



Memorandum

To: Ming Wang, Program Administrator, Utah Department of Human Services
From: PATH Team at CLASP
Date: May 17, 2019
Re: Co-Enrollment-An Alternative Approach to Bridging Child and Adult Serving Systems

SUMMARY

Utah's PATH application calls for the establishment of a Youth in Transition Office with management and oversight responsibilities to improve services for youth/young adults throughout the state of Utah. The CLASP proposal review committee identified an additional strategy for bridging adult and child serving systems for consideration by the team. This memo provides an overview and select examples of co-enrollment strategies and is intended to inform our conversation during the May 21-22 site visit.

Bridging through Co-Enrollment Strategies

Co-enrollment, defined as enrollment in more than one program at the same time, is a common strategy in workforce development policy. The Workforce Innovation and Opportunity Act ([WIOA](#)) was passed in 2014, reauthorizing federal workforce programs. WIOA provides funding to help unemployed and underemployed workers qualify for better jobs. [The new law](#) was substantially different from its predecessor, the Workforce Investment Act (WIA), in its emphasis on targeting low-income adults and youth with limited training and skills to help them overcome barriers to economic success.

The law includes a focus on both in-school youth, ages 14-21, and out of school youth, ages 16-24. Out of school youth frequently can benefit from youth focused services (funded through [Title I](#)), adult focused education and literacy services (funded through [Title II](#)), and vocational rehabilitation services ([Title IV](#)). WIOA funded programs can help young people to experience these services seamlessly across youth and adult funding streams through co-enrollment.

Department of Labor Employment and Training Administration, Department of Education, Office of Career, Technical and Adult Education or OCTAE, Office of Special Education, and Rehabilitative Services, Rehabilitative Services Administration, RSA organized a WIOA co-enrollment cohort of 7 state/area teams: California, District of Columbia, Kentucky, Massachusetts, Missouri, New Jersey and Pennsylvania.

California

California's goal as part of the WIOA co-enrollment initiative is to promote strategic co-enrollment, which is distinguished by shared responsibility for customers, shared case coordination, braiding of

resources, and integrated service delivery. The state developed a series of workgroups to implement the action plan developed as part of the cohort. Participants in workgroups represent: State WIOA and Unified Plan Partners, Local Workforce Boards, Adult Education Partners, and Health & Human Service Partners. Key outcomes for California's co-enrollment efforts include policy guidance for all WIOA and Unified Plan Partners, joint technical assistance efforts and rollout, developing a data dictionary/crosswalk for various systems/programs, streamlining customer intake, streamlining employer engagement, and leveraging career pathways to implement strategic co-enrollment.

Additional information about California's Co-enrollment strategy: [CA Co-enrollment Action Plan](#)

District of Columbia

The District of Columbia's goal as part of the co-enrollment initiative is to streamline the process for co-enrollment. DC's strategy aims to increase understanding of WIOA core partner agency programs and services and eligibility requirements; align intake, assessment, program and service referral processes across all WIOA core partner agencies; increase usage of the DC Data Vault to improve service delivery, facilitate co-enrollment and track customer referral to, engagement in and/or receipt of services from WIOA core partner agencies and other providers or partners; identify key staff from WIOA core partner agencies and other providers to co-locate in the American Job Centers on specific dates/times; develop inter-agency MOUs and MOAs with WIOA core partner agencies to leverage fiscal, human and/or material resources to improve and expand service delivery; create multi-agency Data Sharing Memorandum of Agreement between WIOA core partner agencies; establish work groups, conduct meetings and multi- and cross- agency orientation and training, develop policies and procedures, and meet regularly and monitor all partner activities. Expected outcomes include an increase in the number and percentage of DC residents achieving their desired outcomes and transitioning from dependency to self-sufficiency and enhanced state, local program, provider and partner performance, reporting and accountability.

Additional information about DC's Co-enrollment strategy: [DC Co-enrollment Action Plan](#)

Kentucky

Kentucky's vision as part of the co-enrollment initiative is to increase co-enrollment by building on existing evolving technology platforms to ensure *seamless referrals* among partners through *targeted policies* and a commitment to maintaining *cross-partner education*. For example, [Kentucky Enterprise Engagement Suite](#) (KEE-Suite) is a Salesforce based suite of applications that is used across multiple cabinets. It was created with an eye for the future to streamline how Citizens and Business Partners engage with the Commonwealth of Kentucky. Their near-term goal was to increase referrals of customers to other agencies as often as possible. Their mid-term goal is to develop a policy clearinghouse for sharing information efficiently among partners, and their long-term goal is to develop a model of cross-education to improve knowledge, understanding, and awareness of partners' services.

Additional information about Kentucky's Co-enrollment strategy: [KY Co-enrollment Action Plan](#)

New Jersey

New Jersey's goal under the initiative is to create a cross-program vision team for developing a universal service delivery model. Their strategies include organizing and mining longitudinal and cross-agency customer information in order to develop a "big data" solution for outcomes-based decision making; fully implementing single sign-on and "[Workforce Connect](#)" (a software suite that helps states implement WIOA by connecting partners and providing a seamless experience for job seekers) approaches; cost allocated [Intake Career Navigators](#); and re-evaluating bureaucratic processes in favor of actions that result in positive employment and wage outcomes.

Additional information about New Jersey's Co-enrollment strategy: [NJ Co-enrollment Action Plan](#)

Massachusetts

Massachusetts' co-enrollment strategy is focused on being customer-centered, meaning that the needs of the individuals are at the center of service delivery design. Key strategies include integrating partner systems, which require data systems that allow co-case management of shared customers and partner agency referrals that maintain partner system integrity. For example, partnership between the Department of Transitional Assistance (administers SNAP and TANF) allows monthly co-case management conversations between Dept. of Career Services. Through reporting collaborations agencies share client data & progress. DCS can also access services DTA provides its clients, such as: child care, transportation, or any supports that DTA offers to improve client success in the career center. Massachusetts' work is data driven; analysis of data informs funding decisions, alignment of resources, and co-enrollment policies. State level partners demonstrate commitment to co-enrollment across partner agencies through a shared vision for co-enrollments. Local level partner staff are also cross-trained to foster common understanding of partner programs/resources. As a result of these efforts, Massachusetts hopes to enhance cross-training efforts across WIOA Partners, Implement [Workforce Connect](#) as the tool to facilitate co-enrollment, develop a map of WIOA Partner programs to better inform staff of resources available to support customer-centered delivery of services. provide policy guidance on co-enrollments and ensure state and local partners can stay engaged on all things WIOA and receive technical assistance for implementation.

Additional information about Massachusetts' Co-enrollment strategy: [MA Co-enrollment Action Plan](#)

Pennsylvania

Pennsylvania's co enrollment is focused on improving the customer experience, by implementing a no wrong door approach, ensuring a consistent high-quality experience, efficient and effective process, and accessible services. Their plan focuses on data collection and sharing through one secure case and performance management system ([Core Partners in Commonwealth Workforce Development System](#) (CWDS)), using new technologies to ensure access to and ability to share information; state leadership and guidance in the form of coordinated state policies and continuous improvement; coordinated policy development through inter-agency collaboration and guidance to local workforce development boards; cross-training and professional development.

Additional information about Pennsylvania's Co-enrollment strategy: [PA Co-enrollment Action Plan](#)

Co-enrollment: Key Takeaways and Considerations

- Co-enrollment is a useful strategy for bridging adult and child/youth focused *funding streams*.
- Through the work of this seven-state cohort, the Department of Labor has identified a set of seven characteristics of effective co-enrollment:
 1. Universal access for customers
 2. A single, front-end process or system
 3. Case managers/career navigators
 4. Staff professional development and cross-training
 5. Consistent and supportive state policies
 6. Consistent and supportive federal policies
 7. Shared ownership of services delivered
- DOL has also identified several challenges associated with co-enrollment, including confidentiality, data sharing/system integration, customer referral, customer feedback, local level implementation due to state level miscommunication, communication among involved partners, and funding.
- Efforts to implement a co-enrollment strategies can work to overcome some of these challenges by developing customer release forms or universal agency consent forms, exploring common case management and integrated data systems (i.e. [Common Case Management](#) Toolkit), implementing team-based case management approaches, joint policy communication across different levels of government, incorporating regular feedback surveys (i.e. [SARA](#)), developing detailed MOUs with local partners, on-going relationship building, and joint professional development opportunities.
- To apply these lessons learned from youth workforce development to an effort to bridge adult and child serving behavioral health systems, the team should explore whether there is applicable federal or state statute/funding streams that could help to define co-enrollment in this context.