

Committee Name:
Joint Committee – Finance
(JC–Fi)

Appointments

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Record of Committee Proceedings

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S. 13.10 REQUESTS

1999

JC-Fi

DWD

Tommy G. Thompson
Governor

Linda Stewart, Ph.D.
Secretary



State of Wisconsin

Department of Workforce Development

OFFICE OF THE SECRETARY

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November 18, 1999

The Honorable Brian Burke, Co-Chair
Joint Committee on Finance
316 South, State Capitol
Madison, WI 53702

The Honorable John Gard, Co-Chair
Joint Committee on Finance
315 North, State Capitol
Madison, WI 53702

Dear Senator Burke and Representative Gard:

The Department of Workforce Development (DWD) requests approval of the Joint Committee on Finance under s. 13.10 to transfer \$9,700,000 FED in 1999-00 and \$10,000,000 FED in 2000-01 from the Committee's appropriation under s. 20.865(4)(m) to the Department's appropriation under s. 20.445(3)(md) for the Workforce Attachment and Advancement (WAA) program. The WAA program was approved in 1999 Wis. Act 9 and the TANF funds allocated under s. 49.175, but the funds were placed in the Committee's program supplements appropriation for release under s. 13.10 upon approval of the specifics regarding the program's design and planned implementation.

The WAA program provides an opportunity to develop new service strategies to stabilize low-income workers, provide skill training to persons so they can advance to higher-paying employment, and help employers to retain and upgrade the skills of employees. The WAA program will give local agencies resources to work collaboratively with employers, training providers, educational institutions, organized labor and other partners in the employment and training service delivery system to develop innovative new services and improve the quality of Wisconsin's workforce.

The Department will implement the WAA program in accordance with the statutory direction provided under the new s. 49.173. The program will be focused on creating upward mobility paths for low-income families and noncustodial parents eligible for TANF services by providing skills training and other services to promote job retention and advancement to higher earning. The Department has sought public input on the WAA program and has developed the attached program description paper (Attachment 1) that outlines how the program will operate.

The budget language specifies that the \$19.7 million of TANF funds be allocated in two tracks, with half (Track 1) going to Wisconsin Works (W-2) agencies and the other half (Track 2) going to Workforce Development Boards (WDBs). The Department will issue the \$19.7 million as a single contract covering a two-year period. In accordance with the statutory direction, the attached specific allocations to local agencies (Attachment 2) are computed as follows:

The Honorable Brian Burke
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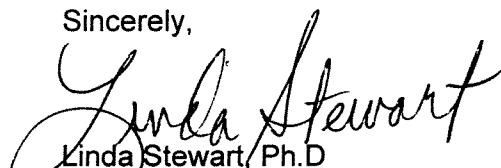
Track 1: W-2 agencies will be given a minimum allocation of \$10,000 plus a formula allocation based on W-2 cases (both employment position and case management-only cases), Food Stamp Employment and Training (FSET) cases, W-2 diversion cases, W-2 noncustodial parent cases, and Child Care program cases. The caseload figures used are from the month of August, 1999, with the exception of the estimated noncustodial parent figures which were previously used for the CY 2000-2001 allocations for the W-2 program. The diversion figures reflect applications for the W-2 program that were withdrawn by applicants or denied by W-2 agencies. The Child Care figures are unduplicated counts of persons receiving Child Care services only. The caseload figures are equally weighted in the formula.

Track 2: WDBs will be given a formula allocation based on three factors including population under 200% of poverty, labor force participation and an unemployment rate factor. The 200% of poverty figures are from census data, the labor force figures are current counts for the civilian labor force, and the unemployment figures used are counts of adjusted substantial unemployment (ASU). The ASU factor identifies pockets of high unemployment and is currently used to allocate Job Training Partnership Act training funds (Workforce Investment Act funds effective July 1, 2000) to WDBs to serve the economically disadvantaged adult population. The three-factor formula results in Track 2 allocations to WDBs that are similar to their share of JTPA/WIA adult training funds.

The Department is proceeding with a local planning process to implement the WAA program. Planning instructions will be issued to W-2 agencies and WDBs with direction that they work together to develop integrated local programs that comply with the requirements of the statutory language and TANF requirements. The Department will receive the local plans beginning in January 2000. Following the release of the WAA funds by the Committee and Department approval of the local plans, agencies will be given authority to begin operation of their WAA programs. Further direction can be provided to agencies as needed.

Mr. Orlando Canto, Deputy Secretary will represent the Department at the s. 13.10 meeting.

Sincerely,


Linda Stewart, Ph.D
Secretary

Attachments:

1. WAA Program Description Paper
- 2a. Track 1 Allocation Table
- 2b. Track 2 allocation Table
- 2c. Allocation Summary by WDA

**Workforce Attachment and Advancement (WAA) Program
Program Description Paper**

Department of Workforce Development

November 16, 1999

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Note: This program description paper will form the basis for a forthcoming program guide that will provide more information about operation of the WAA program. Comments on the issues covered in this paper and other issues related to the WAA program are welcomed by DWD. Please send comments to:

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For more information check the WAA program website: www.dwd.state.wi.us/dwewaa

1. Background of the WAA Program

The low-income working population faces many challenges to retaining employment and increasing their earnings. The challenges include personal barriers to employment and inadequate skills to advance beyond entry-level employment. The challenges also include the lack of career paths with individual employers and within industries to provide opportunities for career advancement. Employers are also finding it more difficult to fill jobs that require skilled labor due to the tight labor market. As the skill requirements for new jobs continue to grow and employers encounter increasing difficulty finding skilled workers, it becomes more important to help low-income workers improve their skills, which will both increase their earning capacity and address the shortage of skilled labor.

Welfare reform efforts, including the Wisconsin Works (W-2) program, have been successful at helping persons who might otherwise be dependent on public assistance to participate in the workforce. Many persons, however, face frequent changes in employment and are limited in their earning capacity due to low skill levels. Addressing job retention and skill deficiencies are the next steps toward improving stability of employment and advancement to higher wage levels. Other persons in the low-income working population, including working families who are only slightly above the poverty level and noncustodial parents (NCPs) of low-income children, also need help with job retention and career advancement. Providing additional skill training to persons once they are attached to the workforce is critical to increasing earning capacity.

The Workforce Attachment and Advancement (WAA) program will address upward mobility by providing services to assist low-income families and NCPs remain attached to the workforce and advance to higher-paying employment. The program will provide training to prepare persons for higher-paying employment and help develop career paths to increase the earning capacity of entry-level workers. The program will provide services to employers to improve job retention of employees and meet the need for skilled workers. In addition, the program can also improve the job readiness and basic skills of low-wage workers, stabilize persons in the workforce and assist persons to find new employment if they become unemployed.

The WAA program is authorized in the state budget bill, 1999 Wis. Act 9, and will be implemented beginning in calendar year (CY) 2000. The enabling legislation specifies that the WAA program can provide training to incumbent workers, job retention services, services to employers, job readiness and placement, basic skills development. Other employment and training programs typically have job placement as the primary outcome and the programs are limited under federal or state law in the extent of services that can be provided to persons after placement. The WAA program will provide services to low-income persons who are currently working or seeking work and thus may be unable or ineligible to participate in other existing programs. The WAA program will also provide services to persons who previously participated in intensive job placement programs to ensure persons remain attached to the workforce and advance to progressively higher levels of employment.

2. WAA Program Overview:

Target Population: Low-income families and NCPs who meet the state TANF income eligibility level of being under 200% of poverty are eligible. Federal TANF eligibility requirements apply and NCPs are eligible based on TANF eligibility of their children. The eligible population includes persons who have previously participated in the W-2 program and other employment programs. Participation in the WAA program is voluntary. Serving employers is a major emphasis of the WAA program as well.

Funding Amount: The state budget bill, 1999 Wis. Act 9, provides \$9.7 million TANF in SFY 2000 and \$10 million TANF in SFY 2001. The total \$19.7 million will be distributed through allocations to local agencies, with funds being made available through a two-year contract beginning in January 2000. Release of the funds is contingent on legislative approval by the Joint Committee on Finance of the WAA program implementation plan.

Program Services: The WAA program is designed to promote upward mobility among low-income workers by creating innovative approaches to help persons retain employment, acquire new skills and increase their earning capacity. Advancement to high-paying employment is the primary focus of the program. Specifically the program can provide 1) skills training for incumbent workers to promote job advancement and increased earnings; 2) services to assist persons with job retention; 3) services to employers to retain workers and provide advancement paths; 4) job readiness and placement services to unemployed persons; and 5) basic skills development. Support services related to workforce attachment and advancement are allowable, but no services that count as TANF financial assistance payments can be provided using WAA program funds.

Program Operators: The WAA program will be implemented using the existing structure of W-2 agencies and Workforce Development Boards (WDBs), with the services delivered through the statewide Job Center system. Allocations will be made to both groups of service providers with the expectation that agencies will collaborate to operate an integrated program at the local level.

Program Objectives: The expected program outcomes are improved skills, increased earnings and more stable employment for participants. Program performance will be specifically measured based on job placement rates, job retention rates and increased earnings. For NCPs, program participation should lead to increased earning capacity, which will generate increased child support payments.

Program Coordination: Coordinated planning will be done at the local level to ensure the services are delivered in an integrated manner that does not duplicate existing services. Program services will be customer-focused and services delivered consistent with the strategic direction outlined in the Workforce Investment Act (WIA). WAA program services will build on existing programs, including W-2, Food Stamp Employment and Training (FSET), Children First (for NCPs), Welfare to Work (WtW), and Job Training Partnership Act (JTPA) /Title 1 under the Workforce Investment Act (WIA), by continuing to support individuals placed in employment by those programs and by helping individuals to move to higher-paying employment.

3. Program Outreach and Enrollment

A. Eligibility Requirements:

Persons served with WAA funds must meet TANF eligibility requirements of having family incomes below 200% of the poverty level and the other basic TANF eligibility requirements under federal law. For a family of three, the 200% of poverty income level is \$27,760 per year. The TANF income level is similar to the income limits for other programs, including Child Care, BadgerCare, Healthy Start and school lunch programs. There is no asset limit for the program and no non-financial eligibility requirements beyond the federal TANF requirements.

WAA services are limited to adults, as there are other existing programs and new TANF Community Youth Grants to provide services to youth. To be TANF eligible, adults must be pregnant or have a minor child, i.e., the child must be under age 18 or age 18 if the child is attending school and expected to graduate before age 19. Persons must also be a citizen or qualified alien to be eligible for WAA services.

NCPs are eligible for WAA services if their children meet TANF eligibility criteria, i.e., that the children are part of a TANF-eligible family or the children are otherwise low income. NCPs of children in alternate care settings and children receiving child-only payments such as Kinship Care will also be eligible for WAA services to the extent possible under the federal TANF regulations.

The WAA program and other TANF services related to education and employment are defined as "non-assistance" services under the federal TANF regulations. DWD is structuring non-assistance programs so that the eligibility of the NCP is linked to the children being TANF-eligible. Different eligibility criteria may apply to TANF programs that provide services related to formation of two-parent families or pregnancy prevention.

Eligibility requirements will be kept simple - limited information on family members, income and other data necessary for participant reporting. Documentation of TANF eligibility and income sources is required only for persons who receive individualized services that involve direct expenditures on their behalf. For group services, agencies will need to demonstrate that the services benefit the TANF-eligible population. Additional direction will be provided by DWD regarding procedures for the determination of family income for the WAA program.

The objective of the WAA program is to provide workforce attachment and advancement services to the low-income working population. As such, participants in the program must be working or seeking work in order to receive services. Self-employment counts as working if it will viably lead to self-sufficiency. There is no minimum number of hours to meet the work/job search requirement and WAA funds can be used to help unemployed persons find employment.

While WAA funds can be used for support services, persons who need support services unrelated to employment should be served under other programs. WAA funds can be used to provide support services necessary for WAA program activities.

There is no limit on the length of time that persons can receive WAA services provided the services are needed for job retention and advancement purposes. Eligibility and service plans will be redetermined at six-month intervals. Participants receiving individualized services will be expected to notify WAA program providers of changes in income and family status, but persons will be allowed to complete their six-month WAA service plan if their situation changes.

B. Program Participant Tracks

The WAA program has two tracks for allocating funds to W-2 agencies and WDBs. Track 1 funds go to W-2 agencies and allocations are based on counts of persons who receive services from the W-2 (both employment positions and case management-only cases), Food Stamp Employment and Training (FSET), Child Care and W-2 NCP programs along with persons diverted from the W-2 program. Track 2 funds go to WDBs and allocations are based on a formula that includes the total TANF-eligible population, labor force and unemployment factors.

The track concept is primarily for allocation of funds. All TANF-eligible persons and employers can be served with funds from either track. Funds are provided to both groups of agencies to allow those agencies to provide workforce attachment and advancement services to populations they are currently working with as well as address the needs of the overall community. The delivery of WAA services in an integrated manner through Job Centers should make the track concept "invisible" to individuals and employers seeking services. Agencies will have local flexibility to take customer preference and local partner areas of expertise into account in delivering WAA services.

Continuity of case management, customer preference and local flexibility in handling cases are important elements of the WAA program. Persons should be given the option to continue their relationship with their previous case manager (W-2, FSET, JTPA, WtW, etc.), to the extent local program staffing permits, as continuity of case management will increase the effectiveness of services. Customer choice with respect to service provider is also integral to the WAA program and service plans should reflect the personal goals of program participants.

Agencies can target their approaches for participant outreach and intake so WAA resources can be focused and agencies avoid duplication of services and confusion over which participants to serve. Participants will need to be assigned to a track for purposes of recording eligibility for individualized service and managing WAA program services. The program performance of agencies will be measured based on the participants assigned to their agencies. Funds from both tracks can be used to serve the same person and agencies can pool their WAA funds if they wish. The services funded by W-2 agencies and WDBs can be determined locally through the coordinated WAA local program planning process.

W-2 agencies are required to use W-2 program funds to provide the types of W-2 and FSET services required under their W-2 and Related Programs contracts. This includes using W-2 program funds for required W-2 follow-up services for persons previously in a W-2 employment position (i.e., CMF cases) and required FSET services. WAA funds

cannot be used in place of W-2 program funds to meet W-2 contract obligations, but WAA funds can be used to provide job retention and advancement services to supplement FSET and W-2 case management-only cases while persons are enrolled in those programs. Persons initially enrolled in FSET and W-2 case management can continue to be served under the WAA program to provide further workforce attachment and advancement services after their participation in the W-2 case management and FSET programs is completed. W-2 agencies are otherwise not limited in whom they can serve with WAA funds provided the person is TANF eligible.

C. Program Participation

Participation in the WAA program is voluntary on part of individuals and does not preclude them from participating in any other programs for which they are eligible. Co-enrollment in other programs will be allowed, although services should be coordinated. If persons are eligible for services from other programs, agencies receiving WAA funds are expected to take advantage of those other services for WAA participants to maximize other resources and avoid duplication of service.

There is no minimum number of hours of participation in the WAA program. Self-employed, part-time and full-time workers can receive services as well as unemployed persons who need to find new employment. The services should be customer driven, as little or as much service as the person needs within the program limits and whatever local parameters are set by agencies. WAA services should also be tailored to individual needs, based on personal assessments, individual career goals, local labor market conditions and requests from employers.

Agencies will have discretion to establish specific local target groups for either track. Local targeting could include identifying specific target populations with special needs, language barriers, disabilities and other factors. Agencies will also be allowed to target specific industrial classifications or occupations for development of retention strategies and career ladders.

Individualized services will be managed through employability plans that address employment stability and career progression service needs. Service plans will be done on a six-month basis, including a review of TANF eligibility and the service strategy for the participant. Persons will be allowed to complete service plans once approved if their TANF eligibility situation changes. Service plans should address long term objectives, but service commitments will be made for only six months at a time. Services can be continued on a long-term basis as long as the person remains TANF-eligible and participation in the WAA program is beneficial to the person.

In the event that WAA program resources are not sufficient to serve everyone who requests service, persons who are at risk of welfare dependence and NCPs of children in families receiving TANF assistance payments are the priorities for service.

D. Outreach Strategies

As a voluntary program, expansive outreach and promotional efforts will be necessary to recruit participants for the WAA program. In addition, since the eligible population consists of persons who are already working, persons will need to be made aware of the services available under the WAA program and how the program can help them to increase their earning capacity. Employers will also need to be made aware of the services they can receive under the WAA program.

In doing outreach, agencies should look not only at persons already engaged in targeted employment and training programs, but also at persons who may be receiving support services such as Medicaid/BadgerCare, Food Stamps, Child Care, housing subsidies, and other support services. Persons can be made aware of the services available under the WAA program in the course of their eligibility reviews.

The WAA program can be an important resource to persons who are facing crisis points in their life. Examples include persons who have lost jobs but are not eligible for unemployment insurance or other assistance, local jail populations needing to find employment as a condition of work release, and participants in county social service programs such as substance abuse treatment and family reconciliation where stable employment is a key factor in successfully completing the programs.

In reaching out to the noncustodial parent population, W-2 agencies and WDBs should develop referral linkages with child support agencies and Children First programs. New paternity and child support cases are ideal referrals to the WAA program to help persons develop stable incomes so they can pay support on a regular basis and not develop child support arrearages.

Outreach to employers can be directed at individual firms that are experiencing retention problems or shortages of skilled labor as well as industrial sectors or occupational categories to develop broad-based retention and advancement strategies. Employers can be asked about the need for WAA services as part of Job Center employer relations activities, including processing job orders and facilitating recruitment efforts.

4. Program Services

A. General Program Requirements

The WAA program can provide several types of services and agencies can tailor their WAA programs to the needs of their communities. The primary objective of the program is to promote upward mobility through training that prepares persons for higher-paying employment and developing career paths that increase the earning capacity of entry-level workers. The WAA program can provide services to employers to improve job retention of employees and meet employer needs for skilled workers. In addition, services can be provided to individuals to stabilize their employment situation, assist them find new employment if they become unemployed, and improve basic work skills to promote workforce attachment and advancement.

The enabling language for the WAA program allows agencies to provide several types of services, including 1) job readiness and placement services; 2) basic skills development; 3) services to assist with job retention; 4) skills training for incumbent workers; and 5) services to employers for employee retention and advancement. While WAA program resources can be used for any and all of these service categories, the primary emphasis of the program is on services that help persons advance to higher paying employment. As such, skills training, job retention, and employer services are the priorities for WAA program resources.

WAA funds cannot be used to provide any services that count as TANF financial assistance, thus, receiving WAA services will not affect the lifetime limit on TANF financial assistance. Financial assistance must be provided under the W-2 program or other assistance programs.

WAA services should be designed to promote sustained employment and improvement of skills to promote job advancement. Services can be provided individually or in group settings. Eligibility determinations must be performed for persons who receive individualized services that involve expenditures on their behalf. Persons receiving individualized services should have a personal service plan that addresses job retention and advancement. Group services include self service activities, group workshops and services that require limited assistance from staff. Persons receiving group services would typically not have a personal service plan. Agencies must demonstrate that group services benefit the TANF-eligible. Persons receiving individualized services can participate in group services as well.

B. Skills Training

Skills training is a major emphasis of the WAA program because improving the skills of low-income workers is essential to persons becoming firmly attached to the workforce and advancing to higher-paying employment. Training services can be provided to incumbent workers, and for purposes of the WAA program, incumbent workers means individual workers as well as groups of workers with a single employer. Persons working part-time are eligible for training services.

Training services can include classroom training, other occupational skills training, customized training and on-the-job training (OJT) with employers, and other worksite-based training. Innovative means of delivering training may be needed to allow persons to receive training around or as part of their work schedules. Training should help persons acquire competencies in the skills they need for more advanced employment.

The WAA program will allow services designed to promote self-employment and entry of persons into apprenticeship programs, including pre-apprenticeship activities. Training can also be provided to help persons advance with their current employer or within their occupation or industry.

Training is an individualized WAA program service and eligibility determinations must be performed for all persons who receive training services. Job retention and support services can be provided to persons during their training.

C. Job Retention Services

This includes activities to assist persons retain employment or obtain more stable employment. Mentoring, job coaching, crisis intervention, and counseling are but a few examples of allowable services. Job retention services should also help meet the needs of employers as well as the program participants. Eligibility determinations must be performed for persons who receive individualized services that involve expenditures on their behalf. In addition, once stabilized, other WAA program services can be provided to help persons advance in the workforce.

Support services can be provided to help persons retain employment, although extended support services are not a primary emphasis of the WAA program. Support services that are monetary in nature should be clearly related to employment and brief in duration.

D. Job Readiness and Placement Services

This includes activities to prepare persons for work and to assist persons find work. The WAA program should assist unemployed persons to find new employment. The goal is not to find any job for persons, but rather to place persons in more stable employment at wages higher than they have previously received. Job readiness and placement services can be provided in a group or individually. To assist job placements, agencies can purchase work tools and clothes and make vehicle repairs for TANF-eligible persons as an individualized service. In addition, once employed, other WAA program services can be provided to help persons advance in the workforce.

Extensive job readiness and placement services are currently available through Job Centers. WAA resources should be used only to the extent these services are not otherwise available. The expectation is that job readiness and placement services will account for a small share of total WAA program expenditures.

Job placement services can include the use of wage subsidies to create job openings with employers that commit to retaining the employees. Wage subsidies are an individualized service and should be provided only for new hires. WAA wage subsidies are limited to a maximum of \$300/month for a period of three months, the same limit as W-2 Trial Jobs and the WtW program. WAA wage subsidies do not count as TANF assistance payments (W-2 Trial Jobs are defined as assistance under state law). WAA wage subsidies should not be provided to persons who are currently participating in the W-2 program (use Trial Jobs for W-2 participants). The total wage subsidy for any individual is limited to \$300/month for 3 months, so WAA funds cannot be used to increase the amount of a W-2 or WtW wage subsidy nor can WAA funds be used to extend the wage subsidy beyond three months.

E. Basic Skills Development

This includes activities to develop basic work skills, basic education and literacy services, and other services designed to improve the "employability" of persons who have difficulty finding and retaining employment. As with job readiness and placement services, the goal for basic skills services is to help persons find employment at wages

higher than they have previously received. Basic skills services can be provided in a group or individually. Eligibility determinations must be performed for persons who receive individualized services that involve expenditures on their behalf

Many types of basic skills services are currently available through Job Centers and other service providers. WAA resources should be used only to the extent these services are not otherwise available. The expectation is that basic skills services will account for a small share of total WAA program expenditures.

F. Support Services

Support services can be provided to participants in the WAA program as part of the job placement, basic skills, job retention or skills training components. All support services should be related to the WAA program activity of the participants. Support services are not an emphasis of the WAA program and other resources, including W-2 Community Reinvestment funds, can be used to address support service needs.

Due to TANF requirements on what constitutes financial assistance, support services with a monetary value can be provided on a regular basis to unemployed persons for only a few months. Support services can be provided to employed persons for longer periods. Eligibility determinations must be performed for persons who receive individualized services that involve expenditures on their behalf. Persons needing long-term employment support services should receive those benefits under the Child Care, Food Stamps and Medicaid/Badger Care programs.

Child care for working persons and persons attending school should be provided by the Child Care program to the extent allowed under the Child Care program requirements. WAA funds can be used if necessary to provide child care as a support service on a temporary basis. The Child Care program requirements and exemptions relating to the use of regulated child care providers apply to WAA (and other TANF) funds that are used to pay for child care services.

G. Services to Employers

Both W-2 agencies and WDBs are expected to offer workforce attachment and advancement services to employers as part of their WAA programs and make employer services a major part of their WAA programs. Examples of employer services that can be provided under the WAA program include:

- job development and placement
- assisting employers with recruitment
- work site mentoring and job coaching services
- workplace assessments of employee training needs
- arranging training for incumbent workers
- developing worksite training programs
- employee retention activities not otherwise available through the employer
- arranging support services such as child care, health care and transportation
- developing upward mobility programs for their workers.

Services can be provided to any employer, but since the services are TANF-funded, employer services must benefit the TANF-eligible population. It is not necessary to determine the extent of TANF-eligible persons within the employer's workforce to serve the employer and agencies can serve employers regardless of whether any individual employees are formally enrolled in the WAA program. Agencies must demonstrate, however, that employer services result in increased employment opportunities, improved job retention and/or career advancement paths for TANF-eligible individuals. WAA resources invested in employer services should be commensurate with employment outcomes, such as new hires and promotions, with those employers that benefit the TANF-eligible population.

Agencies can work with employers to address workforce attachment and advancement needs, with a focus on low-income workers. For individual employees to receive training or other individualized services requiring an expenditure of WAA funds on their behalf, the persons must be enrolled in the WAA program.

The outcomes of employer services will not be tracked for formal performance measurement purposes at the state level. Agencies should keep track locally of the employer services provided under the WAA program and the outcomes they achieve. Agencies will be required to submit periodic program progress reports to DWD in which they could be asked to describe the volume of employer services. WAA employer services can be part of overall Job Center employer relations activities and WAA resources used jointly with other resources to provide employer services, although proper cost allocation must be done.

Agencies can record their WAA employer service activity in the Employer Records System (ERS) so that other partner agencies are aware of the services being provided to employers. DWD will explore developing ERS system reports that can help meet the WAA program progress report requirement.

5. Program Coordination

A. General Coordination of Services

W-2 agencies and WDBs need to coordinate their WAA program services to avoid duplication in how the two tracks of funds are used. WAA program services should also be integrated into the existing Job Center service delivery systems so that the net impact of the WAA program resources is to expand services and fill gaps in existing services.

Agencies must avoid duplication of services already provided under other programs, including the W-2, FSET, Children First, JTPA (Title 1 under WIA), WtW and Child Care programs. The WAA program can be used to fill gaps where other programs leave off. The WAA program should also have the capability to provide eligible individuals with continued services as needed to keep them in the workforce and move individuals into higher-paying employment.

Agencies will also be expected to coordinate WAA program services with other Job Center partner programs, including labor exchange services provided by Job Service, the Vocational Rehabilitation program, and education and training programs operated by technical colleges. Agencies will be expected to address program coordination through partner agency involvement in the local planning process.

B. Coordination with Existing Programs

Persons currently in a W-2 employment position receive comprehensive services from the W-2 program and WAA program resources should not be used for current participants in W-2 employment position. For participants in the W-2 case management-only, FSET and Children First programs, WAA services should supplement the services available under those programs and allow agencies to continue working with individuals after they cease participating in those programs for purposes of helping them advance in the workforce. WAA services can be provided to former W-2, FSET and Children First participants to help them with job retention and advancement.

WAA funds can be used to address the job retention and advancement service needs of persons who use other services provided by W-2 agencies. WAA funds can also be used to address job retention and advancement service needs of individuals who receive extended support services such as Medicaid/Badger Care, Food Stamps and Child Care.

For persons currently in the JTPA/WIA Title 1 training program, WAA funds can be used to create comprehensive service packages for eligible individuals and allow agencies to continue working with individuals after they cease participating in the JTPA program. WAA funds can be used to address service needs of eligible individuals who may not meet eligibility requirements of JTPA and other programs administered by WDBs or are unable to participate in those programs due to limited resources.

C. WtW Program

For the Welfare to Work (WtW) program, coordination with the WAA program is particularly important given the emphasis of WtW on job retention and advancement and the restrictive eligibility requirements of the WtW program. The WtW and WAA programs are very similar in terms of the allowable services, ability to serve NCPs and expected program outcomes. The eligibility requirements for WtW result in the program being able to serve only a small subset of the total TANF-eligible population (those still receiving assistance payments) and match is required to use the WtW funds.

WAA and WtW can be viewed as being "parallel" programs and agencies operating WtW programs are encouraged to operate WtW in conjunction with their WAA programs as part of an overall approach to workforce attachment and advancement services. Under this approach, WAA funds can provide most of the services and WtW funds be used to serve those persons who are WtW-eligible. WAA funds can be used to address the service needs of persons who do not meet WtW eligibility requirements or are unable to participate in WtW due to limited resources.

Both W-2 agencies and WDBs are encouraged to integrate the WAA and WtW funding sources as much as possible. The funding source for services can be made "invisible" to the program participants, using WtW funds on WtW-eligible individuals and the TANF WAA funds on other TANF-eligible individuals. This approach may help agencies meet WtW program expenditure requirements as persons who are short-term TANF recipients (30%) cases for WtW could be served using WAA funds. This approach may also help efforts by agencies to raise match funds to fully utilize the federal WtW funds. (Note: WAA funds cannot be used as match for WtW.)

Example: Agencies may wish to publicize Workforce Attachment and Advancement as an overall program rather than a specific funding source. The overall program, with the combined funding sources, can be promoted to employers, partner agencies and the local community. As individuals go through the intake/enrollment process, persons who are WtW eligible can be enrolled as WtW cases and WtW funds spent on their behalf. Other TANF eligible individuals can be enrolled as WAA cases and TANF funds spent on their behalf. The funding source is invisible to the person, similar to the way that the W-2 and FSET programs are funded out of the same contract.

Integration of the WAA and WtW programs will also help agencies to develop more effective referral mechanisms with child support agencies to serve NCPs. Child support agency staff and court staff could refer persons to the overall program rather than making referrals to the individual WtW and WAA programs. Referral mechanisms already in place for the Children First program could be expanded to promote referrals to the Workforce Attachment and Advancement program.

D. Other Aspects of Coordination

Both tracks of WAA services should be available through the local Job Center service delivery system, with flexibility provided to W-2 agencies and WDBs on how to structure the services to best meet local needs. The WAA funds will help agencies support the Job Center system as many workforce attachment and advancement services can be ideally delivered in a Job Center environment. Customers should be able to access WAA services, including having eligibility determined and service plans developed, on site at Job Centers and related service sites.

For case tracking and performance measurement purposes, individuals enrolled in the WAA program will need to be designated as a track 1 or track 2 case. Local agencies will have discretion in determining which track to enroll person in, although to monitor expenditures, it is advisable that persons be enrolled in the track which funds the majority of the services they receive. If agencies pool their resources, they could enroll all cases in either track 1 or track 2. The local WAA program plan will provide an opportunity for agencies to describe how they will use the funding track concepts for participant enrollment.

6. Program Data Collection

The CARES data system will be used to record the participation of individuals in both tracks of the WAA program. The Department will modify the Work Programs subsystem of CARES to record WAA participants similar to the current use of the Work Programs subsystem for the WtW program and what is being developed for W-2 Community Reinvestment funds. The WAA modifications will probably be done in conjunction with the CARES modifications for W-2 Community Reinvestment services. Once ready, training will be offered to local agency staff on the new features in CARES.

The WAA program will not use the eligibility determination components of CARES. Eligibility determination for both tracks 1 and 2 will be done manually through a paper process. This type of manual process is currently being used for W-2 Community Reinvestment funds and the WtW program. Eligibility information will be entered into CARES using the Client Registration subsystem and cases will be referred to the Work Programs subsystem for enrollment and establishing service plans. WAA program reports will be available through the EOS reports system.

The WAA eligibility determination forms will be made available beginning with program implementation early in calendar year 2000 and agencies will track WAA program participants manually until the CARES modifications are ready. The timeframes for subsequently entering the manual information into CARES will be discussed with agencies in planning the rollout of the CARES modifications.

Agencies will be encouraged to use existing information in CARES to verify the TANF eligibility of low-income families and NCPs to the extent possible. Many families may have records in CARES for Food Stamps, Child Care and Medicaid purposes. In addition to CARES data, other information on family composition and income can also be used to determine TANF eligibility for the WAA program. Examples include information from school lunch programs and housing authorities. Documentation of TANF eligibility is only necessary for persons receiving individualized WAA services that require an expenditure on their behalf.

DWD will provide future direction to local agencies on the extent persons need to be formally enrolled and tracked through the CARES system, particularly in cases where multiple funding sources are used for services to individuals. If a person is receiving only group services under the WAA program, it is not necessary to track the person as a WAA case in CARES. In situations where persons are already enrolled in another program tracked in CARES, such as FSET or Children First, and WAA funds are used only to supplement services under that program, DWD will explore options to post the supplemental services in CARES as a component of the existing program rather than co-enrolling the person in both WAA and the other program. For reporting purposes, however, only cases enrolled in CARES as WAA cases will be included in WAA program caseload counts, so there is a balance between minimizing CARES workload and being able to show that people are being served under the WAA program.

Agencies will be required to submit periodic program progress reports in which they may be asked to describe the volume of WAA services to individuals not recorded in CARES and services to employers. DWD will seek input from local agencies in determining the frequency and format of these progress reports.

7. Program Performance Standards

The WAA program is expected to result in improved skills, increased earnings and more stable employment for participants. Program performance will be specifically measured based on job placement rates, job retention rates and increased earnings. For NCPs, program participation should lead to increased earning capacity, which will generate increased child support payments. Additional information will be collected through program progress reports to determine the effectiveness of WAA program services.

Skill enhancements and wage rates are not identified as a specific performance standard in the WAA enabling legislation, but agencies are expected to help individuals improve their skills and increase their earning capacity above what they earned in their previous employment. Agencies should establish objectives for individuals to complete training, achieve competencies in the desired skills, and obtain academic credits or trade certifications. Agencies should set wage objectives that will significantly improve the financial situation of program participants and promote upward mobility from entry-level employment.

Both W-2 agencies and WDBs will be measured on their program performance. The specific program performance measures under the WAA enabling legislation are:

- Employment placement for unemployed persons;
- Job retention rates for all persons served;
- Increased earnings for all person served; and
- Increased child support collections for NCPs.

These measures are consistent with the performance measures under WIA Title 1 and are the same as the performance measures for the WtW program.

DWD plans to measure WAA program performance using data on entered employments in the CARES data system (for placement and wage rate), cross matches with the Unemployment Insurance wage record data base (for job retention and earnings increase) and cross matches with the KIDS child support system (for child support collections). The UI wage record cross matches will be essentially the same as cross matches being developed for the WtW program and Title 1 of WIA. The KIDS cross match will be the same as what is being developed for the WtW program. Other methods may also be used for the performance measures, such as using the employment and wage results from the 180-day follow-up on entered employments, so following up on WAA program participants will be important to program performance.

Performance for the WAA program will be measured on only WAA participants receiving individualized services. The performance measures for the WAA program will not effect the performance expectations for other programs such as W-2 or Title 1 of WIA. The WAA program may help agencies meet their performance objectives for other programs to the extent WAA funds are used to provide supplemental services. WAA cases

tracked in the CARES system will be tracked separately from other programs using CARES, such as W-2 and FSET, so WAA participants will not be counted in measuring W-2 or FSET performance. If persons are co-enrolled in multiple programs, the outcomes (i.e., an entered employment) may apply to more than one program.

The WAA performance measures will not impact the amount of WAA funds distributed to W-2 agencies or WDBs. All funds from the 1999-2001 state budget will be distributed to agencies and no performance bonuses will be paid or penalties imposed for the initial implementation of the WAA program. Performance outcomes will be monitored by DWD and corrective action will be required of agencies that show poor WAA program performance. Depending on the availability of future TANF funding, if the WAA program is continued in the 2001-2003 state budget, poor performance may result in agencies not being funded or funded at reduced levels in future years.

8. Program Planning Process

W-2 agencies and WDBs will participate in a coordinated planning process for the WAA program to ensure that the two tracks of funds are used in an integrated manner. From the coordinated planning process, agencies will have the discretion to submit individual plans, joint plans or a combined package of plans. Individual plans could include joint sections applicable to multiple agencies. Joint or combined plans will be encouraged in situations where agencies request to transfer resources between tracks (see fiscal section for more detail). The DES and DWE divisions of the Department will work jointly to collaborate on agency plan approvals. Each agency receiving WAA funds will need to obtain Department approval of its plan to begin spending the funds.

The Department will make both funding tracks available beginning calendar year 2000, and plan guidelines will be issued in November 1999. Agencies will be given 60 days to complete plans. Since the time frames for submitting agency plans may depend on the timing of factors such as certification of local WDB Boards to replace the current PIC Boards and local oversight board/committee review of program plans, the Department will accommodate local agency needs for flexibility regarding the plan submittal date. The Department will review and approve plans within 30 days, assuming the plan submitted is complete. Delays in submitting plans will result in delayed approval for agencies to incur costs, which could make it more difficult to meet spending targets for the WAA program.

In the course of preparing WAA program plans, agencies should seek input from their W-2 Community Steering Committees, Local Collaborative Planning Teams (LCPTs), and Job Center partner agencies. Sharing the plans for review and comment will be encouraged. The 1999 Coordination Plans prepared by LCPTs are a good starting point to identify job seeker and employer service needs that the WAA program can address. To obtain employer input on employer services and incumbent worker training, agencies will be asked to describe discussions with employers in their WAA plans. This could be done with the business members of W-2 Community Steering Committees, local chambers of commerce and other means.

Local agencies will have to identify if there are specific populations or industries/ occupations that will be targeted for WAA program services. While the extent of targeting is discretionary on the part of agencies, targeting will help to use the WAA program resources effectively and fill gaps in current services.

Local agencies will also be encouraged to identify how the WAA program will fit into their local Job Center networks. Agencies will have discretion to use practices that will be put in place for their WIA Title 1 program, such as the use of individual training accounts for training services, for their WAA program services as well.

9. Funding Allocations

The enabling language for the program specifies that one half of the WAA funds must be distributed to W-2 agencies and the other half of the funds distributed to WDBs. All funds must be distributed through local allocations and services managed at the local level, so DWD will not fund any WAA services directly.

The allocation methodologies for the two tracks are specified in the budget bill language. The Department will issue a single two-year contract (for CY 2000 and CY 2001) to agencies that includes funds from both fiscal years in the budget. There is no guarantee of continued funding beyond the initial two-year period. The TANF program must be reauthorized at the federal level by 2001 and future allocations of TANF funds at the state level must be addressed through the 2001-2003 budget process.

Track 1 funds will be allocated to W-2 agencies (separate allocation to each W-2 county/region/tribe) in accordance with the following caseload figures:

- W-2 cases (both employment position and case management-only),
- FSET cases,
- Child Care program cases (Child Care only),
- W-2 diversion cases (as recorded in CARES), and
- W-2 NCP cases.

These case counts are a proxy for the potential demand for WAA services from W-2 agencies. The caseload figures used for the Track 1 allocations are from August 1999, except that the NCP caseload figures are the same as the figures used for W-2 program allocations in the May 1999 W-2 and Related Programs RFP. Each W-2 agency is given a minimum \$10,000 amount of WAA funds plus an additional formula amount based on the caseload figures. The formula share of the allocation is based on the case counts for the five types of cases, with each type of case having an equal weight in the formula.

Track 2 funds will be allocated to WDBs based on a three-part formula including:

- Population under 200% of poverty,
- Labor force participants, and
- An unemployment factor.

For the unemployment factor, DWD is using a factor that identifies pockets of high unemployment. This adjusted substantial unemployment (ASU) factor is used for JTPA and WIA Title 1 funding allocations.

The allocations must be approved by the legislative Joint Committee on Finance before agencies can begin to use WAA funds. The allocations given to agencies for planning purposes are tentative, contingent on Joint Finance approval through the "13.10" process. The Department anticipates review of the WAA allocations by Joint Finance in December 1999. Local agencies can work on their WAA program plans based on the allocations from DWD.

10. Grant and Contract Procedures

A. Contracts and Exchange of Funds

Track 1 funds will be issued by DES to W-2 agencies through an addendum to the W-2 and Related Programs contract. The W-2 agencies that have the W-2 contract for the CY 2000-2001 period will get the WAA funds. W-2 consortiums will get the WAA contract addendum on a consortium basis also. Fiscal reporting will be done through the CARS system, as an addendum to the W-2 contracts. For track 1, the WAA funds are in addition to the base W-2 Program allocations and W-2 Community Reinvestment funds. WAA expenditures will be tracked separately from other DES programs.

Track 2 contracts will be issued by DWE to WDBs as separate grants. Contracts will be done by Workforce Development Area (WDA). Fiscal reporting will be done through the DWE grant reporting system. For track 2 contracts to WDBs, WAA funds are in addition to JTPA (Title 1 under WIA) and WtW program contracts. WAA expenditures will be tracked separately from other DWE programs.

Local agencies will be given the option to exchange funds between tracks. This can be accomplished in several ways:

- Agencies can contract with each other to provide services. For example, W-2 agencies could manage basic skills services to participants in both tracks and the WDB manage training services to participants in both tracks. Subcontracts will not require DWD approval, although agencies must keep DWD notified of subcontracts.
- Agencies can exchange funds and modify their contract amounts. Exchanges can be done between W-2 agencies within a WDA and between W-2 agencies and WDBs. Exchanges can be done for the start of the contract period through the local plan submission and also at the mid-point of the contract period as part of the reallocation process (see explanation below).
- A single agency, either W-2 agency or WDB, can administer both tracks. This can be done on a W-2 geographic area basis or for a WDA as a whole.

In situations where funds are formally exchanged between agencies, all of the agencies involved must mutually agree to the arrangement, including signing off on the local WAA program plan that describes the amount of the transfer. Contracts will be modified by DES and DWE based on the plan submissions. Agencies wishing to make formal transfers should submit their plans as a package so contracts can be modified at the same time. Once transfers are made, the contract amounts will be "locked in" and agencies will be responsible for meeting spending targets based on their contract amounts. Agencies that wish to exchange funds but preserve flexibility at the local level are advised to use the subcontract approach.

B. Limitation on WDBs as WAA Service Provider

The role of WDBs under WIA is to develop the vision, goals, strategies and outcome measures for their local workforce development delivery systems. WIA establishes expectations for the delivery of employment and training services through an integrated system of one-stop Job Centers. WDBs will guide the development of system-wide approaches to achieve the workforce development objectives of their area, including defining the service needs of job seekers and employers and developing strategies to meet those needs. It is the Wisconsin vision that WDBs best achieve these objectives by not directly providing services under Title 1 of WIA. This limitation on WDBs not providing direct services also applies to the WAA program.

Consistent with this vision, WDBs will need to contract out for all WAA services funded under Track 2, including training, services that fit into the WIA "core" and "intensive" categories, and employer services. This requirement to contract out Track 2 services applies to all WDBs, including agencies who receive approval from DWD to provide WIA core and intensive services on an interim basis as those WDBs phase out their direct service operations. WDBs will be able to use Track 2 funds for administrative expenses associated with planning and managing the WAA program.

In contracting out for services, WDBs are not required to contract with W-2 agencies, although they can certainly choose to do so. The WDB board should establish the local policies for contracting out WAA program services.

C. Procurement

Local agencies must follow their own procurement policies in issuing WAA program subcontracts to service providers. If allowed under local policies, agencies can expand existing contracts with service providers to include WAA funds. Agencies can also expand on existing Job Center resource sharing agreements with partner agencies.

W-2 agencies and WDBs will be encouraged to conduct coordinated procurements for subcontracted services so that potential subcontractors can make proposals for WDAs as a whole. This will make it easier for service providers to work with the overall WAA program population.

Similar to the W-2 RFP, W-2 agencies and WDA Boards will be encouraged to give subcontracts for WAA services to the Job Service. Job Center resource area staffing, intake/assessment, employment counseling and testing, job readiness and placement, job retention services, and employer services are all areas for potential subcontracts with Job Service.

D. Reallocation of Unspent Funds

The WAA funds must be spent on program services and agencies will not be able to retain any unspent funds from either track 1 or 2 at the end of the contract. DWE and DES will monitor the use of funds to ensure that the funds are being used by local agencies. Unspent funds at the end of the two-year contract period will lapse to the Department and agencies should assume there will be no carry forward of unspent funds should the WAA program be continued in the 2001-2003 state budget.

The intent of the WAA program is that funds should be used on a regular basis to serve individuals and provide employer services. While the Department will allow flexibility to use WAA resources to supplement other programs, the expectation is that agencies will provide services and incur costs over the life of the two-year contract. To ensure that the WAA funds are used effectively, the Department will establish spending targets for the program.

Contracts will be structured to establish an expenditure threshold at the mid-point of the contract period. For agencies that have not reached that threshold by the specified point in the contract period, the Department will have the option to unilaterally deobligate funds from those agencies. The amount deobligated will be the difference between the threshold and the actual expenditures. (Example: An agency's threshold is \$50,000 and the agency only spends \$30,000, so \$20,000 will be deobligated.) Any unused funds deobligated by the Department will be reallocated to other agencies that have reached their threshold if those agencies wish to receive additional funds. Reallocations will be done first within the WDA and then on a statewide basis.

Local agencies will have the opportunity to do reallocations at the local level prior to the Department deobligating funds. Local resolution of underspending is preferred to deobligations at the state level. Agencies can exchange WAA funds via subcontract at any time during the contract period. Agencies will also be able to make formal contract transfer at the midpoint of the contract period if they wish to do so. DES and DWE will monitor expenditures and may follow up with individual agencies showing a pattern of underspending.

The purpose of establishing spending targets is not to limit local flexibility in the use of WAA funds, but to ensure that funds are used effectively to meet the perceived great demand for workforce attachment and advancement services. With the ability to work with the broad TANF-eligible population, many employers facing recruitment and retention problems, and the ability to move funds across tracks, agencies should be able to identify service needs in their community that WAA resources can be used to meet.

11. Fiscal Management

Agencies receiving grants will be allowed to spend up to 15% (general federal TANF limit) of the funds on program administration. Information technology costs will be included in the administration limit. Costs related to support of WDB boards and W-2 Community Steering Committees can be included as WAA administrative expenses. Compliance with the 15% administration limit will be based on actual expenditures, not

contract amounts. Of the 85% or more of the funds that must be spent on program services, agencies will be required to report costs in certain categories. The cost categories will be the same for both tracks.

For cost allocation purposes, costs charged to the WAA grant must be for services to TANF-eligible individuals or for activities which benefit the TANF-eligible population (i.e. group services and employer services). Agencies will need to demonstrate that general activities benefit the TANF-eligible population and document this through surveys or other means on a periodic basis. Agencies will have to allocate costs to their WAA grants in a manner consistent with their current agency cost allocation plans. This includes the use of WAA funds to cover shared Job Center costs.

Doc = WAA paper9.doc

Language from 1999-2001 Budget Bill, 1999 Wis. Act 9

Section 1277v. 49.173 of the statutes is created to read:

49.173 Workforce attachment. (1) The department shall distribute funds to Wisconsin works agencies and to local workforce development boards established under 29 USC 2832 to provide all of the following to any person who is eligible for the federal temporary assistance to needy families program under 42 USC 601 et. seq.:

- (a) Job readiness training and job placement services to unemployed persons.
- (b) Basic job skills development to unemployed or recently employed persons.
- (c) Services to assist recently employed persons with job retention.
- (d) Incumbent worker training to promote job advancement and increased earnings.
- (e) Services to employers to assist them in retaining workers and providing workers with position advancement.

(2) (a) The department shall allocate a portion of the amount to be distributed under sub. (1) and shall distribute that portion in equal amounts among all of the Wisconsin works agencies.

(b) The department shall distribute the amount that remains after the distribution under par. (a) to each Wisconsin works agency and local workforce development board based on the criteria specified in sub. (3).

(3) (a) The department shall allocate and distribute funds under sub. (2) (b) to Wisconsin works agencies based on the number of persons in all of the following case categories served by that Wisconsin works agency:

1. Case management.
2. Food stamp employment and training.
3. Diversion, as defined by the department.
4. Noncustodial parents.
5. Child care.

(b) The department shall allocate and distribute to each local workforce development board funds under sub. (2) (b) based on a formula that takes into account all of the following:

1. The percentage of the population of the area served by the local board with an income at or below 200% of the poverty line.
2. Labor force participation.
3. The unemployment rate of the area served by the local board.

(4) The department shall require recipients of the funds distributed under this section to meet performance standards that are based on employment placement for unemployed persons, job retention rates of the persons served by the fund recipients, increased earnings of the persons served by the fund recipients, and increased child support collections for noncustodial parents served by the fund recipients.

Section 1278g. 49.175 of the statutes, as affected by 1997 Wisconsin Act 27, is repealed and recreated to read:

(u) Workforce attachment. For services specified under s. 49.173, \$9,700,000 in fiscal year 1999-2000 and \$10,000,000 in fiscal year 2000-01. The department may not distribute moneys allocated under this paragraph unless the joint committee on finance approves the distribution.

Note: Workforce attachment allocation is one of several allocations under s.49.175.

TANF Workforce Attachment and Advancement Funds - Track 1 to W-2 Agencies

WDA	County by WDA	W2 Cash	W2 non Cash	FSET	Diversions from W2	N-C Parents	Child Care Only	WAA Allocation Basis	Percent of Total	Track 1 Allocation	Share of State
1	Southeast										
	Kenosha	157	130	244	84	24	411	1,050	3.07%	288,370	
	Racine	107	16	77	106	25	609	940	2.75%	259,207	
	Walworth	23	19	31	67	5	119	264	0.77%	79,990	
	Subtotal									\$627,567	6.37%
2	Milwaukee										
	Region 1	796	429	376	70	74	494	2,239	6.55%	603,590	
	Region 2	825	428	446	69	83	450	2,301	6.73%	620,027	
	Region 3	1,220	514	325	84	126	654	2,923	8.55%	784,928	
	Region 4	1,140	503	602	106	118	803	3,272	9.57%	877,452	
	Region 5	1,113	401	581	117	139	1,001	3,352	9.81%	898,662	
	Region 6	1,171	634	713	113	118	754	3,503	10.25%	938,694	
Subtotal										\$4,723,352	47.95%
3	WOW										
	Ozaukee	3	0	1	14	2	117	137	0.40%	46,321	
	Washington	17	13	21	33	5	191	280	0.82%	84,232	
	Waukesha	29	13	57	97	11	369	576	1.69%	162,706	
	Subtotal										\$293,258
4	Fox Valley										
	Calumet	7	7	6	11	2	54	87	0.25%	33,065	
	Fond du Lac	28	25	57	92	8	209	419	1.23%	121,083	
	Green Lake	4	2	18	7	1	35	67	0.20%	27,763	
	Outagamie	53	56	25	42	6	255	437	1.28%	125,855	
	Waupaca	17	22	14	30	2	50	135	0.40%	45,790	
	Waushara	0	0	19	17	3	64	103	0.30%	37,307	
	Winnebago	44	38	58	84	10	388	622	1.82%	174,901	
Subtotal										\$565,763	5.74%
5	Bay Area										
	Brown	17	7	69	98	16	602	809	2.37%	224,477	
	Door	7	7	12	18	2	51	97	0.28%	35,716	
	Florence	1	5	3	3	1	5	18	0.05%	14,772	
	Kewaunee	4	2	4	3	1	21	35	0.10%	19,279	
	Manitowoc	2	0	7	10	2	114	135	0.40%	45,790	
	Marinette	0	2	23	26	2	61	114	0.33%	40,223	
	Menominee	6	4	7	8	3	25	53	0.16%	24,051	
	Oconto	2	2	11	19	2	87	123	0.36%	42,609	
	Shawano	13	5	17	18	4	65	122	0.36%	42,344	
	Sheboygan	26	8	29	33	5	145	246	0.72%	75,218	
	Onieda Tribe	8	7	4	8	1	41	69	0.20%	28,293	
Subtotal										\$592,772	6.02%
6	North Central										
	Adams	3	3	6	15	2	42	71	0.21%	28,823	
	Forest	4	1	1	6	1	28	41	0.12%	20,870	
	Langlade	12	5	26	23	3	51	120	0.35%	41,814	
	Lincoln	2	1	18	17	2	76	116	0.34%	40,753	
	Marathon	45	20	78	25	11	259	438	1.28%	126,120	
	Oneida	6	2	28	41	3	81	161	0.47%	52,683	
	Portage	12	4	19	33	4	141	213	0.62%	66,469	
	Vilas	1	4	9	21	1	15	51	0.15%	23,521	
	Wood	32	11	74	25	8	189	339	0.99%	99,874	
	Lac du Flambeau Tribe	Not a W-2 agency for CY 2000.									0
Subtotal										\$500,926	5.09%
7	Northwest										
	Ashland	3	2	6	21	2	85	119	0.35%	41,549	
	Bayfield	2	0	5	17	1	22	47	0.14%	22,460	
	Burnett	4	2	14	9	1	21	51	0.15%	23,521	
	Douglas	32	7	122	35	11	194	401	1.17%	116,311	
	Iron	0	1	0	8	1	14	24	0.07%	16,363	

TANF Workforce Attachment and Advancement Funds - Track 1 to W-2 Agencies

WDA	County by WDA	W2 Cash	W2 non Cash	FSET	Diverslon from W2	N-C Parents	Child Care Only	WAA Allocation Basis	Percent of Total	Track 1 Allocation	Share of State
	Price	4	1	20	9	2	48	84	0.25%	32,270	
	Rusk	2	2	14	5	1	45	69	0.20%	28,293	
	Sawyer	2	13	5	15	3	102	140	0.41%	47,116	
	Taylor	3	1	10	24	1	31	70	0.20%	28,558	
	Washburn	3	4	7	26	1	44	85	0.25%	32,535	
	Bad River Tribe	5	1	5	3	2	32	48	0.14%	22,725	
	Subtotal									\$411,700	4.18%
8	West Central										
	Barron	5	2	13	53	3	150	226	0.66%	69,916	
	Chippewa	8	8	7	47	6	170	246	0.72%	75,218	
	Clark	1	2	33	35	2	23	96	0.28%	35,451	
	Dunn	16	26	16	28	4	57	147	0.43%	48,972	
	Eau Claire	16	14	49	61	11	337	488	1.43%	139,376	
	Pepin	1	0	7	7	1	12	28	0.08%	17,423	
	Pierce	4	4	6	24	2	77	117	0.34%	41,018	
	Polk	3	9	23	7	3	93	138	0.40%	46,586	
	St. Croix	6	3	8	48	2	70	137	0.40%	46,321	
	Subtotal									\$520,280	5.28%
9	Western										
	Buffalo	3	2	3	11	2	16	37	0.11%	19,809	
	Crawford	1	1	0	15	1	38	56	0.16%	24,846	
	Jackson	0	1	67	19	3	21	111	0.32%	39,428	
	Juneau	17	18	13	18	3	39	108	0.32%	38,632	
	La Crosse	26	29	62	41	12	441	611	1.79%	171,985	
	Monroe	18	3	26	20	4	93	164	0.48%	53,479	
	Trempealeau	5	1	14	8	2	82	112	0.33%	39,693	
	Vernon	7	0	13	33	2	47	102	0.30%	37,042	
	Subtotal									\$424,913	4.31%
10	South Central										
	Columbia	7	12	8	35	2	85	149	0.44%	49,502	
	Dane	307	140	252	254	43	1,023	2,019	5.91%	545,265	
	Dodge	20	19	20	45	5	183	292	0.85%	87,413	
	Jefferson	6	10	6	64	2	96	184	0.54%	58,781	
	Marquette	0	1	3	21	1	37	63	0.18%	26,702	
	Sauk	8	5	37	21	4	112	187	0.55%	59,576	
	Subtotal									\$827,239	8.40%
11	Southwest										
	Grant	4	3	9	43	2	73	134	0.39%	45,525	
	Green	1	3	15	24	2	78	123	0.36%	42,609	
	Iowa	4	1	7	14	1	51	78	0.23%	30,679	
	Lafayette	2	2	7	7	1	26	45	0.13%	21,930	
	Richland	5	8	5	11	1	38	68	0.20%	28,028	
	Rock	70	54	29	165	12	362	692	2.02%	193,459	
	Subtotal									\$362,230	3.68%
	STATE TOTAL	7,588	3,765	5,082	3,044	1,001	13,694	34,174	100.00%	\$ 9,850,000	

Method: Allocation based on minimum allocation of \$10,000 per W-2 agency plus an additional amount based the area's share of current caseload data (August 1999), except NCP case counts which are from 4/99 W-2 RFP. Thus, \$790,000 is distributed through the minimum allocation and the remaining \$9.06 million through the caseload formula. Per the statutory language in the budget bill, the allocation amounts are based on a simple total of the caseload numbers with no weighting (weighting is done for the W-2 contract allocations). Child care case count reflects unduplicated count of child care only cases (excludes W-2 participants receiving child care).

TANF Workforce Attachment and Advancement - Track 2 to WDA Boards

WDA#	WDA	Labor Force	% of Total	200% of Poverty	% of Total	ASU	% of Total
1	Southeast	223,330	7.58%	93,995	7.03%	3,691	13.75%
2	Milwaukee Co.	485,970	16.50%	302,186	22.59%	8,467	31.55%
3	W-O-W	319,871	10.86%	52,768	3.94%	0	0.00%
4	Fox Valley	324,426	11.02%	118,273	8.84%	1,446	5.39%
5	Bay Area	338,981	11.51%	146,913	10.98%	2,081	7.75%
6	North Central	220,201	7.48%	113,321	8.47%	1,644	6.12%
7	Northwest	91,499	3.11%	69,741	5.21%	3,539	13.19%
8	West Central	223,282	7.58%	121,538	9.08%	1,418	5.28%
9	Western	147,620	5.01%	89,503	6.69%	1,444	5.38%
10	South Central/Da	415,015	14.09%	147,781	11.05%	1,287	4.80%
11	Southwest	154,368	5.24%	81,870	6.12%	1,817	6.77%
		2,944,563	100.00%	1,337,889	100.00%	26,834	100.00%

Factors:

Labor Force	Current labor force participants, 1999 data
200% Poverty	Number of persons under 200% poverty, 1990 Census data
ASU	Adjusted substantial unemployment, JTPA allocation factor , updated 1999 data

WDA#	WDA	Lbr Force	200% Pov	ASU	Share	Allocation
1	Southeast	7.58%	7.03%	13.75%	9.45%	\$931,275
2	Milwaukee Co.	16.50%	22.59%	31.55%	23.55%	\$2,319,470
3	W-O-W	10.86%	3.94%	0.00%	4.94%	\$486,171
4	Fox Valley	11.02%	8.84%	5.39%	8.42%	\$828,926
5	Bay Area	11.51%	10.98%	7.75%	10.08%	\$993,113
6	North Central	7.48%	8.47%	6.12%	7.36%	\$724,735
7	Northwest	3.11%	5.21%	13.19%	7.17%	\$706,255
8	West Central	7.58%	9.08%	5.28%	7.32%	\$720,697
9	Western	5.01%	6.69%	5.38%	5.70%	\$560,998
10	South Central/Da	14.09%	11.05%	4.80%	9.98%	\$982,933
11	Southwest	5.24%	6.12%	6.77%	6.04%	\$595,427
	State Total					\$9,850,000

Total Workforce Attachment and Advancement Program Allocations by WDA

WDA #	WDA	Track 1	Track 2	Total
1	Southeast	\$627,567	\$931,275	\$1,558,842
2	Milwaukee Co.	\$4,723,352	\$2,319,470	\$7,042,822
3	W-O-W	\$293,258	\$486,171	\$779,429
4	Fox Valley	\$565,763	\$828,926	\$1,394,689
5	Bay Area	\$592,772	\$993,113	\$1,585,885
6	North Central	\$500,926	\$724,735	\$1,225,661
7	Northwest	\$411,700	\$706,255	\$1,117,955
8	West Central	\$520,280	\$720,697	\$1,240,977
9	Western	\$424,913	\$560,998	\$985,911
10	South Central/Dane	\$827,239	\$982,933	\$1,810,172
11	Southwest	<u>\$362,230</u>	<u>\$595,427</u>	<u>\$957,657</u>
	State Total	\$9,850,000	\$9,850,000	\$19,700,000

Track 1 shows the combined allocations to W-2 agencies. Each agency will receive an individual Track 1 allocation.

Track 2 shows the allocations to Workforce Development Boards.