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State of Wisconsin
Governor Scott Walker



TO: **W-2 Agencies
Training Staff**

FROM: Margaret McMahon, Director
Bureau of Working Families
Division of Family and Economic Security
Department of Children and Families

BWF OPERATIONS MEMO

No: 16-18

DATE: 11/10/2016

W-2	<input checked="" type="checkbox"/>	EA	<input type="checkbox"/>	CF	<input type="checkbox"/>
JAL	<input type="checkbox"/>	RAP	<input type="checkbox"/>	Other EP	<input type="checkbox"/> *

**SUBJECT: Wisconsin Works Trial Employment Match Program and Expanded
Noncustodial Parent Services Pilot – Policy and CARES Changes**

CROSS REFERENCE: W-2 Manual Sections [7.3.1](#), [7.3.2](#), and [7.5.1](#)
BWF Operations Memos [16-13](#) and [16-03](#)
Joint Operations Memo [16-J2](#)
Administrator's Memo [13-08](#)

EFFECTIVE DATE: November 10, 2016

PURPOSE

The purpose of this Operations Memo is to convey policy and CARES changes to the Wisconsin Works (W-2) Trial Employment Match Program (TEMP) and Expanded Noncustodial Parent (NCP) Services pilot.

BACKGROUND

On March 1, 2016, W-2 agencies began conducting the TEMP and Expanded NCP Services pilot. TEMP is a W-2 employment position that offers participants up to six months of subsidized employment. The expanded NCP services include placement in TEMP or receipt of a stipend for participation in W-2 activities. The pilot is being implemented in the City of Beloit and Dane, Kenosha, Marathon, Milwaukee, and Racine counties under one of two service delivery models: Matching Model or Sector Model ([W-2 Manual, Section 7.3.2](#)).

As announced in [Administrator's Memo 13-08](#), the Division of Family and Economic Security (DFES) is planning an evaluation of the pilot. As a part of this process, the Bureau of Regional Operations staff and the Milwaukee Operations Section staff conducted agency site visits in July to monitor program start-up and to interview staff about how TEMP and NCP services are

being implemented at their agencies. The site visits revealed that while agencies had staff, internal procedures, training materials, training providers, and employer agreements in place, their enrollment numbers were significantly lower than planned. Agencies reported challenges recruiting W-2 participants meeting TEMP and NCP eligibility requirements and matching those that are eligible to subsidized jobs under the service delivery model offered.

The Bureau of Working Families (BWF) formally solicited feedback from W-2 agencies on policy changes. In response to recommendations that were made, BWF is changing the current policies on eligibility for TEMP and expanding the service delivery options. These changes are intended to increase enrollments in TEMP and NCP services and to provide better matches between W-2 participants and available subsidized jobs.

POLICY

CUSTODIAL PARENT (CP) ELIGIBILITY FOR TEMP

W-2 agencies find that CPs who are capable of working and may be appropriate for a TEMP placement have not received W-2 for the last 12 consecutive months as required under [W-2 Manual, Section 7.3.1.1](#). In Milwaukee, potential candidates have received W-2 for the last three to six consecutive months. In the balance of state, potential candidates are new to W-2 with 12 months or more of TANF from another state. Potential candidates for TEMP vary across geographical locations. In response, BWF is removing the requirement that a CP has received W-2 for any specified period of time.

Policy Change

Effective upon release of this memo, 2016, W-2 agencies will identify Community Service Job (CSJ) or W-2 Transitions (W-2 T) participants for TEMP that demonstrate they are unable to secure unsubsidized employment.

This policy change will allow W-2 agencies to determine who is most suitable for available subsidized jobs in the geographical area. As a part of the evaluation, BWF will analyze the characteristics of CPs selected for TEMP and use this information to inform policy decisions for statewide expansion of the placement. In addition to increasing participation in TEMP, targeting TEMP to participants placed in CSJ and W-2 T will remove these participants (who would otherwise count) from being counted in the work participation rate.

PAIRED CUSTODIAL PARENTS IN TEMP (DANE COUNTY ONLY)

Currently, in Dane County, TEMP jobs are only available to both a CP and NCP that do not reside in the same household, but have a child in common (i.e., "paired"). For that reason, when one parent in a TEMP job relocates out of Dane County, both parents lose eligibility to continue participation in TEMP. Also, even if the NCP resides in Dane County, but is not appropriate for a TEMP job, as required under [W-2 Manual, Section 7.3.1.3](#), the CP is also ineligible for a TEMP job.

Policy Change:

Effective upon release of this memo, the W-2 agency will pair a CP in TEMP with an NCP in TEMP or an NCP receiving a stipend with a child in common. The policy retains the pairing requirement because the evaluation will explore its effects on the family when both parents are served in W-2. However, the policy expands the NCP participation requirement to those NCPs receiving a stipend and allows the W-2 agency more opportunities to “pair” W-2 parents.

In addition, when one parent relocates out of Dane County, the resident parent may continue in the TEMP job or continue to receive a stipend provided that at least one parent participated in TEMP at the time of relocation and as long as both the CP and the NCP continue to meet all financial and nonfinancial eligibility requirements. The policy change on relocation allows the resident parent to continue receiving uninterrupted services. The resident parent should not lose eligibility when the resident parent is otherwise eligible for services under the pilot and the other parent relocates.

EXAMPLE 1: Maureen and Dorian are both participating in TEMP in Dane County. After three months, Dorian relocates to Washington County. Dorian’s TEMP job ends because he no longer resides in Dane County, and Maureen continues working in her TEMP job.

EXAMPLE 2: Adrian (NCP) and Kiera (CP) are both receiving W-2 services in Dane County. Adrian is receiving a stipend and Kiera is participating in TEMP. After completing TEMP, Kiera relocates to Sauk County. Kiera reapplies for W-2 in Sauk County and is found eligible for a CMJ placement. Adrian is able to continue receiving an NCP stipend in Dane County because Kiera participated in TEMP at the time of Kiera’s relocation and remains in W-2 participating in job search/readiness activities in CMJ.

NCP ELIGIBILITY FOR W-2

An NCP may be eligible for W-2 services when all of the following apply:

1. The custodial parent is:
 - a. Participating in a TMP, CSJ, W-2 T, or CMJ placement;
 - b. Receiving a payment in an ARP or CMC placement; or
 - c. Receiving Wisconsin Shares child care assistance;
2. The NCP is subject to a child support order;
3. The NCP meets all other financial and nonfinancial eligibility criteria except that the individual is an NCP; and
4. The NCP meets all eligibility criteria defined in DCF 105 including drug screening and subsequent referral to testing or treatment as indicated. ([W-2 Manual, Section 7.5.1.1](#))

NCPs in pilot counties are eligible for a TEMP placement or a stipend based on the criteria listed above. Potential candidates for a TEMP placement *may* include individuals referred to the W-2 agency by the local child support agency that owe child support arrears and have not made a child support payment in the past six months.

W-2 agencies find that CPs do not meet the W-2 placement or Wisconsin Shares requirements for NCP eligibility. Further, when a CP no longer meets the W-2 placement or Wisconsin Shares requirements, the NCP becomes ineligible for W-2 services, including participation in TEMP or receipt of a stipend. W-2 agencies expressed concern that an NCP loses eligibility when the CP no longer meets the W-2 placement or Wisconsin Shares requirements.

Policy Change:

There are no changes to policy. These provisions are defined under [Wis. Stats. s. 49.159\(1\)\(a\)](#). Statutory changes would be necessary to relax these eligibility criteria.

However, the policy recommendation that potential candidates *may* owe child support arrears and not have made a child support payment in the past six months has been interpreted by W-2 agencies as a requirement. This recommendation will be removed from policy to avoid confusion on NCP eligibility for TEMP.

SERVICE DELIVERY

BWF determined the following service delivery models for pilot locations by assessing the unemployment rate and labor market conditions relative to the general skill set and employment needs of the W-2 population.

Current Service Delivery		
Location	Matching Model	Sector Model
City of Beloit		X
Dane County	X	
Kenosha County	X	
Marathon County		X
Milwaukee County – Northern		X
Milwaukee County – West Central		X
Milwaukee County – East Central		X
Milwaukee County – Southern		X
Racine County		X

W-2 agencies administering TEMP under the sector model find that eligible individuals are not interested in the trainings available or may be more suitable for employment that does not require training. Two Milwaukee agencies indicated interest in offering both the matching and sector models and in response, BWF will allow these agencies to implement both the matching and sector models. Milwaukee County makes up three-quarters of the estimated enrollments under the pilot, and the high enrollment numbers would support a comparison analysis of two locations offering both models and two locations offering a single model.

Service Delivery Change:

Effective upon release of this memo, the northern and west central Milwaukee geographical areas will offer TEMP under the matching and sector models. This change is intended to best meet local employers' needs and attach eligible individuals to employment. The W-2 agencies must ensure equal distribution of enrollments utilizing the matching model and sector model. BWF will work with the agencies to update their implementation plans.

Service Delivery Change		
Location	Matching Model	Sector Model
City of Beloit		X
Dane County	X	
Kenosha County	X	
Marathon County		X
Milwaukee County – Northern	X	X
Milwaukee County – West Central	X	X
Milwaukee County – East Central		X
Milwaukee County – Southern		X
Racine County		X

SECTOR-SPECIFIC TRAINING

Current Policy:

The sector model requires sector-specific training that prepares individuals for subsidized jobs in those sectors. The sector or sectors to be served by TEMP in a given area will depend on partnerships with subsidized employers and training providers developed by the W-2 agency. ([W-2 Manual, Section 7.3.2.2](#))

Policy Change:

There are no changes to the sector model; however, the agencies offering sector-specific training must accurately record training costs for each individual selected for TEMP on CARES screen WPSS.

CARES

On September 24, 2016, BWF released CARES changes to support ongoing implementation of the pilot.

SUPPORTIVE SERVICES

A new supportive service code has been added to CARES screen WPSS to record TEMP training costs:

TRNG – TRIAL EMPLOYMENT MATCH PROGRAM TRAINING

ALERTS

Alerts have added to CARES screen CMWA to notify workers when a TSP or TEMP placement (TMP/TNP) is approaching the maximum participation period:

526 – Open 15 weeks in TSP placement

527 – Open 5 months in TMP/TNP placement

528 – Open 8 months in TMP/TNP placement

Alerts will also appear as action items on the case in CARES Worker Web (CWW).

- **Reminder:** CWW will auto-close the TSP and TMP/TNP placements after 17 weeks and after 9 months, respectively. The corresponding work program end reasons are: **730** – The time limit for placement in TSP has expired and **731** – The time limit for placement in TMP/TNP has expired. ([See Operations Memo 16-13](#))

AGENCY ACTION

W-2 agencies participating in the TEMP and Expanded NCP Services pilot must review their implementation plans to ensure that they comply with the changes in policies and automation.

TRAINING

The “Trial Employment Match Program Policy (TEMP) and Processes Overview” webcast will be updated to reflect the changes in policies and automation.

CONTACTS

For W-2 Policy Questions in the Balance of State: Bureau of Regional Operations, W-2 Regional Coordinators

For W-2 Policy Questions in Milwaukee: Milwaukee Operations Section Regional Administrators

For W-2 CARES Processing Questions: W-2 Help Desk

DCF/DFES/BWF/BY