsin

**Background and Agencies Involved:** Integration evolved in three stages in Wisconsin during the 1990s. Prior to federal welfare and workforce reform, Wisconsin already had a system of Job Centers with some degree of collaboration among its partners, which included JTPA, the Employment Service, the Aid to Families with Dependent Children-Job Opportunities and Basic Skills (AFDC-JOBS)<sup>8</sup> program, and the technical college system. In 1996, the state legislature created the Department of Workforce Development (DWD), which includes TANF (Wisconsin Works, or W-2), WIA, Child Care, Employment Service, Unemployment Insurance, Migrant Services, Apprenticeship and Training, Food Stamps Employment and Training, and Vocational Rehabilitation. In Wisconsin, TANF eligibility and benefits functions transferred to the new DWD. A separate agency, the Department of Health and Family Services (DHFS), administers Food Stamps and Medicaid. These programs had been moved to DWD, but were subsequently put back under the jurisdiction of DHFS in 2002.

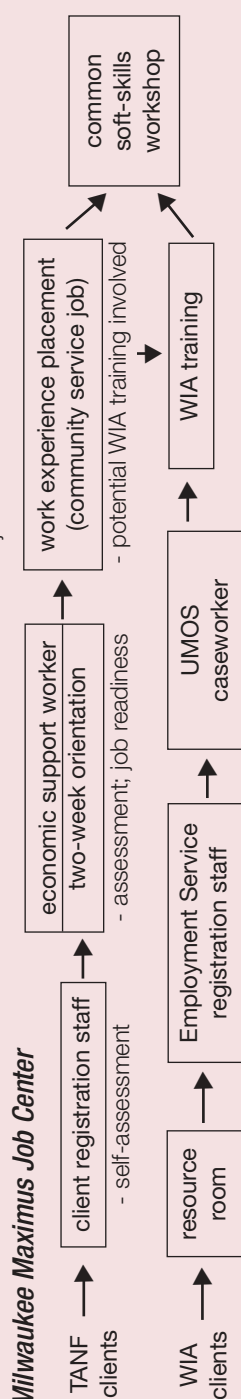
**Mission:** The stated mission of DWD is "to provide a system of employment-focused programs and services that enables individuals and employers to fully participate in Wisconsin's economy." In 1998, after WIA was enacted, the state made TANF a required partner at one-stops. In 2001, there was further agency reorganization that brought WIA and TANF employment services into one division within the department.

# Client Flow Through Wisconsin One-Stops

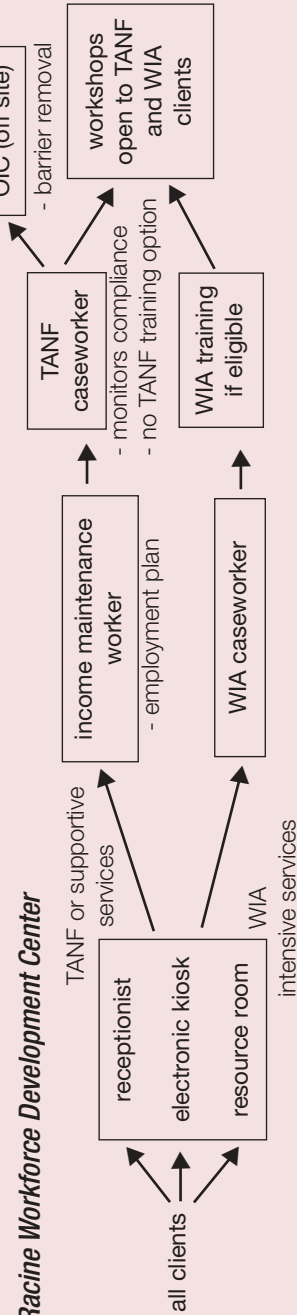
## Milwaukee YW Works



## Milwaukee Maximus Job Center



## Racine Workforce Development Center



Key:

UMOS = local WIA one-stop provider

OIC = Opportunities Industrialization Center; W-2 provider

**Funding Streams:** DWD administers funding from WIA, Wagner-Peyser, Unemployment Insurance, TANF, Welfare-to-Work (WtW), CCDF, Food Stamps Employment and Training, and Vocational Rehabilitation.

**Description of TANF Program:** Wisconsin Works, or W-2, is locally administered. Wisconsin follows the federal 60-month lifetime limit. However, there is a 24-month time limit for any individual component of the program, such as community service jobs or W-2 transition. Immediately upon receipt of benefits, individuals must begin participating in W-2 activities for up to 40 hours per week,<sup>9</sup> with exemptions for parents caring for a child under three months. Parents caring for a disabled family member may be assigned the care of their child as a work activity, at the caseworker's discretion. Work requirements can be met through unsubsidized employment, public or private subsidized employment, work experience, OJT, job search, job readiness, community service jobs, ESL, ABE, substance abuse treatment, mental health treatment, vocational education, and postsecondary education. There is a 24-month limit on vocational education, although the one-stops we visited reported that education or training was available only in conjunction with work experience. Wisconsin provides subsidized child care and transitional medical coverage.

**Service Delivery Structure:** TANF is administered along county boundaries by a mix of private and county-run operations. Operation of the state's 78 Job Centers is under the direction of 11 regional Workforce Development Boards. Job Centers are not all uniform, and, therefore, service delivery varies from place to place. The Job Center system preceded WIA, so not all Job Centers are DOL-certified, full-service one-stops yet. The distinction is that some Job Centers have fewer on-site services, so they can only provide information and referrals to other partners. Wisconsin also has web-based TANF and WIA services targeted to job seekers and employers, such as posting job vacancies, posting resumes, and accessing labor market information. In Milwaukee, W-2 (TANF) services are provided by private contractors. Until recently W-2 contractors were only required to have electronic access to Job Centers; under their new contracts they are required to collocate with a Job Center. A senior DWD administrator observed, "We have a pretty good system of integrated Job Centers, but we have a ways to go. We recently held listening sessions throughout the state. Some places are highly integrated; in others, collocation hasn't happened yet."

## Comparative Discussion of Local Approaches

At the local level, we found a range of approaches from collocation to coordination to integration, based on the following questions:

- Are TANF, WIA, and supportive services (Food Stamps, Medicaid, child care) collocated at the one-stop?
- Is TANF eligibility determined at the one-stop?

<b>Aspects of One-Stop Integration</b>				
<b>One-Stop Location</b>	<b>Collocation?</b>	<b>On-site TANF Eligibility?</b>	<b>Same Caseworkers?</b>	<b>Common Services?</b>
<b>Orlando, FL</b>	NO (but TANF office is in same complex)	NO	NO	YES
<b>Brevard County, FL</b>	NO	NO	YES; in transition	YES
<b>Clark County, OH</b>	YES	YES	NO	YES
<b>Franklin County, OH</b>	YES	YES	NO	YES
<b>Montgomery County, OH</b>	YES	YES	NO	YES
<b>YW Works, Milwaukee, WI</b>	YES	YES	NO	YES
<b>Maximus, Milwaukee, WI</b>	YES	YES	NO	YES
<b>Racine, WI</b>	YES	YES	NO	YES
<b>Salt Lake City, UT</b>	YES	YES	YES	YES

- Do the same caseworkers see both TANF and WIA participants?
- Are there common employment services available to both TANF and WIA participants (such as job search workshops and GED classes)?

Based on this mapping of the one-stops, the most integrated service delivery approach was observed in Utah. The least integrated approach was observed in Osceola County, Florida (Orlando). However, some aspects of integration may not be adequately captured in a chart. For example, while several of the other one-stops we visited appear from the grid above to be as integrated as Racine, we observed that participants in Racine appeared to experience a more seamless service delivery system. The chart does not capture the extent to which a one-stop is able to synthesize multiple funding streams and staff members from multiple agencies into a coherent structure that appears as a unified whole to a person entering the one-stop.

While most integration efforts were initiated at the state level, some local efforts preceded state mergers. Bottom-up approaches occurred in Montgomery County (Dayton) and Racine. These are two locations that, based on the above set of questions, have a high and moderate degree of integration (respectively) relative to the other sites. According to state officials, Racine is one of the most integrated counties in Wisconsin. Similarly, Ohio state officials indicated that Dayton has a greater degree of integration than many other parts of the state. The question of how bottom-up approaches to integration compare with top-down efforts merits further exploration.

## How the System Looks to an Individual Entering a One-Stop

In this section, we describe the participant flow at each one-stop we visited in the four states. We compare the process for TANF-eligible individuals with the procedure for other job seekers. By examining the way different individuals are treated at a one-stop, we can begin to understand the potential benefits of integration for each type of participant, as well as possible weaknesses.

### Florida

In Florida, TANF and WIA participants both go to one-stops for employment services, but the participant flow varies from place to place. We visited two one-stops in adjacent regions in the middle of the state.

### Orlando

The Central Florida region, which comprises the five-county Orlando metro area, is home to Disneyworld. It is a region largely dependent on the tourism sector to generate employment, and the opportunities for those with limited education tend to be limited to low-paying service and retail jobs. Osceola County's population has mushroomed by 60 percent since 1990 to 182,000 people.<sup>10</sup> Orlando, the county's metropolitan center, has the state's second largest welfare population after Miami-Dade County, with a caseload of 2,500-4,000 per year. Roughly 80 percent of residents have high school diplomas, and 16 percent are college graduates. Median household income is \$38,000 a year, and 11.5 percent of residents live in poverty.

We visited a one-stop in Orlando where Affiliated Computer Services (ACS), a private, for-profit company, is under contract to manage all area one-stops. At the one-stop we visited, roughly 40 percent of participants are Spanish-speaking, and there is self-service computer job search in English and Spanish, with lab instructors available to assist individuals. This is not the case for all Central Florida one-stops; some have less than 10 percent of participants who speak Spanish.

**TANF-Eligible Individuals:** As noted earlier, Florida has maintained separate TANF eligibility functions at the Department of Children and Families (DCF). DCF also administers Food Stamps and Medicaid. At the local level, welfare recipients go to a DCF office first for benefits and then are referred to one-stops for employment services. Three of the five Central Florida one-stops are located within close proximity (e.g., walking distance) to a DCF office, including the one we visited. In Orlando, welfare recipients, along with all other one-stop participants, are asked to check in at the front desk. The front desk staff are supposed to handle quick requests from TANF participants, such as bus passes and child care vouchers. Individuals then are scheduled for an overview session at the one-stop. The welfare overview is held two times a week, or an individual may receive a one-on-one overview the same day. A child care worker is available to help with any child care issues.

After the overview, welfare recipients meet with a TANF caseworker, who does a brief assessment to identify supportive service needs. A social worker on-site helps address barriers and identify other community resources. Next, TANF participants develop an employment plan with their caseworker. Individuals who want training must go through the WIA sequential service requirements. In fact, TANF participants are usually automatically treated like “intensive” or “training” WIA participants, even though they are not actually co-enrolled in WIA (this may change when the computer systems are integrated). TANF participants are encouraged to attend job success seminars and to use the computer lab for job search, both of which count as work activities. These kinds of activities are also required for the individual to get through the sequential service requirements prior to receiving access to WIA-funded training. Once employed, an individual must come into the one-stop every two weeks in order to continue receiving transportation and child care subsidies and to access other supportive services.

**Other Workers and Job Seekers:** Job seekers are asked to check in at the front desk. The self-service resource room is available to all individuals, and includes the statewide job bank as well. WIA participants are scheduled for a WIA overview session; these are held every afternoon. WIA participants are given a “passport” to guide them through the sequential services. As they meet the requirements for each stage of WIA services (from core to intensive to training), their passport is stamped and they can move to the next level. Job search seminars are open to WIA participants, although the seminars tend to be dominated by TANF participants. From the individual’s perspective, both ACS and partner staff are uniformly identified as one-stop staff. If job seekers or low-wage workers are interested in supportive services, such as Food Stamps or child care, they have to go to the DCF office in order to apply. All intensive participants (both WIA and TANF) are required to see a household budgeting counselor before they can access training.

### Brevard County

Brevard County is east of Orlando, along the Florida coast, and its economy is centered primarily around tourism and the NASA Kennedy Space Center. Its population has grown by almost 20 percent in the last decade to 490,000 people. The median annual household income is \$40,000, and the poverty rate is 9.5 percent. Over 86 percent of adult residents are high school graduates, and 24 percent have college degrees. When we visited Brevard County, a consortium of providers (community colleges, AWI, etc.) managed the one-stop centers. Effective July 2003, for-profit providers will be involved as well. Three of the four full-service one-stops are within walking distance from a DCF office. There are also two satellite one-stops. At the Brevard County JobLink one-stop, there is a concerted effort to focus on the services needed to make all individuals self-sufficient, rather than identifying individuals according to funding streams. Funding streams are merely “toolboxes” to address individual needs. For the most part, all individuals go through the same process when they enter the one-stop, regardless of whether they are TANF or WIA participants.

**TANF-Eligible Individuals:** Individuals attend a general orientation that explains all services available at the center and includes a tour of the facility. These half-hour sessions are offered three times a week. TANF participants are then discreetly separated and go to an employability skills session with a career specialist. This is followed by a meeting with a case manager. The caseworker orients the individual to the TANF program, explains the work requirements, and establishes an individual responsibility plan (IRP) for the participant. TANF participants are required to attend employability skills training (resume writing, interviewing), but other individuals can also attend. Up to 12 months of vocational training is available and may be combined with community work experience. The list of eligible training providers established under WIA is the same one used for TANF participants. On-site counselors can screen for drugs, alcohol, and mental health issues. According to the WIB director at the time of our visit, there is no reason for an employer to know whether an individual is on welfare. Once a TANF participant is employed, the one-stop provides transitional services for two years, including child care, transportation, educational benefits, and career counseling.

**Other Workers and Job Seekers:** All other individuals attend the same general orientation described above. WIA participants do not have to meet with a career specialist. After the orientation, they immediately see a caseworker and are matched up with a package of services. Job search counts as a core service, and a meeting with a case manager qualifies as an intensive service. Employment Service job development resources are on-site. WIA intensive participants must establish an IRP or employment plan. Brevard County uses Individual Training Accounts (ITA) to provide training and maintains a list of eligible training providers. Individuals do their own research to identify a provider, and an assessment coordinator helps case managers decide if the training is a good match for the participant. The one-stop conducts post-employment follow up to determine if the individual is still employed, but does not have services available past placement.

The Brevard County JobLink could have collocated with DCF offices, but fought to keep them separate. According to the one-stop director, “The separation is psychologically beneficial to the clients and allows the one-stop workers to achieve a better rapport with customers.” The one-stop can distance itself from an agency that is identified with strict compliance and harsh sanctions. In fact, the look and feel of the DCF offices can be very different from the one-stops. The one-stops tend to be newer facilities with a more professional atmosphere, whereas the welfare offices tend to be older and more institutional in appearance. For example, at one DCF office we visited, workers spoke to welfare recipients through a glass partition.

## Ohio

In Ohio we visited three one-stops: the Clark County Work*Plus* Center in Springfield, the Franklin County South Opportunity Center in Columbus, and the Montgomery County Job Center in Dayton. Each center takes a different approach to service delivery, ranging from collocation to integration.

## Clark County

Clark County has made strong efforts to maintain a vibrant manufacturing and industrial sector. The county's population of 144,000 represents a 2 percent decline over the last decade. Roughly 81 percent of adults have a high school diploma, and 15 percent are college graduates. Median annual household income is just over \$40,000, and the poverty rate is 10.7 percent. In Springfield, individuals are guided through the one-stop based on whether or not they have children, not whether they are TANF or WIA eligible. Anyone with a child is first referred to a PRC worker (PRC is Ohio's TANF diversion program) to determine whether the family is eligible for services and benefits other than cash assistance. Depending on the particular service, PRC can serve families with incomes up to 300 percent of poverty. According to the county, Springfield has experienced TANF caseload declines, but Food Stamps and Medicaid enrollments have increased, as people in entry-level low-wage jobs come through PRC.

**TANF-Eligible Individuals:** If, after seeing a PRC worker, a family is deemed eligible for cash assistance, the parent signs a self-sufficiency contract first, making him or her aware of the work requirements. The individual returns within a few days to attend an orientation on employment-related resources at the center, take some basic skills tests, and then meet with an employment services worker. The employment services worker develops an employment plan with the participant. Families with children, whether or not they are TANF eligible, can access on-site social services, such as mental health and substance abuse counseling. The staff urge individuals to see a counselor the same day, in case the parent does not return to the center later. There are on-site ABE and GED classes for TANF participants. The county has a 20-week limit on TANF-funded training, but it is available for participants with household incomes of up to 300 percent of poverty. There is some TANF-WIA co-enrollment; a TANF participant could be referred to a WIA caseworker for longer-term WIA-funded training, such as an associate's degree program. We spoke with three parents, two of whom receive cash assistance and also attend training funded by WIA ITAs. They each reported having multiple caseworkers, for TANF, WIA, and child care. Families that are not eligible for cash assistance but are eligible for Food Stamps, Medicaid, or SCHIP also see a caseworker and may be referred to WIA services if appropriate.

**Other Workers and Job Seekers:** An unemployed adult without children who is identified as under-skilled is sent to a WIA orientation and meets with a WIA caseworker. The WIA orientations are held twice a month, and appointments with caseworkers happen within three to four days afterward. If the person is deemed eligible for WIA intensive services, she is registered as a WIA participant. Establishing an employment plan or engaging in job search satisfies the WIA intensive service requirement. Any job seeker can attend ABE and GED classes; there are separate classes for TANF participants. ITAs are available to WIA participants only, and can be used for up to two years of training. In addition, low-wage workers seeking a better job can sometimes access TANF- or WIA-funded training, as well as supportive services. The county is in the process of integrating state Employment Service staff into the one-stop to assist with job development.

### Franklin County

Franklin County has experienced an 11 percent population increase since 1990, bringing it to just over one million residents. Approximately 86 percent of adults are high school graduates, and 32 percent have completed college. Median household income is \$43,000 a year, and 11.6 percent of residents live in poverty. In Columbus, the state capital, the South Opportunity Center is striving for a fully integrated service delivery system. The center provides PRC diversion services, cash assistance, employment services, and supports such as Food Stamps, Medicaid, and child care. The front desk staff at the center “greet and screen” all individuals and then refer them to a caseworker who is on call that day (caseworkers rotate one day a week to see only new participants). Frontline staff are expected to be fairly knowledgeable about the range of programs and services and to quickly direct individuals to the right place.

**TANF-Eligible Individuals:** Individuals are referred to a TANF caseworker, and may be referred to other workers for help with job search and career counseling. The center previously had separate career counselors for TANF and WIA participants, but now all counselors work with any individual. In addition to WIA-funded career counselors, state Employment Service staff now work at the center as part of a pilot project. According to the center manager, all TANF participants access some of the WIA services. For example, the case managers refer all TANF participants to WIA staff for life-long career planning, job search, and resume writing activities. According to the County, many TANF participants also take advantage of the training opportunities available under WIA.

**Other Workers and Job Seekers:** Job seekers are referred to a WIA facilitator. The WIA core and intensive sequential service requirements are met through an assessment and development of a career plan. The job readiness and GED classes for TANF participants have recently been opened up to WIA participants with children. According to the one-stop manager, “Here you do not know who is a WIA staff person and who is a TANF staff person, at least that is our goal.” There is also some TANF-WIA co-enrollment. As indicated above, TANF participants use some WIA services. Conversely, if the WIA staff meet with an individual who demonstrates a need for food, cash, medical, or child care assistance, or other supportive services, the WIA case manager will assist that individual in applying for those programs. The one-stop manager indicated that the one-stop heavily markets Medicaid and Food Stamps with all one-stop visitors and out in the community, resulting in very high enrollment rates.

### Montgomery County

Montgomery County has 554,000 residents, representing a 2.6 percent decline in population over the last decade. Eighty-four percent have high school degrees, and 23 percent have college degrees. Median household income is just over \$40,000 a year, and the poverty rate is 11.3 percent. Major employers in the area include General Motors, Wright Patterson Air Force Base, and Delphi.

The Dayton Job Center is reportedly the biggest one-stop in the country—it is one-story and sprawls across several acres of land. It was developed by local business leadership and the county in 1997, predating Ohio’s state-level integration of welfare and workforce agencies. In a unique arrangement, the county contributes one million dollars of county funding each year toward the operating costs of the one-stop. The center’s philosophy is to “treat the different programs like a cafeteria plan, with the ultimate goal of getting people into the companies that need employees.” Service delivery should be seamless, so that the individual is not even aware of the different programs being pulled together. The center originally envisioned true integrated service delivery through cross-training of staff. Managers decided that it was too difficult for their employees to learn about all the programs in detail, without the quality of service to individuals suffering as a result. However, new employees are given a general overview of all services in their staff training. Also, several former TANF, Food Stamps, and Medicaid workers were transferred to the WIA unit so that knowledge of these programs would exist within the unit.

**TANF-Eligible Individuals:** Visitor flow at the center is made easy by the use of color-coded visual cues. The receptionist sends anyone requesting public assistance or supportive services to the red waiting area. Individuals receive a common application for all public assistance programs (TANF, Food Stamps, Medicaid/SCHIP, child care) and watch a video about their rights and responsibilities in each program. They then see an eligibility screener and are assigned to both a case manager and an eligibility determiner. An individual will see both of these staff people that same day. The case manager screens for employment barriers and may not need to see the individual again. The eligibility determiner develops a self-sufficiency plan and monitors compliance. Work requirements can be met through a combination of activities, including work experience, training, and education. There are eight eligibility determiners, who are county employees, and two case managers, who are Goodwill Industries employees. These workers frequently confer with WIA workers to determine training packages for TANF participants and may refer a TANF participant for WIA training if that option is available. Through PRC an individual may also be eligible for short-term training; the caseworker uses the WIA assessment and criteria to make a determination. Funds are available to cover the costs of books, tuition, and other fees.

**Other Workers and Job Seekers:** The receptionist sends anyone that requests training to the blue WIA area; individuals may also get referred there from the job bank. Everyone referred to the blue area attends a WIA orientation, held three times a day, and then meets with an employment counselor. The orientation and meeting count together as a core service. If eligible, the individual can move into intensive services, and the same counselor will conduct a complete assessment. Only participants with at least an eighth grade educational level are given access to training vouchers (ITAs); others must first bring their skills up to that level. As part of the comprehensive assessment, the WIA caseworker will identify any supportive service needs and link the individual back to the red area if needed. According to Job Center staff, 60 percent of their adult WIA population (excluding dislocated workers) that receives training vouchers are public assistance (TANF, SSI, and Medicaid) recipients. There are other opportunities

open to both TANF and WIA participants, such as GED and ESL classes and a computer learning lab. The Employment Service is located at the one-stop, but primarily administers unemployment benefits and helps employers and employees respond to lay-offs.

## Utah

### Salt Lake City

We visited two Employment Centers in Salt Lake City, where the population has grown 24 percent since 1990 to 904,000 residents. Countywide, 87 percent of adults have completed high school, and 27 percent have completed college. The median household income is over \$48,000 a year, and the poverty rate is 8 percent. When we visited Salt Lake City, the economy was quite strong, in part due to the upcoming 2002 Winter Olympics.

Utah's one-stops are state-run, and all one-stops conform to the same physical and organizational design. Each center has a single registration form that all individuals, even self-serve participants (such as those accessing WIA core services), are encouraged to fill out. The registration form lists all available supportive services (such as Medicaid, Food Stamps, and child care), which means that, in theory, all individuals, including low-wage workers, are offered access to these supports. Information specialists are on hand to assist individuals in completing the form. The information specialist reviews the form with the individual and does a preliminary assessment to determine potential eligibility for different funding sources (TANF, WIA, etc.). An individual may also register online for employment-related services. If an individual seeks only supportive services, he or she is given an appointment with an eligibility specialist. Self-serve participants who want to use the job search resources are directed to the job referral computer area, which is staffed. The Employment Service throughout the state has been completely integrated into the Employment Centers, and Wagner-Peyser funding helps to support core services for universal participants.

**TANF-Eligible Individuals, Other Workers, and Job Seekers:** Anyone seeking training or cash assistance is referred to an employment counselor (EC). Some one-stops are staffed such that individuals can immediately see an EC after filling out the paperwork, rather than having to make an appointment for a later date. In some one-stops, this is achieved by having multi-functional teams that rotate between working at the front desk as information specialists and meeting with individuals as ECs. ECs are required to be generalists, knowledgeable in all the programs. While individuals applying for TANF can meet with an EC the same day, they must make an appointment to see an eligibility specialist at a later date.

At the first meeting or two, the EC does a comprehensive computer-based assessment and develops an employment plan with the individual; the individual then maintains an ongoing relationship with that one EC. The EC decides whether or not the individual needs training in order to obtain a job that will pay enough to support a family. If barriers, such as mental

health issues, are identified, individuals who are TANF-eligible are referred to an on-site social worker. ECs often co-enroll participants in TANF and WIA in order to maximize use of available resources to serve the individual's needs.

While the state strives to have uniformity and consistency in service delivery, there are observable differences between Employment Centers from a visitor's perspective. The Downtown Center is located near a homeless shelter and was formerly a welfare office; according to its managers, it continues to attract a population with many barriers to employment. The Downtown Center retains bilingual staff as well as counselors with expertise in refugee services. The Metro Center is a former Employment Service office that tends to draw a more middle-class population. It has a more corporate look and feel to it, despite the state's attempt to use logos and common design elements to make all centers appear similar. The Metro Center also employs several bilingual staff and serves many individuals with barriers to employment who are in need of financial and other supportive services. Both the Downtown Center and the Metro Center have on-site child care.

ECs decide which funding sources will be applied based on participant needs and program eligibility. The state would like to have a system in which no person is denied a service, such as training, because of ineligibility or lack of program resources. However, in practice, counselors face funding constraints and try to work within them. For example, parents interested in training are often co-enrolled in TANF and WIA to maximize use of available funding sources. If WIA adult training funds have run out (as they did in 2002 after a few months), then counselors help individuals access training through TANF, if possible. For all one-stops statewide, the DWS sets the funding priority from the most available resources to the least—TANF, WIA, and other programs.

## Wisconsin

The welfare program, Wisconsin Works (W-2), is administered at the county level, while WIA is administered regionally. There is a great degree of variation in the extent of integration of welfare and workforce services across Wisconsin. According to state officials, Milwaukee has the least integrated system, while Racine is considered a model of integration. Milwaukee is also distinctive because the TANF system is administered by private agencies. These private contractors provide employment services for TANF participants, and on-site county caseworkers determine eligibility for public assistance programs.

### Milwaukee County

Milwaukee County has a population of 932,000, which is a 2 percent decline from 1990. Eighty percent of residents are high school graduates, and 24 percent completed college. Median household income is \$38,000 annually, and 15.3 percent of families live in poverty. Milwaukee W-2 offices are either colocated with Job Centers or are connected electronically. In the future they will be required to be colocated. We visited YW Works, which runs a W-2

agency that is also a one-stop, and the Maximus Job Center, which is primarily a W-2 contractor but also has WIA services available. YW Works was already a community-based institution when W-2 was implemented, whereas the Maximus Job Center was established in response to W-2.

### *YW Works*

**TANF-Eligible Individuals:** At the YW Works center, all individuals seeking W-2 services are registered and meet with a resource specialist, who does an assessment for barriers and can provide some immediate supports, such as food vouchers. Individuals are then referred to the on-site employment resource center, where they can use the self-service JobNet computer or meet one-on-one with a job developer. Access to W-2 is not guaranteed, as many families are diverted to other services. A TANF-eligible individual who is approved for W-2 services is referred to a W-2 financial specialist and a county support services planner. Individuals who are not ready for unsubsidized employment attend a two-week orientation (“Academy of Excellence”) and then are placed in work experience (community service job). YW Works offers TANF participants access to several TANF-funded, short-term training options, including certified nurse’s aide (CNA), medical terminology, pharmacy tech, and financial services. According to YW Works staff, there is also the potential for TANF-WIA co-enrollment, which can give W-2 participants access to WIA-funded training, at the same time satisfying their TANF work experience/placement requirement. However, advocates observe that, in Milwaukee, WIA has a very work-first orientation, with limited opportunities for training. Job-ready W-2 participants are sent to senior placement specialists, who work with employers to fill job openings. These job developers are beginning to work more broadly with other job seekers and workers as well.

**Other Workers and Job Seekers:** After registering and meeting with a WIA registration specialist, WIA-eligible individuals can use the self-service JobNet computer resources and meet with a job developer before being referred to a WIA case manager. The WIA sequential service requirements are met through job search/job readiness activities and an assessment. WIA participants who are eligible for training can take advantage of training opportunities in a range of occupations. Some W-2 participants can access these training opportunities as part of their unpaid work experience placement. In 2003, for the first time, YW Works ran out of WIA adult training funds with four months left in the fiscal year. WIA participants may be able to meet with a senior placement specialist to assist them in finding employment. They can also access supportive services, such as substance abuse counseling and various educational workshops, that are open to all customers.

### *Maximus*

At the Maximus Job Center, the Maximus staff provide W-2 services, and the WIB has a contract with UMOS (a community-based organization) to provide WIA services on-site. Registration for WIA services is handled by Employment Service staff, also on-site. Although Maximus is primarily perceived as a W-2 agency, the Center does offer core WIA services and referrals to partner services. About one in 10 individuals who walk into the Center seek WIA

services. Food Stamps Employment and Training (FSET) participants and Workforce Attachment and Advancement (WAA) participants also receive services at Maximus. (WAA is a TANF- and WIA-funded initiative in Wisconsin to help low-earning, employed workers receive training so they can advance in the workforce.)

**TANF-Eligible Individuals:** The county determines Food Stamp, Medicaid, and child care eligibility on-site. W-2 participants complete a self-assessment and review it with client registration staff, who set up an appointment with an economic support worker. The W-2 participant attends a two-week orientation (assessment, job readiness) and is then placed at a work experience site (community service job). Theoretically, the individual could, in the course of the placement, access related training through WIA, which would count as part of work experience. In this case, an individual would be referred to the Employment Service staff and then to UMOS.

**Other Workers and Job Seekers:** A job seeker will be invited to use the resource room for self-directed job search activities and can then go through the WIA referral process. This involves registering with Employment Service staff and then meeting with an UMOS representative on-site. The UMOS worker will determine whether the individual is eligible for training (although currently there is a shortage of WIA training funds for adults). Maximus does provide workshops for both W-2 and WIA participants. WIA participants must be referred to these workshops by their WIA case manager. Workshops include job readiness training, motivation, job search activities, and life skill-building classes.

## Racine County

The population of Racine County is 190,000, an 8 percent increase over the last decade. Countywide, 83 percent of adults are high school graduates, and 20 percent completed college. The median household income is \$48,000 a year, and 8.4 percent of families live in poverty. Manufacturing and services are the biggest sectors in the local economy. In Racine, the Workforce Development Center strives for seamless service delivery, while maintaining separate paths for TANF and WIA participants. The receptionist will give individuals the appropriate forms to complete based on the needs he or she expresses.

**TANF-Eligible Individuals:** If the individual is interested in receiving TANF, Food Stamps, Medicaid, or child care, she is given an appointment with an income maintenance worker for the following afternoon. The income maintenance worker also establishes an employment plan for the individual. The individual then meets with a different caseworker who monitors compliance with the employment plan. If additional supportive services are needed to remove identified barriers to employment, participants are referred to OIC, a community-based agency in a separate location. In Racine's W-2 program, training is not available for TANF participants, unless they are referred for WIA training.

**Other Workers and Job Seekers:** Any individual that enters the Center can access services by speaking to a receptionist, using an electronic kiosk, or going to the resource room. WIA participants can be referred to intensive services from a variety of sources, such as the resource room, TANF staff, workshop instructors, and career counselors. A WIA caseworker will determine whether a participant is eligible for training. The county maintains a list of approved occupations for training, and there is no cap on the dollar amount of an ITA.

All employment-related supportive services are housed at the Center (e.g., TANF, child care, Medicaid, Food Stamps); non-employment services are in another office. For example, the Center provides Medicaid services for those employed or moving towards employment, but there is another location in the same building complex that handles Medicaid for individuals who are not employment-focused (e.g., elderly and disabled).

The Center offers a unified workforce development system, eliminating the need for co-enrollment in multiple programs, yet there are separate caseworkers for TANF and WIA participants because the Center managers did not think caseworkers could master all the components of both programs. However, team meetings are held with both TANF and WIA staff so that they can know enough about each program to make referrals. Also, while the workers come from different public and private agencies and funding streams, they all are identified as Workforce Development Center staff to the public. There is a high level of integration in the sense that all workshops are open to TANF and WIA participants, and there is no way for instructors to visibly distinguish individuals. The Center goes out of its way to reduce any stigma associated with welfare. For example, TANF participants use a discreet punch card procedure to document their hours spent doing mandatory job search, rather than having to get a signature from a worker.

## II. The Effects of Integration

In the previous section, based on our site visits, we made some observations about the types and levels of integration that occur at each one-stop and the nature of service provision for different participants. In this section, we rely primarily on the observations and reactions of stakeholders, including state officials, one-stop managers, caseworkers, individuals accessing services, and employers, in an effort to consider the impact of integration on key groups. For many of the most important questions, it is difficult or impossible to precisely quantify or even determine the role of integration. However, we can broadly identify issues that arise as states attempt to integrate welfare and workforce services—both the potential benefits as well as the potential pitfalls. The issues discussed in this section do not necessarily represent consensus views, but they are issues that were raised by more than one stakeholder in more than one state.

### TANF-Eligible Families

At the outset of our project, we identified some key questions concerning the potential benefits and disadvantages of an integrated system for TANF participants. One concern was whether an individual with multiple barriers and specialized needs could be effectively served in a universal system. Also, would resources intended for these low-income families be diverted to less needy individuals? Another question was whether an integrated system would offer better employment-related services to welfare recipients.

We observed, and stakeholders highlighted, several ways in which welfare-eligible individuals can benefit from integration:

**Access to services is convenient.** On a purely logistical level, TANF participants benefit when the number of trips they must make and locations they must go to is reduced to one or two. In Utah, individuals can access all job-related and supportive services in one place, through one caseworker. In the other states we visited, individuals often can access most services in one place, although they may have multiple caseworkers, as in Clark County, Ohio. The exception to this benefit of convenience is Florida, where TANF participants must make a separate trip to the welfare eligibility department in addition to going to the one-stop. However, most Florida welfare offices are reportedly collocated or in walking distance from a one-stop.

**Resources are more flexible.** As reported by several one-stops, the combining of federal resources into one system maximizes caseworkers' flexibility and allows them to better serve individuals. For example, if training is limited under TANF, sometimes a welfare recipient can qualify for WIA-funded training. Or if WIA adult training funds have run out, an individual may be able to access training through TANF. For these reasons, many one-stops often co-enroll individuals in both TANF and WIA. In Utah, the combining of resources has freed up money to have on-site social workers at each one-stop. Ohio reports lower worker-client caseload ratios due to streamlining of resources.

**Services are broader.** According to a state official in Ohio, "TANF clients have really benefited because they are exposed to a wide array of appropriate services. We have set up a continuum of service clusters for different types of clients." In particular, welfare recipients may access more and better employment-related services, such as career counseling, job development, and post-employment retention and advancement opportunities. Several local and state officials described the process of reorienting case management around provision of services—both pre- and post-employment—rather than eligibility determination.

**There is a closer link to employer needs.** In Florida, integration has made the state focus more on employer needs, and this has meant more targeted services for TANF participants. "Florida employers want skilled workers," said an official at Workforce Florida, Inc. "Our employment centers' mandate is to bring clients up to whatever level is needed to be employable. We realized that work-first alone doesn't always work. Now ABE, GED, and ESL are acceptable work activities if required for employment. Businesses want this—they want better prepared clients."

**TANF stigma is reduced.** TANF participants can avoid the stigma that employers and others often associate with the welfare system. In Brevard County, one-stop managers insist that all individuals are presented to employers the same way, so there is no way for an employer to know if a candidate is on TANF or not.

**There is broader political support.** Removing the welfare stigma has also helped solidify a broader constituency for integrated programs. According to an Ohio official, "In Ohio, integration has done a lot to break down the stigma attached to welfare clients. The legislature and the public are very willing to support programs that are about work, rather than welfare."

However, there are also potential disadvantages or weaknesses for TANF participants in a merged system. It is important to note that some problems encountered by welfare recipients in an integrated system may already exist in TANF systems that have not been integrated with WIA. In some cases, integration may replicate or exacerbate existing concerns.

**Service to individuals with multiple barriers can be poor.** In at least two states, officials indicated that they need to improve the assessment and case management process, so that individuals with multiple barriers to employment can be identified and helped more quickly. A Wisconsin administrator acknowledged, “We want to identify hard-to-serve people earlier in the process, using the same tools that the voc rehab community developed.” In fact, Wisconsin has adapted a vocational rehabilitation tool to improve assessment of services needed by hard-to-serve individuals and has also examined and adapted other tools to build a more comprehensive assessment system. Utah state officials spoke frankly about the fact that their ability to provide more intensive case management was weakened during the merger process. One Utah state official observed, “At first, the quality of services suffered with integration. It takes a level of maturity before things work well together.” The state is working to improve services for individuals with multiple barriers, in part through staff training.

**MIS infrastructure lags behind integrated service delivery.** All four states are still working out how to revamp their information technology (IT) systems to support an integrated structure. Meanwhile, when communication systems fail, TANF participants can fall through the cracks. One co-enrolled individual in Clark County, Ohio, commented, “I assumed that WIA and TANF [systems] talked to each other. I was kicked off day care [for TANF noncompliance], even though it was in the computer that I was in school. I had to come down to the job center and get them to put me back on day care.” This problem is not due to integration per se, but highlights the potential challenges of trying to meet participants’ needs when the MIS infrastructure lags behind the implementation of integrated service delivery.

**Some employers transfer welfare stigma to the one-stop.** As we discuss below, some employers and job seekers transfer their bias against welfare recipients or the welfare system to the integrated system. This means that TANF participants may not benefit any more from an integrated system than they would from a stand-alone welfare system in terms of escaping a welfare stigma that inhibits their access to employers. Moreover, the stigma can then affect non-TANF participants as well. While this is not a disadvantage of integration, it is a problem that hinders the potential benefit of integration.

**There are limited options in work-first states.** In states with a strong work-first emphasis in TANF, a merged system does not necessarily benefit TANF participants because they cannot access the full array of workforce services anyway. Thus, maintaining certain elements of one system can limit the value and effectiveness of integration with another system. In the states we visited, advocates raised concerns about the treatment of TANF participants—concerns that are particular to each state’s TANF structure, not the state’s approach to integration. In particular, advocates in some states have voiced strong concerns about the limited range of options available to welfare recipients in terms of welfare-to-work activities, such as skills training and barrier removal. Wisconsin state policy does allow for training and education in conjunction with work experience activities. However, one Wisconsin advocate remarked, “Work-first is such a

dominant theology that people can't get training through W-2, so that inhibits integration. That [work-first] is stamped on your forehead." Milwaukee one-stops do engage in some co-enrollment, so that some TANF participants can access training through WIA, in combination with work experience, but concerns remain about limited access. One Ohio official attributes the problem of limited options for TANF recipients to a clash of missions between U.S. Department of Health and Human Services (HHS) and the U.S. Department of Labor (DOL)—between work-first and long-term career ladders.

Another potential downside of integration for TANF participants is that the infusion of TANF funds into a universal system could result in the diversion of resources intended for low-income families to higher income individuals. This is very difficult to document, and it was not an issue that was raised by any of the stakeholders we interviewed; though, due to limited financial reporting, advocates often find it hard to generate a clear picture of how redirected TANF funds have been used in their states or communities. Moreover, in states that have not integrated the two systems, TANF funds are also being used to support one-stop operations,<sup>11</sup> so the issue of determining appropriate use of TANF funds for WIA-related expenditures is not unique to integrated states.

## Other Workers and Job Seekers

Several questions arise concerning the potential pros and cons of integration for other workers and job seekers. Would WIA-eligible individuals benefit from having greater access to work supports such as Medicaid, Food Stamps, and child care? On the other hand, would such individuals be more reluctant to participate in a system with a perceived welfare stigma? States reported a number of potential benefits of integration for the “universal” participant:

**Resources can be used flexibly.** Combining TANF, WIA, and other resources in a flexible way allows more individuals to be eligible for a broad array of services. All of the states we visited have used TANF funds to support the costs of operating one-stops. According to one Utah official, “All funding sources are under one agency, which allows us to share expenses. We can use TANF to pay IT systems that serve dislocated workers and others. Using TANF for general operating systems benefits all clients.” For example, now more universal WIA participants in Utah have an enhanced ability to access one-on-one career counseling in addition to self-serve “core” WIA services.

**There are more flexible services.** In the same way that integration of funding streams allows one-stops to offer TANF participants more flexible services, other workers and job seekers can benefit from this flexibility as well. For example, in Clark County, TANF-funded training is available to parents with children earning up to 300 percent of poverty, so a low-wage worker who comes into a one-stop might be able to access training from either WIA or TANF, depending on which funds are available and what kind of training is approved for the person. Any parent with children can also access mental health and substance abuse counseling in Clark County.

**One-stops provide greater access to work supports.** Some one-stops reported a much higher usage of work supports—such as Food Stamps, Medicaid, and child care—by low-wage workers. This was especially the case in Ohio, where most individuals with children are first funneled through the TANF diversion program (PRC) and offered an array of supportive services in lieu of cash assistance. The Clark County Work*Plus* Center manager reported, “Our health care and Food Stamp caseloads have shot up as TANF caseloads declined. These are people in entry-level low-wage jobs who came through PRC and never got cash aid, as well as former aid recipients.” According to the one-stop manager, Franklin County serves 90 percent of eligible families in SCHIP (for children of families under 185 percent of poverty) and 95 percent in Food Stamps (for families under 130 percent of poverty).

**One-stops can focus on career advancement.** Each state has described the challenge of helping to move low-wage workers into higher wage jobs, and some states are taking steps to achieve more success in this area. One Florida administrator described the state workforce board’s vision: “With integration, we can take state-level money to reach out to employers to upgrade their workforce and move TANF clients into these positions.” Florida is doing this through the marketing of retention and advancement grants for employed TANF-eligible workers. A Wisconsin official said, “For attached workers who want to advance, they need flexibility, like a GI bill, to get training or supports. Wisconsin is a low-wage state, so it has to be linked with economic development and with the tech schools, which need to offer more courses that meet employer needs.” Wisconsin’s Workforce Attachment and Advancement Program (WAA) is designed to meet this goal. Milwaukee has already begun to do this through a pilot project that involves a partnership between the Private Industry Council (PIC)—the local WIB for Milwaukee—and area healthcare providers to train certified nurses aides for higher paying careers, earning as much as \$50,000 a year.

However, it appears that not all workers are necessarily benefiting from integrated systems:

**Work supports may be marketed poorly.** In Utah, all individuals see an intake worker, so, in theory, they are informed of all available supportive services. Yet state officials noted that enrollments in Medicaid and Food Stamps initially *declined* after integration, in part due to a lack of outreach driven by a fear that “expenses would go through the roof and we’d run out of money.” With help from a Mathematica study, the state has recently improved its outreach efforts and increased enrollment numbers. In Florida, one advocate observed, “Collocation is not enough because there are still separate programs and workers. Low-wage workers are not taking advantage of other supports. Where there is true integration, everyone is getting help.”

**Other workers can fall victim to perceived welfare stigma.** State and local officials also pointed to the stigma that workers associate with certain supports, inhibiting individuals from accessing them. The Franklin County, Ohio, one-stop does extensive outreach, according to its manager. “There is still a stigma associated with Food Stamps and [Medicaid]. We had to do

major marketing to get people in this neighborhood health coverage, to get kids enrolled. We call it insurance for children, not Medicaid.”

## Businesses

As with universal participants, we questioned whether a business would opt out of a system that included TANF participants due to a perceived stigma, or whether businesses would benefit from access to a broader qualified workforce through an integrated system. In addition to our site visits and conversations with state and local officials, we interviewed a set of individual employers who either use the system or sit on a local workforce board or both. These stakeholders identified several potential benefits of integration for businesses. However, it should be noted that some of these perceived benefits, such as targeted outreach, could exist in a stand-alone WIA system as well. Because integration and WIA implementation often occurred simultaneously, it is difficult to attribute the benefit to one or the other.

**One-stops are more responsive to business needs.** In some places, like Dayton, integration was largely business-driven. Through integration, states and localities have engaged businesses as stakeholders and developed a better sense of what companies are looking for in the workforce. For instance, in Milwaukee, employers are playing a larger role now in designing training programs. In Clark County, Ohio, the WIB chair, a major area employer, described CHISELS (Creating High Involvement with Schools by Expanding Local Skills) as an example of the benefits of integration. “CHISELS is a training program for entry-level construction workers needed for several schools that will be built over the next five years. Clark State and Joint Vocational School do the training. They have trained 160 people over the last 18 months. The one-stop could not have done CHISELS prior to integration—it would have been impossible to coordinate and get all the funding in place.”

**Access to workers is easier.** Access to a broad array of services in one location benefits employers as much as it benefits job seekers. Businesses can reach a large pool of potential workers more easily. According to one Ohio business executive, “There are many benefits of integration. The center really functions as a one-stop. A firm can get a potential employee’s needs met, whether child care, transportation, or skills. It only takes one call. In a few cases, we also used the one-stop to help current employees with services like heating assistance or budgeting.” According to one Utah official, “Now when we talk to employers, we have more to offer them. It’s easier to access WOTC [Work Opportunity Tax Credit], help dislocated workers, etc. They see the agency as a place designed to meet their needs.”

**Outreach is targeted.** Several localities, such as Salt Lake City, have designated business representatives whose sole responsibility is to reach out to companies and identify their workforce needs. Racine has been particularly aggressive in this area. The Workforce Development Center has six Employer Account Representatives who contact companies to advise them of available services and solicit job postings. Ninety employers in the area now hire exclusively through the

Center. These outreach positions are funded through a partnership with the regional economic development corporation and the area chamber of commerce/manufacturers association.

**Availability of supports for employees helps productivity.** States indicated that employers of low-wage workers have clearly benefited from the increased marketing of work supports to their employees. “Employers, especially large metro-area chambers, now support the PRC [TANF diversion program] and see how the system can enhance productivity,” said one Ohio state official. “They never supported human services programs before.” In Dayton, the one-stop conducts periodic presentations for employers on benefits available to low-wage workers—child support, Food Stamps, Medicaid, and child care.

Despite these potential benefits, stakeholders identified areas needing improvement in order for employers to take advantage of the services offered by integrated welfare and workforce systems:

**There is still limited engagement by business.** One-stops have not achieved the degree of business participation they would like. All the challenges of launching a new integrated system had to be addressed before localities were prepared to effectively market their services to employers. Salt Lake City reported an initial drop off in employer activity after integration, but now participation is back up to previous levels. Florida has initiated employer surveys to find out why companies do not use the one-stop services and has found that many firms simply do not know about the one-stop system. According to one Ohio WIB chair, “Many employers still do not use or understand the benefits of the one-stop. The WIB recently hired a business liaison person to better understand employer needs and make employers aware of the one-stop’s services.” It is unclear whether or how integration may have caused or contributed to this type of problem.

**Some businesses still perceive welfare bias or stigma.** According to state officials and employers, some localities better serve low-income individuals than they serve the business community. A major employer and chair of the Milwaukee PIC complained that the PIC was initially more focused on job-seekers. He was surprised to learn that “many PIC staff members knew the names of all the intermediaries [service providers] in the system, but couldn’t even identify the top five employers in the region.” An Ohio official commented, “Some counties operate their system based on a low-income mission to the exclusion of employers. In contrast, Dayton would break their back to meet a company’s hiring needs.” While many places seem to have avoided the potential stigma of welfare in their integrated systems, others are still viewed as primarily human service providers by area businesses. According to a Clark County business executive, “There is a welfare stigma among some employers who haven’t used the one-stop services, because they still view the *WorkPlus* Center as the old welfare office.” Utah officials communicated with employers in efforts to alleviate their initial concern that DOL funds in the integrated system would go to welfare recipients instead of other workers.

## State and Local Governments

For state and local agencies, integrating welfare and workforce systems seemed to bring more problems than benefits, at least in the short term:

**Institutional knowledge can be lost.** The stresses of merging and reorganizing agencies resulted in many employee departures, creating a loss of institutional history and experience. Utah lost a number of retirement-age staff who did not want to remain through the reorganization, and the state has struggled with the lack of expertise resulting from the exodus. Ohio reported high turnover at the executive level, and state officials reported losing 70 percent of state JTPA employment and training staff during the merger process. Utah was able to mitigate this problem somewhat by reassuring workers that no one would be harmed financially by the merger. In fact, some workers received salary increases during the process of equalizing pay scales upward.

**New costs accrue.** States were also quick to point out that integration did not result in greater resources overall for the merged state agency. According to a one-stop manager in Salt Lake City, “Efficiency and elimination of duplication does not equal cost savings, at least initially. We’ve had to invest in training, new equipment, MIS upgrades, and other expenses.” An Ohio official agreed, pointing out that any savings associated with grouping overhead costs over large regions were offset by higher staff retraining expenditures.

**Resources fluctuate.** Locally, many one-stops benefited from increased operating resources, primarily from TANF resources. In Florida, where, according to the Central Florida Workforce Board, roughly 40 percent of funding for workforce services comes from TANF, one-stop managers reported that increased resources gave them greater flexibility to serve individuals. In Ohio, counties that chose the “Ohio Option” were given TANF incentive funds, affording them the opportunity to experiment with new service delivery systems. WIA mandated local cooperation among a long list of partners, but provided little financial incentive for agencies to opt in to the new system. TANF funds for infrastructure helped bring partners to the table and fostered new linkages. However, all four states noted that their initial TANF savings have now been spent (or were redirected to other state priorities), creating local tensions. According to an Ohio administrator, “The culture clash [among local partners] was exacerbated when TANF funds were taken away from localities. Many things that had just been started around retention and other innovative services with PRC funds have now dried up.” In many regions around the country, the loss of funding has coincided with an economic downturn, putting a further strain on workforce services. Dayton has avoided these issues because of its unique funding situation: the one-stop receives general revenues from the county. Thus Dayton uses only a very small portion of TANF funds for its one-stop infrastructure.

**The systems are complex and changing.** Localities are also struggling with the immense complexity of an integrated system. Before integration, a change to one program affected a limited number of processes and workers; in an integrated system, changes affect the entire structure. Several one-stops commented on the constant changes that come down from the state and federal level, requiring them to modify their own systems and retrain staff. When we asked an employment counselor in Salt Lake City what kind of changes she would like to see to the system, she replied, “No more changes!” In Utah, which has gone the furthest in its effort to create a seamless service delivery system, state officials confirmed that they get frequent complaints from local one-stops about the changing, complex rules and fear that the quality of services will suffer as local staff struggle to incorporate each new change.



### III. Lessons Learned From Integration

Any government reorganization will typically raise certain issues—such as the role of executive leadership, bureaucratic turf fights, staff turnover, and the need for retraining. We asked states what, beyond these sorts of organizational concerns, were some of the challenges of creating an integrated welfare-workforce service delivery system. Several common lessons emerged:

**Integration takes time, and it is important to go slowly.** Florida and Wisconsin each approached integration in stages, over the course of several years. Wisconsin found that leadership change—a predictable event at the state level—contributed to the need for a deliberate approach, allowing new leaders to add their perspective to the integration discussion. Utah officials said one of the best decisions they made was to give themselves a whole year to design the new system and get it up and running. Yet they still felt that they had to move very quickly and would have liked to test out some of their ideas before taking them statewide. Once the system was in place, it was that much more challenging to make changes, as they had to be implemented everywhere. Similarly, Ohio wished it had piloted the new system in a few places before rushing into an integrated system. One Ohio official reflected, “I’m not a strong fan of pilots, but we should have found good local leadership in a few places and started there. With welfare reform, everything fell into place and we were leaders on it. With workforce, there are a lot of different players and different expectations. You need to crawl before you can walk. We couldn’t even crawl, and we signed up for a marathon.”

**Communicate with the local workforce boards early and often.** All of the states found that they needed to work extensively with the local WIBs to both generate buy-in for the state’s vision of integration and also to build their capacity to engage in local planning and implementation. A Florida administrator observed, “If there is one thing we would have done differently, it would have been a lot better if we could have better assessed the capacity of the regions to implement this [integration] law. We put a lot of pressure on the locals to take in all these changes and still have the capacity to turn on the lights and open the doors every day.” A Florida advocate also noted that, without sufficient guidance, the regional boards were reluctant to be innovative or take advantage of the tremendous flexibility at their disposal.

**Establish clear, consistent priorities for service delivery.** As discussed in the previous section, states reported few, if any, cost savings associated with integration. Thus, states emphasized the need to establish very clear priorities for service delivery. They acknowledged that it is impossible to comprehensively serve all individuals, so system design must take into account difficult issues, such as access to training, caseworker-to-client ratios, and services for individuals with multiple barriers. Establishing clear priorities is important not only because of limited resources. Utah focused on developing and marketing a consistent approach to service delivery across the state and found that it helped clarify the agency's mission internally, which was critical to eliciting buy-in during the merger process. A consistent approach also clarifies the roles of local boards and one-stops. Wisconsin is trying to move in this direction. "We need to better define and enforce standards for the Job Centers," said a Wisconsin official.

**Invest time in developing performance measures and adequate MIS systems.** In addition to the TANF and WIA performance measures, states and localities acknowledged the need to establish their own measures. Yet they continue to struggle with how to define success in an integrated system. What accomplishments can be attributed to integration versus some other factor? What measures demonstrate continuous improvement to the system? According to one Utah official, "You need to have your own data and stats to define what your department is doing and to get your own state to understand what you are doing." These issues are compounded by the challenge of developing data tracking systems to support an integrated structure. After trying to merge their eligibility and workforce/case management systems, some of the states decided to keep the two MIS systems separate but linked, so that there is an interface between them. Wisconsin maintains separate income maintenance and workforce development information systems, but is considering if and how to bring TANF/WIA workforce development MIS together. Ohio concluded that it is better to use a computer system with a track record than to reinvent the wheel. The state indicated that after investing tens of millions of dollars in the development of a new web-based system that failed to meet its MIS needs, Ohio adapted an existing framework from another state for a fraction of the cost.

**Identify and address urban-rural differences.** Utah and Wisconsin, in particular, both struggle with the question of how to help under-resourced rural areas attain the capacity needed to serve individuals in their region. In Utah, the few one-stop employees in each rural area have had to become generalists, knowledgeable in all the programs, in order to meet their participants' needs.

## IV. Federal Policy Issues Identified

Both in our site visits and during a subsequent meeting in Washington, DC, to discuss our findings, states and localities identified a number of issue areas in which action by federal policymakers could make welfare-workforce integration efforts easier to carry out.

**Resources are constrained.** States and localities frequently mentioned the need for greater resources. Where possible, one-stops took advantage of flexible funding streams to serve individuals' needs, but invariably would run up against shortfalls in a particular area. The shortage of WIA adult funds for training was a common problem, as well as the lack of resources to provide supportive services to WIA participants. Localities also expressed frustration that there were no funds specifically earmarked for one-stop infrastructure building, and thus no incentive to bring partners to the table. Finally, the decline in available TANF funds and recent economic downturns have also taxed service delivery systems. States and localities emphasized the important role that flexible TANF funds had played in supporting integration and expressed concern about the impact of the loss of such funds.

**Lack of uniform performance measures makes operation more difficult.** Every state and locality expressed a desire for common measures across welfare and workforce programs. Their preference was for employment-related outcome measures like the ones required under WIA, rather than process measures like the TANF work participation rates. Some states and localities (such as Utah, Wisconsin, and Central Florida) decided to measure outcomes for TANF participants as well as WIA participants.

Several local and state officials expressed a desire to have additional outcome measures for TANF participants that would measure barrier removal and other goals attained prior to employment. This would benefit TANF participants by rewarding good case management. Also, there is currently no performance measurement that demonstrates an increase in low-wage workers' access to supports, such as Food Stamps and Medicaid, yet a few states said that they want to be able to track this and to get credit for it. Under current federal regulations, it is envisioned that access to work supports will be part of the measurement of state performance under the TANF High Performance Bonus, but it is unclear whether the High Performance Bonus will be modified or eliminated during TANF reauthorization.

Finally, states noted the limitations of relying on Unemployment Insurance (UI) wage records for gauging short-term systemic performance. According to one Wisconsin official, “WIA performance measures are good for evaluation purposes for researchers to look across several years, but are not good for program management, due to the timing. Good outcomes need to be rewarded more immediately, but we have to wait 18 months to know whether to re-fund providers, due to the lag problem with UI data.”

**WIA’s many requirements can hamper integration.** States were quick to point out that the program with the least funding—WIA—was the one with the most requirements and, therefore, the one that drives the overall integrated system. According to a Utah administrator, “WIA is only about 2 percent of the entire DWS budget, but it drives a lot of service delivery. You adopt certain rules so everyone can go through the same pathways. WIA has the most restrictive service delivery structure, so pathways and computer systems are defined around WIA.” For example, Utah caseworkers like the option of co-enrolling an individual in both WIA and TANF to maximize use of available resources, but then the individual is required to go through the sequential WIA service requirements in order to access training.

**States and localities must reconcile the different missions of DOL and HHS.** States have found it challenging to reconcile the seemingly different missions of the federal departments that oversee welfare and workforce development. An Ohio official commented, “TANF is work-first, but from DOL’s perspective WIA is *not* work-first—it’s long-term training and career ladders. We need to coordinate these different missions at the front end. DOL and HHS have a culture clash, but they expect localities to resolve it.”

In addition to competing missions, the two federal agencies are slow to coordinate, inhibiting local integration. An official on the Central Florida Workforce Board echoed this sentiment. “WIA and TANF need to be brought closer together at the federal level in order to foster local consolidation.” An example of how the different missions and poor coordination create problems is in the different ways each agency may interpret the same Office of Management and Budget (OMB) circular, or the fact that it takes a long time for HHS and DOL to provide guidance to states on a particular topic of concern to both agencies.

**There are competing federal definitions, rules, and reporting requirements.** A related but separate issue from the conflicting missions is the different set of rules and definitions that each federal agency requires—not just HHS and DOL but often the Food and Nutrition Service and Department of Education, as well. Examples of differences frequently cited were: program years for each funding stream, definition of family and household, asset rules, Food Stamp work requirements, program costs, and administrative costs. Having different requirements for each funding silo inhibits integrated service delivery.

States have responded by trying to build local capacity and enhance the state's ability to translate these differences from the local level up to the federal. An Ohio state fiscal employee discussed these challenges: "We created consolidated grants to counties, bundling TANF with other sources. So at the end of the year we have to reconcile all that. Counties give us reports on actual activities, but it's a lot of work for us to do the reconciliation for each funding stream. It's difficult because we are working with county commissioners and staff that just can't do some of this stuff due to the complexity and capacity issues. For example, Franklin County has gone through three fiscal directors in five years."

**Cost allocation methods are too rigid.** States reported challenges in coming up with cost allocation methods that would meet their own needs and HHS and DOL concerns. Utah was one of the first states to adopt the random moment time sampling (RMTS) technique, whereby costs are allocated based on a sampling of worker hours rather than an accounting of every task on time sheets. HHS accepted the use of RMTS, but DOL initially resisted, and it took a year and a half for the state to negotiate with DOL before the agency would let Utah implement the technique. Wisconsin is looking at alternatives to the RMTS required by HHS and the "cost share" plan required by the regional DOL office. One possibility is to develop an average range time estimate for specific tasks (such as determining Food Stamps or Medicaid eligibility). Until more flexible methods are approved, an Ohio official strongly urges states to talk to their regional HHS and DOL offices before undertaking integration, so that these kinds of issues can be resolved up front.

**Use of Employment Service staff is constrained.** States are trying to integrate the Wagner-Peyser Employment Service into their systems, but some report having difficulty due to the federal requirement pertaining to state merit staff. According to one Ohio administrator, "Ohio uses county staff, but the counties use the state merit system. All civil service laws apply; everything is the same. Yet because they are county staff and not state staff, DOL won't allow it. It would go a long way toward maximizing resources if local employees could be considered as state merit system staff." In other places, one-stop managers indicated that they had successfully integrated Employment Service staff into their service delivery system.



## V. Observations and Conclusions

There are many reasons for states to consider integrating their welfare and workforce development structures. The welfare system has become much more employment-focused in the last decade. Many former welfare recipients (and potential recipients) are now low-wage workers who need more skills and work supports to advance in the workforce and avoid future welfare reliance. Thus, there is significant overlap in the missions and populations being served by these two systems.

Ideally, states should weigh all the potential benefits and costs of integration—for participants and for the affected state and local agencies—before taking on an effort of this magnitude. Yet gauging benefits is challenging, as states undergoing integration have discerned. It is hard to sort out which benefits are directly attributable to integration. Any attempt to do so is complicated by the fact that these states initiated integration efforts at the same time they were implementing the new TANF and WIA programs.

### Promising Examples of Integration

Our site visits to four states found several positive models of integration, in which individuals are offered an array of services based on their needs rather than their categorical eligibility. Utah has come the closest to completely seamless service delivery. In the other states, we observed that colocated services, which are coordinated by cross-trained caseworkers, can offer individuals increased benefits:

- TANF participants can potentially access better employment-related services (including employed worker training to facilitate job retention and career advancement) and sometimes connect with employers free of welfare stigma.
- Other low-wage workers and job seekers can gain access to work supports, such as Food Stamps, Medicaid, and child care, as well as mental health counseling and substance abuse treatment.
- Combining resources allows one-stops greater flexibility to provide training to individuals needing skill enhancement.
- Businesses may benefit by having centralized access to a broader labor pool and through the availability of work supports for their employees.

## Potential Pitfalls and Challenges

However, there are potential weaknesses in an integrated system:

- Some businesses and workers carry their bias against the welfare system over to an integrated system, thereby limiting their participation in the system and limiting the benefit of integration for TANF participants.
- Individuals with multiple barriers to employment may not fare as well in an integrated system, highlighting the need for thorough assessments and strong case management.
- In some states, the TANF rules that curtail participants' service options continue to operate in an integrated system, limiting the ability of welfare recipients to access workforce services.
- Uneven marketing of work supports, such as Medicaid, Food Stamps, and child care, can reduce the benefit of integration for low-wage workers.
- There is a risk that, by combining TANF and WIA resources, one-stops may serve universal participants with funds intended for low-income families.

Moreover, many challenges and obstacles to integration exist at the local, state, and federal level:

- As states made evident, integration takes substantial time and resources to effectively plan and implement.
- Intuitively, integration would appear to reduce costs, yet the process actually requires an increase in funding, at least initially.
- Overhauling and bringing together such complex systems takes its toll on the local and state employees who must implement the changes.
- Local workforce boards need to be actively engaged in designing and implementing new services.
- Management information systems need to be merged or at least retooled to allow them to be linked and to serve new functions.
- The lack of common missions, performance measures, reporting requirements, cost allocation methods, and program definitions across federal programs and funding streams all contribute to the difficulty of such a huge undertaking.

Ultimately, these challenges can harm the very individuals who should be benefiting from integration, such as participants with barriers to employment who need intensive case management to succeed.

## Supporting Further Integration

Integration of welfare and workforce systems holds the potential to improve the types and quality of services available to all individuals seeking jobs and supportive services. Statutory and regulatory differences between TANF and WIA result in needless complexity for states seeking to integrate their systems, and federal law could be modified to make it easier for states wishing to integrate to do so. It appears that a limited set of provisions intended to promote coordination may be a part of TANF and WIA reauthorization legislation, but Congress should do more.<sup>12</sup>

Some policymakers have advocated the enactment of broad cross-program waiver authority as a means of facilitating integration. However, as an overall approach in federal law, we believe it is preferable to make options available to all states instead of relying on discretionary waivers necessitating federal approval. For example, federal law could give all states the option to use WIA performance measures to measure TANF outcomes in place of TANF participation rates. Waiver authority is most appropriate when the goal is truly to test and learn from a demonstration, not as an alternative to addressing systematic barriers to integration.

To facilitate TANF-WIA integration efforts, we recommend that Congress and the relevant federal agencies should work together to:

- identify the principal areas of statutory and regulatory differences between TANF and WIA;
- examine whether there are strong policy justifications for maintaining those differences; and
- either harmonize or allow states the option to harmonize each area for which there is not a strong underlying federal policy basis for a different approach across the programs.

Toward accomplishing this goal, we recommend that the Secretaries of HHS and DOL be required to submit a report to Congress, based on a review of applicable statutory and regulatory provisions and drawn from input from state and local governments, individuals, and organizations with relevant expertise. The report would:

- describe any potential statutory or regulatory barriers to TANF-WIA integration efforts, including but not limited to conflicting data elements, definitions, performance measures, and reporting requirements;
- describe the plans of the Secretaries to address and reduce regulatory barriers to integration that are not mandated by statute and that are not clearly justified in order to accomplish Congressional program goals; and
- provide recommendations to Congress for ways in which, consistent with the program goals, statutory inconsistencies between the programs could be reduced.

In order to have better information about TANF-WIA coordination and integration, states should be directed to report—and the Secretaries to compile the findings from state reporting—any strategies the states may have to address integration, including the extent to which TANF employment and training services are provided through the WIA one-stop system and the extent to which former TANF recipients have access to additional WIA services. In addition, we recommend a strong federal research and technical assistance role in helping states learn from each other.

While further integration efforts may be warranted, it should be emphasized that integration should be a means to a set of ends, rather than an end in itself. Ultimately, the goal should not simply be to reorganize or streamline government, but to improve the accessibility and effectiveness of workforce development services for all workers and businesses. In addition, an important second goal is to raise the quality of the services received by low-wage workers and reduce the stigma of receiving the services. Thus, in designing an integrated system, and in evaluating whether it is accomplishing its goals, the key questions should focus on whether integration promotes better access; a broader array of services; a more flexible approach to service delivery; stronger linkages to work supports; improved responsiveness to business needs; and a more effective approach to addressing the advancement needs of low-earning individuals. It is important to study and learn from state and local experiences in order to better understand what role integration can play in building a more effective workforce system for low-income parents and all workers.

## Endnotes

- 1 The bonus criteria for FY 2002 are: job entry, retention, earnings gain, Medicaid/SCHIP enrollment of former recipients, Food Stamp enrollment rates for low-income working households with children, payment of child care subsidies, and family formation and stability.
- 2 Programs that are required to coordinate services through the one-stop system include: WIA adult, dislocated worker, and youth; Wagner-Peyser; Adult Education and Literacy programs; Rehabilitation Act programs; Welfare-to-Work; Older Americans Act programs; Perkins post-secondary vocational education activities; Trade Adjustment Assistance (TAA) and NAFTA-TAA programs; Veterans Employment and Training; Community Services Block Grant employment and training activities; Housing and Urban Development training activities; and unemployment compensation programs.
- 3 According to Department of Labor statistics, TANF is a mandatory partner in 25 states. See Table of State WIA-TANF Relationships Survey Results. Retrieved May 30, 2003, from [www.doleta.gov/usworkforce/reauthorization/survey-table.htm](http://www.doleta.gov/usworkforce/reauthorization/survey-table.htm).
- 4 *Intensive services* may include: comprehensive assessments, individual employment plans, career counseling, short-term prevocational services (soft skills), and case management for individuals seeking training services. *Training services* may include: occupational skills training, on-the-job (OJT) training, skill upgrading and retraining, job readiness, and customized training tied to a hiring commitment.
- 5 WAGES (Work and Gain Economic Self-Sufficiency) was the state's welfare program enacted in 1996. The 24 WAGES boards had oversight responsibility for TANF in their regions.
- 6 Individual Training Accounts (ITAs) are vouchers used to pay for training services under WIA.
- 7 Information on the four states' TANF programs comes primarily from the Welfare Information Network State Plan Database, at [www.financeprojectinfo.org/WIN/spd\\_reports.asp](http://www.financeprojectinfo.org/WIN/spd_reports.asp).
- 8 Job Opportunities and Basic Skills (JOBS) was the employment and job preparation program for welfare recipients prior to TANF.
- 9 Community Service Job participants spend up to 30 hours per week in work activities and up to 10 hours per week in education and training activities; W-2 Transition participants spend up to 28 hours in work activities and up to 12 hours in education and training activities.
- 10 Demographic data for each locality described in this paper was drawn from the 2000 Census. See <http://quickfacts.census.gov/qfd>, the Census *QuickFacts* data summaries for U.S. states and counties.

- 11 See the GAO reports *Workforce Investment Act: States and Localities Increasingly Coordinate Services for TANF Clients, but Better Information Needed on Effective Approaches*. (2002, July 3). GAO-02-696 and *Workforce Investment Act: Coordination of TANF Services Through One-Stops Has Increased Despite Challenges*. (2002, May 16). GAO-02-739T.
- 12 The details of TANF and WIA reauthorization bills continue to evolve over time. Detailed information on pending TANF and WIA proposals, including side-by-side analyses, can be found at CLASP's website, [www.clasp.org](http://www.clasp.org).

# APPENDICES

## Appendix A: Methodology

CLASP wanted to look at the experiences of those states that have gone further than many others in combining welfare and workforce efforts. We decided to focus on one state that has consolidated all workforce services (including for TANF participants) under one agency—Florida. Florida maintains a separate human services agency that handles TANF eligibility. All workforce services are managed by the state workforce agency. We also chose to examine three states that have integrated their welfare and workforce agencies into one state agency—Utah, Wisconsin, and Ohio. For these four states, we wanted to understand the actual extent of integration of services at the local level, how the service delivery system operates on the ground, and what it looks like for a person seeking to access services.

Toward developing an understanding of these issues, CLASP identified the following research components:

- **Site visits** to each of the four states—Florida, Ohio, Wisconsin, and Utah. These site visits included observational visits to at least two local one-stops in each state, followed by meetings with state and local officials. This sequence allowed us to gain a fuller picture of the integration process and also to discuss what we experienced on the ground with state representatives. We developed a protocol of questions for key stakeholders, including: local workforce board representatives, one-stop managers, intake workers, case managers, individuals, employers, state welfare and workforce administrators, and cost allocation and MIS staff. The visits were conducted between January and July 2002.
- A **meeting**, with state agency representatives invited from each of the four states, advocates from each state, and a limited number of national experts and federal officials, to promote interaction and to explore the issues presented by efforts to consolidate TANF and workforce structures. We sought to specifically identify those areas in which federal law has functioned as a barrier to coordination or consolidation. This meeting was held in Washington, DC, on October 3, 2002.

**Sites Visited** (One-stop operators in parentheses)

Florida:	One-Stop Career Center, Orlando (Affiliated Computer Services [ACS]*) Brevard County Job Link, Titusville (public/private consortium*)
Ohio:	Work <i>Plus</i> Center, Springfield (Clark County) South Opportunity Center, Columbus (Franklin County) Montgomery County Job Center, Dayton (Montgomery County)
Utah:	Downtown Employment Center, Salt Lake City (state) Metro Employment Center, Salt Lake City (state)
Wisconsin:	YW Works, Milwaukee (YWCA*) Maximus Job Center, Milwaukee (Maximus*) Workforce Development Center, Racine (Racine County)

*\* indicates for-profit operators*

- This **report**, which synthesizes the presentations and discussions from the meeting and our observations from the site visits. The report describes the perspectives of participating states about the key lessons from their experiences, their continuing challenges, and issues for other states considering similar approaches. Themes that resonate nationally and can inform federal policy are also highlighted.

It is important to acknowledge the difficulty of truly discerning the effects of integrating welfare and workforce systems on service delivery. This methodology relies on direct observation and the reflections of key stakeholders. There are many factors that can affect the quality of services, including how a state has decided to implement TANF, a tremendously flexible program that varies from state to state and, in some states, from county to county. Perhaps to a lesser extent, how states and localities have implemented WIA—a more prescriptive program than TANF—is also a factor. Another obstacle is that, for the most part, the existing performance measures do not address systemic accountability. Currently available data do not reveal whether individuals are receiving more or better services in an integrated system than they were before the systems were integrated. Thus, it is not possible to paint a clear “before and after” picture with respect to integration. That being said, we believe there is value in observing the different types of integration, the ways that individuals and employers are treated in an integrated system, and the challenges states have encountered in attempting to integrate the two systems.

## APPENDIX B: TANF-WIA Integration Matrix

	Florida	Ohio	Utah	Wisconsin
<b>Merged state agencies?</b>	Created Workforce Florida, Inc. as the policy, planning, and accountability entity; created Agency for Workforce Innovation as the consolidated administrative/ fiscal entity for workforce services and resources. Kept Dept. of Children and Families (TANF, child care, Medicaid, and Food Stamp eligibility).	Merged Dept. of Human Services and Bureau of Employment Services to create Dept. of Job and Family Services.	Combined Office of Family Support, Dept. of Employment Security, Offices of Job Training, and Child Care into new Dept. of Workforce Services.	Created Dept. of Workforce Development. Kept separate Dept. of Health and Family Services (Medicaid and Food Stamp eligibility).
<b>Year merged?</b>	October 2000	July 1, 2000	1996-97; effective July 1, 1997	July 1, 1996
<b>State legislation?</b>	SB 2050/ WIA2000	HB 470 and 471	HB 375; SB 166; HB 269	1995 Wisconsin Act 289
<b>Separate TANF eligibility and benefits structure?</b>	Yes. DCF maintains separate local offices.	Yes. Note TANF is county-administered.	No.	Yes. Note W-2 services in Milwaukee are privatized.
<b>Funding streams under administration of the same agency?</b>	WIA, UI, TANF diversion, job placement & support services, Wagner-Peyser, Welfare-to-Work (WtW), state univ., voc. tech., and comm. colleges.	WIA, Wagner-Peyser; consolidated grants to counties of TANF, SSBG, Medicaid, Food Stamps, and child care.	TANF, WIA, Food Stamps, UI, child care, Medicaid, Wagner-Peyser, and WtW.	WIA, TANF, WtW, child care, Wagner-Peyser, UI, Voc. Rehab., Food Stamps Employment & Training, and Child Support Enforcement. Food Stamps and Medicaid moved back to DHFS.
<b>Unified WIA plan?</b>	No.	No.	No.	No.
<b>Unified performance measures?</b>	No.	No.	Yes.	No.

*continued...*

**TANF-WIA Integration Matrix *continued***

	<b>Florida</b>	<b>Ohio</b>	<b>Utah</b>	<b>Wisconsin</b>
<b>Unified MIS/ reporting systems?</b>	No; in process.	No.	Yes.	No; in process.
<b>Can client apply for TANF through one-stop?</b>	Varies regionally.	In most locations.	Yes.	Varies regionally.
<b>Can client access TANF employment services at one- stop?</b>	Yes.	Varies regionally.	Yes.	Varies regionally.
<b>Degree of physical integration (collocation vs. seamless services)?</b>	Varies regionally. Collocation in most places.	Varies regionally. Collocation in most places.	Seamless delivery at all one-stops.	Varies regionally. Collocation in most places.
<b>Single intake form?</b>	No.	No.	Yes.	No.
<b>TANF/WIA co-enrollment?</b>	Varies regionally.	Varies regionally.	Yes.	Varies regionally.
<b>TANF a required one-stop partner?</b>	Yes.	Yes.	Yes.	Yes.
<b>TANF funds contributed to one-stop?</b>	Yes.	In most locations.	Yes.	Yes.

## APPENDIX C: TANF-WIA Integration Meeting Participants, October 3, 2002

Mason Bishop U.S. Department of Labor	Hitomi Kubo Center for Law and Social Policy	Tim Schultz Utah Issues
Andrew Bush U.S. Department of Health and Human Services	Gerri Madrid-Davis National Conference of State Legislatures	Martin Simon National Governors Association (NGA)
Jeanne Carroll Ohio Department of Jobs and Family Services	Kathleen Mulligan-Hansel Institute for Wisconsin's Future	Donald Singer Ohio Department of Job and Family Services
Blaine Crawford Utah Department of Workforce Services	Demetra Nightingale Urban Institute	Courtney Smith NGA Center for Best Practices
Christin Driscoll The Workforce Alliance	Nisha Patel Center for Law and Social Policy	Sheri Steisel National Conference of State Legislatures
Lisa Fitzgibbon Work Resource Center	Joel Potts Ohio Department of Jobs and Family Services	Julie Strawn Center for Law and Social Policy
Abbey Frank Center for Law and Social Policy	Lisa Ranghelli Consultant to CLASP	Helen Thatcher Utah Department of Workforce Services
Mark Greenberg Center for Law and Social Policy	Mike Richardson Utah Department of Workforce Services	Andy Van Kleunen The Workforce Alliance
Margaret Hulburt United Way of Greater Cincinnati	Jennilee Robins Workforce Florida, Inc.	Don Winstead U.S. Department of Health and Human Services
Bob Knight National Association of Workforce Boards	Mary Rowin Wisconsin Department of Workforce Development	Karen Woodall Florida N.O.W./P.A.C.T.
	Steve Savner Center for Law and Social Policy	

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