



# TANF Works!

TANF/WIOA  
COLLABORATION SERIES  
2019 - 09

## Kansas City and the Greater St. Louis Metropolitan Regions, Missouri

### TANF/WIOA COLLABORATION

Since the passage of the Workforce Innovation and Opportunity Act (WIOA) in 2014, many state Temporary Assistance for Needy Families (TANF) and workforce system leaders have focused efforts to coordinate client services serving low-income or vulnerable populations. WIOA makes TANF a mandatory partner unless the Governor opted out. Coordination efforts are meant to improve service delivery and reduce duplication.

This brief highlights emerging TANF and WIOA agency collaboration practices among TANF and the American Job Centers in Missouri in the following areas:



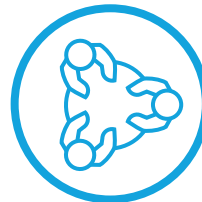
#### **Joint Service Delivery**

through dual-enrollment in TANF and WIOA, and creation of a data team to support cross-program case management



#### **Resource Sharing**

through co-location and integrated funding



#### **Shared Learning**

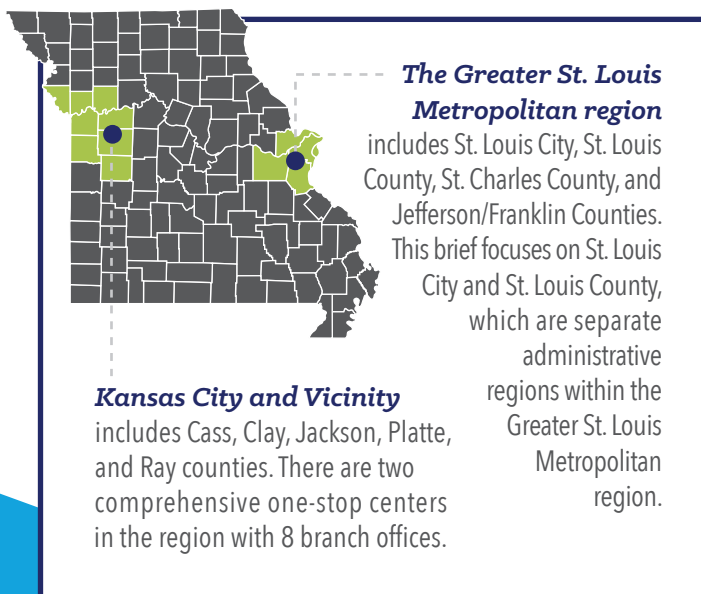
through cross-program training, meetings, and communications, and creation of a staff role to facilitate coordination



#### **Managing Collaborative Activities**

through state-level support and state-wide policy shifts to align TANF and WIOA regions

**FIGURE 1: Map of Kansas City & Vicinity and the Greater St. Louis Metropolitan Region**



# Local Services Overview

The Missouri Job Centers in Kansas City and Vicinity and the Greater St. Louis Metropolitan region provide a variety of services for TANF customers through Missouri Work Assistance (MWA). TANF eligibility is determined by the **Family Support Division** (the Department of Social Services division that oversees TANF). After customers are deemed eligible for TANF basic cash assistance, their names are included on a list of TANF customers sent electronically to the agency that holds the contract for MWA in the region (SEE FIGURE 2).

- In Kansas City, the **Local Investment Commission (LINC)** holds the MWA contract. LINC is a nonprofit organization and runs a TANF workforce program (**LINCWorks**) that provides work support services, such as placement in a work activity and case management. LINC contracts some MWA funding out to the **Full Employment Council (FEC)**, the administrative entity for the Workforce Investment Board of

Kansas City and Eastern Jackson County, to provide more intensive workforce support services to TANF customers.

- In St. Louis City, the contractor is **Family Workforce Centers of America (FWCA)**, a nonprofit organization that offers education and training programs to encourage economic self-sufficiency and success. FWCA also subcontracts with the **St. Louis Agency on Training and Employment (SLATE)** to provide MWA services out of its downtown Job Center location. SLATE is an American Job Center employment and training agency that works with employers and connects job seekers to training programs and jobs.
- In St. Louis County, **Better Family Life (BFL)**, an organization that implements workforce development and educational programs to promote positive change in targeted neighborhoods in Missouri, holds the MWA contract.

	KANSAS CITY AND VICINITY	GREATER ST. LOUIS METROPOLITAN	
		ST. LOUIS CITY	ST. LOUIS COUNTY
Agencies contracted to provide MWA (TANF) services:	<b>Local Investment Commission</b> (LINC) is the primary MWA funding manager	<b>Family Workforce Centers of America</b> (FWCA)	<b>Better Family Life</b> (BFL)
Job Center operator and agency contracted to provide WIOA (among other grants):	<b>Full Employment Council</b> (FEC)	<b>St. Louis Agency on Training and Employment</b> (SLATE)	<b>Family Workforce Centers of America</b> (FWCA)
Term used for TANF case manager:	LINCWorks case manager (but FEC career coaches also receive some TANF funding)	FWCA MWA career specialist	BFL MWA career specialist
Term used for case manager who can provide WIOA-funded services:	FEC career coach	SLATE career coach	Employment specialist

FIGURE 2: TANF and WIOA Contractors in the Kansas City and St. Louis Regions

The contractor is responsible for reaching out to the newly eligible TANF customers and inviting them to engage in services. During their first visit to the contractor, customers are assigned to a case manager. From here, the process differs between Kansas City and the Greater St. Louis Metropolitan regions.

**Kansas City and Vicinity.** LINCWorks first invites customers to attend an orientation. Next, TANF customers meet individually with their assigned LINCWorks case manager, who gives them an assessment to review strengths, barriers, goals, and history;

they also complete the individual employment plan. The case manager and customers then work together to determine the next best steps. Customers who are deemed not ready to start workforce activities work primarily with their LINCWorks case manager. Once customers are ready to begin the job search or to receive more in-depth work support services, they are referred to an FEC job coach. The FEC job coaches offer an array of education, training, and employment support services, many of which are funded by WIOA. Customers continue to work with both their FEC job coach and LINCWorks case manager until they are employed.



## JOINT SERVICE DELIVERY

*Dual-enrollment and cross-program joint case management help customers connect to more opportunities.*

**Dual-enrollment.** In Kansas City, MWA customers may be dual-enrolled in TANF and WIOA. An Enrollment Committee, made up of senior managers from FEC and LINC, determines which customers should be dual-enrolled. The Committee reviews customers' individual employment plans and barrier removal plans, along with an application completed by participants. The Committee is likely to approve dual-enrollment applications if customers do not have major barriers to employment, they would benefit from the services offered by WIOA (for example, more intensive training), and there is no overlap in services that are already being provided to the customers.

In St. Louis City, all MWA customers who are working with a SLATE MWA career specialist are dual-enrolled in WIOA, so that they can access the training services provided by WIOA. When an MWA customer is assigned to a SLATE career coach, they are immediately linked to training opportunities that relate to the goals established in their individual employment plan. In St. Louis County, MWA customers may also be dually enrolled into WIOA so they may access training services available under that funding stream. A WIOA employment specialist can assist the customer with training opportunities to help them reach their employment goals.



**Data Team to facilitate cross-program joint case management.**

Kansas City created a five-person Data Team to support both LINCWorks case managers and FEC job coaches. The Data Team gathers, compiles, and manages customer participation data; provides reports to all teams; and generally supports case managers and job coaches. For example, the Data Team collects and provides training attendance information to case managers so that they know when their customers attend a training. As a support to case managers and job coaches, the Data Team spends time researching MWA policies and stays up-to-date on any procedural changes.

**Greater St. Louis Metropolitan Region.** In St. Louis City, customers meet with their FWCA coach to participate in a one-on-one orientation, take an in-depth assessment, and develop an individual employment plan. Depending on individual needs, customers either begin a self-directed job search or start attending an employment readiness workshop. If customers would benefit from services offered by SLATE, such as job training and career advancement services, they are referred to a SLATE career coach and enrolled in WIOA.

In St. Louis County, customers meet with an MWA career specialist who helps customers assess their skill levels, create their career pathway, and identify which additional skills trainings may best help customers gain employment. Customers attend a work readiness class and a resume workshop, among other courses. Once their skill levels and areas of interest are identified, customers then work with BFL employment specialists or the Missouri Job Center's Jobs Team. These staff meet with customers on a weekly basis to help them search for jobs and learn how to best market their skill set to employers. Customers could also be referred to enroll in WIOA to seek additional training.

When customers in the Greater St. Louis Metropolitan region are referred to WIOA, they visit a Missouri Job Center. A member of the Welcome Team helps them register on the MOJobs website, creating a profile that ensures they receive the services that will help them meet their employment objectives. The Welcome Team helps customers take a Career Ready 101 assessment for reading and math skills. Next, they meet with a member of the Skills Development Team, who connects customers to skill-building trainings, provides additional assessments, and generally facilitates the job search process. Finally, they work with a member of the Jobs Team (as described above) to obtain hiring process support, information about the labor market, and referrals to employers.

“Family's big to me. This location is special to me because FEC is like a family as well. There's no line. If I need help or they need help, we're all one big family, so they make me feel welcome, and they make the customers feel welcome.

- LINCWORKS TEAM MEMBER



## RESOURCE SHARING

**Staff work across programs to maximize TANF and WIOA funding.**

**Integrated funding.** Funds are integrated in Kansas City, St. Louis City, and St. Louis County to help meet client needs. For example, in Kansas City an FEC job coach can refer customers to services funded by TANF, WIOA, and other streams to serve a TANF customer. In St. Louis City, the FWCA MWA career specialist and the SLATE career coaches work together to determine which funding stream – TANF, WIOA, or another set of funds – to use to supply bus tickets or work apparel for a customer. In St. Louis County, the MWA career specialist and the WIOA employment specialist work together to integrate TANF and WIOA funds to support a particular training track.

**Co-location.** Co-location arrangements facilitate customer and staff interaction in a number of ways. In Kansas City, LINC and FEC are co-located in multiple locations, with LINCWorks case managers and FEC job coaches sitting near each other. In St. Louis City, FWCA provides services at multiple locations, including the Metropolitan Education and Training Center. Customers can access additional job seeker support or job skills trainings at a Job Center satellite office. At the SLATE downtown office, there are several co-located MWA staff members. This office is a comprehensive one-stop where MWA customers can access a full range of Job Center supports. In St. Louis County, BFL has been co-located with its partners at the Job Center for many years predating WIOA, fostering long-standing relationships between staff with TANF and WIOA funding.

and ideas for improving their programming. SLATE schedules management huddles as needed, as well as formal meetings every Friday to discuss updates across the agency. In St. Louis County, there are monthly One-Stop Director meetings. The Job Center also hosts weekly meetings with all staff members in the building, where staff learn about services offered by all partners.

**Cross-program informal communications.** Staff in both programs in Kansas City communicate informally on a regular basis. Job Center staff – including those receiving TANF funding and those receiving WIOA funding – plan their calendars together to ensure the classes and trainings they offer are aligned in ways that make it easier for customers to attend. LINCWorks staff can access FEC staff calendars so that they can set up meetings with TANF customers and their FEC job coach.

In the Greater St. Louis Metropolitan region, staff describe their communication as “organic,” sending emails and visiting each other’s desks to give program updates and to share information about customers.

**Cross-program trainings.** Kansas City offers joint staff trainings. They recently brought in a welfare-to-work trainer to work with staff from both programs. They hold 2-3 weeks of training for case managers and job coaches. These trainings give case managers policy information, tips on how to work with different types of customers, cultural sensitivity, and other skills. The cross-trainings help staff stay updated on what other teams are doing, so that they can step in to provide coverage if needed.

**Joint communications to customers and employers.** In St. Louis City, staff from all programs based at SLATE – both TANF and WIOA – work together to promote the other programs. The programs’ outreach tables always include promotional material from the other programs.

**Staff position to facilitate coordination.** In Kansas City, the MWA Support Specialist plays a key role in advancing collaboration by:

- conducting case reviews and providing staff with feedback based on the reviews;
- interpreting updates to policies and how they will affect all Job Center staff;
- leading cross-program trainings and ensuring LINCWorks case managers and FEC job coaches get the same trainings so they are on the same page;
- collecting and distributing attendance data from trainings and distributing sanctions to case managers, as well as to the data team. For example, the MWA Support Specialist created an information sheet on the different times FEC trainings and meetings are held. This information was sent to the LINCWorks case manager, making it easy to refer customers to training or meeting with their FEC job coach.



## SHARED LEARNING

**Both regions have cross-program communication channels in place to facilitate collaboration.**

**Cross-program meetings.** In Kansas City, LINCWorks staff and FEC staff regularly attend the other team’s meetings to stay up-to-date on activities occurring in the other program. All MWA staff from LINCWorks and FEC meet every other week to discuss MWA updates, to review changes to the general policies and procedures, to take part in trainings, and to learn from guest speakers. These meetings include all case managers and staff funded by MWA.

In St. Louis City, FCWA convenes monthly meetings with MWA staff, including staff located at SLATE. At these meetings, staff talk about any issues that may have come up, new policies, pending changes,





## MANAGING COLLABORATIVE ACTIVITIES

*Support for collaboration at the state, local, and community levels encourage partnerships between agencies.*

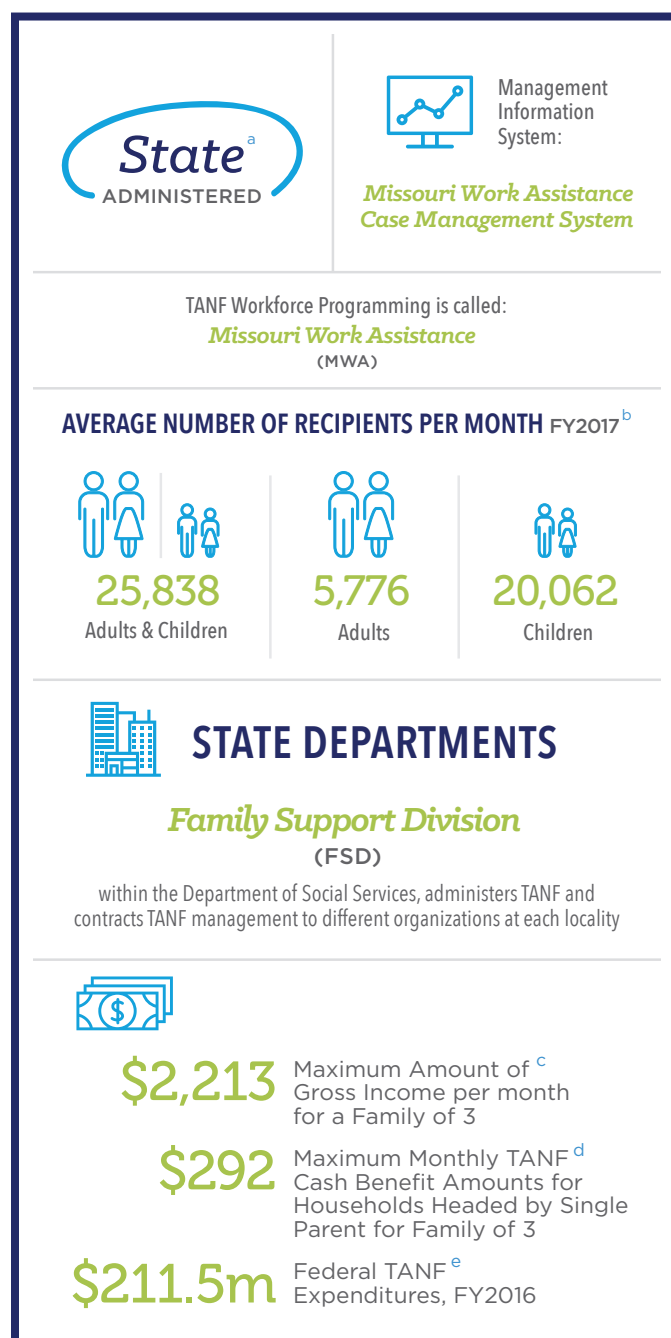
**State support for collaboration.** State-level shifts in policies and priorities for the Division of Workforce Development (which manages WIOA) and the Family Support Division (which manages TANF) have paved the way for coordination at the local levels. The state aligned MWA and WIOA regions, which now cover the same geographic areas and serve the same populations.

**Building on a history of working together.** Kansas City and Vicinity has a history of collaboration between different public services agencies. In 1985, the federally funded programs in Kansas City combined into one organization to reduce redundancy, create program accountability, and coordinate private funding for the programs. The result was the foundation of the FEC. With the support of the FEC's CEO, the community-led LINC was created in 1992 to bring citizens together to identify the needs of TANF customers. LINC visited neighborhoods and schools to learn what type of services are important for TANF customers. This led to LINC serving as an intermediary between the state and local governments; they work to translate policy changes for community providers. LINC also created a partnership with FEC where they shared access to their youth programs in the public school systems. This partnership has led to collaboration between both agencies, including longstanding working relationships between FEC's president and CEO and LINC's executive director.

## TANF and WIOA Eligibility and Services in Missouri

**TANF.** Nearly 6,000 of Missouri's low-income adults are enrolled in TANF, where the maximum income threshold is \$2,213 per month for a family of three (**SEE TABLE S.1**). Missouri Work Assistance (MWA) provides TANF recipients with gainful work experience and workplace skills through classroom training, on-the-job training, resume assistance, job assessment and placement, and career counseling. Through MWA, TANF customers can access a variety of work support, training, and education programs, depending on the type of services they need.

TABLE S.1: Missouri TANF Snapshot



**SOURCES:** (a) A Descriptive Study of County- versus State-Administered Temporary Assistance for Needy Families Programs ([https://www.acf.hhs.gov/sites/default/files/opre/county\\_tanf\\_final\\_report\\_submitted\\_to\\_acf\\_b508.pdf](https://www.acf.hhs.gov/sites/default/files/opre/county_tanf_final_report_submitted_to_acf_b508.pdf)); (b) TANF Caseload Data 2017 (<https://www.acf.hhs.gov/ofa/resource/tanf-caseload-data-2017>); (c) Income Limits and Food Stamp Benefits: Maximum Allowable Household Monthly Income Limits and Maximum Monthly Food Stamp Benefits (<https://mydss.mo.gov/food-assistance/food-stamp-program/income-limits>); (d) Greenbook Ways and Means: Maximum Monthly TANF Cash Benefit Amounts for Households Headed by Single Parent, By Family Size and State, July 2010 (<https://greenbook-waysandmeans.house.gov/sites/greenbook-waysandmeans.house.gov/files/2012/documents/Table%207-23%20RMM%20TANF.pdf>); (e) TANF Financial Data in FY 2016, Federal Expenditures, Total Expenditures (<https://www.acf.hhs.gov/ofa/resource/tanf-financial-data-fy-2016>)

**WIOA.** The Division of Workforce Development administers WIOA services in Missouri (SEE TABLE S.2). Most WIOA-funded services are available to individuals in Missouri regardless of income, but many programs prioritize serving low-income individuals or those having one or more barriers to employment. There are 14 local Workforce Development Area Regions in Missouri, with at least one full-service One-Stop center (Missouri Job Center) in each region. Local Workforce

Development Boards (WDB) are responsible for operational oversight of the daily activities at the Missouri Job Centers. The WDBs are business-led, regional organizations that provide employment support and training for both job seekers and businesses. The principal WIOA services offered to job seekers statewide include labor-exchange/job search assistance, individualized career services, work readiness preparation, adult basic education, and occupational skills training. Some WIOA-funded programs also offer supportive services.

**TABLE S.2: Missouri WIOA Snapshot**



One-Stop Job Center:  
*Missouri Job Center*



Management Information System: *MOJobs*



**STATE AGENCY<sup>b</sup> ADMINISTERING WIOA**

*Missouri Division of Workforce Development* (DWD)

within the Department of Economic Development (DED) administers WIOA. The local Workforce Development Boards and their contractors are responsible for operational oversight of the daily activities at the Missouri Job Centers



**2017 ALLOTMENTS<sup>c</sup>**

<b>\$12.1m</b>	Employment Service (Wagner-Peyser) Federal Appropriation
<b>\$13.7m</b>	WIOA Adult Federal Appropriation
<b>\$14.8m</b>	WIOA Youth Federal Appropriation
<b>\$15.4m</b>	WIOA Dislocated Worker Federal Appropriation

SOURCES: (a) WIOA State Plan for the State of Missouri (<https://www2.ed.gov/about/offices/list/osers/rsa/wioa/state-plans/mo.pdf>); (b) Missouri Workforce System (<https://jobs.mo.gov/community/mo-workforce-system>); (c) Program Year (PY) 2017 Workforce Innovation and Opportunity Act (WIOA) Allotments; PY 2017 Wagner-Peyser Act Final Allotments and PY 2017 Workforce Information Grants (<https://www.federalregister.gov/documents/2017/06/15/2017-12336/program-year-py-2017-workforce-innovation-and-opportunity-act-wioa-allotments-py-2017-wagner-peyser>)

## Resources

- **Workforce Innovation and Opportunity Act Overview:**  
<https://www.doleta.gov/WIOA/Overview.cfm>
- **USDHHS OFA PeerTA TANF/WIOA Resource Hub:**  
<https://peerta.acf.hhs.gov/ofa-initiative/426>
- **USDOL TA Hub:**  
<https://ion.workforcegps.org/>

This brief is based primarily on conversations conducted in spring-summer 2018 with TANF and WIOA staff in two localities in Missouri: Kansas City and Vicinity and the Greater St. Louis Metropolitan region. For more information, contact Jeriane Jaegers-Brenneke, Assistant Deputy Director ([jeriane.jaegers-brenneke@dss.mo.gov](mailto:jeriane.jaegers-brenneke@dss.mo.gov)); JaCinda Rainey, Social Services Manager ([jacinda.l.rainey@dss.mo.gov](mailto:jacinda.l.rainey@dss.mo.gov)); or Jennifer Heimericks, Social Services Manager ([jennifer.k.heimericks@dss.mo.gov](mailto:jennifer.k.heimericks@dss.mo.gov)). Christine Johnston (MDRC), Michelle Manno (MDRC), Molly Williams (MDRC), and Katherine Cooper (Public Strategies) were the IIEESS site visit team members.

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*The Integrating Innovative Employment and Economic Stability Strategies (IIEESS) initiative of the Office of Family Assistance (OFA), under contract number HHSP23337005T, publishes briefs and materials that document the collaboration between Temporary Assistance for Needy Families (TANF) and public workforce systems under the Workforce Innovation and Opportunity Act (WIOA). This material is intended to encourage peer learning among state and local actors so that low-income individuals can effectively access employment and family support services.*