



U.S. Department of Health & Human Services
Administration for Children & Families
and the U.S. Department of Labor

One-Stop Centers

Servicing the TANF Population

September 16, 2003 | New York, NY

*The Administration for Children and Families and
U.S. Department of Labor, Employment and Training Administration*

*One-Stop Centers: Servicing the TANF Population Workshop
New York City
September 16, 2003*

*Long Report
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Background

Since the passage of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) in 1996, welfare caseloads have decreased dramatically nationwide. Families remaining on the Temporary Assistance for Needy Families (TANF) program face multiple barriers to becoming self-sufficient. Since States have already implemented the 5-year time limit for receipt of TANF benefits prescribed by legislation, this population becomes significantly more important if States hope to continue to meet the objective of helping families achieve self-sufficiency and end dependency. Many families that have obtained employment face multiple barriers that impact their ability to retain employment and increase earnings to achieve and maintain self-sufficiency. Services provided by the Workforce Investment Act (WIA) and the One-Stop system can enhance the ability of hard-to-place TANF recipients and low-skilled workers to overcome these barriers.

The Administration for Children and Families (ACF) and the U.S. Department of Labor (DOL) held a one-day workshop focusing on the effective provision of services to TANF families and low-income earners. The workshop included information on:

- the coordination and referral process of long-term TANF recipients for education, training, and work support services provided through One-Stop Centers;
- referral and case management; and

- effective and efficient coordination between local TANF agencies and local agencies providing WIA services utilizing the One-Stop approach.

The objectives of the workshop were to:

- highlight, from a national perspective, the importance of the above stated initiatives in strengthening employment-related services to low-income families; and
- showcase successful collaboration between TANF and employment-related organizations promoting the initiatives.

Welcoming Remarks and Introductions

Mary Ann Higgins, ACF Regional Administrator, New York Regional Office

*Thomas McKenna, Director, Office of Adult Services, U.S. Department of Labor,
Employment and Training Administration*

The workshop opened with a welcome by Mary Ann Higgins. Several programs sponsored by the ACF were highlighted. Ms. Higgins stated that ACF is pleased to have a partnership with the Department of Labor. A partnership between the two departments already exists by way of WIA and PRWORA. Ms. Higgins also commented that laws, practices, and leadership are changing, and the purpose of the conference is to address how One-Stop programming will be affected. Local, State, and Federal changes, as well as implications found in research, were also included in the agenda.

Thomas McKenna welcomed conference guests and thanked everyone for coming. He stated that Welfare-to-Work program funding will end September 2004, and it does not appear that Congress will renew the program. Instead, funding in the amount of 300 million dollars will be allocated to formula grants and competitive grants. Mr. McKenna stated the importance of making sure that One-Stop Centers will be able to serve these clients without Welfare-to-Work funding. He commented that the purpose of the conference is to discuss strategies to move forward and to be effective without Welfare-to-Work support. He hopes that WIA and TANF will begin sharing common measures in order to better serve the client.

Workshop Sessions

“Overview of WIA/TANF Reauthorization Bills”

Christine Kulick, U.S. Department of Labor

April Kaplan, the Administration for Children and Families

Ms. Kulick presented information regarding WIA reauthorization. She stated that there are several opportunities for change available during the reauthorization period including: strengthening the coordinating infrastructure; capitalizing on innovations from States and local communities; and creating a more responsive, demand-driven system. Other proposed changes include: implementing a broad design to allow improving upon positive outcomes, identifying and overcoming barriers, and being responsive to the changing needs of business and the new economy.

Ms. Kulick also addressed several Work Investment Board (WIB) adjustments that will take place at the State and local level.

State WIB changes include:

1. streamlining board membership requirements;
2. increasing authority to formulate policies and priorities for State One-Stop Career Center systems; and
3. the ability for governors to retain authority to expand board membership.

Proposed changes at the local WIB level include:

1. membership and functions of local boards will be reconfigured;
2. statutory language will ensure board membership reflects leading industry sectors and geographic areas of local community;
3. One-Stop partners will be removed from the board but will retain involvement through local memoranda of understanding;
4. board chairs may appoint a management council of One-Stop partners;
5. membership streamlined to be more responsive to local needs and provide an increased voice for business representatives, community groups, and worker advocates; and
6. Local youth councils are no longer required. However, governors have authority to create councils if they add value in their areas and define their functions and purpose.

In order to increase flexibility, local area designations have been proposed. Governors will have the authority to designate local workforce areas based on recommendations from State boards. In addition, rights to appeal non-designation to the secretary will be eliminated. Also, the planning cycle and submission of State and local plans have been reduced to 2 years.

There are several advantages to dedicating funding to cover the cost of the One-Stop infrastructure. Allocated funding will alleviate a great deal of the current local cost negotiation issues. It would also allow local areas to focus on servicing the needs of businesses and workers in the community. Funding is limited due to the current statutory formula and funding stream. Increased funding would allow reformation of current programs. Grant funding has also been explored, which would increase funding to out-of-school youth programs.

There are also several advantages to the One-Stop system. A comprehensive One-Stop system would remove barriers to serving targeted populations and allow for greater flexibility while maintaining universal access. It will also allow for a greater array of services for low-wage workers while addressing the needs of employers. Performance accountability is essential in One-Stop Center programming. In order to effectively accomplish performance accountability, 4 goals have been proposed: reduce WIA Title I performance indicators from 17 to 8; establish common definitions for a core set of measures; create a more dynamic performance negotiation process to take into account local labor market needs; and tie incentive funding to services to targeted groups.

Ms. Kaplan presented the TANF reauthorization bills proposed by the U.S. House of Representatives, the U.S. Senate, and ACF. She stated that the TANF caseload has decreased and that the country is coming out of a recession. There has been a two percent decrease in TANF roles since March of last year. Expenditure data also show that there has been an increase in non-cash assistance; since 1996, 42 percent or less is allocated for direct cash. This indicates that State programming is placing more emphasis on work programming instead of cash assistance. Poverty rates are also down, which can be attributed to an increase in the number of working women. In particular, child poverty rates have decreased from 20.5 percent in 1996 to 16.3 percent in 2000.

Ms. Kaplan stated that the purpose of TANF has stayed the same, including the 4 proposed goals. Each proposal also includes: specific performance objectives; how programs will meet TANF's 4 goals; how they will encourage two-parent families and responsible fatherhood; solutions for decreasing out-of-wedlock births; how to treat two-parent families equitably; and how to move clients toward self-sufficiency.

Other topics addressed by Ms. Kaplan:

1. The contingency fund. ACF will continue funding at the same level. The fund will also be simpler to access. The Senate bill also made the fund easier to access. The fund remains at 2 billion dollars.
2. High performance bonuses were consistent across the 3 bills.

3. Grants to tribes are significantly different. The House bill allocated 2 million dollars for demonstration grants. The Senate implemented a 5-year, 500 million dollar grant for research and technical assistance.
4. Work participation rates will not be tiered for two-parent households.
5. In terms of countable activities, ACF will require 24 hours of direct work employment, and an additional 16 hours may consist of rehabilitation, job search, and job readiness activities.

The ACF bill proposed that 3 of 24 months could be set aside for education. The House bill includes adult literacy education for 3 months out of 24 months. The Senate bill states that 10 percent of the caseload can be counted for education. Ms. Kaplan provided a chart that specifically outlined how hours would count toward participation:

| Single-Parent Family | Single-Parent Family | Two-Parent Family | Two-Parent Family | % of Credit |
|----------------------|----------------------|-------------------|-------------------|-------------|
| Child Under Six | No Child Under Six | Without Childcare | With Childcare | |
| 20-23 hours | 20-23 hours | 26-29 hours | 40-44 hours | 0.675 |
| --- | 24-29 hours | 30-34 hours | 45-50 hours | 0.750 |
| --- | 30-33 hours | 35-38 hours | 51-54 hours | 0.875 |
| 24+ hours | 34+ hours | 39+ hours | 55+ hours | 1.000 |

Panel: “State Perspectives on the One-Stop Center System”

Karen Papandrea, New York State Department of Labor

Margaret Moree, New York State Department of Labor

Debbie Rago, New Jersey Department of Labor

Tamara Primas Thomas, New Jersey Department of Labor

Rafael Muniz, Lead Federal Representative, U.S. Department of Labor

Ms. Papandrea provided several reasons why barriers to collaboration exist between TANF and WIA:

1. TANF and WIA programs have different performance goals;
2. TANF has a larger budget than WIA;
3. TANF and WIA believe they serve different customers;
4. agencies input client data into different computer systems and there is a lack of communication between systems; and
5. management of client credit.

Ms. Papandrea commented that excellent One-Stops determine how to work together as a collective unit. Exceptional programs also assume specific roles. For example, one unit may perform the assessments, while another manages the resource room. Each employee is cross-trained and is familiar with what the One-Stop Center has to provide to the community. Finally, units are not concerned with who will fund the client and receive participation credits.

Ms. Moree acknowledged that the most important challenge is finding effective ways to make One-Stop Centers a seamless program. She stated that the One-Stop Center is analogous to a family. She then posed the question: Who in the “family” can help those in need? She noted that the failures seem to originate at the State level. Programs have been shaped around funding, rather than shaping programs around the workforce needs.

Ms. Moree remarked that New York is not producing blue collar jobs in the same capacity as in previous years therefore, different services must be made available for clients. Obtaining economic self-sufficiency is the most important goal for the client. In order to accomplish this goal, skill gaps should be identified. Clients should be empowered as individuals and knowledge of their abilities is most important. Work Keys Assessments are an assessment tool that does not look at reading levels, but instead at skill levels. This tool helps identify where the client fits into the labor market. This assessment tool can be found at www.atc.org.

Ms. Primas Thomas and Ms. Rago presented collaboration strategies that have been implemented by New Jersey’s Workforce Development System. This is an effort between the State Employment and Training Commission and the State Department of Labor. There are several ways in which these agencies are working together, including: consolidation of goals; consensus building; reorganizing programming; and serving the TANF population in the One-Stop Centers.

A consolidation of goals will:

1. streamline workforce services;

2. eliminate duplication;
3. extend opportunities for economic self-sufficiency;
4. facilitate long-term economic success for the State;
5. provide a single access point for all employment and training services;
6. provide consistent leadership and stability for the system;
7. promote a long-term labor force strategy;
8. strengthen New Jersey's reputation as a State with highly skilled workers; and
9. encourage and fund innovative, long-term, and comprehensive post employment services that support retention and advancement.

The programs that are included in the consolidation are the WIA Title I Adult Education Program, Apprenticeship Programs, Private Vocational Approval Authority, and "To Work" components of TANF, Food Stamps, and General Assistance programs.

Workforce related programs are designed to help an individual obtain the knowledge, skills, and abilities to secure employment, retain employment, or to achieve career advancement.

Ms. Rago described a "template for change" that would facilitate collaboration among different agencies. The template includes several characteristics:

- TANF customers would be registered with the One-Stop system;
- One-Stop recipients would be composed of both TANF and WIA clients;
- assessment would be completed with the client's economic goals in mind; and
- TANF and One-Stop case managers would communicate regularly.

Mr. Muniz described the infrastructure of the Welfare-to-Work/One-Stop Center programs in Puerto Rico and program statistics. The agency is divided into 15 local consortium municipalities and 6 local operators of Welfare-to-Work programs. There is good coordination and planning among the WIA and TANF programs. The total TANF population in Puerto Rico is 4 million. In 1996, 58.6 percent of the total population in Puerto Rico utilized TANF programs. Currently, there is a 12.4 percent unemployment rate. Unfortunately, only the poorest citizens participate in the program, though more qualify for help. Ninety seven percent of the TANF population consists of single-families, and the majority have women as head of the household. This is an extremely hard to serve population due to the high rate of substance abuse and low job availability.

“The Role of One-Stop Centers in Serving Welfare Recipients”

Demetra Smith Nightingale, Ph.D.

Dr. Smith Nightingale shared her research findings of the relationship between TANF clients and One-Stop Centers. Her research focused on how collaborations between One-Stops and WIA have effected the way TANF clients access the employment training system. Much of the presentation came from a study by The Urban Institute in which they looked at DOL’s infrastructure. The study approach analyzed the Job Training Partnership Act (JTPA), WIA, and Employment Service (ES) program data at the Federal level. Researchers also visited 7 localities and One-Stop Centers, interviewing State and local officials. Study sites included North Carolina, Vermont, Tennessee, Pennsylvania, California, and Missouri.

The findings showed that in the 1990s the number of welfare clients in JTPA declined and those utilizing ES increased. In 1993 there were approximately 100,000 Aid to Families with Dependant Children (AFDC) recipients in JTPA, which is 20 percent of all JTPA. A small proportion of welfare recipients were in workforce programs, but that number increased in the late 1990s. One-fifth of One-Stop customers are utilizing TANF, and conversely, 95 percent of those that utilize TANF do not utilize One-Stops. Service to welfare clients is related to shifts in JTPA/WIA, TANF, and the economy.

Several conclusions were drawn from the study:

1. there has been a transfer in Federal resources from adult and youth programs to dislocated worker programs;
2. traditional coordination issues still exist, but interest is growing;
3. WIA and TANF linkages vary locally;
4. local administrators estimate that 10 to 15 percent of One-Stop customers are TANF recipients; and
5. TANF recipients enter One-Stop Centers in 3 ways: general access, TANF direct, and indirect services.

Panel: “Local Agency Experiences in the One-Stop Center System”

Kathy Cassella, Oswego County, New York

Janet Cassidy, Suffolk County, New York

Allison Spinelli, Cumberland County, New Jersey

*Ana Arias, Caguas-Guayama, Human Resources and Occupational Development
Council, Puerto Rico*

The TANF program in Oswego County, New York has become a One-Stop Center partner. They have developed a funding matrix in which clients have a number of funding resources available. In addition, each agency that works with the client receives program credits. The collaboration has allowed several benefits to be extended to TANF customers, including additional family life classes and self-esteem workshops.

The TANF program in Oswego County receives several benefits due to the partnership with the One-Stop Center:

1. quicker job placement;
2. follow-up services for clients who have been successfully placed;
3. documented employment activity by the One-Stop Center helps keep track of participation rates;
4. better coordination and less duplication of services; and
5. access to other funds and services not available from TANF programming.

There are also benefits to TANF customers:

1. access to multiple funding sources;
2. access to employment information and resources;
3. immediate access to support services;

4. interaction with other job seekers;
5. shortened referral process;
6. immediate job referrals; and
7. workshops, such as resume and applications, interviewing skills, computers, and vocational counseling.

There are also benefits to the workforce system:

1. increases traffic to One-Stop Centers;
2. reaches a target population;
3. coordinates services of all the partners; and
4. positive impact on performance standards.

Due to collaborations, several positive outcomes have occurred since 1996. The TANF caseload has decreased by 42 percent. On average, 32 job placements occur each month. In addition, average hours worked per week has increased from 27 hours to 33 hours. In the future, several goals have been proposed: development of a universal application or data form; physical presence of all partners in the One-Stop Center; and an electronic referral process.

Suffolk County has a contract with the local department of social services. Suffolk County officials meet each week with the local department of social services. In these meetings, officials discuss how to integrate participation rates and client programming. Job readiness training and the assessment employability action plan are 2 programs that

have resulted from weekly meetings. In addition, local computer system integration allows the One-Stop Center and TANF programs to communicate effectively.

In Cumberland County, job development and placement activities are emphasized. Transportation, daycare, and postemployment training are a few programs that are housed in the One-Stop Centers. One-Stop Centers' social workers share placement and assessment information with TANF social workers, and this facilitates better outcomes for clients.

Programs that support these activities include:

1. New Jersey Department of Labor;
2. WorkFirst New Jersey;
3. Welfare-to-Work Formula Grant;
4. Welfare-to-Work Competitive Grant;
5. New Jersey Department of Human Services WorkFirst New Jersey/TANF Contact; and
6. New Jersey Department of Human Services General Assistance/Food Stamp Contract.

In Puerto Rico, the Caguas-Guayama Consortium is comprised of 7 municipalities and 3 local TANF agencies. The Welfare-to-Work program was implemented in Puerto Rico in September 2002, and since that time, there have been 3 program implementation challenges. First, clients were not complying with the initial service appointment. In response to low participation rates, an assertive recruitment program was put into place,

including making home visits, placing phone calls, and mailing appointment reminders to clients. After the implementation of these measures, participation rates increased.

Second, local TANF agencies did not properly refer their clients for services. Meetings were held with all local TANF directors to discuss goals of TANF clients. Now the local TANF agencies work promptly to refer clients and enforce effective communication with the Caguas-Guayana Consortium. Third, clients demonstrated a poor attitude toward the work environment. Follow-up meetings provided clients with positive approaches to work, including an explanation of benefits attained by having a secure job. Following the meetings, 98 percent of the clients accepted the challenge to offer their best effort. In conclusion, the keys to the TANF program are care and follow-up. The program has given the clients the opportunity to achieve a higher objective and that is to become self-sufficient.

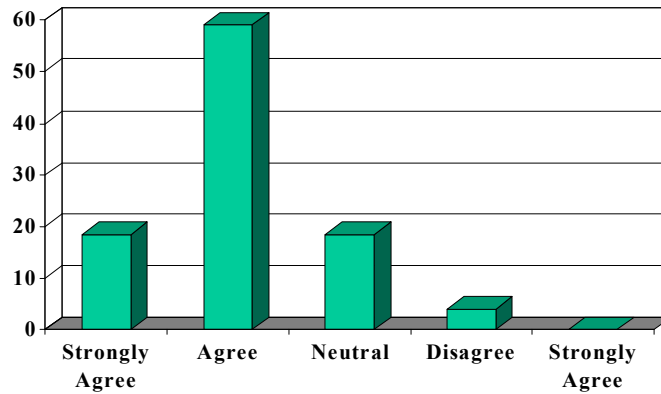
Wrap-Up/Brainstorming

Thomas McKenna, U.S. Department of Labor

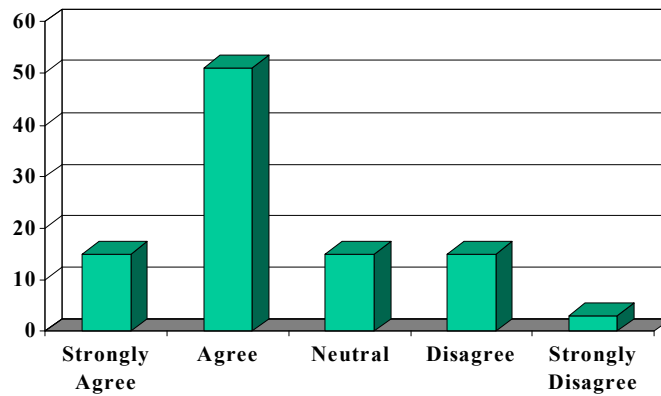
Mr. McKenna closed the workshop by thanking staff members, participants, and presenters for sharing their collaboration ideas. He believes that everyone gained additional information that can be implemented into his or her respective agencies. The lessons learned should be very helpful in achieving the ultimate goal, which is to better serve the client.

EVALUATIONS

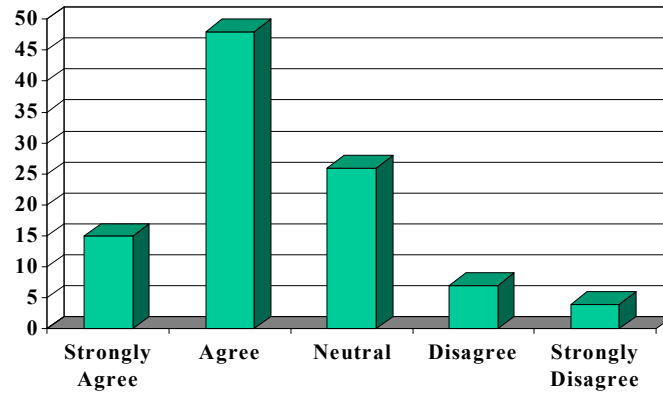
Event coordinators adequately prepared you for meeting



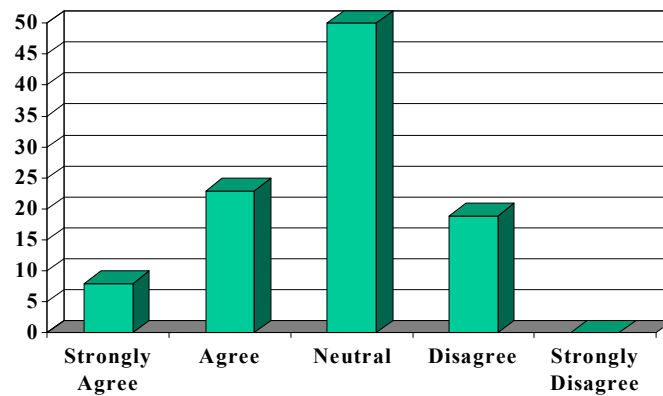
Event coordinators handled the preparation, arrangements, and scheduling effectively



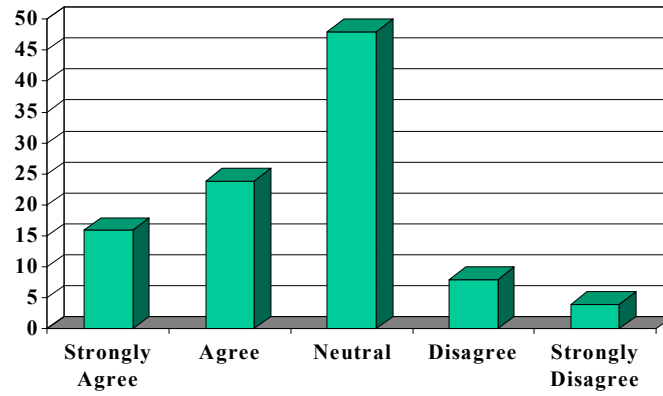
Presenters were thorough in the subject areas



Presenters engaged the audience and facilitated discussions



The information presented will be useful in developing new approaches





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Agenda

- 8:00 a.m. – 9:00 a.m. **Registration/Breakfast**
- 9:00 a.m. – 9:30 a.m. **Welcoming Remarks**
Mary Ann Higgins, Administration for Children and Families Regional Administrator, New York Regional Office
Thomas McKenna, Director, Office of Adult Services, U.S. Department of Labor, Employment & Training Administration
- 9:30 a.m. – 10:30 a.m. **Overview of WIA/TANF Reauthorization Bills**
Christine Kulick, U.S. Department of Labor
April Kaplan, Administration for Children and Families
- 10:30 a.m. – 10:45 a.m. *Refreshment Break*
- 10:45 a.m. – 12:15 p.m. **Panel: State Perspectives On the One-Stop Center System**
Karen Papandrea, New York State Department of Labor
Margaret Moree, New York State Department of Labor
Debbie Rago, New Jersey Department of Labor
Tamara Primas Thomas, New Jersey Department of Labor
Vilma Molina-Casanova, Puerto Rico, Human Resources and Occupational Development Council
- 12:30 p.m. – 2:00 p.m. **The Role of One-Stop Centers in Serving Welfare Recipients**
Dr. Demetra Smith Nightingale, Principal Research Scientist, John Hopkins University
- 2:15 p.m. – 3:45 p.m. **Panel: Local Agency Experiences in the One-Stop Center System**
Kathy Cassella, Oswego County, New York
Janet Cassidy, Suffolk County, New York
Allison Spinelli, Cumberland County, New Jersey
Ana Arias, Caguas-Guayama Consortium, Puerto Rico
- 3:45 p.m. – 4:00 p.m. **Refreshment Break**
- 4:00 p.m. – 4:30 p.m. **Wrap-Up/Brainstorming**



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Servicing the TANF Population

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