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State of Wisconsin  
Governor Tony Evers



TO: **TMJ Contractors and Subcontractors**  
**TJ Contractors and Subcontractors**

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

**BWF OPERATIONS MEMO**

No: 19-03

DATE: 02/19/2019

W-2  EA  CF  JAL

RAP  TMJ  TJ  Other EP

**SUBJECT: *Implementation of Wisconsin Work Programs System – Updates to Transform Milwaukee Jobs and Transitional Jobs Policies***

**CROSS REFERENCE:** [Administrator's Memo 19-02](#)  
[Joint Operations Memos 18-J8](#) and [18-J10](#)  
[BWF Operations Memo 18-18](#)  
[TMJ and TJ Policy Manual Sections 2.1, 2.3, 2.10, and 4.2](#)  
[Wis. Stat. §49.163 \(2\) \(c\)](#)  
[42 USC §1320b-7](#)

**EFFECTIVE DATE:** February 23, 2019

**PURPOSE**

The purpose of this memo is to:

1. Provide information and guidance to Transform Milwaukee Jobs (TMJ) and Transitional Jobs (TJ) contractors in preparation for Phase 1 implementation of the Wisconsin Work Programs (WWP) system;
2. Announce the requirement to verify a Social Security Number (SSN) for individuals applying for TMJ and TJ;
3. Provide updates to TMJ and TJ confidentiality policies to better align with restricted access to confidential information across multiple systems;
4. Describe new TMJ and TJ informal assessment policies and processes; and
5. Highlight features of WWP designed to assist workers better manage data collection and track services and referrals.

## **BACKGROUND**

In the fall of 2016, the Division of Family and Economic Security (DFES) kicked off a multi-year project to modernize and upgrade the mainframe legacy system known as the Client Assistance for Re-employment and Economic Support System (CARES) Work Programs Subsystem. The goal of the project, Work Programs and Analytics System (WPASS), is to build a web-based system that supports work programs case management, data collection and availability, and evaluation. The application is called Wisconsin Work Programs (WWP). Phase 1 implementation of WWP will modernize data collection for a portion of the work program case management functions currently in CARES mainframe. Programs that are impacted by this project include Wisconsin Works (W-2), Learnfare, Children First (CF), Transitional Jobs (TJ) and Transform Milwaukee Jobs (TMJ).

Implementation of Phase 1 of WWP is scheduled for the weekend of February 23, 2019. The functionality that will be modernized in Phase 1 includes:

1. Clearance, Client Registration, and Request for Assistance processes for CF, TJ, and TMJ;
2. Eligibility determination for TJ and TMJ;
3. Enrollment for W-2, Learnfare, CF, TJ, and TMJ; and
4. Informal Assessment for W-2, CF, TJ, and TMJ.

After implementation, workers will perform all functions described above using the WWP online application.

In addition, several new system tools will be unveiled as part of Phase 1 that will help workers better manage data collection for services needed by the participant, and track information about the providers of services and the referrals initiated by the worker. Actions needed by both the participant and the worker will be documented and tracked in WWP.

Future phases of the project will modernize remaining CARES Work Program subsystem functionality. Until all functionality is modernized, workers will navigate between CARES mainframe, CARES Worker Web (CWW), and WWP to perform needed case management functions.

## **POLICY UPDATES**

Described below are TMJ and TJ policy updates effective February 23, 2019. These updates are supported in the new TMJ and TJ functionality in WWP. The policy manual sections are attached to this memo and will be incorporated into the TMJ and TJ Policy Manual upon implementation. Policy that was removed is struck through and policy that has been added is underlined. New sections will be clearly denoted.

### **PROVIDING AND VERIFYING A SOCIAL SECURITY NUMBER**

Federal laws require that applicants provide an SSN or provide proof of application for an SSN as a condition of eligibility for certain federally funded assistance programs, including

FoodShare, BadgerCare Plus, and Wisconsin Shares (42 USC §1320b-7). SSNs provided for these programs are verified through a data exchange with the Social Security Administration (SSA). This process uses the name and birth date provided by the applicant to verify his or her SSN needed to determine program eligibility.

TMJ and TJ do not provide assistance and are not subject to the federal requirements to collect and verify SSNs. However, applicants for TMJ or TJ may also apply for or receive FoodShare, BadgerCare Plus, and Wisconsin Shares. To improve program integrity with collecting and updating SSA information across all programs, applicants for TMJ and TJ are now required to provide an SSN or proof of application for an SSN as a condition of eligibility.

### New Policy

Every TMJ and TJ applicant must provide a Social Security Number (SSN) as a condition of eligibility. If the applicant does not have an SSN, the applicant must provide proof that he or she has applied for an SSN.

An individual is initially exempt from providing an SSN or proof of application for an SSN if the individual meets each of the following characteristics: (1) Does not have an SSN, (2) Does not have work authorization, and (3) Is a member of one of the following qualified non-citizen groups:

1. Cuban/Haitian entrants, as defined in section 501(e) of the Refugee Education Assistance Act of 1980; or
2. Certified, foreign-born victims of trafficking; or
3. Parolees (alien paroled into the U.S. for at least one year under section 212(d)(5) of the Immigration and Nationality Act); or
4. Certain battered aliens who meet the requirements of 8 USC 1641(c); or
5. Any qualified non-citizen who cannot apply for an SSN until his or her immigration status paperwork has been revised.

An individual who is initially exempt must continue to complete the necessary steps for obtaining an SSN in order to remain eligible for TMJ and TJ.

[See attached updated TMJ and TJ Policy Manual Section 2.1](#)

[See attached new TMJ and TJ Policy Manual Section 2.3.2](#)

## VERIFYING IDENTITY, SSN, BIRTH DATE, AND QUALIFIED NON-CITIZEN STATUS

### Current Policy

TMJ and TJ contractors must verify eligibility information provided by an applicant to determine whether the applicant qualifies for, or remains eligible for, the program.

### Updated Policy

Contractors must verify identity, SSN, birth date, and citizenship only once per an individual's lifetime. The eligibility verification chart in the TMJ and TJ Policy Manual is updated to include suggested sources of verification for identity, birth date, SSN, and qualified non-citizen status.

[See attached updated TMJ and TJ Policy Manual Section 2.3](#)

### ACCESS TO CONFIDENTIAL PINS

#### Current Policy

If an individual participating in TMJ or TJ has a confidential CARES Worker Web (CWW) case before enrolling in CARES WP, the worker will not automatically have access to the WP screens. The worker must contact the individual's Income Maintenance (IM) worker to make the case not confidential in order for the worker to obtain access to the WP screens. (See [Joint Operations Memo 18-J10: Enhancements to Confidential Case Functionality](#))

#### Updated Policy

If an individual participating in TMJ or TJ has a CWW case that is marked confidential, the assigned TMJ or TJ worker will automatically have access to both the WP screens in CARES and PIN information in WWP for the individual. A worker who is not the assigned TMJ or TJ worker and who needs to access to confidential information in WWP must request elevated access. Elevated access allows time-limited access to confidential PINs in WWP for contractors to perform necessary case management functions.

[See attached updated TMJ and TJ Policy Manual Section 2.10.4](#)

### DISCUSSING CONFIDENTIALITY SITUATIONS

An individual's case is made confidential in CWW to restrict access to the case and the information the case contains for the protection and well-being of the individual. Current TMJ and TJ policies do not address situations where an individual's PIN information may need to be made confidential.

#### New Policy

Contractors should discuss an individual's confidentiality situation when necessary for the protection and well-being of the individual; however, at a minimum, contractors must discuss the situation that makes the case confidential during client registration if the individual has a confidential CWW case before requesting TMJ or TJ.

[See attached new TMJ and TJ Policy Manual Section 2.10.5](#)

### MAKING A PERSONAL IDENTIFICATION NUMBER CONFIDENTIAL

Currently, there is no policy guidance or mechanism for a TMJ or TJ worker to make information about an individual's PIN confidential.

## New Policy

An individual participating in TMJ or TJ may request the contractor to make his or her PIN confidential to restrict access to information for the protection and well-being of the individual.

Contractors must make an individual's PIN in WWP confidential in the following situations:

1. When the individual requests the information be made confidential;
2. When the individual is enrolled in the Safe at Home program (see [Joint Operations Memo 18-J8: Processing Applications and Cases for Safe at Home Participants](#));
3. When the individual is a victim of or is under the threat of domestic violence or other physical harm;
4. When the individual is an employee of the contractor;
5. When the individual is enrolled in another program and information was made confidential (e.g., WIOA, DVR, etc.); or
6. Any situation in which the contractor believes restricting access to an individual's information is necessary for the individual's protection and well-being.

[See attached new TMJ and TJ Policy Manual Section 2.10.5.1](#)

## CONDUCTING INFORMAL ASSESSMENTS

### Current Policy

When conducting informal assessments, individuals should be asked if they have any limitations on the type of work they can perform or the hours they are available. Contractors may only engage in assessment activities to determine whether an individual meets the minimum skills and experience the work site requires of unsubsidized employees. Identifying barriers for the purpose of assuring services are appropriate may be justified.

### Updated Policy

Policy is updated to expand the assessment activities that contractors may engage in to complete a comprehensive informal assessment. These policy updates complement new policy that requires contractors to utilize the enhanced Informal Assessment Driver Flow in WWP to gather information about the individual to determine the services and activities necessary for the individual to become employed and remain employed. (See *INFORMAL ASSESSMENT INVENTORY* below for information that must be covered as part of the informal assessment)

[See attached updated TMJ and TJ Policy Manual Section 4.2](#)

## INFORMAL ASSESSMENT INVENTORY

TMJ and TJ policy provides limited guidance on information that must be covered as part of the informal assessment.

## New Policy

Contractors must use the TMJ and TJ Informal Assessment Driver Flow to gather information about individuals' personal strengths, work styles, interests, and skills that may help them in their search for employment or that may be developed further through activities assigned in the employability plan (EP). In addition, contractors must work with individuals to identify resources that will address any unmet needs identified during the informal assessment process that may affect his or her ability to become employed or stay employed.

In addition to the information gathered through completion of the TMJ and TJ Informal Assessment Driver Flow, the following inventory must be covered as part of the informal assessment process and reviewed with each individual when developing the initial EP and as part of ongoing case management.

- Personal strengths, interests and goals;
- Job skills (including transferable skills);
- Recent job search efforts;
- Results from career assessments that evaluate work styles, skills, and interests;
- Current neighborhood environment and schools;
- Access to social supports (e.g., family members, church, friends); and
- Other needs identified by the individual that may affect his or her ability to become employed or stay employed.

Informal assessment must also include observations by contractors about an individual's ability to follow through on assigned activities and perform job search. When an individual is having difficulty completing assigned activities, this may be an indication of underlying barriers to employment and should result in further conversations with the individual about the appropriateness of the activity assignments and the need for additional supportive services.

[See attached new TMJ and TJ Policy Manual Section 4.2.1](#)

## **WWP PROCESSES**

Described below are WWP processes for verifying an SSN, making a PIN confidential, and initiating and editing an informal assessment for TMJ and TJ.

### WEB SERVICE REQUEST FOR SSN MATCH INFORMATION

WWP will initiate a daily State Online Query Internet (SOLQ-I) web service that sends the request for SSN match information to the SSA. The process is initiated anytime a worker completes client registration after clearance. When a worker changes the demographics (first or last name, SSN, or birth date) on the **Client Registration** page, the SOLQ-I web service is also initiated.

When an SSN is verified through SOLQ-I, WWP updates the **SSN Verification Status** field on the **Client Registration** page with C – COMPLETED. The W-2 Help Desk will notify contractors if an SSN was not verified by the SSA due to a mismatch with the last name or birth date.

Contractors must take the following actions when there is an SSN mismatch:

1. Request information from the individual to verify the SSN.
2. Upon receipt of the information, update the demographics on the **Client Registration** page.
3. If the individual refuses to provide information to verify the SSN, the individual is not eligible for TMJ and TJ. Proceed with disenrolling the individual from the program for not meeting eligibility (providing an SSN).

### MAKING A PIN CONFIDENTIAL IN WWP

A PIN can be made confidential in WWP in two ways:

#### **1. The individual is part of a CWW case that is confidential.**

When a CWW case is confidential at the time of application for TMJ or TJ, the PIN is made confidential automatically in CARES WP and WWP. When an individual's CWW case is made confidential after the individual is enrolled in TMJ or TJ, the PIN is also automatically made confidential in CARES WP and WWP.

WWP will display a 'Confidential Participant' indicator for the PIN. When a worker who is not the assigned TMJ or TJ worker attempts to access confidential information, WWP will prompt the worker to complete a request for elevated access. The worker must indicate the reason and provide details on the request for elevated access. Once access is granted, the worker will have elevated access to confidential information in WWP until the worker logs out of WWP, requests elevated access to a different PIN, or after 20 minutes of inactivity in WWP.

- **Note:** Although the PIN is automatically made confidential in CARES WP and WWP when the CWW case is made confidential, the **Make PIN Confidential** indicator on the **Client Registration** page does not automatically update with the selection 'Yes'. The contractor should update the selection so that it accurately reflects the confidential PIN status when an individual is disenrolled from TMJ or TJ and reapplies.

#### **2. The contractor makes the individual's PIN confidential in WWP.**

When a contractor determines that an individual's PIN information should be confidential for any of the situations described in new [TMJ and TJ Policy Manual Section 2.10.5.1](#), the contractor must make the PIN confidential in WWP. The contractor must navigate to the **Client Registration** page and update the **Make PIN Confidential** indicator with the selection 'Yes'. Making a PIN confidential in WWP automatically makes the PIN confidential in CARES WP.

- **Note:** If the individual is open for Income Maintenance (IM) programs (e.g., FoodShare), the worker should advise the individual to request his or her IM worker to make the CWW case confidential to restrict all access to case and PIN information.

### Electronic Case File

When a CWW case is made confidential, access to documents in ECF is automatically restricted to the assigned TMJ or TJ worker. Users who are not the assigned TMJ or TJ worker will receive the message 'You have access to 0 out of [number] documents' when accessing

confidential documents in ECF. When a PIN is made confidential in WWP and the individual's case status in CWW is not confidential, access to documents in ECF will not be restricted. For this reason, the worker should advise the individual to request his or her IM worker to make the CWW case confidential.

### INITIATING AND EDITING AN INFORMAL ASSESSMENT

Contractors must initiate a new informal assessment in WWP prior to updating the EP in CARES WP to reflect the activities the individual is in during each phase of the TMJ and TJ program. When an individual reports a change in information that was collected in the most recent informal assessment and the new information does not require a change in activities, the contractor need only edit the part of the assessment that needs to be updated.

### **WWP FEATURES**

Highlighted below are new features available in the Phase 1 implementation of WWP. These features were designed to assist contractors to better manage data collection and track services and referrals. Additional information and training on WWP processes is available in the Partner and Training Team Learning Center (PTT).

### REQUESTS FOR ASSISTANCE IN-PROGRESS

Contractors are no longer required to make an eligibility determination immediately following an RFA. When a contractor receives an application for assistance and eligibility determination is pending verification, WWP allows the contractor to initiate and save an RFA as 'In-Progress' until an eligibility decision can be made.

- **Note:** WWP will automatically deny a TMJ or TJ RFA that is 'In-Progress' for 30 calendar days. Contractors are reminded that policy requires contractors to make eligibility determinations within ten working days of receiving a signed application for TMJ and TJ. ([TMJ/TJ Policy Manual, Section 2.5](#))

### UPDATING ADDRESS INFORMATION

Contractors are no longer required to request a new RFA to update address information for individuals enrolled in TMJ and TJ.

After clearance is complete in WWP for an individual applying for TMJ or TJ, the **Client Registration** page will display the most recent address that was entered in WWP for the individual. The contractor should verify the address with the individual or update the address based on new information. When an individual in TMJ or TJ reports an address change during enrollment in the program, the worker may navigate to the **Client Registration** page and update and save the address information.

### EMPLOYER OF RECORD INFORMATION

The **Work History** application in WWP allows contractors to enter worksite information for a work record and indicate what entity is the employer of record. The employer of record is legally responsible for paying subsidized job wages and associated payroll taxes and insurance. Contractors serving as the employer of record are no longer required to enter their information when creating a work record for a TMJ or TJ subsidized job.

### AUTO-DISENROLLMENT

When ending participation in TMJ or TJ, contractors are no longer required to complete a two-step process of entering a completion reason and then disenrolling the individual from work programs. With the implementation of Phase 1 of WWP, ending participation in TMJ or TJ will automatically disenroll the individual from the program. Prior to disenrolling an individual from TMJ or TJ, WWP will check for open activities on CARES screen WPCH. Contractors must continue to close TMJ- and TJ-related activities on CARES screen WPCH prior to ending participation via WWP.

As described in [BWF Operations Memo 18-18: Changes to Transform Milwaukee Jobs and Transitional Jobs Phase Tracking](#), contractors are required to engage individuals enrolled in TMJ and TJ in activities at all times. WWP will auto-end participation in TMJ and TJ for individuals who are enrolled in the program and not assigned to activities for a period of 60 days. Contractors may view the TMJ and TJ completion reason on CARES screen WPWI.

### **TRAINING**

The following courses are available in the PTT Learning Center:

- *Transform Milwaukee Jobs (TMJ) Program*
- *TJ/TMJ: WWP Processes*
- *Transitional Jobs Webcast Recording*

### **AGENCY ACTION**

To prepare for implementation of WWP Phase 1, TMJ and TJ contractors and subcontractors must complete the actions described below.

#### **1. Update Standard Operating Procedures**

Contractors must familiarize staff with TMJ and TJ policies and WWP processes and update relevant standard operating procedures (SOPs).

#### **2. Verify SSN Mismatches**

Prior to WWP Phase 1 implementation, DCF will conduct a mass data exchange with the SSA and send all SSNs collected in CARES Mainframe that are enrolled in TMJ and TJ. DCF will send contractors a report of SSNs returned with a mismatch. Contractors must follow the

procedures described in the *WEB SERVICE REQUEST FOR SSN MATCH INFORMATION* section above for taking action to verify mismatched SSNs on an ongoing basis.

### 3. Update Address Information

Due to system limitations, address information for individuals currently enrolled in TMJ and TJ will not migrate from CARES WP to the **Client Registration** page in WWP. After WWP Phase 1 implementation, address information will still be viewable on CARES screen WPWI; however, contractors must enter current or updated address information on the **Client Registration** page in WWP.

If a contractor manually tracks address information for individuals in TMJ or TJ, the contractor may enter current or updated address information on the **Client Registration** page as soon as implementation of Phase 1 of WWP. If a contractor does not have current or updated address information, the contractor must verify address information at the next point of contact with the individual and update the address information on the **Client Registration** page.

## ATTACHMENTS

[TMJ and TJ Policy Manual Section 2.1](#)  
[TMJ and TJ Policy Manual Section 2.3.2](#)  
[TMJ and TJ Policy Manual Section 2.3](#)  
[TMJ and TJ Policy Manual Section 2.10.4](#)  
[TMJ and TJ Policy Manual Section 2.10.5](#)  
[TMJ and TJ Policy Manual Section 2.10.5.1](#)  
[TMJ and TJ Policy Manual Section 4.2](#)  
[TMJ and TJ Policy Manual Section 4.2.1](#)

## CONTACTS

For TMJ/TJ Policy and CARES Processing Questions: [DCFDfESBWFContracts@wi.gov](mailto:DCFDfESBWFContracts@wi.gov)

For TMJ/TJ CARES and WWP Functionality Questions: W-2 Help Desk

DCF/DFES/BWF/BY