

	New Jersey Workforce Innovation Notice		WD-PY23-5
	Issued By:	Workforce Development Division of Career Services	
	Approved By:	Dr. Yolanda Allen, Assistant Commissioner Workforce Development	
	Issued Date:	September 26, 2023	

SUBJECT: Workforce Service Integration and Co-Enrollment

EFFECTIVE DATE: This NJWIN is effective **Immediately.**

POLICY RESCISSIONS: None

FOR MORE INFORMATION: Questions about this policy may be directed to WIOAPOLICY@dol.nj.gov.

PURPOSE

This policy provides specific guidance regarding co-enrollment and the integration of services across state and federally-funded workforce programs. This policy provides specific guidance on the role of Local Workforce Development Boards in supporting integration of services through the development of strategies and supports that facilitate co-enrollment of various federal and state workforce programs with Title I Adult, Dislocated Worker, and Youth services. The Workforce Opportunity and Innovation Act (WIOA) offers a vision of a coordinated service delivery system that leverages multiple funding streams and maximizes access and the quality of services provided to New Jersey jobseekers, workers, and employers.

BACKGROUND

New Jersey’s workforce development efforts benefit from significant public investment. In Program Year 2022, for example, a combination of federal and state funding sources administered by NJDOL totaling over \$240 million supported workforce opportunities in New Jersey. Federal WIOA funds support both state-level capacity and New Jersey’s 17 Local Workforce Development Board (LWDBs) in coordinating and delivering workforce services across the state. New Jersey’s One Stop Career Centers (also referred to as American Job Centers, or AJCs; New Jersey uses these terms interchangeably) serve as the hubs of this service delivery in each Local Workforce Development Area (LWDA), providing opportunities for onsite support, as well as, increasingly serving as centers for supporting virtual services across communities.

WIOA calls for specific provisions that help to support and facilitate coordination and integration of services across the myriad of partners and resources supporting employment and training opportunities in New Jersey, including:

1. **Requirements that specific partners work together** to provide comprehensive and individualized workforce services based on the needs and assets of employers, jobseekers, and workers
2. **Opportunities for sharing customers and co-enrolling participants** to access services and supports through multiple workforce programs and funding streams
3. **Support from Local Workforce Development Boards (LWDBs)** to guide and negotiate

coordinated services across partners, including specifically through development of Memoranda of Understanding (MOU) and Infrastructure Funding Agreements (IFAs) that offer a process and document for negotiating and establishing the service contributions and benefits of various partners

4. **Support from One Stop Operators** to develop, implement, assess, and support the integration of services across partners through continuous and ongoing processes
5. **Emphasis on developing a coordinated service flow** that supports individualized services and supports to meet the skill and resource needs of individual customers

As New Jersey continues to face a dynamic labor market, influenced both by the ongoing impacts of the pandemic and continued accelerations in technology, leveraging workforce services and resources to maximize employment and training opportunities for both jobseekers and industry in New Jersey is more important than ever.

Resources must follow the needs of businesses, jobseekers, and workers. This policy provides specific guidelines intended to support the breakdown of silos between funding sources and programs and continue to support and develop a world class system of workforce opportunities in New Jersey.

I. Workforce Partner Coordination Requirements

WIOA specifically funds workforce services through four unique Titles, all funding streams administered by the New Jersey Department of Labor and Workforce Development (NJDOLE):

- Title I Adult, Dislocated Worker, and Youth Services
- Title II Adult Education and Literacy Services
- Title III Employment Services
- Title IV Vocational Rehabilitation Services

Additionally, WIOA mandates the coordination of these services with other federally-funded workforce opportunities, including:

NJDOLE-administered		Administered by other agencies
<ul style="list-style-type: none"> • Migrant and Seasonal Farmworker programs • Jobs for Veterans State Grants (JVSG) programs • Reemployment Services and Eligibility Assessment Grants (RESEA) • Unemployment Insurance 	<ul style="list-style-type: none"> • WorkFirst New Jersey (WFNJ)*/ Temporary Assistance for Needy Families (TANF) • Senior Community Service Employment program (SCSEP) • Trade Adjustment Assistance (TAA) activities • Rapid Response 	<ul style="list-style-type: none"> • Job Corps • YouthBuild • Career and Technical Education (CTE) postsecondary programs • Community Service Block Grant (CSBG) employment and training activities • Housing Urban and Development (HUD) employment and training activities • Second Chance Act programs

*WFNJ Employment & Training services administered by NJDOLE.

In addition to the integration of these federally-supported programs and services, the State of New Jersey provides additional funding and resources to further support opportunities for employers, jobseekers, and workers in the State of New Jersey, including the following programs that have eligibility criteria that closely align with Title I services:

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| <ul style="list-style-type: none"> • Pathways to Recovery • SNAP and SNAP Steps to Success • Judiciary Opportunities for Building Success (JOBS) • Bridges to Employing Youth | <ul style="list-style-type: none"> • New Jersey Youth Corps • Workforce Learning Link • State On-the-Job Training Program • Trade Adjustment Act (TAA) • Opportunity Partnership Grants |
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Additional state-funded programs that may offer co-enrollment and other partnership opportunities, but more on a case-by-case basis include:

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| <ul style="list-style-type: none"> • Growing Apprenticeships in Nontraditional Sectors (GAINS) • Pre-Apprenticeship in Career Education (PACE) • NJBUILD (Builders Utilization Initiative for Labor Diversity) • New Jersey Pathways Leading Apprentices to a College Education (NJPLACE) | <ul style="list-style-type: none"> • Youth Transitions to Work (YTTW) • Upskill Grants • Fellowship Grants • Summer Youth Employment Program • Industry Partnerships • Community Libraries |
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Together these programs and services offer tremendous opportunities for New Jersey businesses and residents. However, too often these resources have operated in isolation from one another, and at their worst, in competition with one another.

II. Sharing Customers and Co-Enrollment

Co-enrollment – serving participants with more than one grant-funded program – is highly encouraged and supported as a strategy under WIOA for leveraging resources and supporting the full needs and interests of jobseekers, workers, and employers in New Jersey.¹ Co-enrollment ensures that participants have seamless access to the full range of services available to them and for which they are eligible. Furthermore, co-enrollment helps to support alignment and coordination of program teams to reduce duplication of processes and services and ensures that workforce program and staff are taking shared responsibility for supporting customers and helping to support successful training and employment outcomes for all customers.

Co-enrollment strategies offer specific opportunities for leveraging, maximizing, and systematizing the variety of state and federal workforce programs and funding streams supporting training and employment opportunities by immediately enrolling participants in multiple workforce programs, in particular in Title I services which are funded through WIOA. By co-enrolling participants, services and outcomes for participants “count” towards multiple programs’ service delivery and performance metrics

¹ The number of participants who are enrolled in more than 1 program, is included in performance requirements as highlighted in WIOA Sec. 116(d)(2)(I).

and incentivize programs to engage in joint career coaching and case management, as well as coordinated data collection and reporting efforts.²

Co-enrollment is already required by USDOL for all Trade Adjustment Act (TAA) participants in Title I Dislocated Worker programs. NJDOL and LWDBs must coordinate and ensure co-enrollment for any existing and future TAA participants. Additional information about and support for these requirements can be found on [Workforce GPS](#).

NJDOL is moving to mandatory co-enrollment across several different state and federal programs by Program Year 2024 (PY24). These mandatory co-enrollment requirements will increase the number of participants that have access to and connect to WIOA career and training services and ultimately, the number customers reported through federal reporting systems to USDOL as WIOA participants.

NJDOL is phasing in this requirement to ensure that LWDBs and One Stop partner organizations have the time to plan and develop the necessary joint processes – for example around eligibility, assessment of customer needs, case management, and data entry and sharing. LWDBs and required One Stop partners must be prepared to implement these mandatory co-enrollment practices by July 1, 2024.

Mandated co-enrollments include the following:

- RESEA (Wagner Peyser) and Title I Dislocated Worker
- Work First New Jersey and Title I Adult
- Pathways to Recovery and Title I Adult
- JOBS and Title I Adult
- TAA (when and if TAA reauthorized) and Title I Dislocated Worker – requirement already in place

In addition to these mandated co-enrollments, local partners should consider establishing processes and protocols for increasing co-enrollment opportunities between the following programs:

- SNAP and Title I Adult
- Title II and Title I Adult
- Title IV and Title I Adult

NJDOL also encourages LWDBs and One Stop required partners to explore additional opportunities for co-enrollment between programs beyond those highlighted in this policy, based on local needs and opportunities.

² This occurs by ensuring accurate recording in AOSOS and accurate reporting to USDOL via the Participant Individual Record Layout (PIRL).

Impacts on WIOA Performance Measures

Enrolling significant numbers of additional participants in WIOA career and training services, and in Title I supports, will impact WIOA performance measures. In addition to projecting increased participation levels, *NJDOL expects that performance targets will be adjusted through the Local Statistical Adjustment Model (SAM)* to reflect expansion of the populations that receive support through Title I services. Additionally, we anticipate a higher percentage of Title I participants may receive only individualized career services and therefore would not fall into training-related performance measures – Measurable Skill Gain and Credential Attainment. Furthermore, as we move to co-enrollment strategies, we anticipate more joint responsibility for common measures across NJDOL and among LWDBs for Titles I, II, and III performance.

III. Role of Local Workforce Development Boards (LWDBs)

LWDBs must play a leadership role in setting and supporting co-enrollment priorities and strategies. As the leaders and drivers of their local systems, LWDBs are responsible for a variety of local governance functions that are critical to establish systems of co-enrollment and service integration. These local governance responsibilities are highlighted in [WD-PY21-6](#) and include the following activities that specifically target service integration:

- Convening, brokering, and leveraging stakeholders
- Developing career pathways
- Negotiating with stakeholders on infrastructure costs

As highlighted in [WD-PY22-16](#), LWDBs can also support these capacities and functions utilizing their WIOA budgets (itself one of LWDB's local governance responsibilities). Many activities related to planning and implementation of co-enrollment and service integration strategies can be categorized as program costs. In particular, data entry and reporting support is a critical capacity that LWDBs must offer and specific investments of WIOA resources and other partner resources must be established to support accurate data reporting and sharing to state and federal oversight agencies, as well as with partners to inform continuous improvement.

In addition, a key lever for LWDBs in establishing co-enrollment and service integration strategies is the development of the Memoranda of Understanding (MOUs) and Infrastructure Agreements (IFAs) that outline specific plans between partners for sharing customers and taking joint responsibility for successful training and employment outcomes.

MOUs must detail ways that partners work together, including:

- Descriptions of services
- Referral strategies
- Shared data and reporting
- Cross-training and shared professional development opportunities

The information included in MOUs, as well as the negotiation process to develop the MOU, will prompt discussion of ways that partners can collaborate and leverage programs and services. It will help

institutionalize cross-program information sharing and ensure access to the full spectrum of services provided by partners.

As part of these efforts, LWDBs and partners identify and estimate resource contributions of each partner program and include those contributions in the Infrastructure Funding Agreements (IFAs). IFAs are periodically reconciled based on actual levels of co-enrollment and shared customers.

MOU/IFA Resources

NJDOL has updated and released a variety of resources to help guide and support LWDBs and One Stop partners in working together to develop and revisit MOUs and IFAs. These resources include:

- [WD-PY22-3: One Stop Career Center Partners](#)
- [WD-PY22-4.2: New Jersey Memorandum of Understanding \(MOU\) and Infrastructure Funding Agreement \(IFA\)](#)
- [Guidance for MOU and IFA](#)
- [MOU/IFA Template](#)
- [Local Governance Training Series – MOU/IFA](#)
- [WD-FY23-3 Functional Alignment Policy](#)
- [WD-PY23-4 Infrastructure Funding Agreement policy](#)

IV. Role of One Stop Operators

One Stop Operators play a primary role in implementing service integration strategies. One Stop Operators offer clear standards and accountability for partners, support ongoing communication across partners, and help to support the delivery of staff training across all partner agencies to support implementation of shared service strategies for participants that include co-enrollment in services.

One Stop Operators play a critical convening role and help to support cross-program communication and cross-training across staff. Cross-training allows staff from differing programs to understand every program and to share their expertise about the needs of specific populations so participants can be better served. It also ensures that co-enrollment strategies and activities are carried out in alignment with both the plans that have been established as part of the MOU/IFA, as well as in alignment with the laws and regulations governing each partner program.

Furthermore, One Stop Operators help to operationalize co-enrollment strategies by establishing coordinated service flows and by leveraging shared data to regularly reflect on the system of services and ensure that One Stop Career Center partners are comprehensively meeting the needs of individual participants.

V. Developing a Coordinated Service Flow

Co-enrollment has benefits and impacts at every step of service flow and must drive coordination across partners from determining eligibility to supporting the successful outcomes of partners.

Eligibility: Streamlining Systems for Co-Enrollment

An essential component of co-enrollment is identifying the multiple programs for which a person is eligible at the time of the initial intake, regardless of what partner is conducting the initial intake.

Many partner programs have common eligibility requirements as well as flexibility within their requirements that allow for participants to be co-enrolled. All partners can utilize the [New Jersey Intake and Initial Assessment form](#) as a universal intake/enrollment application to assess the eligibility for multiple programs, enroll where possible, and make useful referrals.

In addition to a common form, common intake and eligibility depends on having One Stop Career Center staff and partners that are cross-trained and knowledgeable in the functions and basic eligibility requirements of multiple programs. Partners must develop systems and processes for ensuring that quality of eligibility screenings and documentation collection no matter where a participant enters the public workforce system. These systems can be outlined in the MOU discussed above or in other processes and policies of the One Stop.

The benefits of a common intake process may include, but are not limited to, the following:

- Reduces the paperwork required for an individual to provide and complete during intake
- Authorizes the release information that allows partners to share and enter information in their respective case management systems
- Streamlines data sharing and supports the tracking of referrals, co-enrollments, and outcomes
- Helps people with multiple barriers access coordinated services

Assessment and Plan Development: Identifying Shared Service Plans

Well-integrated assessments performed by knowledgeable cross-trained staff offer a key opportunity for co-enrollment. A comprehensive assessment is the first step in determining individualized service plans and connecting jobseekers to the services that will support them in obtaining high quality employment. Assessment processes must include evaluations of: (1) academic levels, (2) occupational skills and interests, and (3) supportive service needs. Assessment processes may include multiple methods and approaches. More details about establishing a comprehensive assessment process can be found in [NJDOLE's Technical Assistance Guide on Assessment](#).

A successful assessment process helps individuals to develop a customized plan of action and support that is defined by the specific interests, assets, and needs of that individual, rather than the offerings of a single program or funding source.

WIOA encourages the development of plans that offer (1) a sequence of education and training experiences that connect individuals and support their success in career pathways, and (2) holistic, wrap-around services that help support the full needs of an individual to successfully connect and engage in education and training opportunities, for example through supportive services. Co-enrollment offers opportunities for supporting participants in setting and reaching more challenging education and employment goals and developing more comprehensive service plans and strategies.

Service Delivery: Coordinating Supports

The development of coordinated case management protocols and systems for tracking and supporting jobseeker participants at each step of their engagement in One Stop Career Center services is integral to participant success and the overall success of One Stops Career Center staff and partners and co-enrollment strategies. Co-enrollment means that partners may provide services through multiple programs and funding sources, and through multiple individuals working in the One Stop.

The focus of case management shifts as an individual progresses through services. Initially, workforce staff focus on career coaching and supporting decision-making about employment plans and service

strategies. Subsequent support targets connection and success of individuals in a variety of education and training experiences, and then on to identifying supports that ensure connection and transitions to employment.

The individual receiving services experiences seamless case management support, whether through one individual or multiple individuals. In the case of support through a single individual, cross-training and knowledge of multiple program and service opportunities is critical. In the case of support through multiple individuals, coordinated process flows and data sharing is critical.

LWDBs can work with partners to identify opportunities for targeting the support of different service elements through different programs. Additionally, a single service may receive support through multiple funding streams, potentially increasing the level of support available. For example, multiple funding streams may support On-the-Job training opportunities to increase the length or level of employer reimbursement; or an individual receiving supporting services may receive a higher level of support by braiding supports through multiple programs.

Successful Outcomes: Sharing Responsibility for Performance

The standardization of WIOA indicators of performance introduces the ability to “share” performance across core programs, which enables multiple core programs to “take credit” for co-enrolled participants. For example, if a participant is co-enrolled in Title I Adult, and Title IV Vocational Rehabilitation, both programs can take performance credit for the recognized credential obtained from attending a training funded by Title IV because both programs are funding different aspects of the individual’s employment plan. Although the State of New Jersey does not currently track performance measures related specifically to co-enrollment, the use of co-enrollment strategies can enhance other performance measures.

VI. Leveraging Data to Support Coordination

As highlighted above a key role of the LWDB and One Stop Operator is leveraging and sharing data across partners and programs to support coordination and integration of services, including through co-enrollment. By sharing data about service levels, partners can track progress, support joint case management, and identify areas for improvement and new strategy and/or process development.

In some circumstances, One Stop partner programs share America’s One Stop operating System (AOSOS) as their primary system of record, easing opportunities for coordination and sharing information about individual participants. In other cases, programs operate utilizing different primary systems of record. LWDBs and partners must develop protocols for sharing information and ensuring that all systems of record include necessary and relevant details about case management and service delivery. These protocols must include and consider obtaining informed written consent of an individual to share their data across programs and data systems. All process details must be established and documented in the should be fleshed out as part of the development of local MOUs. Additionally, IFAs must reflect the costs associated with sharing data and shared data entry.

Aligning Data Entry in AOSOS to Support Reporting Co-Enrollment to Federal Partners

LWDBs can ensure that co-enrollment data is collected and reflected in reports to USDOL and local performance measures by taking the following steps:

1. Ensuring that enrollment information provided to partner programs is reflected in AOSOS
2. Ensuring that any assessment and plan development information developed across programs is captured in AOSOS
3. Ensuring that at least one service is funded by each co-enrollment partner – a single service may be funded by both co-enrollment partners, or one service may be funded by one co-enrollment partner and another may be funded by the other co-enrollment partner
4. Ensuring that the services, including follow-up services, are recorded in AOSOS whether provided by Title I or another required partner
5. Ensuring that all outcome information is entered in AOSOS

SUMMARY

With stronger coordination and integration of services across workforce funding streams and programs, NJDOL and LWDBs have an opportunity to both increase and further customize support for individuals in need of employment and training services, no matter which program they show up to or what door they walk through. Co-enrollment serves as a strategy for ensuring that New Jersey's workforce system targets supporting the diversity of jobseekers in New Jersey and offers the depth and range of supports that each individual needs to be successful in pursuing opportunities linked to career pathways. By taking joint responsibility for these programs, funded through public dollars, together partners can support better outcomes for all jobseekers, workers, and employers that engage in New Jersey's public workforce systems.

List of References:

- [Local Governance Policy: WD-PY21-6](#)
- [PY23/FY24 Budget Guidelines and Requirements: WD-PY21-6](#)
- [One Stop Career Center Partners: WD-PY22-3](#)
- [New Jersey Memorandum of Understanding \(MOU\) and Infrastructure Funding Agreement \(IFA\): WD-PY22-4.2](#)
- [Guidance for MOU and IFA](#)
- [MOU/IFA Template](#)
- [Local Governance Training Series – MOU/IFA](#)
- [Functional Alignment in American Job Centers: WD-PY23-3](#)
- [Additional Guidance on Infrastructure Funding Agreements: WD-PY23-4](#)
- [New Jersey Intake and Initial Assessment form](#)
- [NJDOL's Technical Assistance Guide on Assessment](#)