

Appendix A

Profiles of Study Sites

Hillsborough County, Florida.....	A-1
Pinellas County, Florida	A-7
Boston, Massachusetts	A-13
Hampden County, Massachusetts.....	A-18
Northern Nevada	A-22
Southern Nevada.....	A-26
Essex County, New Jersey.....	A-30
Passaic County, New Jersey	A-34
Lane County, Oregon	A-39
Oregon Region 2.....	A-44
Northwest Pennsylvania	A-49
Three Rivers, Pennsylvania	A-54
Gulf Coast, Texas	A-59
Tarrant County, Texas.....	A-65
Bay Area, Wisconsin	A-71
Milwaukee County, Wisconsin	A-76

Appendix A: Profiles of Study Sites

Hillsborough County, Florida June 26–28, 2002

Community Context

Hillsborough County is located midway along Florida's west coast, adjacent to Tampa Bay. The county covers just over 1,000 square miles and encompasses the city of Tampa, which is the county seat. Tampa's residents represent one-third of the county's population of 998,948 residents. African Americans make up 15 percent of the population, and Latinos are 18 percent of the area's population.

While Tampa was long associated with cigar-making and grand hotels, currently the local economy is founded on a diverse base that includes tourism, agriculture, construction, finance, health care, technology, and the port of Tampa. Like the rest of Florida, Tampa's population has boomed over the last ten years, increasing by 20 percent since 1990. As a reflection of this growth, eleven new schools opened in Tampa in 2001. The industries experiencing the fastest growth are health care, skilled construction trades, and education. At the time of the site visit, the unemployment rate for Tampa and the surrounding area was 4.7 percent, compared to 5.3 percent for Florida as a whole.

One-Stop Implementation

Florida enacted the Workforce Florida Act in 1996, which created One-Stop Career Centers, and mandated that TANF participate in the centers as a partner. The state also received its first One-Stop Implementation Grant from DOL that year, and received another in 1997. In 2000, Florida's SB2050 became law, requiring that TANF and WIA boards consolidate, and combining employment-related funding streams under the administration of local workforce boards. This legislation also devolved supervision of local staff of the state Agency for Workforce Innovation (AWI, the state's Employment Service agency) to One-Stop Operators through the local workforce boards.

The state emphasizes performance-based contracting, and rewards local boards with incentives for meeting or exceeding performance standards. AWI compiles data on local area achievement of performance criteria and issues color coded reports for all local areas on a monthly and quarterly basis. The state workforce board stresses three types of populations and outcomes that are reflected in the state's outcomes standards: 1) first jobs/first wages; 2) better skills/better wages; and 3) high skills/high wages.

Hillsborough County was one of three local areas in Florida that originally had separate TANF and WIA workforce boards. The process of merging these boards under SB2050 was contentious in all three areas and slowed the implementation of WIA. In December 2001, a new nonprofit agency called the Hillsborough County Workforce Board, Inc. (HCWB) was created to administer and support the county's new combined workforce board. While HCWB is not itself a county agency, about half of the individuals on its staff are employees leased from the County. Since Hillsborough County had staffed the board before HCWB was established and did not want to lay off its entire JTPA staff, this arrangement maximized continuity of services and resolved a key point of negotiation between the new board and the County. HCWB and Hillsborough County signed three MOUs: 1) representing the Local Elected Officials, the County established HCWB as administrative and fiscal entity for WIA and TANF; 2) a second one agreement engaged the County to provide WIA adult eligibility and case management services; and 3) the final agreement leased County administrative and fiscal staff to the local board. All of these agreements are transitional, designed to support the new board as it became established.

Local System Structure

Hillsborough WorkForce Centers (or One-Stops—four comprehensive and one satellite) currently are located in Tampa, Brandon, Plant City, Apollo Beach, and Ybor City. HCWB's "flagship" center is WorkForce Tampa, located in a former mall. WorkForce Tampa occupies 100,000 square feet, houses multiple staff of all the One-Stop partner agencies, and serves the majority of the system's total traffic. Hillsborough County's One-Stops hosted over 195,000 customer visits during Fiscal Year 2002, and won the state workforce board's Award for Outstanding Performance for its achievement on the state's performance standards.

Based on their experience in administering JTPA, Hillsborough County staff interpreted WIA regulations requiring partners to provide financial support to the One-Stop system more strictly than did other local areas visited during this study. Before HCWB was established, the County secured the commitment of nine partner agencies to contribute \$13,000 each to fund the One-Stop Operator contract. Hillsborough County was the only local area in Florida to solicit funds from One-Stop partners for this purpose. This approach was seen as a means of encouraging integration of One-Stop partners, and increasing the partners' investment—both literally and figuratively—in the success of the program. In HCWB's second year, some One-Stop partners expressed reluctance to contribute funds for One-Stop operations, and so the local board used administrative funds to cover about half of the contract amount. Beginning in July 2002, HCWB covers the entire cost of the One-Stop operations contract from its administrative funds.

The County originally used an RFP process to select Goodwill Suncoast as One-Stop Operator. After the merger of the TANF and WIA boards was complete, the County assigned all contracts and leases to HCWB, including Goodwill's contract. Goodwill's contract has a one-year term, with two option years. Goodwill's contract is relatively small, funding a One-Stop Coordinator to provide off-site management support and technical assistance to the five One-Stops. Day-to-day operations at each of the WorkForce Centers are the responsibility of a site management team consisting of team leaders from three key mandated partner agencies (TANF, AWI Wagner-Peyser-funded staff, and Welfare to Work). The One-Stop Coordinator is available by phone and email, and meets in-person weekly with each center's management team to ascertain where operational difficulties exist and coordinate with partners to find solutions.

The One-Stop Coordinator appoints the lead AWI (Employment Service) person at each WorkForce Center, who serves as supervisor for these state staff. The Coordinator also acts in a technical supervisory capacity over the lead AWI staff. The responsibility for oversight of AWI staff at the local level adds further complexity to the One-Stop Coordinator's role. While AWI staff play a critical intake role in the centers, and the One-Stop Operator contract holds the Coordinator accountable for their performance, the Coordinator has relatively little authority over these staff. They are mandated state merit employees, with tenure and seniority agreements that take precedence over any supervisory decisions that the Coordinator might make. In addition, AWI staff are partners who rate their satisfaction with the One-Stop Coordinator. A negative partner satisfaction rating can impact Goodwill's reimbursement.

Goodwill's compensation is performance-based. HCWB may withhold payment of two percent of Goodwill's monthly invoice if: a) the One-Stop partners do not meet their performance standards for serving and placing customers; b) participant customer satisfaction ratings for the centers drops below a specified point; and c) partner satisfaction with the One-Stop Coordinator drops below a specified point. Though the One-Stop Coordinator is accountable for the performance of the One-Stops as a system, Goodwill's role in achieving performance measures is indirect and the Coordinator has limited authority to influence partners' performance directly.

Service Delivery

Core Services primarily are provided by AWI staff. Volunteer staff from the National Council on Aging also help support the resource rooms.

Under a MOU, the Hillsborough County Economic Development Department's Employment and Training Division (E&T) provides intensive services to dislocated workers and WIA adults. HCWB agreed to pay the County just over \$1 million for E&T staff to provide outreach, intake, eligibility

determination, assessment, links to support services, and follow-up services to WIA customers. The MOU does not specify the number of customers to be served, since this outcome depends upon customers' training choices and the cost of various training programs, nor does it include the provision of career counseling services.

Training

To be eligible for the ETPL, training providers must be licensed by the state, offer training in a demand occupation, and participate in the Florida Education and Training Placement Information Program (FETPIP), designed for community colleges. The FETPIP system tracks student outcomes, including placement, wages, and job retention over time.

HCWB signs master agreements with each training provider. These agreements specify the types of training offered, the length of training, and the cost per student. The agreements also commit the providers to collecting follow-up information from students and forwarding it to the local board. Customers' ITA vouchers then refer to the terms of the master agreement. During Program Year 2001, customers used 43 different training providers.

Youth

HCWB contracts with Excel Associates to serve both in- and out-of-school youth. Excel hires up to three teachers on a consultant basis at each of six schools across the county. Each teacher serves as advocate for up to 25 students in Excel's after school program. Excel has MOUs with each school to use its facilities.

WIA Youth activities include academic workbooks, on-line basic skills tutoring, life skills training, and basic computer skills. Students who participate in the program over the summer are paid stipends. Out-of-school youth are primarily identified through the One-Stops, and receive core services from AWI staff.

Monitoring and Oversight

HCWB contracts with KPMG to assist with establishing monitoring systems and systems for internal accountability. Because KPMG recently was hired as the Florida state monitor, this contract will not be renewed, and board staff plan to issue an RFP to secure monitoring services from another source. HCWB staff in the contract and accounting offices performs desk and on-site monitoring functions for all programs and contracts on a consistent basis, including training providers' performance and customer satisfaction. Committees of the local board meet regularly to provide oversight. The board also contracted with a local consultant group, ROI, to complete a process mapping project aimed at assessing opportunities for building linkages among programs and implementing improvements as time and financial resources allow.

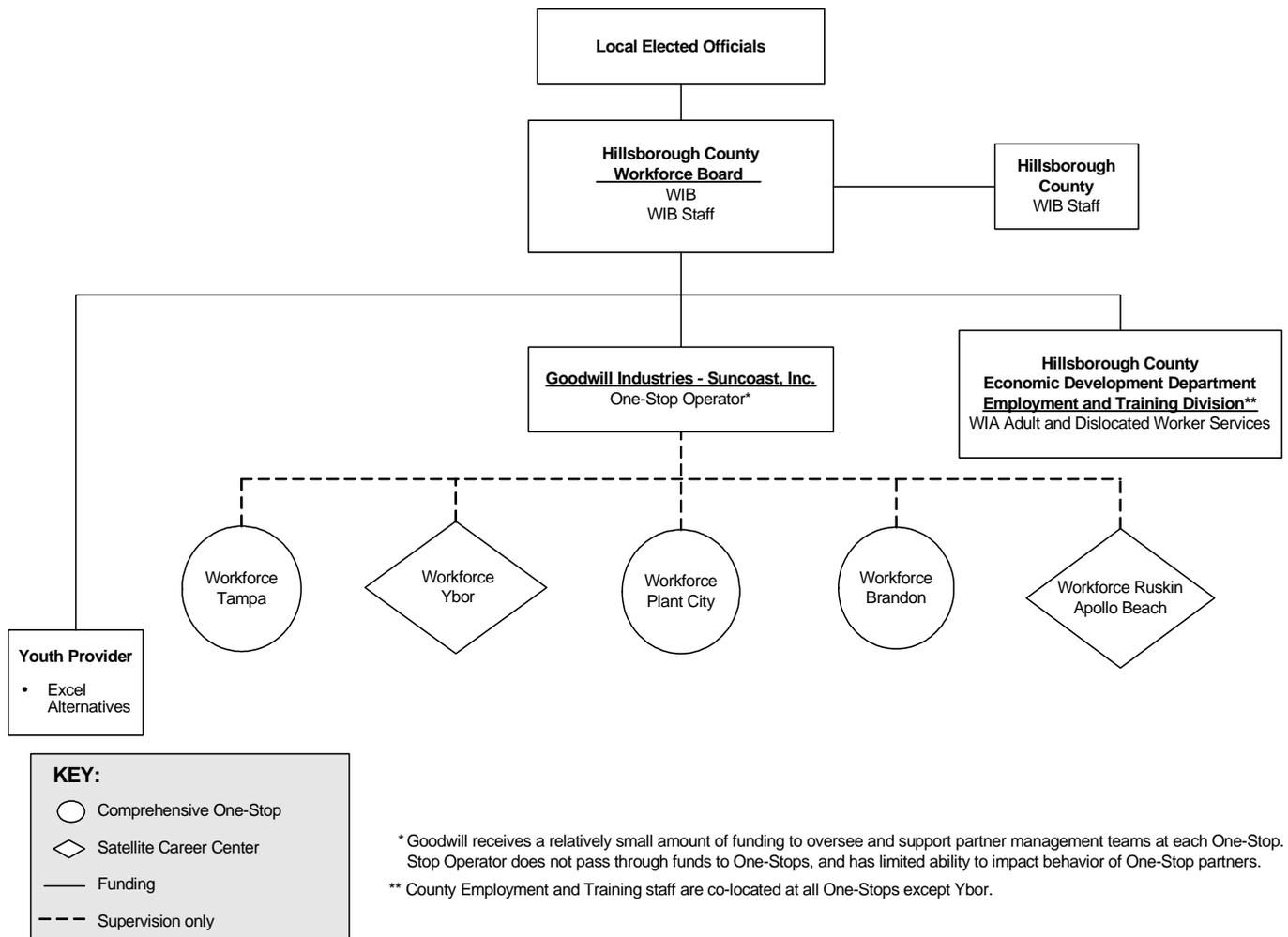
Summary

Local board members saw the staff leasing arrangement with the County as a mixed blessing. HCWB was able to maintain skilled staff, and staff members were happy that they did not lose retirement benefits. On the other hand, County staff is more expensive than HCWB staff because County employees tend to have higher salaries and slightly better benefits than HCWB offers.

To ensure the “buy-in” of partner agencies in the One-Stop system, Hillsborough County initially solicited funds from partner agencies to support the One-Stop Coordinator role. One-Stop partner agencies balked at the expectation of continued annual contributions for the One-Stop Operator, as all faced tight budgets. In addition, the total contributions resulted in insufficient funding for the Coordinator position to provide a level of support to partners that would lead them to feel that the investment was worth the money. As HCWB assumed administration of WIA services, the local board began to contribute administrative funds to support this important role. With the hiring of a new executive director and input from the state board, both the local board and board staff continued to re-evaluate workforce development policies and structures for the local area.

In 2002, the state workforce board gave the local area its Award for Outstanding Performance for its achievement on state performance standards. This award reflects the level of cooperation that the One-Stop Coordinator and lead partners have achieved as well as their focus on meeting and exceeding the state standards.

ORGANIZATION OF WIA SERVICES IN HILLSBOROUGH COUNTY, FLORIDA



Pinellas County, Florida

August 6–8, 2002

Community Context

Pinellas County, located across Tampa Bay from the city of Tampa, is Florida's second smallest county geographically. The county has 921,482 residents, over a quarter of whom live in St. Petersburg. The majority of the population is white, with nine percent African American and five percent Latino residents.

The unemployment rate at the time of the site visit was 4.2 percent, lower than both the rate for Tampa (4.4 percent) or the state as a whole (5.4 percent). This trend of lower than average unemployment may continue, as a recently released survey found that 35 percent of Pinellas County businesses are expecting to hire additional full-time workers in the next year.¹ Major employers in the county include the Nielson Media Research, Home Shopping Network, and Honeywell, as well as other telemarketing, financial services, electronics manufacturing, and health care businesses.

One-Stop Implementation

Florida enacted the Workforce Florida Act in 1996, which created One-Stop Career Centers, and mandated that TANF participate in the centers as a partner. The state also received its first One-Stop Implementation Grant from DOL that year, and received another in 1997. In 2000, Florida's SB2050 became law, requiring that TANF and WIA boards consolidate, and combining employment-related funding streams under the administration of local workforce boards. This legislation also devolved supervision of state Agency for Workforce Innovation (AWI) staff to local workforce boards.

The state emphasizes performance-based contracting, and rewards local boards with incentives for meeting or exceeding performance standards. AWI compiles data on local area achievement of performance criteria and issues color coded reports for all local areas on a monthly and quarterly basis. The state workforce board stresses three types of populations and outcomes that are reflected in the state's outcomes standards: 1) first skills/first wages; 2) better skills/better wages; and 3) high skills/high wages.

Pinellas was one of three Florida counties that did not originally merge its WIA and WAGES (TANF) boards. When state legislation passed in March 2000 requiring the merger of these two boards and service systems, the resulting process was very difficult. Pinellas Workforce Development Board (PWDB) was originally formed as a unsuccessful hybrid entity that had co-directors representing both WAGES and WIA. This board hired Lockheed Martin to run the One-Stop centers.

¹ http://www.siliconbay.org/stats_forms/list_documents.asp?id=2411

After this attempt at merging the two systems failed, the state used a RFP process to select the WIB support entity. Pinellas County competed for this role against PWDB and the agency that had staffed the WAGES board, and won the contract. Pinellas County employees staff the combined Workforce Board, called WorkNet Pinellas, and the County is the legal contracting entity for the Board.

Local System Structure

The former Board's contract with Lockheed Martin IMS (which evolved into ACS during this period) to operate the One-Stops was grandfathered in under WorkNet Pinellas. This had mixed results—the new local board did not have to find a new One-Stop Operator immediately, but Lockheed's image in the community was poor. At the end of February 2001, Lockheed terminated its contract. The president of St. Petersburg College (SPC), a member of the board, volunteered the community college to take over the contract on a six month interim basis. WorkNet Pinellas accepted the offer, then extended the interim contract for another two months while staff completed a competitive RFP process to select a permanent One-Stop Operator. In December 2001, SPC won the one year contract. At the time of the site visit, the local board had already extended SPC's contract through December 2003.

SPC operates all six One-Stops in Pinellas County. Three are comprehensive career centers in Clearwater, Gandy, and St. Petersburg, and three are satellite centers located in Tarpon Springs, Enoch Davis Community Center, and Pinellas Technical Education Center (PTEC, a state vocational college).

The One-Stop Operator contract is primarily cost-reimbursement, but includes a ten percent holdback that is performance-based. SPC must meet five key state performance measures quarterly to be paid the holdback. These include both TANF and WIA outcomes as defined on Florida Agency for Workforce Innovation's (AWI) quarterly performance reports. WorkNet Pinellas does not allow the One-Stop operator to subcontract out any part of its responsibilities. While this policy was set as a result of experiences with the previous One-Stop Operator, it also allows the local board to have a more direct relationship with the "hands on" provider of services. WorkNet Pinellas itself pays all direct costs associated with running the One-Stop. These direct costs are allocated across partner agencies co-located at the Career Centers, based on the number of customers served by each partner.

SPC's major partner in the One-Stops is Family Service Center (FSC), which provides TANF services. As One-Stop Operator, SPC sets operating procedures, develops staff policies such as how to dress, and defines office systems. Further, One-Stop center managers provide staff performance reports to managers of partner agencies on a regular basis.

Service Delivery

While a SPC customer information specialist staffs the front desk at each One-Stop most of the time, AWI (Employment Service) staff provides the other core services (e.g., resource room, some workshops). In addition, SPC has two full-time workshop trainers that travel among the One-Stops on a regular basis.

SPC case managers provide intensive services to WIA adult and dislocated worker customers, including moral support, guidance, and linkages to other community services. Each One-Stop has a GED laboratory staffed by one full-time adult basic education teacher hired by the state Department of Education.

Training

The ETPL application process involves two steps. First, the training provider completes the application. Then Board staff conducts a site visit to the training facility, compiles the results, and makes a presentation about the program to the Board Committee for approval. As a training provider, SPC was involved in creating the ETPL process and system in Pinellas County.

In assisting customers to choose a training provider, case managers work to define the customer's "comfort zone" (e.g., location, time of day), then recommend possible training programs. The One-Stop Operator requires that a customer visit the training provider before staff may issue an ITA voucher. If a customer selects a training program with tuition that exceeds \$5,000 (the maximum ITA set by the local board), the customer may pay the excess portion out of pocket or try to find another funding source. Customers had used a total of 12 providers during Program Year 2001.

WorkNet writes a broad contract with each ETPL providers that addresses the type of program, and cost and duration of training. The ITA vouchers draw upon these contracts. Provider invoices are paid either after the program's enrollment period or after the customer completes training.

The majority of training funds currently are obligated. Since the state does not specify time limits for training covered by ITAs, training can overlap fiscal years, especially if the customer has chosen a training program of two or more years duration. WorkNet specialists had already committed most of this year's training budget in previous fiscal years. To prevent this problem from continuing, Board staff have set a policy that ITAs now must be expended within the current fiscal year.

Youth

Because of TANF funding requirements, the WorkNet youth program only serves teens age 14-20. Youth who are age 21 are served in WorkNet's adult program. WorkNet selects youth contractors with a competitive RFP process conducted every three years. The selection committee awards one year cost reimbursement contracts with two option years. This process was most recently completed in June 2002.

Four organizations were awarded cost-reimbursement contracts: a national non-profit organization, a local non-profit (which combines WIA and TANF funds), a vocational college, and SPC. The youth contractors are encouraged to leverage funds with money from other sources.

Until March 2002, the local board contracted with one of the four youth contractors to conduct both TANF and WIA recruitment and eligibility screening for all youth contractors, and to provide TANF case management for youth. This centralized model did not result in enough youth entering the system. All youth contracts were revised in March 2002 to delegate referral and eligibility determination back to the individual youth contractors.

Monitoring and Oversight

Florida's AWI has implemented a new performance measurement system in the past 18 months which produces color-coded reports: red and green for quarterly performance, and purple and orange for monthly performance. As the only One-Stop contractor in Pinellas, SPC must meet all criteria established for the local area on behalf of WorkNet Pinellas, and provides customer data in the state format to both WIB staff and the state.

WorkNet staff visits service sites monthly. Monitors use a process for contract management that incorporates performance standards, service activity, and staffing patterns. WorkNet staff also conducts a complete file review quarterly.

Florida's ETPL report card for monitoring training and placement outcomes is not yet fully functional. WorkNet Pinellas uses a local data system to track this information, but it is not very user-friendly.

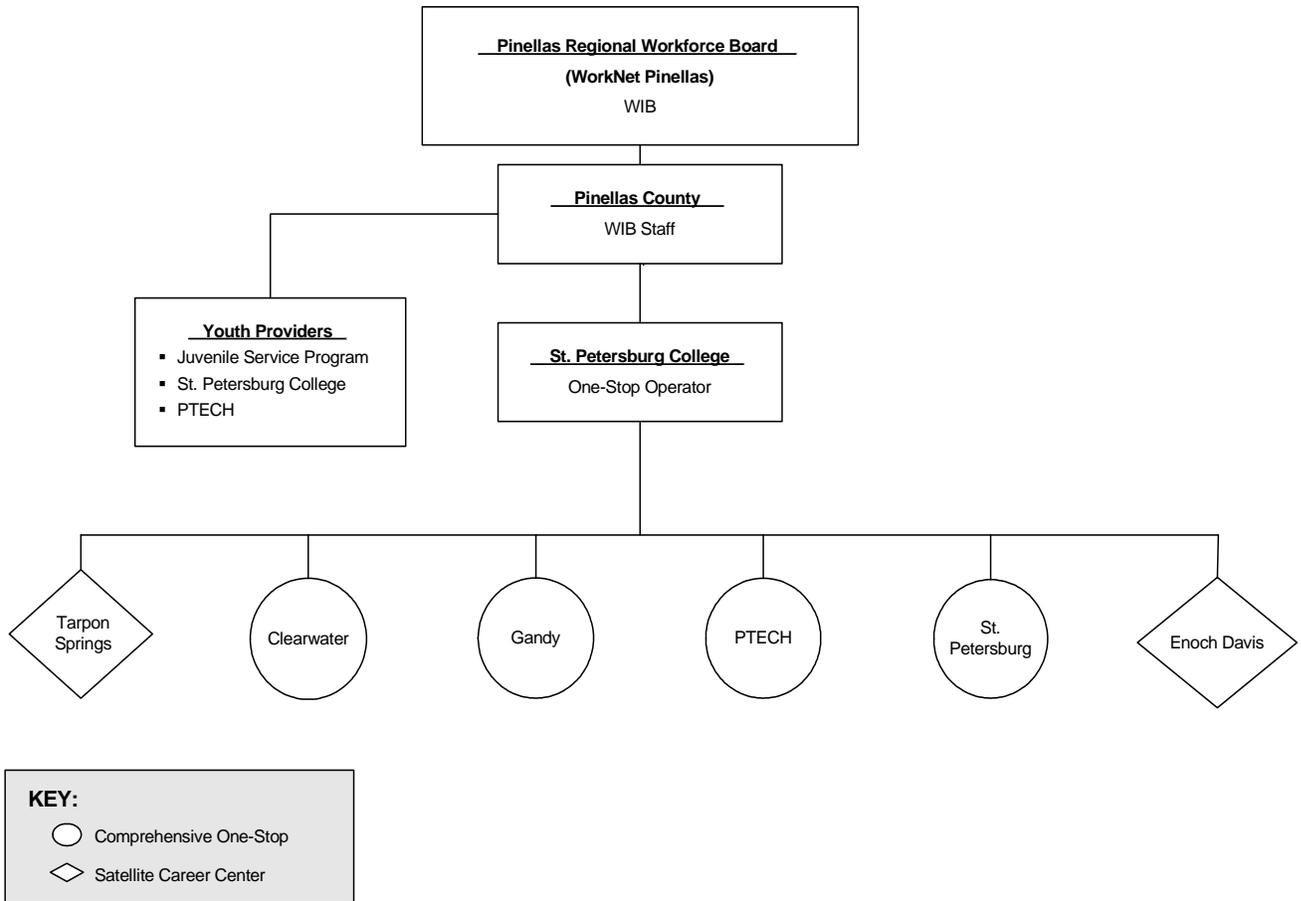
Summary

Pinellas County, a small workforce area, has been able to realize the advantages (and successfully address the challenges) of using a single One-Stop Operator to run all of the local area's Career Centers. The most attractive advantage of a single operator is the greater likelihood of consistency in services and quality across One-Stops. Consistency can be difficult to achieve when multiple organizations are operating the centers. While multiple contractors can provide effective services individually, they may have difficulty in "thinking like a system" and in considering the big picture for the local area. Because the selection process is competitive, the system still retains one of the advantages usually attributed to multiple-operator systems: competition among contractors that can encourage organizations to perform well.

Pinellas County also exemplifies both the challenges and benefits of combining WIA adult, dislocated worker, and TANF services in a single location. In particular, dislocated workers dislike coming into a

“welfare center with children running wild.” Given the legislative mandate for this design and limited resources, the challenge remains to design One-Stop facilities and services in such a way that differing populations are served well, and that the center as a whole works operates according to state policies. Co-enrolling TANF participants in WIA adult services allows both programs to offer stronger incentives for participation and combine the strengths of both. TANF participants tend not to drop out from workforce services because they know their TANF check could be cut off if they fail to attend planned services.

ORGANIZATION OF WIA SERVICES IN PINELLAS COUNTY, FLORIDA



Boston, Massachusetts

Site Visit Date: February 12-14, 2002

Community Context

The Boston PIC, the local board, develops policy and strategic initiatives for greater Boston's future and current workforce, a population of 589,141.² Boston has a diverse population; just over half of the city's residents are white, 25 percent are African American, and 14 percent are Latino. Immigration plays an important role in the local market, providing a supply of newly entering workers and thus offsetting the effects of an aging work force and out-migration. In the local area, health and business services are among the top industries. At the time of the site visit, unemployment in Boston was 4.8 percent, about 0.1 percent higher than the state average. The terrorist attacks of September 11, 2001 had severely affected the area, creating layoffs in the airline industry.

One-Stop Implementation

The state of Massachusetts has been an innovator since the late 1980s. At this time the, the state developed a advisory council to guide statewide workforce development efforts. This group relied heavily on public-private partnerships, and invited service providers, educators, union representatives, government officials, and employers to engage in the restructuring of the state's public workforce development system. In 1995, when the state was awarded a One-Stop Implementation grant, Massachusetts constructed a "competitive model" which was designed to dictate service delivery at all levels. This model consisted of three primary components. First, the state's 16 service delivery areas (SDAs) were required to submit proposals for the opportunity to win one of four grants to develop local One-Stop systems. Second, once the four SDAs were chosen, consortia as well as private, public, and community-based agencies were allowed to compete for "charters," or the managing authority, to operate the One-Stop centers. Third, each SDA selected had to designate a minimum of two One-Stop centers to encourage local competition for customers. Massachusetts awarded the four local grants to Boston, Cambridge, Hampden County, and a fourth SDA that subsequently withdrew from the project after controversy erupted in the local area over the selection of a non-governmental organization as a One-Stop operator.³

As a grantee under the state's One-Stop Implementation Grant, the Boston PIC issued a competitive bid in 1995 for the development and operation of three One-Stops. The Boston PIC explicitly stated in its RFP that successful bidders would be those that worked to re-create and expand the existing service delivery system. They also strongly encouraged bidders to form collaboratives of two or more entities,

² Population and demographic data for this and following site summaries are taken from 2000 Census results.

³ *State of Massachusetts: One-Stop Profile*, Social Policy Research Associates, 1997.

with one agency taking a lead role, based on the theory that the pooled expertise of a number of organizations would deliver better services to a variety of customers. The lead organization would be responsible for meeting fiscal, auditing, contractual, and reporting requirements and have the authority and responsibility to act for the group. Three collaboratives consisting of national and local, community-based organizations, for-profit firms, and public agencies were awarded Boston One-Stop charters.

Boston PIC was also an early, pre-WIA innovator in the area of customer choice. The local board initiated its own Individual Training Account (ITA) demonstration project in 1995. The pilot set aside 25 percent of Boston's training dollars to allow customers to choose from among the existing contracted providers. The Boston PIC was especially interested in seeing how the logistical aspects of the project, such as paper flow and billing issues, would work. The culmination of the project was a best practices manual for training providers, One-Stop operators, and other workforce development stakeholders. In addition, when full WIA implementation began in the Boston area, PIC staff convened provider trainings to familiarize both experienced and potential providers with the requirements of the new WIA legislation, the ITA system, and the role trainers are expected to play in the workforce development system. During the first year of full ITA implementation, training customers chose from approximately 300 eligible providers; however, 60 percent of the training dollars went to the same providers that previously held group contracts under JTPA.

Local System Structure

The Boston's PIC contracts with three collaboratives to operate its three comprehensive One-Stop centers and three satellite offices. Jewish Vocational Services is lead operator of The WorkPlace, and partners with the Economic Development & Industrial Corporation of Boston/Jobs & Community Services Department (EDIC/ JCS). Goodwill Industries is the lead operator of Boston CareerLink, and runs the center with two partners: Dimock Community Health Center, and Women's Educational and Industrial Union. The Boston office of the state's Department of Employment and Training serves as the lead operator of JobNet, operated in partnership with Action for Boston Community Development (ABCD). The only change in participating partners occurred when a national, for-profit partner in one Career Center chose not to continue as a partner and was replaced by a local nonprofit agency.

The One-Stop charter is a legally binding agreement that allows the recipients to establish, implement, and operate a One-Stop Career Center. It authorizes the operator to receive funds, charge fees, enter into contracts with public and private organizations, and operate programs under state and local jurisdictions. The chartered organizations must also enter into a financial contract with the Mayor's Office of Jobs and Community Services (JCS), through which WIA funds flow. This contract combines a number of different federal and state funding streams, and the different components result in a contract that has both

cost-reimbursement and performance-based payment structures. As the local board's fiscal agent, JCS is very involved in contracting and monitoring intermediaries in the local area.

Two of Boston's One-Stop operators also run three satellite offices, in addition to their comprehensive centers. To develop enhanced workforce development services for TANF recipients, JobNet established a satellite office in an existing welfare office. Although many of the customers at this satellite are TANF recipients, services are not limited to this population. The WorkPlace operates the two other satellite One-Stop locations, the South Boston and Roxbury Employment and Training Resource Centers. These offices are focused on workforce development issues specific to the neighborhoods in which they are located: one is in close proximity to a convention center construction project, the other is in the largest minority area in the city. The Boston PIC awards no additional funding for the satellite sites and most of the support for these projects comes from the operating budgets of the One-Stop operators. Some of the funding for The WorkPlace satellite offices, however, comes from the City of Boston (a partner in The WorkPlace collaborative).

Service Delivery

In two of the centers, The Workplace and CareerLink, all the on-site staff are employees of the lead operating agency. At JobNet, the only Career Center operated by a government agency, staff are employed by the collaborative organizations in addition to other partner programs. Despite the different staffing arrangements, each Career Center has a director to which all staff report. The local board strongly encouraged the centers to develop a single management structure with simple lines of responsibility.

One-Stop operators are responsible for providing core and intensive services to job seekers, as well as services to employers. Centers are encouraged to develop fee-for-service activities that provide additional revenue.

Training

Building on its pre-WIA implementation experience operating an ITA training program, Boston has prioritized engaging training providers in the workforce development system. For instance, Boston PIC has produced materials and trainings to help vendors understand the new ITA system and the corresponding WIA requirements. The local board has also convened groups of stakeholders to help inform local policy development. Eligible training providers must be on the Boston Master Agreement training vendor list, a subset of the Commonwealth's WIA training vendor list. In Program Year 2001, WIA customers used a total of 37 training providers.

Youth

Youth service contracts are awarded through a competitive RFP process. Providers of in-and out-of school youth programs are retained through one-year contracts, with an option for a year extension if they provide follow-up services. JCS runs the RFP and selection process, however staff of the local board and Youth Council members review proposals and RFP guidelines. Boston currently contracts with nine CBOs (three of which are faith-based organizations) to provide youth services.

Monitoring and Oversight

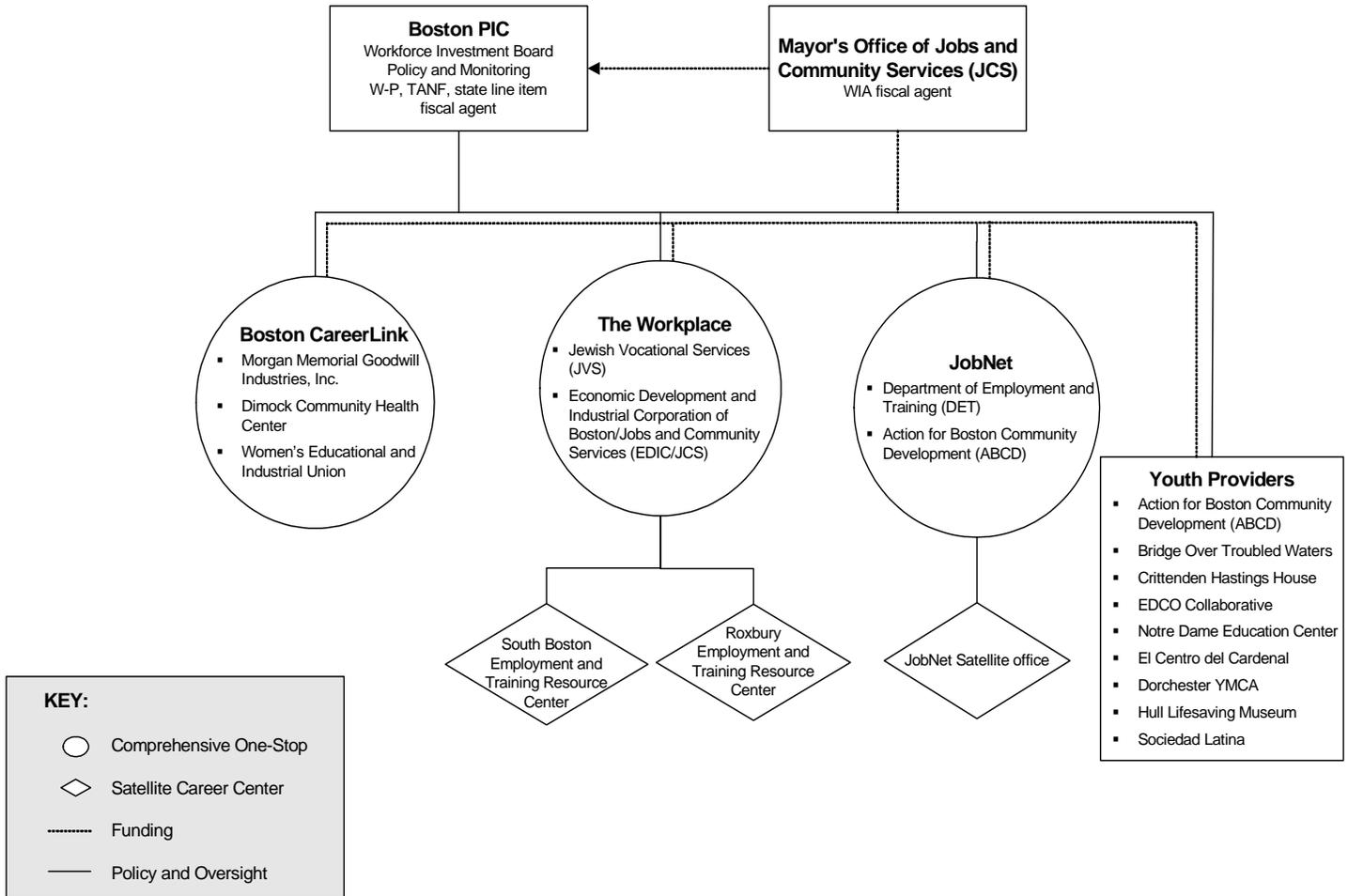
Career Centers and their operating charters are reviewed annually. Study respondents report that the charter reviews do not fall into the category of “classic monitoring,” rather the local board works in partnership with the centers using a continuous quality improvement model. The process is less about uncovering imperfections and more about giving the centers an opportunity to reflect on the past year and to work towards improving services. Boston PIC staff, board members, and JCS all participate in conducting the reviews, which focus on the operator’s organizational development, center management, service delivery processes, product lines, and performance. Included in the review are: a progress report on the previous years’ goals; a one-day site visit; a strategic plan; customer feedback collected through job seeker and employer focus groups; and a comprehensive report on center performance. Career Center staff are responsible for producing the progress report and strategic plan and for organizing and participating in the site visit. The board staff assemble the customer feedback, conduct the site visit, and compile the center’s performance data.

Training provider performance is assessed against stringent performance expectations. Required performance levels for area providers include: a 60 percent placement rate for the first year of service provision; an increase to at least 70 percent placement in subsequent years; a demonstrated history of training and placing low income clients; a demonstrated capacity to provide training and collect requisite performance data; and a demonstrated involvement of employers in the design and operation of the training program. JCS is responsible for tracking ITA data.

Summary

Each of Boston’s One-Stops centers is unique, and uses to best advantage the particular resources the collaborative agencies bring to the project. The Boston PIC shares information with the entire One-Stop system, however, the individual One-Stops are encouraged to develop independently and innovatively. An entrepreneurial spirit drives service delivery in Boston, as each One-Stop creatively responds to the needs presented by their local labor markets. This entrepreneurial spirit, along with Boston’s long history of operating One-Stop centers, contribute to the local area’s overall strong track record.

ORGANIZATION OF WIA SERVICES IN BOSTON, MASSACHUSETTS



Hampden County, Massachusetts

Site Visit Date: February 5-7, 2002

Community Context

Hampden County is a semi-urban region located between Boston, Massachusetts and Albany, New York. Like many parts of the country that have a strong history of manufacturing, Hampden County's economy has changed substantially over the last 20 years. What differentiates this local area is that the manufacturing sector has declined only slightly and has transformed itself into a high-tech industry, making full use of new and innovative technologies. Manufacturing firms, health care providers, and social assistance services remain the largest employers, representing 15 percent of total employment, followed by retail trades at 13 percent. At the time of the site visit, unemployment was at 5.2 percent, slightly above the state level of 4.7 percent.

The Hampden County Regional Employment Board (REB) serves a geographic area with a population of 456,228. Latinos are the fastest growing demographic segment in Hampden County, representing 15 percent of the county's residents. Nearly 80 percent of the county's population is white, and a fair number of immigrants from Eastern Europe, Russia, Cambodia, and Vietnam also reside in the area. With significant out-migration of county natives, the immigrant population has helped maintain the size of the labor force. Hampden County also has the highest population of single-parent households in the state.

One-Stop Implementation

Much like the experience in Boston, Hampden County's local board employed the state's competitive model in 1995. At this time Boston, Cambridge, and Hampden County received implementation funding to competitively select, charter, and oversee service delivery using a One-Stop system. The REB decided to charter two One-Stop centers and encouraged bidders to submit imaginative proposals to reshape local service delivery. The REB also explicitly called for bidders to infuse the system with choice by developing strategies to compete for jobseeker and employer customers. Non-traditional vendors who promised a departure from "business as usual" and offered contrasting menus of services were chosen.

Small community-based organizations (CBOs) reportedly felt threatened at first by the advent of the One-Stop system. Many CBOs help customers find jobs, and they were afraid that the One-Stop would eliminate their role. When One-Stops were first introduced, CBOs resisted referring their clients for fear of losing them. The small service providers also expressed the fear that the emphasis on universal access

was detrimental to low-income customers. Because of such sentiments, much time was spent in community-building during the early days of WIA implementation.

Local System Structure

The Hampden County Employment and Training Consortium (HCETC), the county employment and training department, is the fiscal agent for the local board. While the REB grants charters to One-Stop operators, HCETC holds the actual contracts with the operators, and with other service providers.

In 1995, amidst local controversy, the REB awarded the two One-Stop charters to: 1) a collaborative of local public agencies; and 2) a private, for-profit company based in New Jersey. The group of public agencies formed a stand-alone not-for-profit organization and became the CareerPoint Career Center. The for-profit company developed FutureWorks, the first Career Center in the country operated by a private company. The original WIA operators continue to run the two Hampden County Career Centers, however FutureWorks has since become a not-for-profit organization. At the time of the site visit, both operators were engaged under their third, three-year REB charter. The annual One-Stop contracts consolidate ten to 12 different funding streams, resulting in a combined cost-reimbursement and fee-for-performance contract.

Service Delivery

The two Career Centers provide core and intensive services using a mixture of center staff, state, and city employees. Each One-Stop operator holds a small WIA contract with HCETC to provide a range of WIA core and intensive services. Co-located Career Center partners also contribute to the provision of core services on-site. HCETC is the primary provider of WIA intensive services in the centers, and outstations staff in each Career Center for this purpose.

Training

Hampden County has successfully implemented an ITA system and developed a local standard for provider performance. Eligible providers in Hampden County are required to meet a higher minimum standard for their participant completion rate than that required by the state. Study respondents reported that training providers utilized under JTPA are still serving many of the local area's training customers under the ITA system in addition to a number of new providers. Customers used a total of 25 training providers during Program Year 2001.

Youth

WIA youth services are competitively procured in Hampden County. At the time of the site visit, the local board was engaged in selecting their youth providers for the coming year. The REB solicited proposals from a variety of providers who had "demonstrated successful performance in serving youth." To ensure

clear linkages with the workforce development system, the REB encouraged bidders to include a chartered Career Center as the lead or partner organization in a proposal. The local board awarded contracts to three partnerships to provide combined in- and out-of-school youth services. The collaborative arrangements consist of one team of community-based organizations and two public school districts teams that have partnered with the One-Stop in their areas. All of these organizations have a history of providing youth services through the local workforce development system. WIA youth services are funded using one year contracts that combine cost reimbursement and performance-based payment mechanisms.

Monitoring and Oversight

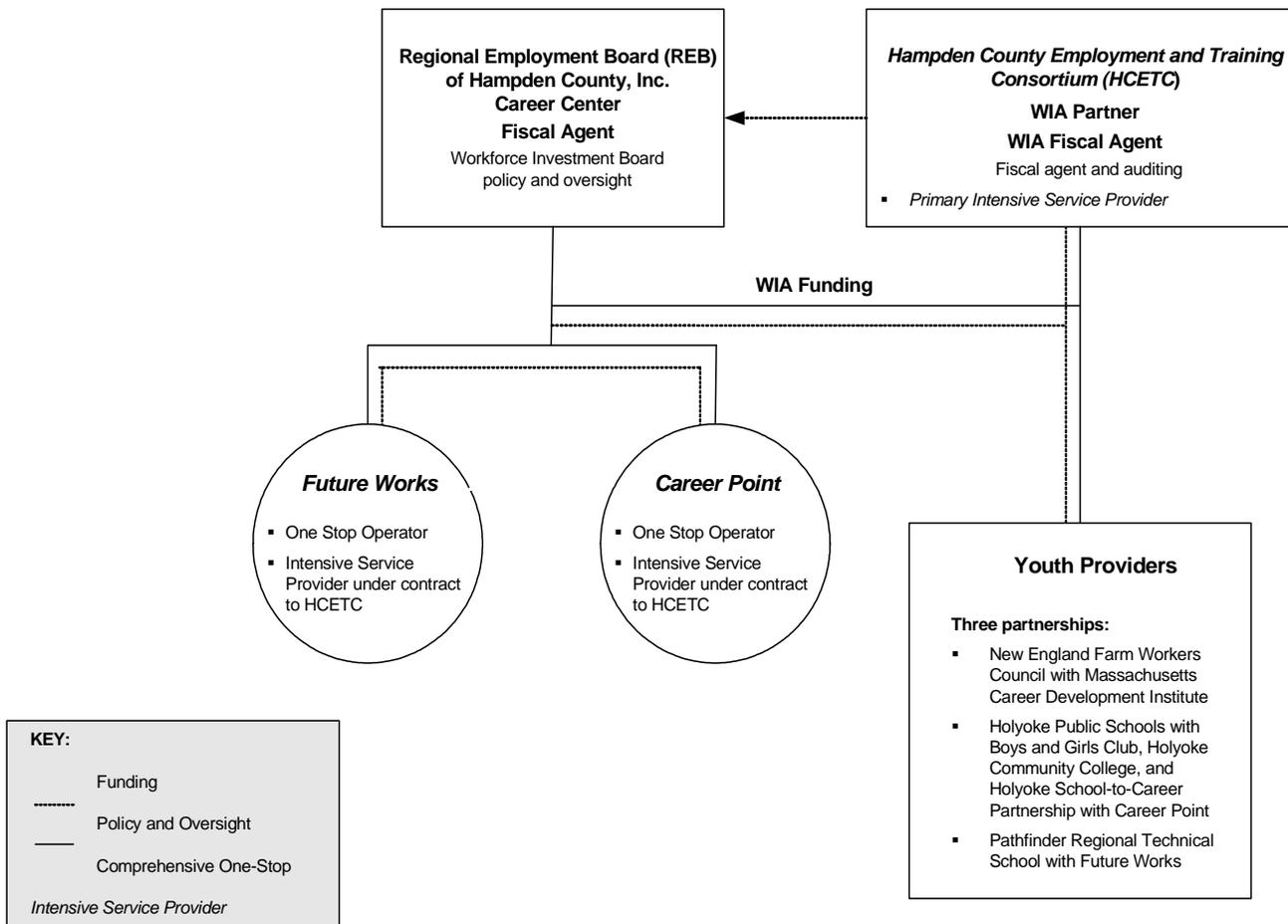
HCETC, as the fiscal agent for the REB, performs fiscal monitoring of the One-Stop centers. In addition, REB policy requires that a complete evaluation be conducted as part of the chartering process. The evaluation process is designed to collect and analyze qualitative and quantitative data, including career center performance. Performance data include information on services for jobseekers (i.e., enrollments, referrals, placement, placement wages) and customer satisfaction data. The yearly review with board members includes a site visit and is guided by 20 performance standards that are above and beyond the WIA and Wagner-Peyser standards.

In addition to this three-year comprehensive review, HCETC does monthly desk monitoring and holds quarterly meetings at each One-Stop. They also maintain on-going communication with Career Centers staff. The REB staff provide considerable technical assistance, saying that it is one of their “primary functions.”

Summary

One of the Hampden County REB’s distinguishing characteristics is that leaders genuinely view the One-Stop operators as partners, as compared to the traditional monitoring and compliance approach to contract management. Both of Hampden County’s Career Centers have enjoyed national recognition for their work. The two were jointly awarded the National Alliance of Business’ Distinguished Performance Award for the One-Stop Career Center of the year award in 1998, in addition to receiving other, individual distinctions.

ORGANIZATION OF WIA SERVICES IN HAMPDEN COUNTY, MASSACHUSETTS



Northern Nevada

March 12-14, 2002

Community Context

Northern Nevada's 13 urban and rural counties include a population of 584,871 residents. Most customers served by the workforce development system have low incomes and a low literacy level. The area's population, like that of Nevada as a whole, consists of about 75 percent white residents, about six percent African Americans, and about 18 percent Latinos.

The Reno metropolitan area historically has been dominated by gaming and the industries that support gaming, such as tourism, travel, and hospitality. More recently, the Reno area has successfully diversified its industries to include manufacturing, warehousing and distribution industries. A trend, informally known as the "Cowboy Effect," or significant turnover in low-skill jobs, best describes the job culture of rural areas of Northern Nevada. The populace migrates to where the jobs are; these trends result in high turnover. Until recently, the unemployment rate had remained steady at approximately three percent. In the past two years, however, that rate has jumped to 5.6 percent. In addition, the events of September 11, 2001 took its toll on the tourist industry, the mainstay of Northern Nevada's economy.

One-Stop Implementation

NevadaWorks, the local board, was an early implementer of WIA, but did not receive federal early implementation funds. In 1998, NevadaWorks developed a job center that later, after WIA implementation, became Northern Nevada's one comprehensive One-Stop Career Center. This center, called JobConnect, was opened on July 1, 2000. Using a non-competitive selection process, NevadaWorks signed Memoranda of Understanding engaging a three-agency consortium to operate the One-Stop. Consortium partners include Truckee Meadows Community College, Department of Employment Training and Rehabilitation (DETR), and NevadaWorks.⁴ These workforce development partners had already established collaborative working relationships, so that after WIA passed, the formal transition to WIA was an easy one and the One-Stop was quickly formed.

Local System Structure

In addition to the comprehensive One-Stop, Northern Nevada also delivers WIA services through seven JobLink (Wagner-Peyser Employment Service) offices. The State's Department of Employment Training and Rehabilitation (DETR) operates these offices. Beyond the seven JobLink offices, numerous self-

⁴ Because NevadaWorks' role in operating the JobConnect One-Stop is strictly oversight and not service provision, the local board did not obtain a waiver from the Governor.

service electronic sites operate in libraries and high schools, and customers can seek computer-based core services at those sites.

The consortium struggled initially to integrate themselves at the comprehensive One-Stop. While the partners have made tremendous efforts to integrate, at the time of the site visit, several aspects of the One-Stop were still fairly segmented by agency and program. Despite these challenges, members of the partnering agencies believe that the One-Stop model is conducive to serving clients effectively. Staff from different partnering agencies have discovered that cross-referring customers is easier than before the One-Stop was implemented, and these referrals have allowed customers greater flexibility and increased accessibility to services.

Service Delivery

DETR Wagner-Peyser staff is responsible for providing the bulk of core services in Northern Nevada, however, WIA partners all contribute to this effort. WIA partner agencies provide intensive services through both the comprehensive One-Stop and satellite offices. NevadaWorks also contracts with six non-profit organizations and one for-profit company to provide intensive services for adults and dislocated workers. These agencies include Career Choices, Disability Resources, Job Opportunities in Nevada (JOIN), Pershing County Community Services, Step 2, United Cerebral Palsy and Western Nevada Community College. Some of these organizations are physically located at the One-Stop, others are part of the larger One-Stop service delivery system. Several of the contracted organizations have expertise serving targeted special needs populations including incarcerated adults, people with disabilities, and low-income individuals. The local board selects these contractors through a competitive process and awards cost-reimbursement contracts.

Training

Northern Nevada has instituted an ITA system. Some of the area's traditional training providers decided not to participate in the ITA system, however, due to the WIA's data requirements and a lack of sufficient funding for services. Compounding this problem, very few qualified training providers exist in the local area, so the current ITA system appears not to be working well. Respondents reported that the ITA/ETPL system only benefits workforce investment areas with larger concentrations of customers and a wide range of qualified providers. Local board staff believes that using the ITA structure of encouraging customers to consider alternative providers only serves to highlight how limited their choices actually are. In particular, community colleges appear to have dropped their traditional roles as training providers. Nonetheless, WIA implementation has provided new opportunities for local training organizations that are participating in the workforce development system for the first time, and customers used a total of 24 different training providers during Program Year 2001.

Youth

NevadaWorks also contracts with a combination of community-based organizations, local affiliates of national organizations, and public agencies to provide services for in- and out-of school youth. The seven contractors include a local affiliate of the Boys and Girls Club, a replication site of the national Center for Employment and Training demonstration, Washoe County Department of Juvenile Services, and Western Nevada Community College.

Monitoring and Oversight

NevadaWorks uses several effective mechanisms for monitoring its contractors, including annual quality assurance reviews, and summaries of budgeted expenses to make sure that the contractor is spending its funds in a timely fashion. In addition to annual monitoring, the NevadaWorks staff also provides technical assistance to the contractors throughout the year if they need help accessing the state's data monitoring system.

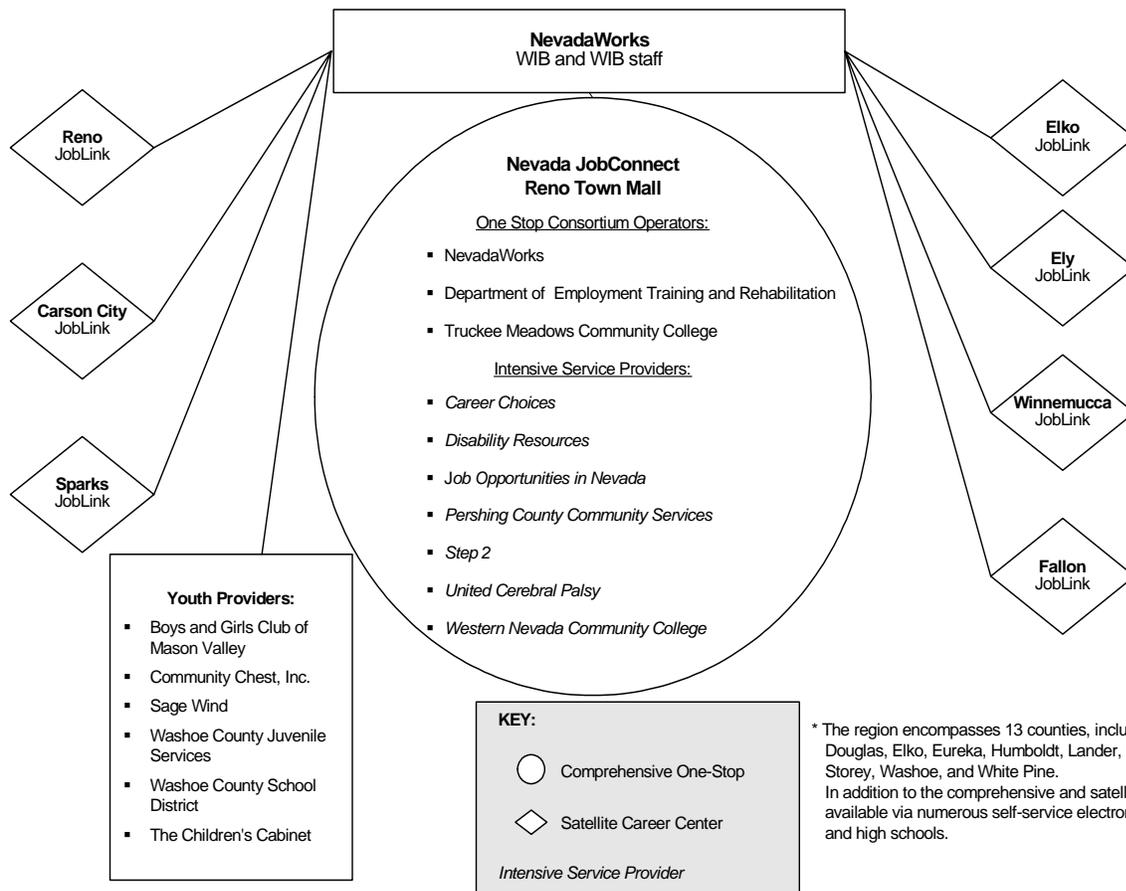
The local board requires monthly progress reports from each service provider as well as quarterly financial reports. NevadaWorks staff compiles this information and format the data into a report that is submitted to the State.

Nevada uses two data systems for WIA-funded activities. The state's primary data system is the One-Stop Operating System (OSOS), and the partners at the One-Stop enter their data into this system. The local board, however, does not have access to the OSOS due to issues of confidentiality. Consequently, the board requires WIA-funded partners to enter their data into the NevadaWorks Reporting System (NSWR), which allows board staff to monitor whether intermediaries are compliant with WIA requirements. The NWRS is web-based, facilitating data entry by the service providers via the NWRS web page. Because the State is committed to the OSOS, One-Stop partners must enter their data twice. Plans are currently underway to develop ways in which the two systems can interface with one another.

Summary

The Northern Nevada workforce area did not greet WIA implementation with enthusiasm. Some aspects of operations and interactions among intermediaries have improved with time. One-Stop partners have learned the benefits of working together and now believe they benefit from this arrangement. They have not succeeded, however, in breaking down perceived barriers to participation in the workforce development system by eligible training providers.

ORGANIZATION OF WIA SERVICES IN NORTHERN NEVADA*



* The region encompasses 13 counties, including Carson City, Churchill, Douglas, Elko, Eureka, Humboldt, Lander, Lyon, Mineral, Pershing, Storey, Washoe, and White Pine. In addition to the comprehensive and satellite centers, core services are available via numerous self-service electronic sites located in libraries and high schools.

Southern Nevada

February 4-6, 2002

Community Context

The Southern Nevada Workforce Investment Board serves the four southern counties of Nye, Esmeralda, Lincoln and Clark, an area with a population of 1.41 million people. The primary service area is the city of Las Vegas, the only major metropolitan area within the local workforce area. Las Vegas is dominated by gaming and industries that support gaming such as, travel, tourism, hospitality and retail. With the exception of surrounding cities like Henderson, North Las Vegas, and Boulder City—suburbs with approximately 250,000 residents combined—the remainder of the local area is primarily rural and includes some Native American lands. Approximately three-fourths of area residents are white. Twenty-two percent of the population is Latino and nine percent is African American.

At the time of the site visit, the unemployment rate in the area was 6.3 percent, two-tenths of a point above the statewide rate. The terrorist attacks of September 11, 2001 had a significant impact on the local economy, resulting in layoffs in all areas of the gaming and supporting secondary industries, and generating approximately 20,000 dislocated workers. In the months prior to the site visit, Southern Nevada had shown signs of some recovery in the metropolitan area, however the mining industry, key to the rural economy, continued to decline.

One-Stop Implementation

Nevada began actively implementing WIA in 2000 and maintained the same two service areas designated under the Job Training Partnership Act (JTPA)—Northern and Southern Nevada. The state Workforce Investment Board (WIB) was formed in 1998, and calls its workforce development centers *JobConnect*. The state board began early to work with staff in southern Nevada, and the Southern Nevada WIB was established in January 2000. The state WIB has worked closely with the local board to assure smooth implementation, aided considerably by videoconferencing and other timesaving innovations.

Local System Structure

The Southern Nevada Workforce Investment Board (SNWIB) delivers workforce development services through one comprehensive JobConnect Center and in three satellite One-Stops, all located in Las Vegas. In addition, SNWIB has numerous self-service and “virtual” centers in small communities throughout the area; these are automated sites where computer-based core services are available.

The Southern Nevada One-Stop Consortium operates the comprehensive One-Stop Career Center. The Consortium consists of five agencies including: Nevada Business Services, Inc., a nonprofit agency that provides employment and training services; S.T. Gregg & Associates, a for-profit company that provides job retention services, GED and ESL classes, and on-the-job training; Nevada Partners, a not-for-profit organization that has provided vocational services and mentors to the community for over ten years; and two divisions within the State Department of Employment, Training, and Rehabilitation (DETR)—Vocational Rehabilitation and Employment Service.

Service Delivery

DETR Employment Services staff provide most core services in the comprehensive Career Center. SNWIB uses a competitive process to award one-year, cost-reimbursement contracts to five entities to provide core, intensive, and training services. All three nongovernmental consortium partners hold intensive and training services contracts, and play a significant role in providing these services on-site at the comprehensive One-Stop. Other contractors provide specialized intensive services at various locations in the community.

Training

The state has posted the Eligible Training Provider List on its website, but appears not to have developed extensive restrictions on initial eligibility. The state reported difficulty gathering performance data from training providers because of the extensive reporting requirements. SNWIB recently instituted an Individual Training Account (ITA) system; however, the pool of training providers has changed little from that under JTPA. In total, Southern Nevada customers used 31 training providers during Program Year 2001.

Youth

SNWIB contracts for delivery of WIA youth services through a competitive Request for Proposal (RFP) process. Youth service contracts have been awarded to five providers on a cost-reimbursement basis for a one-year period, with options for a second year based on performance. To expand its employment and training services deep into local neighborhoods, SNWIB contracted with two faith-based organizations to deliver youth employment and training services in partnership with the area's One-Stop delivery system. In addition, consortium partners are contracted to serve youth within the One-Stop.

Monitoring and Oversight

All WIA employment and training contracts for the One-Stop system (e.g., WIA Adult and Dislocated Worker, Youth Services, and Welfare to Work programs) are monitored regularly to ensure that programs and services are delivered, and performance measures are attained, as outlined in each service provider's contract. The Deputy Board Manager has the overall responsibility for programmatic and fiscal

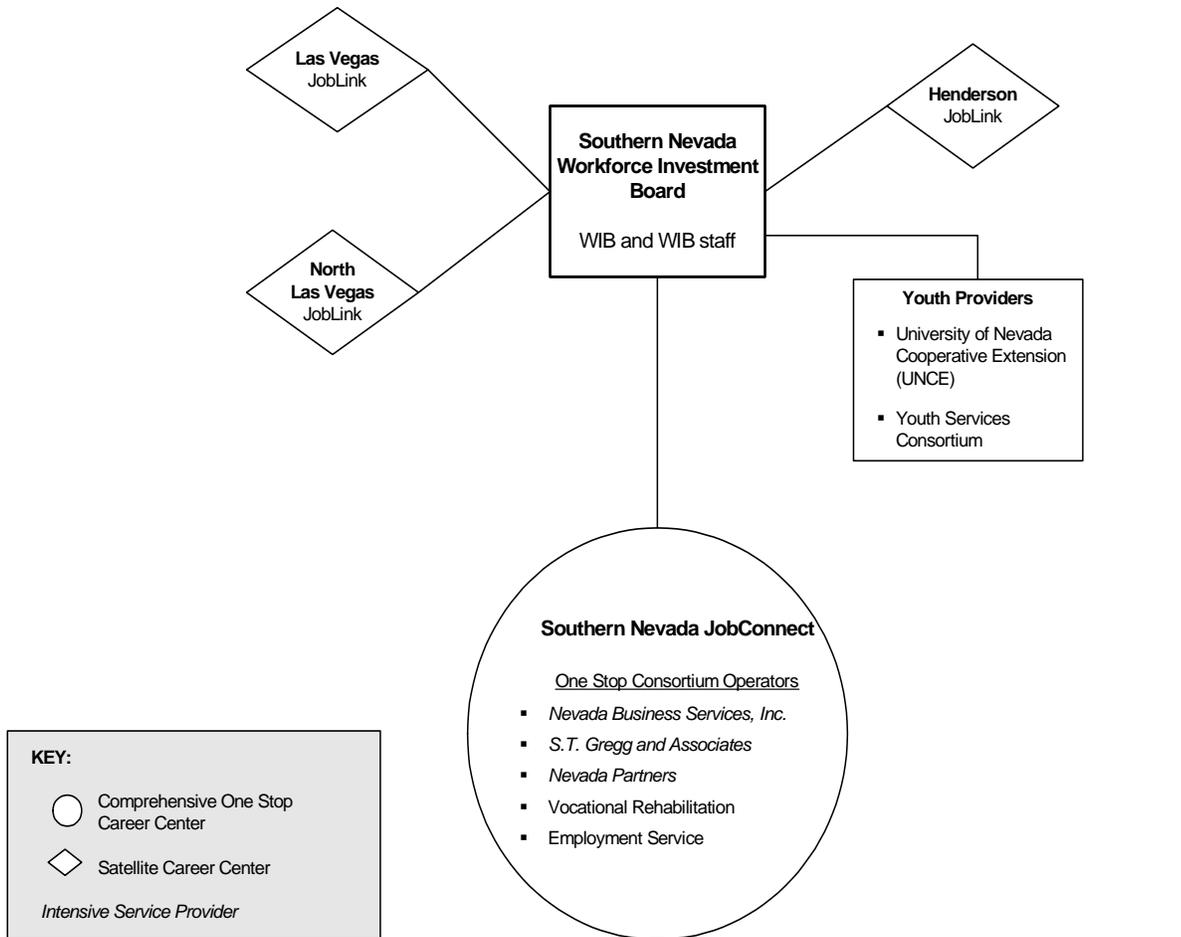
monitoring and is assisted by seven board staff in monitoring the programmatic and fiscal activities of each service provider.

The process of data collection has been a challenge for the service providers. SNWIB adjusted the old JPTA data collection system to include the required data elements for WIA. Only two of the service providers have access to and are using this older system, however. The other contractors are required to provide the local board with performance data for processing into the data collection system. Board staff then enters this information into the State's One-Stop Operating System (OSOS). SNWIB has recently implemented a web-based system that facilitates the data reporting elements for all service providers.

Summary

The competitive process for selecting intermediaries in Southern Nevada requires services providers to maintain a high level of performance. Since the implementation of WIA, service providers that had not participated in the workforce development system under JTPA, such as faith-based organizations, have been able to join the system and provide a greater array of services than was available previously. Partners in Southern Nevada have found that multiple organizations bring different philosophies, traditions, and areas of expertise to the system, ultimately benefiting customers.

ORGANIZATION OF WIA SERVICES IN SOUTHERN NEVADA*



* In addition to the comprehensive and satellite centers, core services are available via numerous self-service electronic "sites" located in libraries and high schools. The region includes Clark, Lincoln, Nye and Esmeralda Counties.

Essex County, New Jersey

July 9-11, 2002

Community Context

Essex County's local workforce area includes all of the county except the City of Newark, which is a separate local area. Located near New York City, the county is the second most densely populated in the state. With a population of 520,087, Essex County provides nearly ten percent of New Jersey's workforce.⁵ Just more than half of the population is white, 35 percent are African American, eight percent are Latino, and five percent are Asian. Essex County (including the city of Newark) has the sixth largest TANF caseload in the country.

Essex County has seen a shift from an economy reliant on producing goods to a corporate and service-based economy. While manufacturing has declined in the last few decades, employment in industries including business services, health services, and air transportation is expected to increase in the next several years. Easily accessible by several major interstates, an international airport, and the Port of Newark, many national corporations including Continental Airlines, AT&T, and Verizon are headquartered in Essex County. At the time of the site visit, the area's unemployment rate was 6.2 percent.

One-Stop Implementation

In New Jersey, Local Elected Officials (LEOs), such as Boards of Chosen Freeholders and County Executives, often play a central role in the development of the One-Stop systems in the local areas. Local boards usually assume a largely advisory function and focus their efforts on larger planning issues. Correspondingly, LEOs take an active role in selecting WIA service providers and approving contracts on behalf of local boards.

The Workforce Investment Board (WIB) of Essex County was established in 1996 with the primary objective of developing and implementing an Internet system to provide customers with easy access to information about careers, the local labor market, social services, and training and educational opportunities. In Essex County, the County Executive and the Board of Chosen Freeholders appoint local board members. The County Executive identifies and sets the goals for the local workforce development system. The WIB works collaboratively with the Board of Chosen Freeholders to ensure that the local area achieves these goals, provides effective service delivery, documents and meets performance outcomes, and complies with WIA. In practice, the Board of Chosen Freeholders approves all decisions

⁵ Essex County Workforce Investment Board 5-Year Strategic Plan.

about key elements of workforce development system design, including: the WIB and MOUs with mandated partners; designation of the One-Stop operator; providers of youth, intensive, and training services; negotiation of contracts and purchase orders; and monitoring of One-Stops services.

While WIA implementation and service delivery is a significant part of the local board's responsibility, the WIB is primarily engaged in planning, policy guidance, and oversight for local Welfare-to-Work activities, and to a lesser extent, to those related to local School-to-Work initiatives. The WIB oversees the local area's allocations of WIA and Welfare to Work funds, which in New Jersey is a combination of federal TANF and Welfare-to-Work dollars. In 2001, Essex County's WIA allocation was less than \$4 million, while TANF-related monies totaled about \$27 million.

Local System Structure

The One-Stop system in Essex County is primarily the project of the County Executive, the County Department of Economic Development, Training, and Employment (EDTE), and the Board of Chosen Freeholders. The WIB operates as a program of EDTE and is staffed by an executive director and two planners who are EDTE employees. In addition, the County Executive selected EDTE to operate the local area's sole comprehensive One-Stop, the Essex County Economic Development Center. This arrangement was codified by the local board and the Board of Chosen Freeholders through an MOU with EDTE's Division of Training and Employment. In addition to the comprehensive site, customers can access the New Jersey Department of Labor's Internet website at 19 community satellite locations. The Department of Labor's website includes access to career and school information, job search assistance, resume banks, employer postings, and links to other sites.

Service Delivery

The Essex County Economic Development Center is a five-story building that houses numerous county agencies, including EDTE and the Department of Citizen Services' Divisions of Aging, Welfare, and Community Action. Representatives from the state Employment Service (ES) and Unemployment Insurance are also out-stationed at this location. ES operates a resource room that provides a variety of job search activities to One-Stop customers and conducts initial assessments and eligibility determination for WIA customers. Through a cost-reimbursement contract with EDTE, Jewish Vocational Services (JVS) provides intensive services for WIA clients, including the Test of Adult Basic Education, instruments assessing occupational skills and interests, English as a Second Language, and Adult Basic Education. Four EDTE employees provide WIA case management services. The bulk of the One-Stop's resources and services, which physically account for most of the building's five floors, are focused on serving the local area's large welfare population.

Training

Customers requiring training in Essex County use an ITA voucher system. Before training is approved, customers must research three potential providers by visiting the training facilities and interviewing administrators, instructors and students. Each ITA is written as an individual contract between the training organization and EDTE. ITA contracts are performance-based, so that providers are paid 90 percent of their costs upon enrollment and the remaining ten percent when the participant has completed the course of study and maintained employment for 60 days. ITAs in the local area are limited to \$4,000. Training providers must meet state requirements related to certification and training in demand occupations. In Program Year 2001, customers received training from 69 providers.

Youth

Youth programs are contracted annually for both in- and out-of-school WIA youth services. Essex Community College was chosen through a competitive RFP process to operate a Youth Resource Center on its campus, targeting services to out-of-school youth. Eight local school districts provide case management for year-round in-school youth participants. Sports Futures, a non-profit organization that operates an academic enrichment program with a focus on careers in sports, works with the school districts to provide after-school services. In-school WIA youth also participate in summer employment activities. These youth are paid \$5.15 an hour for internship work with local non-profit agencies.

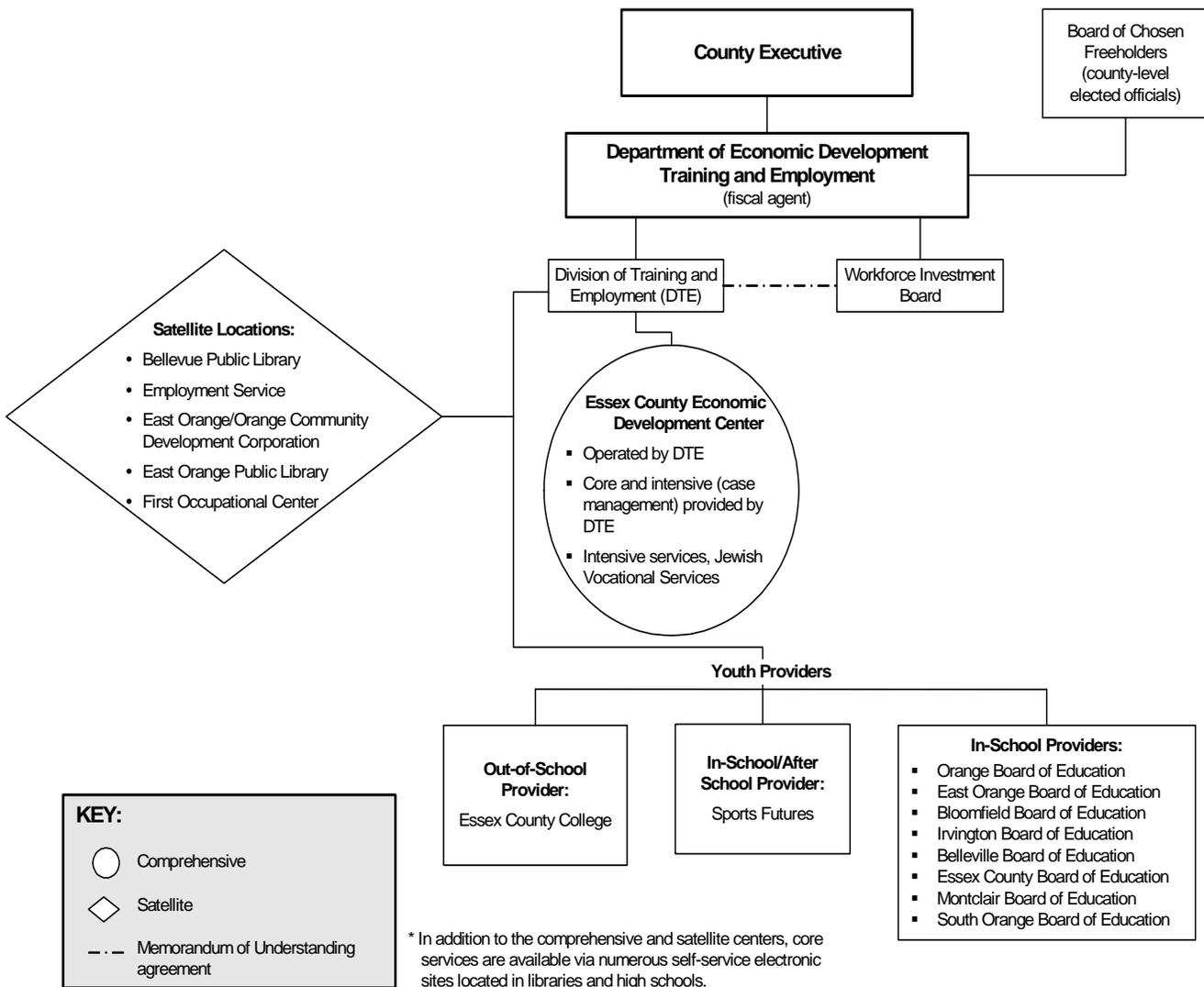
Monitoring and Oversight

EDTE staff are responsible for monitoring the WIA intensive and youth services and ITA contracts. These providers are monitored regularly, using structured instruments and surprise visits. Training providers with large numbers of ITA contracts are visited more frequently than others. If problems are identified, the contractor has two weeks to respond to a corrective action plan. EDTE's performance as One-Stop operator is informally monitored on an on-going basis by the LEO and the Board of Chosen Freeholders.

Summary

The workforce development system in Essex County is shaped by two main factors. One is the active role played by the County Executive and the Board of Chosen Freeholders in decisions that affect the system. The other is the fact that the TANF population and budget are so large that services for this population dominate the local system and are frequently a focus of workforce development professionals' efforts. These two factors combine to create a scenario in which workforce development services for Adult and Dislocated Workers, and—to a lesser extent—youth, resemble their JTPA predecessors.

ORGANIZATION OF WIA SERVICES IN ESSEX COUNTY, NEW JERSEY*



Passaic County, New Jersey

September 17-19, 2002

Community Context

The Passaic County Workforce Investment Board (PCWIB) serves a single county in northeastern New Jersey with a population of 489,049. Passaic County's three largest municipalities—Paterson, Passaic, and Clifton—are clustered in the southern part of the county. Paterson and Passaic are considered to have relatively disadvantaged populations; over 40 percent of residents are Latino and nearly 20 percent have incomes below the poverty level. Clifton's residents have higher levels of education, on average, and include fewer minorities than the population in Paterson and Passaic. The northern part of the county is composed of rural and small-town areas that have lower unemployment rates, very small minority populations, and higher average incomes than the remainder of the county. More than 60 percent of Passaic County residents are Caucasian, 30 percent are Latino, and 13 percent are African American.

Traditionally, many Passaic County jobs have been in manufacturing, including the textile industry. Economic changes have meant that many jobs are now shifting from the “decaying” manufacturing sector to the lower-paid service sector. At the time of the site visit, the county unemployment rate was 6.9 percent, or 1.5 percentage points higher than the statewide rate. As a result, the demand for workforce services is high and the WIA allocation is relatively low.

One-Stop Implementation

New Jersey interprets the WIA legislation conservatively. The state Department of Labor takes the position that because the Act grants Local Elected Officials (LEOs) the power to decide the role of local boards in the workforce development system, local workforce boards should assume an advisory role and focus on larger planning issues. Correspondingly, LEOs such as Boards of Chosen Freeholders and County Executives take an active role in selecting WIA service providers and approving contracts on behalf of local boards.

In 1995-96, the State of New Jersey received a One-Stop Implementation Grant, and distributed funds to local areas to develop networks of Career Centers. Using grant funds, Passaic County originally established three One-Stop Career Centers in Clifton, Passaic, and Paterson. In addition, PCWIB developed 17 satellite centers, each with a single Internet-linked computer and a trained staff person (library or public office) to assist customers.

In its transition to WIA, the PCWIB One-Stop Committee—by consensus and without debate or controversy—selected the fiscal agent, the Passaic County Workforce Development Center (PCWDC) to

operate the county's One-Stop centers. During this change, the State encouraged PCWDC to increase its use of electronic workforce services such as job banks. Because of limited funding, the Passaic comprehensive One-Stop was closed, while the centers in Clifton and Paterson remain operational. Both centers are considered to be comprehensive One-Stops, although the Clifton center lacks a fully functional resource room, and co-location of One-Stop partners is spotty. Some of the satellite centers are no longer in operation because the computer equipment has not been updated.

Local System Structure

Passaic County has fully implemented WIA, with PCWDC as the system's major intermediary (the "operating entity" in the WIB's contract with the state). PCWDC is incorporated as a non-profit, with its own Board of Trustees, and describes itself as "a public non-profit organization under the auspices of the Passaic County Board of Chosen Freeholders."¹

In practice, the local board and PCWDC are very closely linked. For instance, when the former PCWIB Director resigned, the PCWDC Director took over his functions and now holds both positions. PCWIB's Director is paid by the county, even though he is also the PCWDC Director. The local board does not have a separate staff but is supported by PCWDC staff, who are employees of the nonprofit.

The County's ten percent administrative budget is used to pay for PCWDC operations. PCWDC employees include both central office staff and Career Center staff. Authority is relatively centralized, and lines of communication and reporting responsibility are clear.

Staff from a number of mandated partner agencies are co-located at the Paterson One-Stop. These agencies do not pay rent, though such arrangements may emerge as part of a space expansion that currently is under discussion. Two non-profit organizations are also co-located with the Paterson center, and the County Department of Human Services has its welfare reform services, the Division of Family Services, stationed there. These services are in the same building, although on different floors.

In October 2002, the New Jersey Department of Labor and PCWIB met and discussed increasing the system's integration in the Paterson One-Stop. They are negotiating to rent additional space contiguous to the existing center. The plan is to create a consolidated system that includes Employment Services, Vocational Rehabilitation, and the Unemployment Insurance office, all sharing front desk services at the same facility.

¹ The Board of Chosen Freeholders, like Boards of Supervisors in many counties, is the county's elected governing body.

PCWIB administers several other types of funds in addition to Passaic County's WIA formula allocation. These include direct federal grants (e.g., a DOL Community Audit grant), state supplemental workforce funds for basic skills, and a state-funded training system (Workforce Development Partnership or WDPP) which pays for intensive and training services for unemployed individuals using dollars from the unemployment insurance system.

Service Delivery

According to the WIA plan update for July 2002, core and intensive services, as well as training services, are provided by PCWDC, Passaic County Board of Social Services (TANF-funded services), and the Paterson Public Schools Adult and Continuing Education Division. At least one Employment Service staff is co-located at each of the comprehensive career centers, and assists in providing core services. In Passaic County, the only intensive services that WIA dollars fund are those provided by PCWDC staff. One-Stop partners operate under Memoranda of Understanding rather than contracts.

Training

The major changes under WIA in Passaic County have been in the provision of training to adults and dislocated workers. In New Jersey, the state operates the Eligible Training Provider List, and providers must complete a form on the state's web page. PCWDC encourages any interested training providers to fill out the form. The state requires that schools be properly accredited and meet other qualifying requirements. Many programs are currently on the state's ETPL; for instance, the list includes 81 providers of word processing training throughout the state. The training provider list has expanded substantially since JTPA, when only a handful of organizations had training contracts. The combination of the ITA system (which pays a maximum of \$4,000 per person), the growth in the number of training providers, and the reduction in overall funding has squeezed some long-standing non-profit partners. Contracts with training providers provide for a fixed payment per customer who completes training, with proportional reimbursement for trainees who leave prior to completing training.

In the most recent fiscal year, 69 organizations provided training in Passaic County using ITAs. The majority of these were issued to private for-profit providers.

Youth

Youth services continue to be delivered through an annual competitive RFP. Contracts are described as "cost reimbursement" but costs are summarized into per-person costs for a given course of study or other training activity. For students who do not finish the activity, the cost is prorated based on proportion of the training completion. The seven youth contractors include three for-profit firms, three education agencies, and the state Department of Law and Public Safety.

Monitoring and Oversight

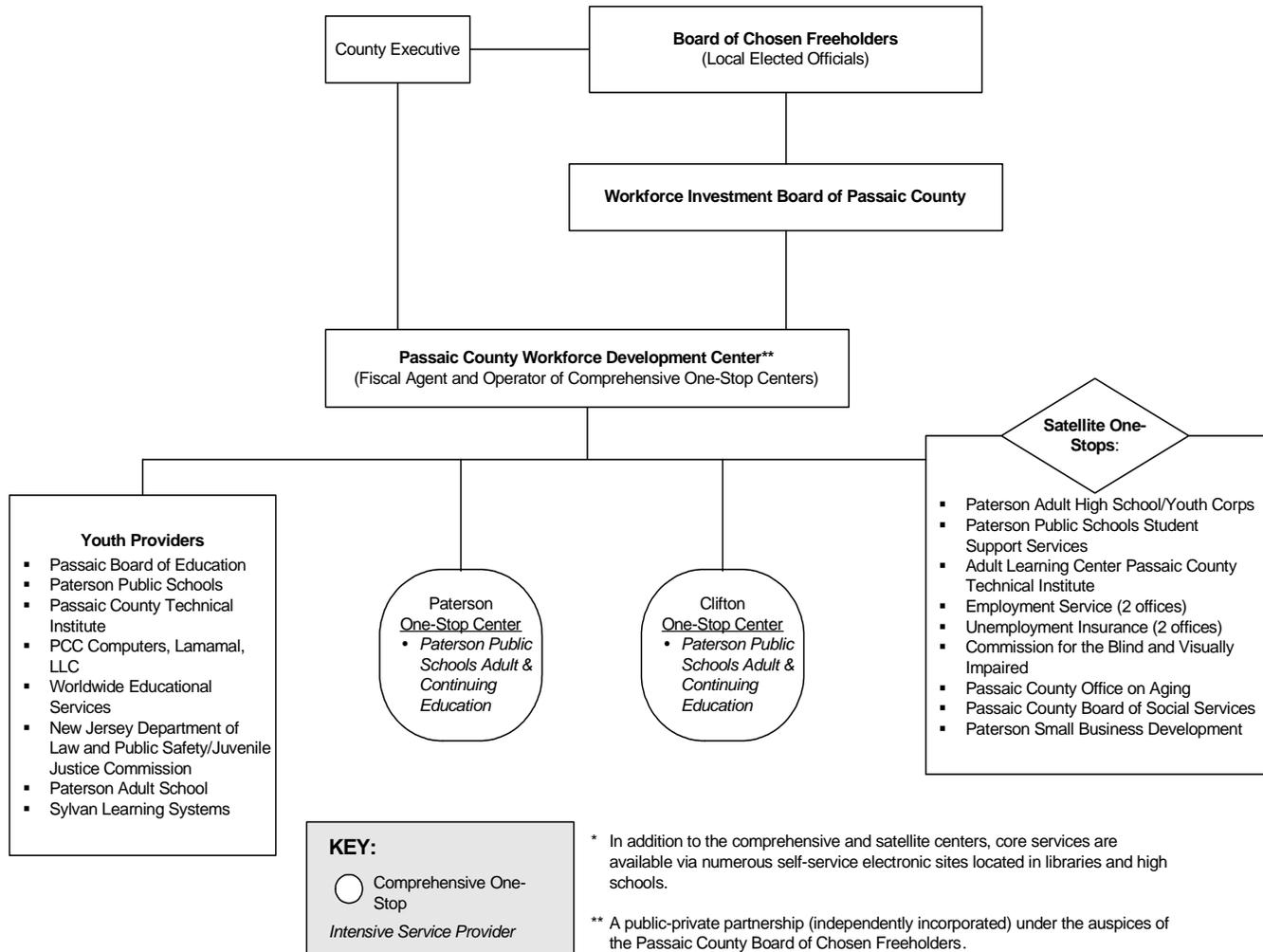
The main system for monitoring is a client-level information system maintained by the One-Stop Operator. Training providers fill out status change forms when an individual reaches a major milestone such as training completion or entering employment. The PCWDC's Senior Analyst in charge of the system prepares reports for each provider showing the number of individuals in each status and the length of time they have been in status. In particular, staff watch for individuals who have been on "hold" (job search status) for more than 90 days and follow up with a letter and telephone call to explore the customer's problems.

PCWDC has a contract with an outside organization, Employment and Training Institute, (ETI) to do monitoring, staff capacity-building, and on-site technical assistance. This is a continuing relationship, and the contract is awarded annually through an RFP process. Services include training staff and service providers about performance measures, conducting better customer follow-up, and improving student retention.

Summary

Overall, Passaic County's workforce investment system is regarded as efficient and trouble-free. The key partners have a long history of working together cooperatively, and decisions are typically made by consensus and without undue stress. PCWIB is relatively active and the chair is valued as an effective advocate and leader.

ORGANIZATION OF WIA SERVICES IN PASSAIC COUNTY, NEW JERSEY*



Lane County, Oregon

February 25-27, 2002

Community Context

Lane County, Oregon, is located approximately 100 miles south of Portland. Although 90 percent of the county is forestland, Eugene (the county seat) and neighboring Springfield comprise the second largest urban area in Oregon after Portland. The county's population is 322,959, with two-thirds of these residents living in Eugene and Springfield. Over nine-tenths of the population is white, and the largest minority group is Hispanics-Latinos, who constitute 3.7 percent of the adult population. Asians make up about two percent of the population; fewer than one percent are African American.

Entry-level wages in the county are at minimum wage (\$6.50 per hour). Lane County's industrial base historically has been lumber and wood products, industries that are shrinking and consolidating. The University of Oregon in Eugene is the largest employer in the area, with over 3,500 workers. Recreational Vehicle (RV) manufacturing is growing, offering many jobs in the area. Until 2001, high technology also was a growing industry. At the time of the site visit, the unemployment rate in Eugene was 8.5 percent, the highest it had been in ten years, but still almost one percent less than the statewide unemployment rate. Oregon has experienced many plant closures and cutbacks in labor in the last two years. In Lane County alone, 24 companies have closed since July 2001 (many of them high tech businesses), laying off 2,000 workers.

One Stop Implementation

Oregon has focused on streamlining and improving its workforce development system since it passed the Workforce Quality Act of 1991. This Act created regional committees that competed in function with the Private Industry Councils (PICs). The state's redesign of its workforce development system was further supported by a One-Stop Implementation Grant, which the U.S. Department of Labor awarded Oregon in 1995. After the Workforce Quality Act reached its sunset date in 1996, the state legislature passed SB917, which established the Regional Workforce Committees (RWCs) "to advise on local needs for workforce development, to prepare plans for achieving regional goals and to coordinate the provision of services within regions."¹ Regional committees are also responsible for developing strategic workforce plans. As Oregon implemented the WIA, these regional committees either merged with PICs to form the new local area Workforce Investment Boards, or became one of nine Regional Workforce Investment Boards (RWIBs) in the state.

¹ *State of Oregon, Unified Plan 2000, Chapter 3: Plan Development and Implementation.*

In Lane County, the merger process took two years and resulted in the Southern Willamette PIC (a non-profit organization) creating a new Board of Directors and changing its name to the Lane Workforce Partnership, Inc. (LWP). After WIA became law, LWP again restructured its Board to meet the requirements of the new legislation for a local Workforce Investment Board.

Several state policies influence how WIA has been implemented in Oregon. First, the governor mandated the Department of Human Services as a partner in the One-Stop system. Programs within this department include TANF, food stamps, child welfare, and adult protective services. Second, core services are separated into two levels: 1) “Core A” services include the basic self-serve resources, supported by Employment Services staff; 2) “Core B” services include workshops on resume preparation, job search, basic skills, and basic computer skills. The State’s administrative code specifically allows for adult basic education and skills training to be provided with WIA funds if this training is offered in conjunction with vocational or occupational training.

Local System Structure

LWP’s Board of Directors is the local Workforce Investment Board. Following the precedent set by the PIC, LWP continues to contract with Lane County to provide administrative services. The only LWP employee is the Executive Director; the local board is staffed by employees of the Lane County Workforce Partnership Department.

Because no other organization in the county appeared to have adequate capacity to pull One-Stop partners together, Oregon’s governor awarded LWP a waiver to run the One-Stop Career Center. The organization also obtained a second waiver that allows LWP staff to provide direct services; One-Stop partners did not want to lose the expertise of LWP staff who had been providing intensive services for years.

LWP’s One-Stop system is called *The Workforce Network*, and operates in two sites. Lane County has one comprehensive One-Stop Career Center in Eugene. This site has a Business Services Center with its own separate entrance. In addition, a satellite office is located seven miles away at the Lane Community College (LCC) campus, also in Eugene.

LWP rents space for the comprehensive One-Stop on a “per cubicle” basis from the Oregon Employment Department (ED, the state’s Employment Service agency funded by Wagner-Peyser). All One-Stop partners except TANF are co-located here full-time, while TANF staff are on-site half-time.

Service Delivery

ED (Wagner-Peyser) staff members support all “Core A” services (i.e., resource room and other self-service activities) at The Workforce Network’s main office. LWP staff provide “Core B” (e.g., staff-assisted job search, job referrals, workshops and job clubs) and intensive services. LCC runs a skills center (classified as Core B services) at the comprehensive One-Stop, providing basic skills and basic computer training.

LWP awarded a sole source contract of \$1.5 million to LCC to provide WIA adult and dislocated workers services. This cost reimbursement contract covers the operation of the satellite career center at the community college, which serves both adults and dislocated workers, and providing basic skills and computer training to all One-Stop customers. Some of the One-Stop partners have only a part-time presence at the satellite One-Stop (e.g., Vocational Rehabilitation), while others—such as ED and TANF—do not provide services at the satellite career center.

Training

The local board’s Customer Services Committee is responsible for creating a local Employment and Training Providers List (ETPL), and submitting it to the state WIB for certification. The state has developed eligibility criteria for WIA training providers. To be included on the state ETPL, training programs must result in some kind of certification, and result in jobs with wages above a specified standard. Training courses may be no longer than nine months in duration, and WIA funds cannot be used for a customer to finish a four year degree.

In response to the state criteria, LCC developed several new certificate programs that provide short-term training for occupations such as call center customer service representative, medical office assistant, Certified Nurse Assistant, and RV technician. Many of the area’s “tried and true” providers originally refused to apply for inclusion on the ETPL, however, and some respondents believe that fewer training providers are available for customers as a result. For example, University of Oregon and Oregon State University are not on the ETPL, because the State will not allow ITAs to pay for a customer to finish a college degree. Additional barriers to training provider participation are the burdensome application and data collection processes.

LWP has not specified a maximum funding amount for Individual Training Accounts (ITAs), and allows flexibility for individual needs. The ITA amount is specified in the training plan and varies by customer. Case managers also help customers seek other funding sources, such as Pell Grants, to support training. During Program Year 2001, customers used a total of 18 training providers.

Youth

To select youth service providers, the PIC used an RFP process. LWP continues to use a competitive process every three years to identify youth service providers. All of these contracts are made on a cost reimbursement basis and are renewed annually. One of the youth contractors, a community-based non-profit agency selected by the PIC, was “grandfathered” in for the most recent contract cycle. In addition, LWP chose as youth service providers two other non-profit organizations, plus a collaborative led by the Lane Educational Services District in Eugene.

Monitoring and Data Systems

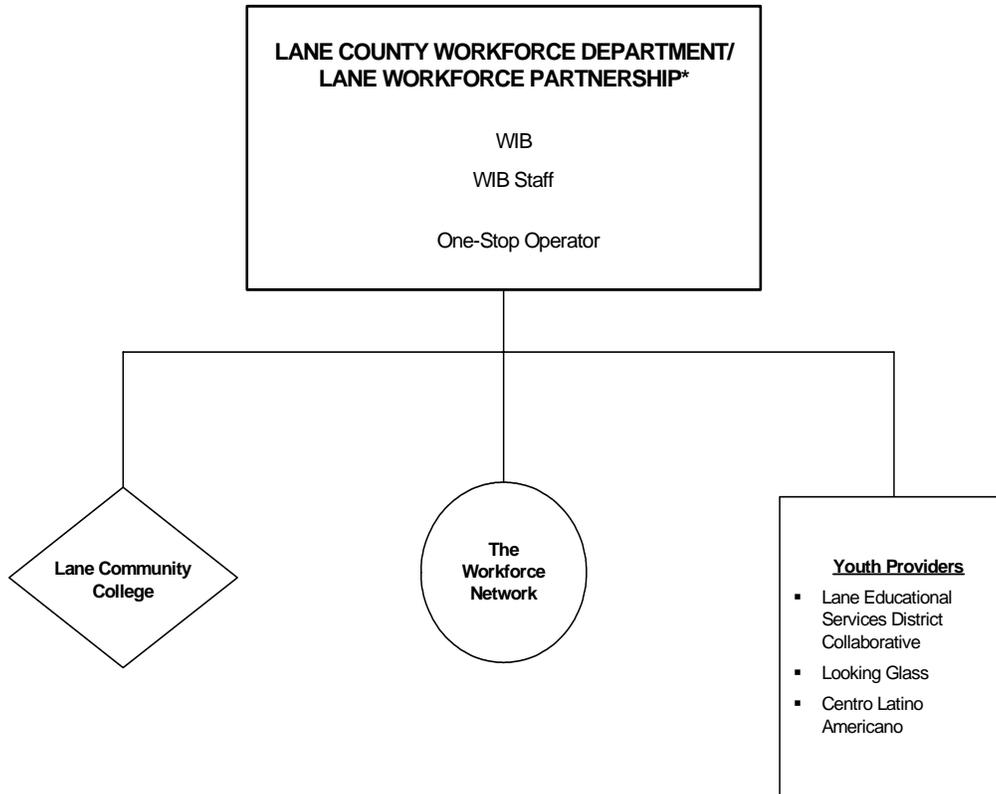
At the time of the site visit, LWP was training its staff in a new data software system, G*STARS, which is an internet-based data system that captures customer information input by service providers. The resulting data will be used both for monitoring service and training providers and for transmitting data to the State. All local entities that receive WIA funds through LWP are required to use the G*STARS system. LWP also uses a management information system which tracks performance, and staff conduct quarterly file reviews and meet with contractors on a monthly basis to review their performance.

Oregon had not yet implemented its system for collecting follow-up data on trainees from ETPL providers at the time of the site visit. Until the State implements its system, providers have been asked to send termination and exit data, as well as any change in service or address changes, to the State on a quarterly basis. Once the State data system is implemented, LWP staff expect greater accountability of training providers.

Summary

Lane County is the only one of the study sites in which the local board both runs a comprehensive One-Stop Career Center on an ongoing basis and directly provides services. Overall, the individuals interviewed during the site visit appreciated changes that WIA has brought to the region’s workforce development: an increased focus on customer service, proactive inclusion of businesses as customers, and partnerships with other community organizations in moving toward an integrated service delivery system. As with most of the study sites, LWP and its partners went through a “shake-down” period in learning how to collaborate effectively. LWP emerged from this period with a workforce development system that is well-respected among its partner organizations and in the community at large.

ORGANIZATION OF WIA SERVICES IN LANE COUNTY, OREGON



KEY:

- Comprehensive One-Stop
- ◇ Satellite Career Center

*The Lane County Commissioners appointed the Lane Workforce Partnership (LWP) as Workforce Investment Board (WIB). The Board of Directors of this non-profit organization plays the role of the WIB in setting policy and overseeing One-Stop services and operations. LWP staff, all county employees, staff the WIB. Oregon's governor granted waivers allowing LWP to a) act as the operator of the One-Stop Career Center, and b) provide intensive services to participants.

Oregon Region 2

March 13-15, 2002

Community Context

Oregon's Region 2 local workforce area encompasses three counties surrounding the City of Portland: Multnomah, Tillamook, and Washington. With 1,130,090 residents, this area represents about one-third of Oregon's total population. More than 80 percent of the area's residents are white. Nine percent of residents are Latino and six percent are Asian. Region 2 communities are quite diverse. Multnomah County, which includes the City of Portland, has a density of 1,518 persons per square mile compared to 22 persons per square mile in rural Tillamook County. The three counties also vary in the industries that make up their economic base. Agriculture, forestry, and fishing are major industries in Tillamook County, and the famous Tillamook Cheese Factory is the County's largest employer. In contrast, Washington County has many high technology companies and is sometimes referred to as the "Silicon Swamp."

Oregon has experienced many plant closures and labor cutbacks in the last two years. Fishing and timber industries have been particularly hard hit, and numerous small manufacturers that supplied electronic components for the computer and technology industries have failed with the recent changes in the economy. At the time of the site visit, the unemployment rate in the Portland metropolitan area was 8.9 percent, just 0.2 percent less than the statewide unemployment rate.

One-Stop Implementation

Oregon has focused on streamlining and improving its workforce development system since it passed the Workforce Quality Act of 1991. This Act created regional committees that competed in function with the Private Industry Councils (PICs). The state's redesign of its workforce development system was further supported by a One-Stop Implementation Grant, which the U.S. Department of Labor awarded Oregon in 1995. After the Workforce Quality Act reached its sunset date in 1996, the state legislature passed SB917, which established the Regional Workforce Committees (RWCs) "to advise on local needs for workforce development, to prepare plans for achieving regional goals and to coordinate the provision of services within regions."¹ Regional committees are also responsible for developing strategic workforce plans. As Oregon implemented the WIA, these regional committees either merged with PICs to form the new local area Workforce Investment Boards, or became one of nine Regional Workforce Investment Boards (RWIBs) in the state.

¹ *State of Oregon, Unified Plan 2000, Chapter 3: Plan Development and Implementation.*

Region 2 was one of the few early One-Stop implementation sites in the state, and its Northeast One-Stop Career Center was the first such center in Oregon. In 1997, the Local Elected Officials for Oregon's Region 2 decided to restructure Portland's PIC to increase employer representation on the board and add an emphasis on economic development. Worksystems, Inc. (WSI, a semi-governmental non-profit organization) was formed at this time. WSI's Board of Directors serves as the local Workforce Investment Board, and WSI staff provide administrative support to the board.

Several state policies influence how WIA has been implemented in Oregon. First, the governor mandated the Department of Human Services as a partner in the One-Stop system. Programs within this department include TANF, food stamps, child welfare, and adult protective services. Second, core services are separated into two levels: 1) Self-Service Core "Core A" services include the basic self-serve resources, supported by Employment Service staff; 2) Registered Core "Core B" services include workshops on resume preparation, job search, basic skills, and basic computer skills. The State's administrative code specifically allows for adult basic education and literacy activities to be provided as WIA training services if this training is offered in conjunction with vocational or occupational training.

Local System Structure

WSI uses a competitive RFP process to award One-Stop Operator contracts to serve six subregions or service areas within the three county Region. Key selection criteria include a history of forming strong partnerships in their local communities, close ties to the predominant populations in each One-Stop service area, and the involvement of businesses in planning One-Stop services. Applicants are also asked to secure in-kind matching funds that can help support operation of the One-Stop. The contracts are one year in length with two option years, and are competed every three years.

Currently, three community colleges (Tillamook Bay Community College, Portland Community College, and Mt. Hood Community College) and two local community-based non-profit organizations (Central City Concern and Southeast Works) operate seven comprehensive One-Stop Career Centers and two satellite centers. Central City Concern (CCC) is a non-profit organization serving people that are homeless and/or ex-offenders. Southeast Works was founded in 1997 to provide employment and support services to Portland's nine poorest neighborhoods. Residents in this neighborhood include immigrants from Russia and Central and South America, and the One-Stop's partners reflect this diversity. WSI originally selected another non-profit agency as a One-Stop Operator but due to the organization's financial instability, WSI terminated the contract. WSI obtained a waiver from the governor allowing the local board to operate the One-Stop for one year until the center was well established.

WSI adopted a phased implementation of WIA across Region 2, and awarded contracts for the One-Stops in Multnomah and Washington Counties before choosing an operator for the Tillamook One-Stop. During the first year under WIA, WSI had a waiver to run the Tillamook center. The WIB then used an RFP process to select Tillamook Bay Community College to run the One-Stop. One Board member noted that using contractors to provide One-Stop services opened the door with several major employers who, prior to WIA implementation, had been reluctant to deal with the PIC as a government agency.

Service Delivery

ES staff provide “Core A” services in each of Region 2’s One-Stops. The One-Stop Operators provide “Core B” services and all intensive services. WSI contracts for dislocated worker services separately from WIA adult services. WSI uses a competitive bid process to select a dislocated worker contractor, who is responsible for administrative oversight of dislocated worker services throughout the region. Portland Community College holds the current contract, and PCC staff provide dislocated worker services at four One-Stops in Portland and Washington County. In addition, PCC subcontracts with Mt. Hood and Tillamook Community Colleges to serve dislocated workers in their local areas, and with Labor’s Community Services Agency to link customers to services provided by organized labor. Several WSI staff noted that limited English skills present a significant barrier to many dislocated workers. In response, PCC developed a program that offers ESL training for dislocated workers at most of the One-Stops.

WSI recently pilot-tested a resource-sharing reimbursement mechanism through which 75 percent of One-Stop contract costs were paid on a cost reimbursement basis, and 25 percent paid based on achievement of specified performance goals. Because of State requirements, however, WSI returned to cost reimbursement contracts in its most recent round of contracts.

Training

The local board’s is responsible for creating a local Employment and Training Providers List (ETPL), and submitting it to the state WIB for certification. The state has developed eligibility criteria for WIA training providers. To be included on the state ETPL, training programs must result in some kind of certification, and result in jobs with wages above a specified standard. Training courses may be no longer than nine months in duration, and WIA funds cannot be used for a customer to finish a four year degree.

WSI passes through its training fund allocation to the One-Stop contractors, who define their own processes for customers to apply for training (beyond the state’s training application form) and set their own allocation limits. The One-Stop contracts originally required the operators to set aside ten percent of their annual budgets for customer ITAs. The demand for training services was much lower than WSI anticipated, however, and WSI dropped the set-aside requirement and allowed contractors reallocate the

funds set aside for ITAs to other participant costs. During Program Year 2001, customers used nine training providers.

Youth

WIA “changed the face” of youth service providers in Portland, as well as changing the scope of services available. Under JTPA, the PIC contracted with a few select organizations based on regional need for services, but also operated its own school and its own GED program. Both of these have been taken over by contractors, and WSI now contracts with 12 youth service providers. WSI uses a competitive RFP process to select youth contractors. These cost reimbursement contracts are competed annually, but can be extended beyond a year without competition if the contractor is performing well. Youth contractors include three school districts’ alternative education programs, one community college, and eight non-profit agencies.

Monitoring and Oversight

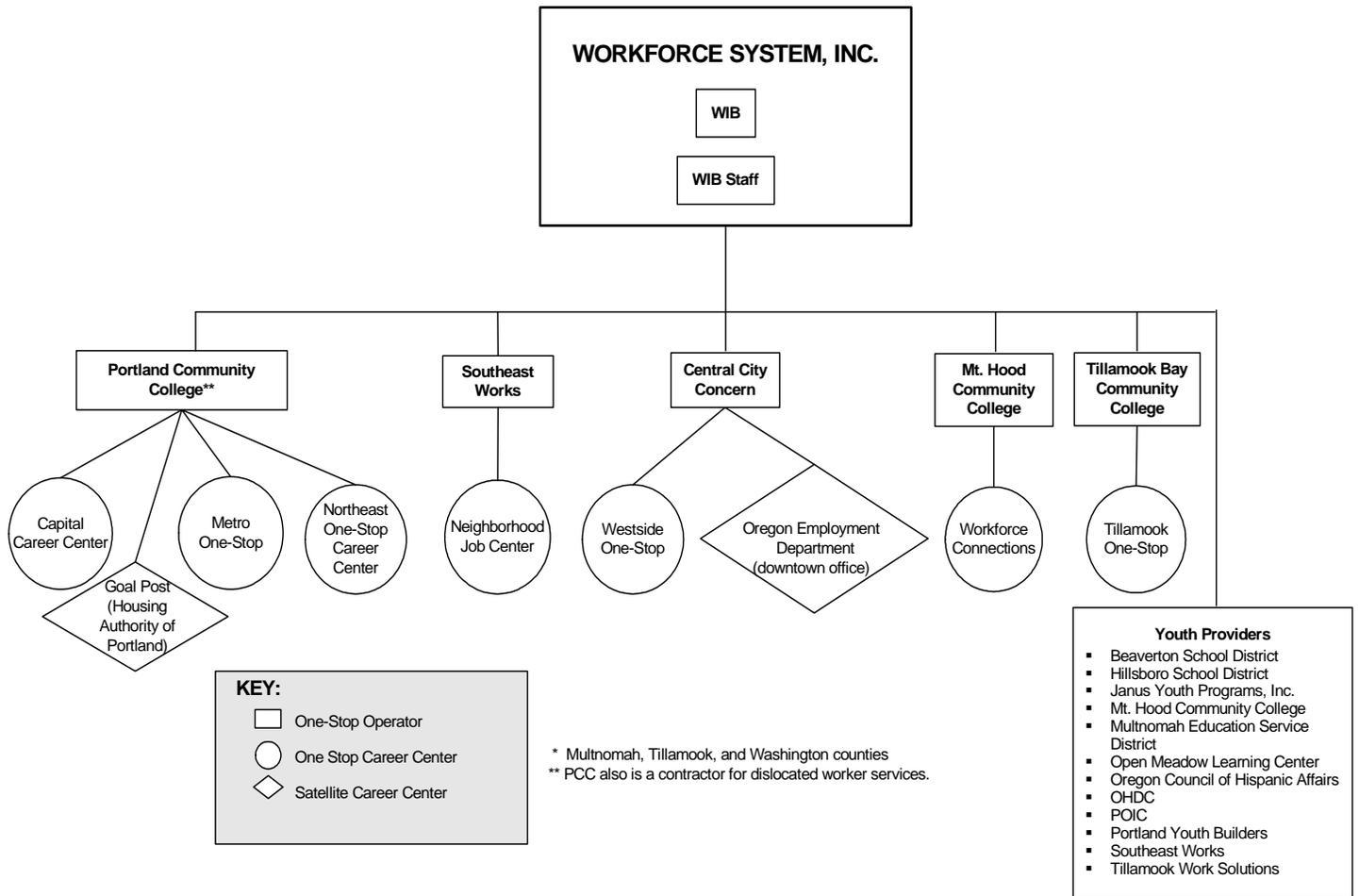
WSI monitors its contractors using quarterly performance reviews, an annual quality assurance review, and a web-based customer database and tracking system that provides current information on enrollments and service use. The I-TRAC database allows WSI staff and contractors to enter information on program participants, including registration information, service use, and outcomes. Any organization that receives WIA funds from WSI or from a One-Stop operator is required to use the I-TRAC system. Reports from I-TRAC are generated and submitted to the State on a quarterly basis.

Summary

The biggest change from JTPA to WIA in Region 2 was a tremendous increase in the number of contractors serving customers. WSI staff reported that using contractors was also linked to a significant increase in the Region’s achievement of its state-mandated performance criteria.

With WIA implementation, workforce development contractors in the Portland area work much more closely with WSI than their predecessors did with the PIC. WSI staff interact frequently with One-Stop operators and other contractors and consider this relationship to be a partnership. One-Stop managers attend regular monthly “kitchen cabinet” meetings convened by WSI’s Chief Operating Officer to discuss policies, problems, and strategies, and to exchange information. Youth service providers attend monthly Youth Steering Committee meetings to the same end. WSI staff see their role as a supportive one, keeping contractors effective both by supporting and strengthening partnerships, and providing technical assistance to contractor staff. In turn, WSI expects the One-Stop contractors to work as a team, share ideas, and function as a collaborative unit.

ORGANIZATION OF WIA SERVICES IN OREGON'S REGION 2* (Portland and 3 Surrounding Counties)



Northwest Pennsylvania

May 13-15, 2002

Community Context

The Northwest Pennsylvania Workforce Investment Board's local area encompasses six counties: Erie, Crawford, Warren, Forest, Venango, and Clarion. Aside from Erie County, which has 200,000 residents, the local area is rural. An overwhelming proportion (94 percent) of the region's population of 519,348 residents is white. The African American population is the second most represented ethnicity in the region.

At the time of the site visit, the unemployment rate hovered around 6.1 percent in the Oil Region (Forest and Venango Counties), while Erie County had a somewhat higher rate of 7.1 percent. Manufacturing accounts for approximately 25 percent of the economic structure in the region. A major segment of the manufacturing industry is the tool and die industry within Crawford County. Other counties also have specialty industries including plastics in Erie, modular homes in Clarion, lumber and wood in Warren and Forest, and healthcare in Venango. New and emerging industries include technology and hospitality.

One-Stop Implementation

Building on strategic planning undertaken by Team PA Human Resources Investment Council, the Commonwealth of Pennsylvania began implementing WIA in January 1999 using One-Stop Implementation Grant funds from the U.S. Department of Labor. The Human Resources Investment Council, a nonprofit agency with economic development goals, later became the State Board, called *Team PA*. Under the federal grant, the State 1) reduced the number of local administrative areas (i.e., SDAs, and later, local workforce investment areas), and 2) required local areas to identify consortia consisting of both governmental and private entities to operate the newly formed One-Stops, called *CareerLink* Centers. In most local areas, these consortia continued as One-Stop Operators after WIA was enacted.

Pennsylvania envisioned a statewide network of franchised One-Stop Career Centers, with centers required to meet specific criteria to be chartered to join the system. The state shares responsibility for quality assurance with local boards. The state conducted system-wide training and makes comprehensive quality assurance site visits that incorporate measures of local performance based on Malcolm Baldrige quality criteria.

Before WIA implementation, Northwest Pennsylvania had two separate SDAs; one covering Erie County, and one covering the five rural counties. WIA brought these two sites together into a “forced marriage” initially resisted by local leaders. The smaller counties feared that Erie, as the most populated county, would benefit financially from the merger. To allay these fears, board staff were located outside of Erie County, and funding was allocated so that both parts of the new jurisdiction would benefit equally from the workforce development systems and structure.

Northwest Pennsylvania designed, developed, and implemented its first CareerLink Center in January 2000. The local board hired a CEO five months later in May 2000. The five board staff were from the private sector and had much to learn about the delivery of employment and training services. Long-time participants in the local workforce development system expressed concern that the resulting system is expensive compared to its JTPA predecessor.

Local System Structure

At the time of the site visit, the Northwest PA WIB had five comprehensive One-Stops. Four of the five were state chartered CareerLinks; the fifth was scheduled to be chartered in November 2002. A consortium consisting of four major organizations operates all five CareerLinks. The One-Stop consortium partners include the Office of Vocational Rehabilitation (OVR), the Bureau of Employment and Career Services (BECS, the state Wagner-Peyser agency), the Greater Erie Community Action Committee (GECAC, a nonprofit agency), and Northwest Regional Technology Institute (NRTI, a for-profit organization).

Each CareerLink has at least one additional partner, typically the leaseholder, the entity responsible for either hosting the One-Stop or paying rent for the facility. Leaseholders for the five Career Centers include: Penn DOT, Pennsylvania’s State Department of Transportation; Community Action Incorporated, a private, non-profit organization; Warren/Forest Counties Economic Opportunity Council; Meadville Area Industrial Commission; and GEGAC. The result is a varied set of partnerships across the CareerLink sites.

Prior to WIA implementation, the Northwest Pennsylvania Training Partnership Consortium, another for-profit training provider with a history of working with dislocated workers, provided JTPA services for the five rural counties. Greater Erie Community Action Committee (GECAC), the area’s designated Community Action Agency, was responsible for serving Erie County. When WIA was passed, the Northwest Pennsylvania Training Partnership Consortium remained as fiscal agent for the workforce development system, and the local board issued a Request For Proposals (RFP) for provision of WIA adult, youth, and dislocated worker services. The RFP required bidders to demonstrate their ability to

provide services throughout the region, and to work collaboratively with Consortium partners in staffing each of the individual CareerLinks. The local board awarded the youth and adult contracts to GECAC and the dislocated worker contract to NRTI.

Service Delivery

As a result, the Consortium partners include state agencies, a non-profit organization (GECAC), and a for-profit organization (NRTI), and core and intensive services are staffed by both GECAC (for youth and adults) and NRTI (for dislocated workers). These contracts are competitively bid and awarded every two years.

Training

All of the Northwest Pennsylvania One-Stops are implementing the ITA system; the ETPL for Pennsylvania can be accessed on the World Wide Web. The number of training providers available increased dramatically when WIA was first implemented, and customers in the six-county region had used 45 different training providers during Program Year 2001. In July 2002, however, the state required training providers to supply performance data on each trainee they serve, not just WIA customers. As a result, board staff anticipates that the number of ETPL-approved training providers will drop.

Youth

As Programmatic Coordinator for WIA Youth Services, GECAC subcontracts with three agencies that each lead youth services for a specific geographical subregion of the local area. GECAC uses a competitive process to select the lead agencies bi-annually. These agencies—which do not interact directly with the local board—include a non-profit, a school district, and GECAC itself. In order to assure that the needs of WIA youth are being met at the regional and local level, the three lead agencies then subcontract with six other local youth service providers.

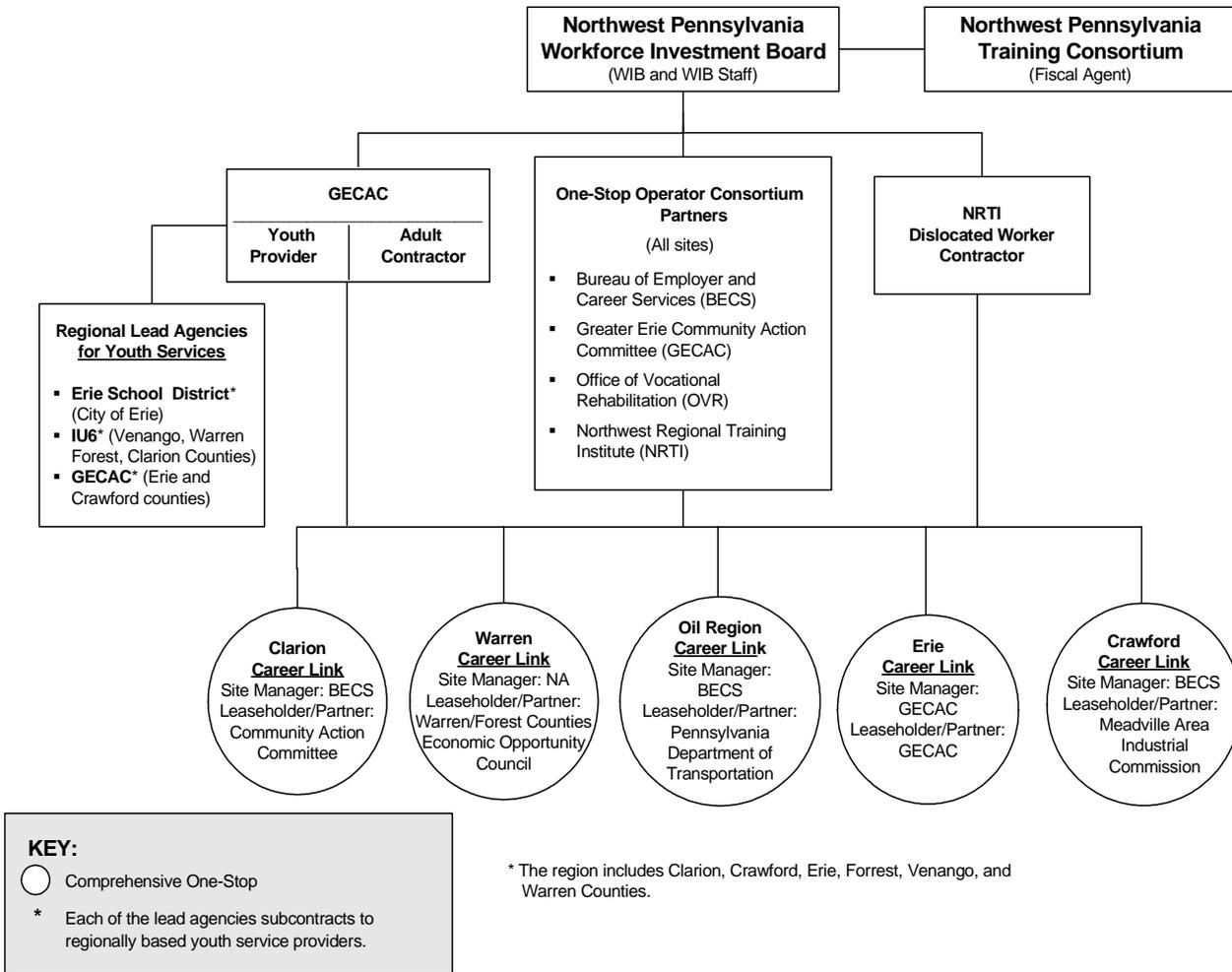
Monitoring and Oversight

The board staff's Director of Quality Assurance monitors contract performance and programmatic compliance, assuring accountability to both local board and state standards. The local board uses several effective mechanisms for monitoring its contracts. These include quarterly performance reviews and a customer tracking system that provides current information on enrollments and service use from each of the five comprehensive One-Stops on a monthly basis. In addition, the three WIA contractors and the fiscal agent all work closely with the local board, facilitating oversight, planning, and problem-solving.

Summary

The implementation of WIA has required many adjustments for the Northwest Pennsylvania Workforce Investment Area, and not all those adjustments are yet complete. First, combining of jurisdictions and traditional service providers created a competitive overall atmosphere. Second, being part of a regional system or franchise-like structure, standardized by the state, was new to a system that has traditionally emphasized local autonomy. In fact, each of the five Northwest Pennsylvania One-Stops has developed its unique character. Nonetheless, staff of the various CareerLinks increasingly collaborates to implement programs and provide services that meet the employment and training needs of the local region.

ORGANIZATION OF WIA SERVICES IN NORTHWEST PENNSYLVANIA* (Erie and Surrounding Counties)



Three Rivers, Pennsylvania

May 20-22, 2002

The Pittsburgh/Allegheny County Workforce Investment Area has a population of 1,281,666 people, approximately 519,000 of whom live in the city of Pittsburgh. The population of the city and county has been declining for some time, though some of the surrounding counties have gained residents in recent years. Eight-four percent of Allegheny County residents are white and about twelve percent are African American.

Pittsburgh and Allegheny County have developed a diverse economy over the last 30 years as the steel industry—and manufacturing more generally—have diminished in the area. Presently, manufacturing makes up just 15 percent of the employer base in the county, with the other 85 percent of employers representing service industries. Leading employment sectors include banking, communications, and education via the University of Pittsburgh. The unemployment rate in July 2002 was 7.1 percent. The city/county area boasts a stable economy, high quality of life, and well-qualified workforce.⁶

One-Stop Implementation

Building on strategic planning undertaken by Team PA Human Resources Investment Council, the Commonwealth of Pennsylvania began implementing WIA in January 1999 using One-Stop Implementation Grant funds from the U.S. Department of Labor. The Human Resources Investment Council, a nonprofit agency with economic development goals, later became the State Board, called *Team PA*. Under the federal grant, the State 1) reduced the number of local administrative areas (i.e., SDAs, and later, local workforce investment areas), and 2) required local areas to identify consortia consisting of both governmental and private entities to operate the newly formed One-Stops, called *CareerLink* Centers. In most local areas, these consortia continued as One-Stop Operators after WIA was enacted.

Pennsylvania envisioned a statewide network of franchised One-Stop Career Centers, with centers required to meet specific criteria to be chartered to join the system. The state shares responsibility for quality assurance with local boards. The state conducted system-wide training and makes comprehensive quality assurance site visits that incorporate measures of local performance based on Malcolm Baldrige quality criteria.

⁶ “One-Stop Innovations,” John Heldrich Center for Workforce Development, March 2002

Under JTPA, the City of Pittsburgh and the surrounding Allegheny County each had operated its own SDA. The two PICs discussed merging under WIA, but decided that the metropolitan area was likely to receive more funds if they did not merge. Instead, they forged a unique partnership in 1999, in which the two local workforce areas share one board, called the Three Rivers Workforce Investment Board. The board is devoted to policy-making and overseeing policy implementation, and technically has final approval over contracting decisions. In practice, the local board is a relatively weak presence in the workforce development system.

Local System Structure

Because the two local workforce areas maintain their fiscal integrity, and because the Three Rivers Workforce Investment Board is not incorporated as a 501(c)(3), the agencies that had staffed the PICs—the Pittsburgh Partnership for the City and the Department of Human Services (DHS) for Allegheny County—each act as fiscal agent for their respective local workforce areas. These agencies also serve as a partner in the One-Stop operator consortium. As fiscal agents, they draft and sign all contracts with service providers (e.g., the One-Stop consortium and youth contractors), and pay contractor invoices.

At the time of the site visit, the One-Stop system in Pittsburgh/Allegheny County included two comprehensive CareerLink Centers.⁷ The Downtown Pittsburgh CareerLink opened in 1999, and the McKeesport center opened in 2000. Additionally, neighborhood job centers run by community-based organizations host seven ‘mini centers’ in the local area. Funded by a Community Development Block Grant, the mini centers offer only core services, and must meet specific criteria to be recognized as part of the CareerLink system. For example, each mini center must have at least four computers and two staff members, and be allied in some way with one of organizations in the One-Stop Operator consortium.

The One-Stop Operator consortium in Three Rivers consists of the following partners: the Pittsburgh Partnership (City), the Allegheny County DHS, the Bureau of Employment and Career Services (BECS, the state Wagner-Peyser agency), the Office of Vocational Rehabilitation, and Goodwill Industries. In addition to these five key partners, different nonprofit organizations act as a sixth operating partner at each of the two CareerLink Centers. The Greater Pittsburgh Literacy Council, which provides adult basic education services, is an operating partner in the Downtown Pittsburgh One-Stop, and Life’s Work, an agency that works with individuals with disabilities, is a partner in the McKeesport CareerLink. As in Northwest Pennsylvania, the consortium formed under the state’s One-Stop Implementation Grant, and continued as One-Stop Operator under WIA. Since operators are re-chartered every two years, the local board was just about to begin the chartering process at the time of the site visit.

⁷ A third CareerLink Center was scheduled to open in July 2002 near the airport.

For both CareerLink Centers, Goodwill Industries serves as leaseholder and is responsible for either hosting the One-Stop or paying rent for the facility. Goodwill has a cost allocation agreement with the local board.

The operation of the Three Rivers CareerLink Centers is considered innovative and unusually collaborative. Employees of the various organizations in the One-Stop Operator consortium jointly staff the centers, and this arrangement has necessitated numerous compromises regarding work rules and management. In addition, these organizations share proportionately in the cost of operating the centers.

Service Delivery

Each CareerLink Center provides core services in a slightly different way. In Downtown Pittsburgh, for example, staff from each consortium partner participates in serving core customers and rotate this responsibility on a monthly basis. At the McKeesport CareerLink, on the other hand, BECS (state ES staff) and Goodwill share responsibility for managing core services, with all One-Stop staff providing core services during their designated two-hour shift.

The Pittsburgh Partnership and DHS collaborate in developing RFPs for intensive services, and each awards annual intensive service contracts to serve adult and dislocated workers for their local workforce area. Each fiscal agent contracts with providers capable of meeting the needs of the population in their respective geographic areas, though some providers have contracts with both entities. The majority of intensive service providers are non-profit organizations. Three of the consortium members hold these contracts, and serve customers within the One-Stops. Goodwill provides intensive services at both CareerLink Centers, while Greater Pittsburgh Literacy Council serves customers in the Downtown Pittsburgh One-Stop and Life's Work provides intensive services in the McKeesport center. In addition, ten other organizations hold contracts to provide intensive services to special populations (e.g., female offenders, Black Vietnam era veterans), or provide specific intensive services (e.g., adult basic education, bus passes), in locations throughout the local area.

Training

Customers in the Three Rivers region used a total of 39 training providers during Program Year 2001. The local board limits ITAs to a maximum of \$8,000 over a two-year period. When the state ETPL list was first implemented, the number of training providers included was "tremendous." At the time of the site visit, however, criteria for re-certification were being developed requiring training providers to report additional customer data. Local board staff anticipated that the number of approved training providers would diminish and expressed concern about a consequent decline in customer choice. Staff also reported a need for additional local-level accountability for the quality of training, and this need was being

addressed through a new monitoring arrangement.

Youth

The local board and its fiscal agents use YouthWorks, Inc., a non-profit that works with at-risk youth, to oversee providers of services to WIA youth. YouthWorks does not receive funding from the local board but relies on foundation monies to support its involvement in the workforce investment system. The Pittsburgh Partnership, DHS, YouthWorks, and local board staff join together to write and disseminate the Youth RFP. Independent review panels review and rank the resulting proposals. Based on these rankings, the Pittsburgh Partnership, DHS, and YouthWorks jointly select the WIA youth contractors. The Youth Policy Council and the full local board must approve the contracts before they are awarded.

Monitoring and Oversight

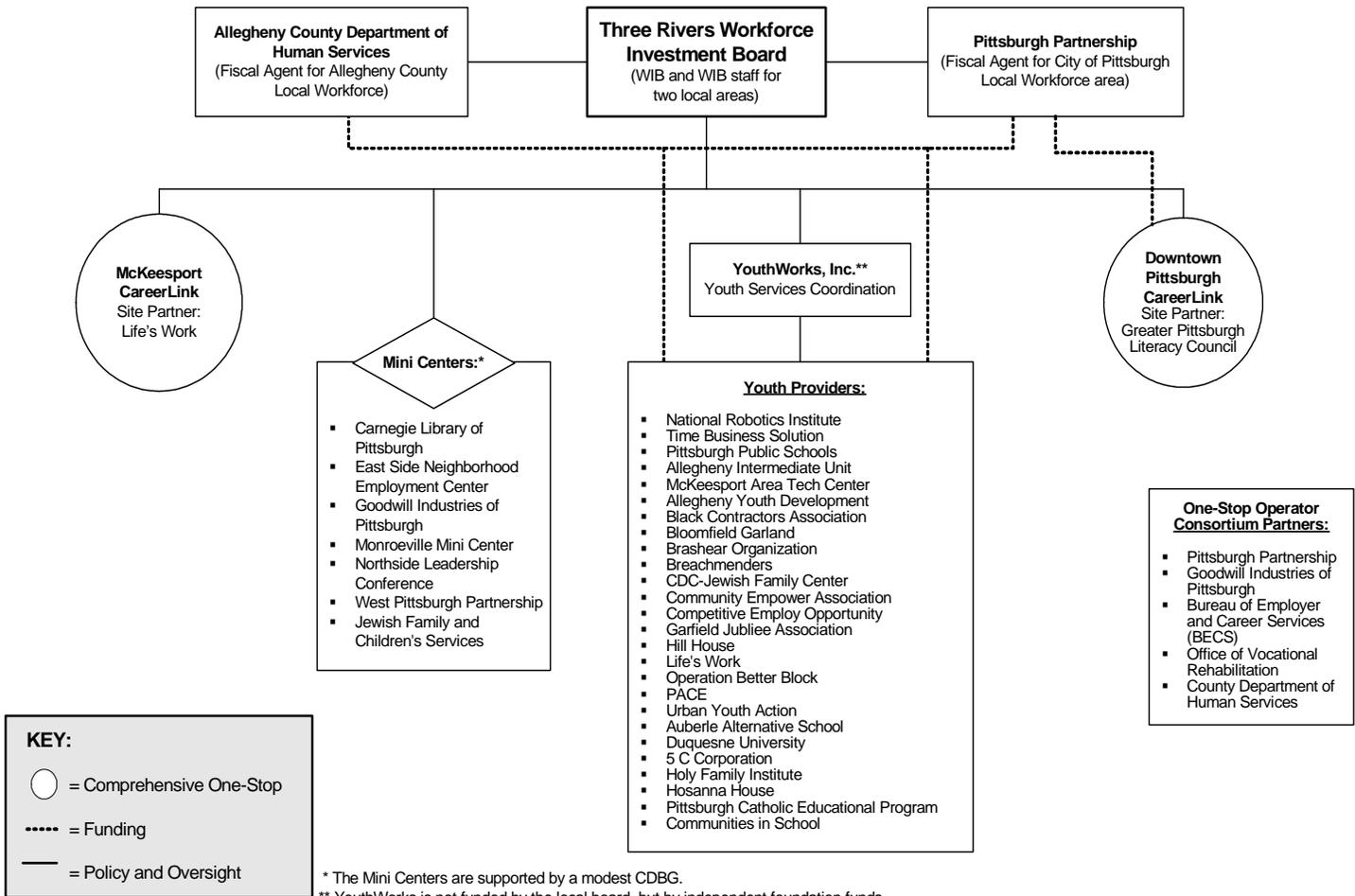
The Pittsburgh Partnership and DHS use several mechanisms for monitoring their contractors, including an annual quality assurance review, which requires each contractor to submit a written review and fill out a monitoring tool. This process also includes a file review. At the time of the site visit, the local board had just begun to contract with a private firm to monitor the ability of the Pittsburgh Partnership and DHS to monitor their contracts.

A challenge for monitoring the Pittsburgh/Allegheny County system is that the State has different data requirements and uses a different management information system from the Pittsburgh Partnership and DHS. Neither the local data system nor the state's system is fully developed or meets the needs of staff at all levels. The result is a "patchwork" system that consumes excessive staff time. Attempts to improve data systems are continuing at the state level, as well as locally.

Summary

The Three Rivers Workforce Investment Board represents a unique approach to increasing the amount of WIA funds available to a metropolitan area, and administrative funds available to support the local board. Overall, both the fiscal agents and the Pittsburgh/Allegheny County CareerLink system have achieved notable levels of collaboration, particularly in the operation of their One-Stop centers. The cost allocation plan developed by the consortium, in which each partner contributes to the cost of operating the One-Stop center in proportion to its share of total staff, has been recognized as an innovative practice. The system as a whole relies heavily on the involvement of multiple intermediaries and is regarded as successful in reaching and serving a large number of customers.

ORGANIZATION OF WIA SERVICES IN THREE RIVERS REGION OF PENNSYLVANIA (Allegheny County)



Gulf Coast, Texas

July 15–17, 2002

Community Context

The Gulf Coast region of Texas encompasses a 13 county area of the southeastern corner of the state. The region covers almost 14,000 square miles, and includes Austin, Brazoria, Chambers, Colorado, Fort Bend, Galveston, Harris, Liberty, Matagorda, Montgomery, Walker, Waller, and Wharton Counties. The area is home to approximately 4.85 million people—one-fourth of the population of the entire state of Texas—and includes Houston, the nation's fourth largest city. Approximately 1.8 million people live in Houston, 1.3 million live in Harris County outside of the city, and the remaining 1.4 million reside throughout the region's other 12 counties. The region's population is approximately 49 percent white, 29 percent Hispanic, 17 percent African American and five percent Asian.

The Gulf Coast Workforce Development Area is the largest workforce region in Texas and covers three Primary Metropolitan Statistical Areas (PMSAs): Brazoria, Galveston-Texas City and Houston. The region boasts a complex and diverse economic base with major industries in wholesale and retail trade, oil refining and petrochemicals manufacturing, transportation, communications, public utilities, health services, agriculture, education services, and petroleum extraction. At the time of the site visit, the unemployment rate for Houston was 6.2 percent, in line with the 6.1 percent rate for the state as a whole. Unemployment was much higher in the outlying counties, with the two other PMSAs experiencing unemployment rates of 8.4 percent.

One-Stop Implementation

Texas began moving toward a “one-stop” model of human services as early as 1993. In 1995, HB1863 combined TANF and JTPA funds at the state level, and TANF and JTPA services at the local level. This legislation created local workforce development boards which are responsible for administering these programs, as well as Welfare to Work, Food Stamp Employment and Training Program (FSETP), and the Child Care Coordinating Program. By 1999, the state had fully implemented WIA provisions.

Given its long history in implementing One-Stops, Texas has had time to develop a number of state policies governing their administration. For example, the Texas Administrative Code states that local WIBs will not deliver any direct services, discouraging the Texas governor from granting waivers to WIA requirements. The code also requires that One-Stop operations contracts be awarded through a competitive RFP process. The Texas Workforce Commission (TWC) makes a detailed One-Stop

operations manual available online. TWC also has created a system of certification for One-Stops which uses a set of 18 basic standards, and all Career Centers must be certified in order to continue operations.

Under JTPA, the area covered by the Gulf Coast Workforce Development Area included three separate Service Delivery Areas (SDAs): the City of Houston, the balance of Harris County, and the other 12 counties in the region. As WIA was implemented, Texas consolidated its workforce areas and required that more than one governmental entity be represented in each local area. Because Harris County had already committed to joining the neighboring SDA, the result was an extremely large workforce area, after the inevitable addition of Houston. The merger process took well over a year to settle as the existing workforce organizations developed new roles and responsibilities. To address urban versus rural interests, the Local Elected Officials agreed that the new local board would reflect both Houston and the rest of the local area proportionately. Because of various guidelines about local board membership, the Gulf Coast Workforce Board, also called The WorkSource, emerged with 63 members.

The Houston Galveston Area Council (HGAC) staffs The WorkSource, and also provides staff support to the Local Elected Officials (LEOs). HGAC is a voluntary association of local governments that supports its members in areas such as transportation planning, economic development, emergency preparedness, and air and water quality monitoring, among others. While local board staff represent a relatively small proportion of HGAC staff, The WorkSource is an important part of the Area Council's business and represents almost half of the agency's annual budget.

Local System Structure

The WorkSource One-Stop Operation contracts combine all WIA formula funds and services (adult, youth, dislocated worker) with funds from TANF and other low-income employment programs. These contracts also include WIA training funds, thus passing through the administration of these funds (and training provider payment) to the One-Stop operators. The WorkSource does not allow One-Stop operators to also be training providers.

The WorkSource re-competes its One-Stop contracts every three years. The cost-reimbursement contracts are one year in duration, with two option years. At the time of the site visit, The Worksource had 29 comprehensive One-Stops and three satellite centers. The most recent One-Stop RFP, however, asked bidders to propose operations plans and budgets for 24 full service One-Stops and nine satellite offices. While the One-Stops do not have defined subregional "catchment" areas (e.g., any customer can go to any One-Stop for services), each center is responsible for processing TANF applications and conducting worker profiling for specific zip code areas. The One-Stop contractors providing services at the time of the site visit were:

- **ACS** (formerly Lockheed-Martin LMI) is the only for-profit company operating One-Stops in the Gulf Coast region. ACS runs seven full service One-Stops in Brazoria, Ft. Bend, Harris, Liberty, Matagorda, and Wharton Counties. Until September 2002, ACS operated an additional One-Stop that merged operations with another center.
- **Community Service Program (CSP) of the Harris County AFL-CIO** is non-profit organization, affiliated with a labor union. CSP operates one full-service One-Stop and a satellite center, both in Chambers County.
- **Houston Works**, a non-profit agency that previously was the PIC for the City of Houston. This contractor runs eight full service One-Stops in Houston. In addition, Houston Works operates four Youth Opportunity grant centers located in Houston.
- **Interfaith of the Woodlands**, a faith-based non-profit organization, operates 11 full service One-Stops (five in Houston, two in Galveston County, two in Harris County, and one each in Montgomery and Walker Counties) and one satellite center in Austin County.
- **SER** is a non-profit agency that targets its services to the Hispanic community. SER operates two One-Stops, both in the City of Houston.

During FY01, the WorkSource had funded a sixth One-Stop Operator to operate five full-service One-Stops. The contract was rescinded, however, because of the organization's lack of financial controls, and the One-Stops were reassigned to the remaining five contractors.

Service Delivery

One Stop Operator staff have primary responsibility for providing core services in each Career Center. TWC staff, funded by Wagner-Peyser, assist with core services; their responsibilities vary depending upon the operator and the center. In other centers, other One-Stop partners also assist in providing core services, most often staffing reception and the resource room.

Staff of the One-Stop Operator also provide intensive services in all of the centers. In some cases, the contractors have dedicated staff to lead workshops and seminars, and these individuals rotate among the One-Stops run by that contractor. For example, staff at Interfaith's One-Stops includes two specialized career consultants who assist customers in determining whether and which types of training would be most appropriate for each individual.

Dislocated worker services are folded into the One-Stop Operations contracts. In addition, the WorkSource has a National Emergency Grant as well as several WIA grants targeting dislocated workers. These grants support preliminary health care sector initiative activities, offer skills upgrading for incumbent workers in the biotechnology industry, and provide automotive technician training for limited English proficiency workers.

Training

In Texas, the ETPL is called the Training Provider Certification System (TPCS). The state has developed standardized ETPL criteria including certification, eligibility for federal funding, ADA compliance, adequate insurance, program offerings in demand occupations, sound financial controls, skills certification, and outcome data for students if the training program was offered in the past. Training programs must be no longer than two years duration. The ETPL application is available on line.

Customers who want training do not necessarily have to attend workshops first. They must research training programs and providers before applying for an ITA and show documentation of comparing three different training providers as part of their ITA application. Houston Works staff noted that they try to limit the ITAs to \$4,500; ITAs of larger amounts must be approved by staff at the organization's headquarters. Some One-Stop staff encourages customers to pick training programs that include a job placement component. Customers applying for ITAs at another One-Stop must complete a 1,000 word essay on why they should receive WIA training funds. The essay is reviewed by an in-house scholarship committee. The center manager noted that this approach instills pride in participants because they earned the training assistance rather than being given it.

Because training funds are passed through to the One-Stop operators via their contract with The WorkSource, each One-Stop operator signs individual contracts with each training provider. Once a customer enrolls in a program, the provider sends an enrollment voucher to the headquarters of the One-Stop Operator. In Program Year 2001, Gulf Coast customers used a total of 52 training providers.

The WorkSource has created a process parallel to the ETPL for local providers of basic skills training. These providers may offer two categories of service: 1) occupational skills training; and 2) educational services.

Youth

Youth Services also are folded into the One-Stop Operations contracts, and youth receive most of their core services in One-Stop Career Centers. In addition, The WorkSource maintains a separate list of youth services providers. The local board signs vendor agreements with these agencies, specifying the type of

services they offer and their cost. Currently, about 50 vendors are on the list. Youth who meet WIA income eligibility requirements can receive assessment and service planning services from these youth services providers. Personal services representatives for youth, employees of the One-Stop Operators, link these customers to appropriate providers and resources in the community, and do follow-up.

Monitoring and Oversight

The WorkSource has five grant managers who monitor contractors. These managers monitor the One-Stop contracts every other month, looking at spending compared to budget, staff turnover, risk assessment, and WorkSource funding as percent of revenues. All grants get a more in-depth financial audit annually. The contract monitors also visit training providers as part of the ETPL certification process and are responsible for conducting on-site surveys for One-Stop certification.

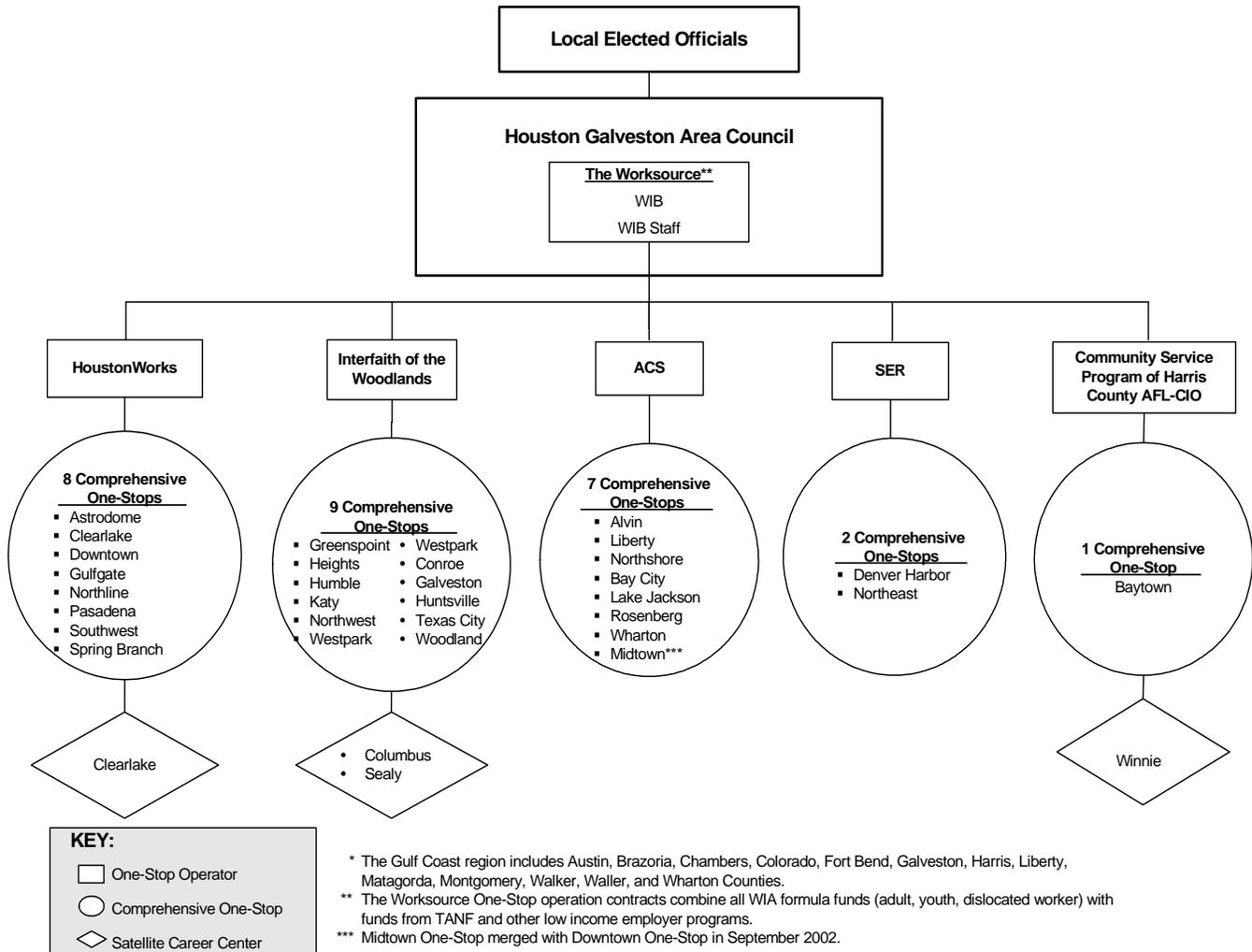
Monitoring of training providers involves a different process. The online ETPL database includes customer satisfaction ratings based on self-reported data. One-Stop operators conduct follow-up phone calls with customers to check the accuracy of the self-reports. At some One-Stops, operator staff visit the training vendors as well, particularly if One-Stop staff have reported a problem with a trainer.

TWC uses a client services database called TWIST, which includes WIA, TANF, and FSETP customers. The system can be used by case managers, other One-Stop staff, and One-Stop center managers. At the time of the site visit, TWIST was accessible via dial-in, but TWC was about to move to a web-based version. The system captures information on every One-Stop-related performance measure and can generate reports by office and by case manager.

Summary

While WorkSource staff referred to the WIB as being very “hands on,” at least one One-Stop center manager thought that early on, the board and its staff were not aggressive enough in defining basic criteria and providing instruction and guidance to the One-Stop operators. The WorkSource staff noted that inconsistency across One-Stop operators and One-Stop centers has been a concern. In response, the board staff set up a regional training academy and certification for One-Stop employees. As part of this effort, the WorkSource has set standards for One-Stop operations, including guidelines, standard job descriptions, and training plans. WIB staff are also becoming more specific about the appearance of One-Stops facilities, pushing the One-Stop contractors to move toward a “new car dealership” look, where staff approach customers and ask them what they need.

ORGANIZATION OF WIA SERVICES IN THE GULF COAST REGION OF TEXAS* (Houston and 13 Surrounding Counties)



Tarrant County, Texas

June 18–20, 2002

Community Context

Tarrant County covers 863 square miles in north-central Texas. With a population of 1.45 million residents, Tarrant County is urban and diverse. Just over half of its residents are white, with 13 percent of the population African American, 20 percent Hispanic, four percent Asian, and nine percent other ethnicities. Ft. Worth is the county seat.

Tarrant County, and Ft. Worth in particular, is known for its stockyards, though manufacturing, wholesale and retail, and service industries all are significant sources of employment. Major employers include Lockheed Martin, American Airlines, Delta Airlines, Bell Helicopter Textron, and the Burlington Northern Santa Fe Railroad. The Dallas-Ft. Worth “metroplex” was hard hit by the economic downturn after September 11, 2001. Several national airlines have hubs and headquarters in the area; these and their suppliers (secondary workers) saw massive layoffs. The unemployment rate at the time of the site visit was 6.4 percent.

One-Stop Implementation

Texas began moving toward a “one-stop” model of human services as early as 1993. In 1995, HB1863 combined TANF and JTPA funds at the state level, and TANF and JTPA services at the local level. This legislation created local workforce development boards which are responsible for administering these programs, as well as Welfare to Work, Food Stamp Employment and Training Program (FSETP), and the child care coordinating program. By 1999, the state had fully implemented WIA provisions.

Given its long history in implementing One-Stops, Texas has had time to develop a number of state policies governing their administration. For example, the Texas Administrative Code states that local WIBs will not deliver any direct services, discouraging the Texas governor from granting waivers to WIA requirements. The code also requires that One-Stop operations contracts be awarded through a competitive RFP process. The Texas Workforce Commission (TWC, the state Wagner-Peyser funded Employment Service) makes a detailed One-Stop operations manual available online. TWC also has created a system of certification for One-Stops which uses a set of 18 basic standards. Career Centers must be certified in order to continue operations.

Under JTPA, the City of Ft. Worth and Tarrant County each constituted a service delivery area (SDA) with its own workforce board and employment and training department. The two combined to become the Tarrant County Local Workforce Investment Area. A new non-profit organization called Work

Advantage provides administrative support to the board. As a result of the merger, Tarrant County's Local Elected Officials were designated as a Workforce Governing Board and given the right to approve all workforce board contracts, in addition to appointing local board members.

The Tarrant County and Ft. Worth Departments of Employment and Training (E&T), now without administrative responsibilities, joined to bid on Work Advantage's first One-Stop Operator RFP. Once its bid was accepted, the resulting merger of departments under the County's jurisdiction was very complicated and took three years to accomplish. The resulting Tarrant County department, now called The Workforce Network (TWN), is the One-Stop Operator, and this contract represents virtually all of TWN's revenues. The relationship between Work Advantage and TWN is still feeling the effects of complications from forming the new local board. Further, TWN has had problems meeting its TANF and WIA youth services performance criteria. After September 2001, the Career Centers saw a dramatic increase in the number of dislocated workers coming in, which further impacted the provision of services to TANF customers.

Service Delivery

The Workforce Network (TWN) operates six comprehensive One-Stops, plus one specialty career center. Four of the Career Centers are located within the City of Ft. Worth, one is in Arlington, and one in Bedford. The specialty center serves dislocated airline workers and is located near the airport.

The One-Stop Operator contract is a cost-reimbursement agreement, one year in duration with two option years. Work Advantage re-competes the One-Stop contract every three years. Work Advantage covers all other direct costs in running the Career Centers so that the One-Stop Operator contract is devoted primarily to labor costs. Using county employees as front-line services providers is extremely expensive because they have long tenures and retained their seniority when the city and county E&T departments merged.

All WIA adult and TANF services are combined at the One-Stops, except for counseling and case management. Under a MOU with TWN, TWC (the state's Wagner-Peyser agency) staff are involved in facilitating job search and other workshops in all of the comprehensive One-Stops, and assume other duties that vary across the One-Stops. For example, TWC staff serve as the customer's first contact in four of the six centers, and staff the resource room in four of the centers. TWN staffs the resource room in some One-Stops. At two sites, TWN staff also serve as greeters. Staff from a local nonprofit are starting to take over the greeter and orientation functions at six of the One-Stops. Texas divides core services into regular core, which are self-service, and "assisted core," which includes workshops and basic job searches

that involve minimal staff assistance. One-Stop staff create case files and conduct follow-up with customers who use assisted core services.

TWN staff provide intensive services, along with eight other providers, including Tarrant County College (TCC), Ft Worth Integrated School District (ISD), and two local nonprofit agencies. In addition, Work Advantage contracts with over 20 “Innovative Initiative” contractors—community-based nonprofit organizations that provide intensive services to individuals with multiple barriers to employment (e.g., history of domestic violence, substance abuse, mental health, homeless, lacking basic skills). The Innovative Initiative contractors must send customers to a One-Stop for eligibility screening and enrollment in either WIA or TANF, and then can be reimbursed by the local board for serving these individuals. Contracts include specific performance goals.

Work Advantage describes its workforce system as being made up of “hub” organizations that provide eligibility screening, coordination, and intermediary “peer” management for other contractors. TWN is the hub organization for Innovative Initiative contractors, while the Boys & Girls Club of Greater Fort Worth is the hub organization for youth contractors.

Training

In Texas, the ETPL is called the Training Provider Certification System (TPCS). Criteria for ETPL providers include 1) being a Texas certified proprietary training provider or eligible to receive federal funds as educational institution, 2) ADA compliant, and 3) adequately insured. Additionally, providers must offer a program linked to demand occupations, demonstrate that they have sound financial systems and controls, offer skills certification, and have outcome data for students if the training program was offered in the past. To be included on the ETPL, training programs must be no longer than two years duration. The ETPL application is available online. This state standardization somewhat limits the ability of local boards to add training provider selection criteria.

The maximum ITA amount in Tarrant County is \$10,000. Even with this limitation, Work Advantage runs out of training funds before the end of the year. WIA has reportedly decreased customer use of training from JTPA, since the One-Stops have a strong work-first emphasis. Customers in Tarrant County used a total of 28 training providers during Program Year 2001.

Youth

Tarrant County’s primary WIA youth services contract includes two components: 1) operating the Youth Opportunity Center, a specialty One-Stop center funded strictly with WIA formula funds; and 2) serving as the “hub” organization for ten other youth provider contractors. Until Spring 2001, TWN held the contract to operate Work Advantage’s youth One-Stop. The contract was re-competed, and Work

Advantage awarded the contract to the Boys & Girls Club of Greater Fort Worth (B&G). The Youth Advisory Council and the local board approved the contract, but the Workforce Governing Board denied it. In November 2001, Work Advantage reissued a RFP for youth services to begin April 2002 and extended the TWN's youth contract for seven months. TWN decided not to bid on the contract. The Workforce Development Board and Workforce Governing Board ultimately awarded the contract to the Boys & Girls Club.

The transition in youth contractor from TWN to B&G was difficult. The new Youth Opportunity Center operator found problems with policies and program data, which slowed the start-up process. With help of board staff, B&G tracked down all former customers. Between April 2002 and June 2002, the Youth Opportunity Center had 2,000 visits.

Ten other youth contractor agencies are dispersed throughout the county, mainly in the highest levels of poverty. They include six non-profit organizations, one faith-based organization, and three educational agencies. As the "hub" organization for these contractors, B&G determines eligibility for and assesses their customers, shares referrals, convenes monthly youth contractor meetings, provides overall case management, enters data into the state's information system, and provides youth follow up.

Monitoring and Oversight

Work Advantage contracts with two organizations for monitoring services. A-Mac Consulting conducts program and financial reviews to ensure that contractors and the WIB are complying with regulations and policies, and Collins & Associates conducts risk assessments of each federal program. Both contracts are cost-reimbursement, and are of about a year in duration.

TWC uses a client services database called TWIST, which includes WIA, TANF, and FSETP customers. The system can be used by case managers, other One-Stop staff, and One-Stop center managers. At the time of the site visit, TWIST was accessible via dial-in, but TWC was about to move to a web-based version of the software. The system captures information on every One-Stop related performance measure, and can generate reports by office and by case manager.

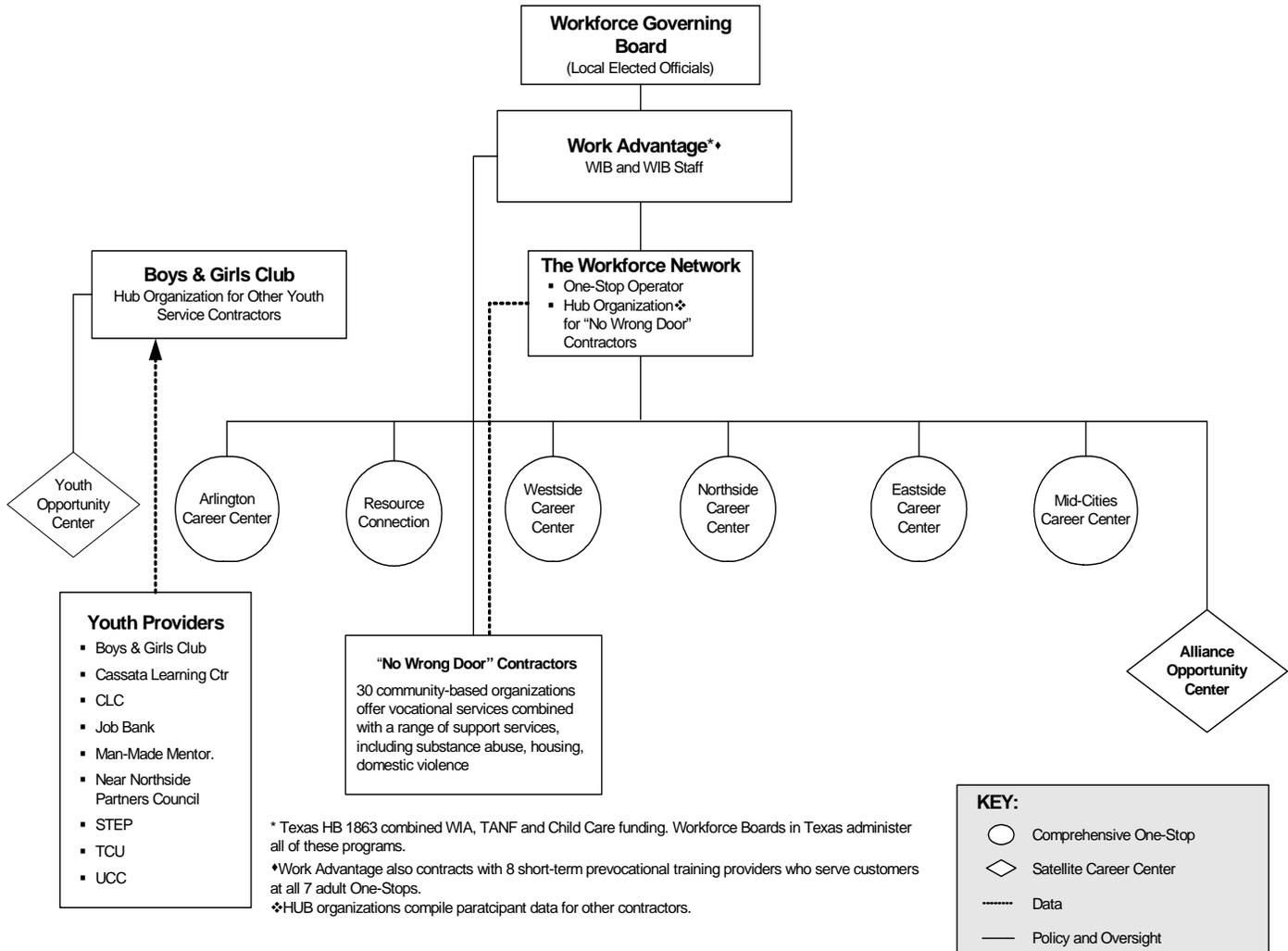
Work Advantage funds a local database network that links all of the human services providers in Tarrant County, called "The Safety Net." In addition to all Work Advantage contractors, other service providers are encouraged to use the system because it allows sharing of case management data across programs, streamlines eligibility determination, and facilitates coordination between programs. Work Advantage contracts with a local non-profit to train participating organizations in using the system and to maintain the software and server.

Summary

Work Advantage elected to choose a single One-Stop Operator to allow for Board influence on service design and consistency across One-Stops. As one Board member pointed out, however, the local board put “all its eggs in one basket” by choosing this approach. As the time to issue a new RFP draws nearer, the Board is debating whether to adopt another service model. In addition, Work Advantage is attempting to address some of the One-Stop implementation problems by developing a set of policies and procedures for One-Stop operations to improve consistency across the centers.

The question of how to combine TANF and WIA services effectively remains. Even though TANF outcomes have been below expectations, TWN has performed well on standards related to WIA participants, and Work Advantage and its staff received several prestigious awards during the year before the site visit.

ORGANIZATION OF WIA SERVICES IN TARRANT COUNTY, TEXAS



Bay Area, Wisconsin

Site Visit Date: December 3-5, 2001

Community Context

The Bay Area encompasses ten counties in the Northeastern part of Wisconsin and has a population of 599,791. The Bay Area's two metropolitan areas, Green Bay and Sheboygan, together provide 60 percent of the jobs in the local area. Only seven percent of the population identify as non-white, as compared to 11 percent in the rest of Wisconsin. However, one County, Menominee, is approximately 87 percent Native American and the Bay Area in general has a larger tribal population than the rest of the State. The Bay Area poverty rate of eight percent is slightly less than the state average.

At the time of the site visit, the local area was experiencing a slightly higher unemployment rate than the rest of the State (4.5 percent compared to 4.3 percent); however the Bay Area usually stays at or below the State average. Manufacturing contributes 27 percent of the jobs in the area, with the largest single industry being papermaking. Until 2000, the manufacturing sector of the economy was still growing, however layoffs across the area have reversed this trend in the last year. At the time of the site visit, the Bay Area economy was influenced by the slowing national economy and the normal seasonal slowdown during the winter months.

One-Stop Implementation

The local board was created in 1999 in response to the repeal of the JTPA and the enactment of the WIA. At that time, Wisconsin consolidated its 17 Service Delivery Areas (SDAs) into eleven local One-Stop areas. This consolidation had a direct impact on the Bay Area, requiring the area's two SDAs to merge. The two PICs within the former SDAs had operated very differently under JTPA: the Northeastern PIC (NEPIC) had contracted out for all program services, while the Lake Michigan PIC (LMPIC) had operated almost all programs itself. In the end, as the local areas merged, the two PIC organizations did not, and instead remained separate entities. The Bay Area board was built on the NEPIC corporate structure, and LMPIC maintained an independent organizational identity and became a WIA program provider.

Job Centers had been building "from the bottom up" for a number of years prior to the enactment of WIA. Wisconsin received a federal One-Stop Implementation Grant in 1994. Much of the grant money was used to develop the infrastructure required for the co-location and coordination of program services. The development of local One-Stops was driven from the county level, as partner programs worked to set up collaborative systems. As a result, structure and approach differ from center to center, and each center's managers and staff have a genuine sense of ownership of the system they have created.

Local System Structure

With the full implementation of WIA in July 2000, the local board designated 11 Management Teams, or consortia, to operate the Bay Area's One-Stops. Management Teams are composed of three or more WIA-mandated partners. Eleven One-Stops operate in the ten-county Bay Area, one in each county in addition to the Oneida Tribal Center for Self-Sufficiency, a job center that receives WIA Tribal funding directly from DOL.

The 11 Job Center Management Teams are very different; each reflects its local environment and history of development. For example, consortium partners in the Marinette County Job Center include ES, Job Corps, Vocational Rehabilitation, the County Human Services Department, Goodwill, two regional non-profits, a state technical college, and two regional Cooperative Education Services Agencies. Consortium partners in Shawano County include ES, Vocational Rehabilitation, the county Departments of Human Services and Economic Support, a regional non-profit, a state technical college, and a school-to-work program. Two of the One-Stop operator consortia have incorporated as 501(c)(3) entities. Some job centers are very integrated and collaborative in their approach to service delivery, while others are still relatively segmented by agency and program.

WIA Adult and Dislocated Worker funds, as well as some state TANF funds under the direct control of the local board (called Workforce Attachment and Advancement [WAA] funds), are allocated to the Management Teams in each One-Stop. Each Management Team is responsible for designating a fiscal agent and determining the agencies that will provide the WIA and WAA services at the One-Stop center. This arrangement promotes local control and allows maximum integration of program funding streams at the local level. Management Teams submit proposals to the local board every two years and the local board monitors the contracts with yearly site visits, quarterly performance reviews and regular contractor meetings.

Service Delivery

The Management Teams, not the local board, select the providers of core and intensive services, and in most Bay Area locations, the providers are also members of the Management Team. Across the centers, Employment Service (ES) is the primary provider of core services, if not with front-end staff, then as an electronic presence, providing computer terminals that facilitate job-matching services. Where ES does not provide staff, the One-Stop intensive service provider often supports the staff-assisted core services. The nonprofit organizations that provide intensive services in the One-Stops include Forward Service Corporation and NEWCAP, Inc., two longstanding social service CBOs in the area; Great Lakes Training and Development Corporation, the former LMPIC; Shawano County Job Center, Inc., one of the local area's incorporated Management Teams; and the Women's Employment Project. Northeast Wisconsin

Technical College, the local community college; Menominee County Department of Health and Human Services; Employment Service; Oneida Tribe of Indians and Menominee Tribe of Indians (both tribal entities) also provide WIA intensive services in Bay Area.

Training

The Bay Area's local board has fully implemented an ITA training system. Many of the same providers used under JTPA also participate under the new system. Most training participants utilize the courses offered through local, state-affiliated technical colleges. Extensive course offerings, credit and transfer flexibility, and strong results from these institutions make them attractive options for jobseekers requiring training. In the short term, customers can spend up to \$1,500 on training services; the longer-term limit is \$5,000. In Program Year 2001, Bay Area customers used a total of 23 different training providers.

Study respondents report that one difficulty with the training provider system is that some relatively new and for-profit providers do not follow up with program graduates, and so staff foresee that, when eligibility is renewed after two years, some providers may be excluded. Another difficulty is with the state data system, which is not yet fully functional and so is not yielding performance data.

Youth

The local board uses a competitive bidding process to award WIA youth program funds, and the contracted agencies provide WIA youth services throughout the ten-county area. At the time of the site visit, eight organizations were providing youth services in the Bay Area. Three nonprofit organizations were providing in-school youth services, one Job Center and one nonprofit were providing out-of-school services, and two CBOs and one Job Center were providing services to both youth populations.

Monitoring and Oversight

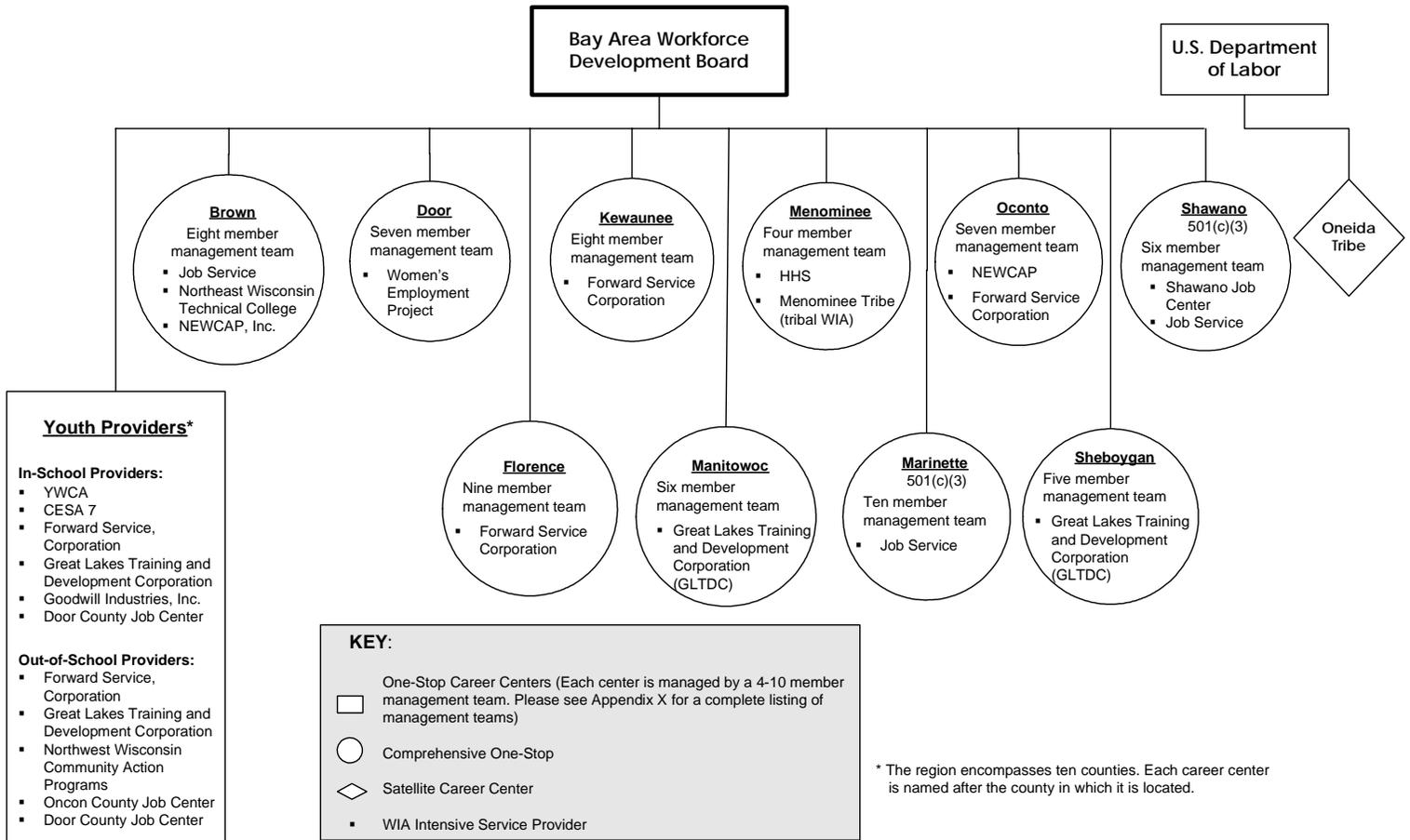
Local board staff review One-Stop operating budgets, make sure operators adhere to administrative spending limits, provide technical assistance to the fiscal contact for each center, and monitor compliance with guidelines. Local board staff also conduct site visits to the centers and youth contractors to monitor performance, timeliness of service, and other aspects of performance that affect the providers' ability to meet customer needs. The One-Stop operator Management Teams are entities responsible for performance measures related to core and intensive services providers, since they hold the contracts with the local board.

Summary

The eleven Job Centers have very individual management styles and combine funding from multiple sources. Overall, the centers are performing very well; they have built collaborative structures since the mid 1990s. The Workforce Development Board and its staff appear to have focused their efforts on

contract administration and supportive technical assistance; they give One-Stop operators autonomy to manage the program as they see fit, as long as they fulfill the overall goals of the contracts.

ORGANIZATION OF WIA SERVICES IN BAY AREA, WISCONSIN*



Milwaukee County, Wisconsin

Site Visit Date: March 11-13, 2002

Community Context

The Milwaukee metropolitan area represents the center of the Wisconsin's economy, and is home to a disproportionately large segment of the state's population (18 percent) and labor force (16 percent). Milwaukee County has 940,164 residents. The county is also significantly more diverse than the rest of the state, with approximately 34 percent of its population identifying as non-white as compared to approximately 11 percent in the rest of the state. Twenty-five percent of Milwaukee's population is African American and nine percent is Latino. County poverty rates are also higher than the rest of the state, with approximately 17 percent of the population living below the poverty rate as opposed to nine percent elsewhere in Wisconsin.

While manufacturing has traditionally been the mainstay of the Milwaukee economy, service sector employment is now the dominant industry, accounting for approximately 40 percent of the total regional employment. Health, business, and educational services are the most prominent within this sector. At the time of the site visit, the local unemployment rate was 6.3 percent, 0.4 percent below the statewide level. Although the unemployment rate has increased significantly over the last year, as it has in all sites visited for this study, the area saw encouraging employment growth in both the manufacturing and services industries in the month prior to the site visit.

One-Stop Implementation

Local development of centralized job centers began in Wisconsin in 1987.⁸ DOL's One-Stop implementation grant, awarded in 1994, was used to expand and accelerate the state's existing efforts to consolidate workforce development programs. At approximately the same time, Wisconsin established itself as a leader in welfare reform, and the state was able to leverage welfare dollars to aid in the development of job centers. Indeed, prior to WIA, Wisconsin Works (or W2, the state's TANF program) providers were the designated operators of full-service employment and supportive service centers in Milwaukee County. At the time of WIA implementation, these W2 providers were transitioned or "grandfathered" in as One-Stop operators in this local area.

Local System Structure

The Milwaukee PIC oversees the operation of seven comprehensive One-Stops and two specialty centers. The comprehensive One-Stop operators are local affiliates of the Young Women's Christian Association

⁸ *State of Wisconsin: One-Stop Profile*, Social Policy Research Associates, Inc., March 1996.

(YWCA), United Migrant Opportunity Service (UMOS, a local affiliate of the National Council of La Raza), Opportunities Industrialization Centers of America (OIC), and Maximus, a national for-profit company. In addition to their role as W2 providers, these entities operate One-Stop centers under MOU agreements with the local board. One-Stop operators receive no WIA funding for operating purposes. Dislocated workers in Milwaukee County are served exclusively through the HIRE Center, a specialty center originally established in 1986 by the local AFL-CIO, the United Way, the Milwaukee County Technical College, the state Job Service program, and the Milwaukee PIC. The other specialty center operated in the local area is the Milwaukee Career Center (MCC), which provides employment and training services for youth.

Service Delivery

The local board contracts out the delivery of intensive Adult WIA services at the comprehensive One-Stop locations to three community-based organizations (two of which are also the One-Stop operators). These competitive contracts are procured yearly, and are pay-for-performance. Providers are reimbursed 50 percent when customers enter employment, and 50 percent when the customers have retained employment for 30 days with a wage of at least \$8 an hour. The State Employment Service provides core services at these seven locations.

WIA core and intensive services for dislocated workers, as well as state Rapid Response activities, also are available through the HIRE center. The PIC operates the HIRE center under a waiver from the Governor, and acts as the fiscal agent for the HIRE consortium of providers. Subcontracts with the partner agencies to provide core and intensive services are on a cost reimbursement basis.

The Milwaukee PIC also holds a contract to provide WIA services with the Wisconsin Correctional Service (WCS), a statewide nonprofit that specializes in providing a range of services to individuals who are incarcerated. At the Milwaukee County House of Corrections, WCS provides core, intensive and training services to clients transitioning out of the criminal justice system. WCS has been working within the workforce development system since the early 1980s and the local board has made services to incarcerated jobseekers a focus of WIA services. WCS provides these services through a performance-based contract.

Training

Milwaukee has one customized training program that provides bilingual training for entry-level childcare positions. In addition, the local board has a contract with the neighboring board, the Washington, Ozaukee, and Waukesha County (WOW) PIC, to provide job placement and development services to Milwaukee WIA adult customers. These services are targeted towards Milwaukee residents that seek employment in the counties adjacent to Milwaukee County.

Milwaukee has instituted a performance-based ITA voucher system and vendor payment policy. Training providers are paid ten percent of their costs upon training enrollment, 40 percent upon successful completion of the training, and the final 50 percent when the customer has retained employment for 30 days, within 60 days of training completion, at a wage of \$8 or more per hour. A few months prior to the study's site visit, the PIC refined this policy to allow for a "preferred payment policy" that authorizes the full voucher payment upon enrollment to providers or programs that demonstrate exemplary performance. In Program Year 2001, 55 different training institutions received ITAs to serve WIA customers.

Youth

Under JTPA, the local board was the provider of all youth services. Under WIA, the local board has an agreement to continue working with youth. PIC staff serve as case managers for both in- and out-of-school youth participants. The local board conducts a competitive RFP process, however, to secure employment and skills enhancement opportunities for youth through summer internships. Organizations chosen through this process are eligible to utilize WIA-funded internships, however they do not receive any direct WIA funds. Almost 30 not-for profit, education, and for-profit agencies are selected through this procurement. The local board also selects agencies to be listed as eligible providers of support services for WIA youth participants.

The PIC also operates the Milwaukee Career Center (MCC), a youth-focused specialty One-Stop. Housed in the same facility that supports Milwaukee's Youth Opportunity Grant, called REACH Milwaukee, MCC provides a variety of career services including educational assessment, tutoring, and resume writing. There are no eligibility requirements for MCC use. Of the 20 PIC case managers focused on the WIA youth population, one is housed in each of the 15 local public high schools. The remaining case managers are located at MCC and serve out-of-school youth.

Monitoring and Oversight

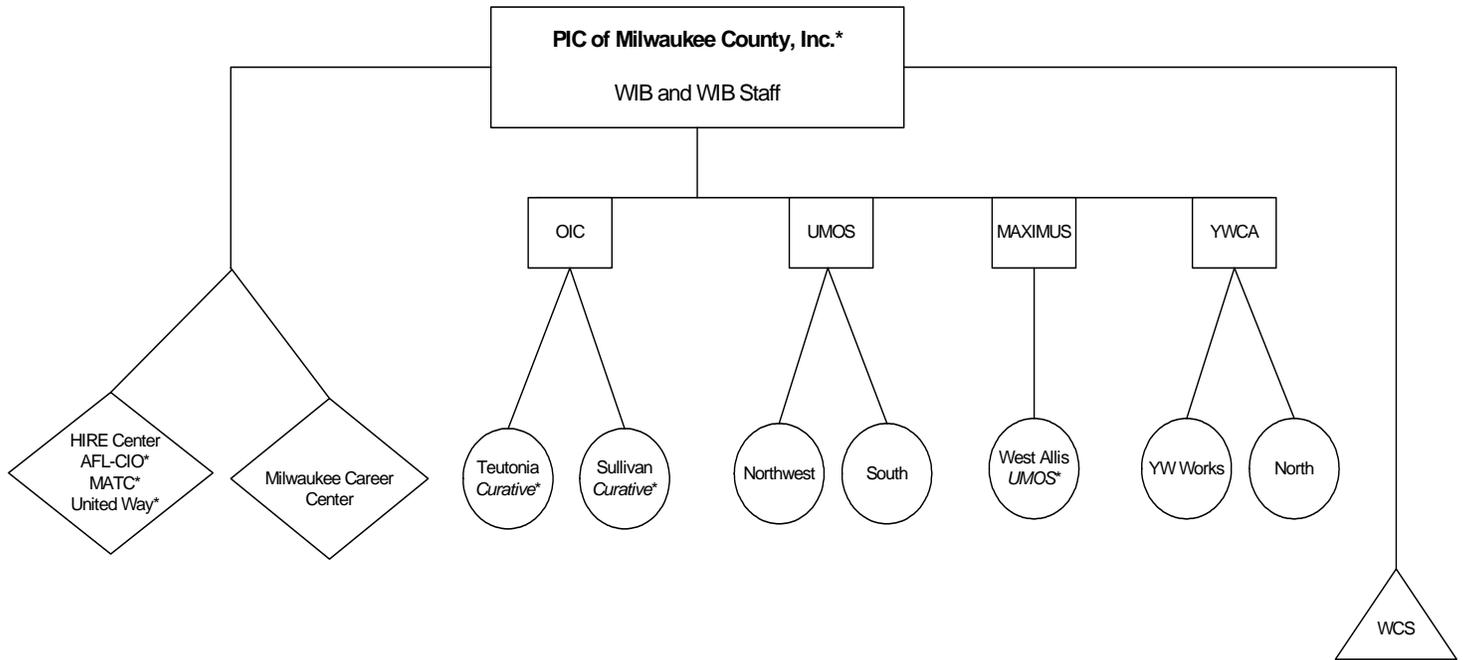
The local board monitors intensive service providers yearly with a site visit consisting of staff interviews, client interviews, fiscal and file review. The PIC's adult services personnel also perform monthly analysis of customer data and hold monthly meetings with WIA case managers (intensive service providers) to give information updates and address problems and concerns. One-Stop operators do not undergo regular review.

Respondents reported that monitoring of training providers somewhat problematic. They stated that since the state is responsible for the ETPL, the state should monitor the quality of listed service providers. The local board does investigate when complaints about specific providers surface, however.

Summary

The workforce development system in Milwaukee County has evolved from early innovation in the state welfare system, services for dislocated workers, and specialty services to targeted populations of jobseekers. Milwaukee distinguishes itself among the study sites in several ways. First, the workforce development system has a unique relationship with W2 providers. Second, the local board has build its intensive, youth, dislocated worker, and training services on specific standards for performance, as evidenced by its performance-based contracts and ITA system. Finally, the Milwaukee PIC has developed close relationships with the intermediaries it uses to deliver services to youth and dislocated workers through specialty centers.

ORGANIZATION OF WIA SERVICES IN MILWAUKEE, WISCONSIN



KEY:

□ One-Stop Operator	◇ Satellite Specialty Center
○ One Stop Career Center	△ Intensive services are provided at the Milwaukee Center House of Corrections by Wisconsin Correctional Services

Intensive Service Provider

* Wisconsin's Governor granted waivers allowing the PIC to operate the dislocated worker and youth specialty centers.

Appendix B

Hypotheses and Research Questions

Appendix B:

Hypotheses and Research Questions

Hypothesis #1: A variety of types of intermediaries are being used nationwide (for- and non-profit/public, national/regional/local, long histories of serving clients in workforce development programs/short or no history).

- Which intermediaries provide services in the local area? Do these organizations provide services to other local areas in the state? Do these organizations provide services to other local areas in other states?
- How many are non-profit organizations, for-profit companies, local educational agencies, other public sector or quasi-governmental entities? If one type is more represented, what are some possible reasons for this? Are these intermediaries better suited to provide employment and training services? Are these intermediaries better suited to provide services in the local area?
- How many are national or regional in scope (i.e., local affiliates), regional, or neighborhood-specific? If one type is more represented, what are some possible reasons for this? Are these intermediaries better suited to provide employment and training services? Are these intermediaries better suited to provide services in the local area?
- How many represent (or emphasize, or were established primarily to serve) a specified target group (ethnic minority, disability, ex-offenders, homeless, disadvantaged youth, welfare recipients, immigrant/refugee group, etc.)? If one type is more represented, what are some possible reasons for this? Are these intermediaries better suited to provide employment and training services? Are these intermediaries better suited to provide services in the local area?
- How broad or specific is the scope of services (mission) of the overall organization (primarily employment services, education, supportive services, program management/administrative services, vocational training, job matching/brokering, placement assistance, job readiness training, advocacy, school-to-work, housing assistance, counseling, comprehensive services)?
- Do current intermediaries have a history of providing employment-related services in general and in serving the local workforce development area? If so, how long have they been working with the workforce development system?
- Have the numbers or types of intermediaries used in the area changed since WIA implementation? If so, what do respondents attribute the change to?
- For how many does their role as intermediary represent a shift or significant expansion in their traditional scope of services?
- What do respondents perceive as the advantages and disadvantages of using particular types of intermediaries?

Hypothesis #2: Different types of intermediaries can be expected to provide different services and to have different strengths and weaknesses.

- What type of workforce development services are intermediaries providing? Do the characteristics of a particular intermediary (e.g., for-profit vs. public) predict the type of service it provides (e.g., core, intensive, training)?
- How many are charged with overall operation of the One-Stop center? What are the names and characteristics (type of organization, size, target population) of this agency(ies) have? What are the responsibilities of the One-Stop operator? Does the One-Stop operator deliver any employment-related services to customers?
- How many intermediaries are providing core, intensive, and training services? What types of organizations provide the different types of services? How does the type of service being provided by an intermediary affect its relationship to the workforce development system regarding funding, performance measurement, and eligibility?
- What is the pre-existing history of using intermediaries in different roles? To what extent is the current system a departure from or continuation of roles established under JTPA (with respect to overall structure, intermediary roles, selection process, and actual organizations serving as intermediaries)?
- Does the quality of services depend on certain organizational characteristics? If so, which ones?
- Who is responsible for screening clients for services? If an intermediary has this responsibility, are there any safeguards against “creaming?”
- What overall changes in the use of intermediaries and their roles are being considered, or are deemed desirable, and for what reasons?

Hypothesis # 3: The selection of a One-Stop operator (either competitive or non-competitive) will affect the management and coordination of One-Stop services. Intermediary service delivery will vary depending on who is operating the One-Stop (i.e., a consortium of agencies or one agency).

- How did the WIB select the One-Stop operator(s) (i.e., through a competitive or non-competitive process)? What is the history of the operator(s) within the workforce development system?
- Do respondents believe the operator(s) were selected fairly?
- Is the current selection process the same as the selection process used under JTPA? If the process is different, how exactly has it changed? Has the system been changed for the better or worse? Why?
- Did the selection process affect the subsequent management and coordination of One-Stop services?
- What are the costs and benefits associated with having one agency responsible for operating the One-Stop?

- What are the costs and benefits associated with having a consortium of agencies responsible for operating the One-Stop?
- Is service delivery affected by the operation style (single agency or multiple agency) of the One-Stop? If so, how?
- What are the primary methods of communication among the WIB, One-Stop operator(s), and intermediaries?
- How do intermediaries interact with the One-Stop? How do they initiate relationships with the One-Stop? What is involved in the initial stages of the relationship? What is the day-to-day contact between the One-Stop and the intermediary? How are these relationships characterized? What factors affect these relationships?
- What are the dynamics of service provision and the One-Stop?
- What role do intermediaries play in overall planning and goal setting in the local area? How do they interact with (provide input to) the WIB, local elected officials, planners, and others with system-wide responsibilities?
- Are there recommendations for collaboration between these entities?
- Do respondents have the same understanding of the lines of responsibility and communication within the local workforce development area? Do they believe communication is adequate and results in greater coordination?
- How well is this system operating?

Hypothesis # 4: Local WIBs use a variety of mechanisms for selecting and contracting with intermediaries.

- How do WIBs select service provider intermediaries? How many have pre-existing relationships under JTPA? How many are the only available providers of the service(s) in question?
- How was the current contracting structure or system for engaging intermediaries determined (scope of services, selection of contractors, accountability, reimbursement, etc.)? Was there a definable deliberation or decision process, or did the system simply evolve? If deliberate, who was involved in the process? What was changed from pre-existing structures? What factors or lessons from prior experience were considered?
- Are training providers funded under the ITA system or through contracts? How well established is this system? How long has it been operational?
- Who or what determines the payment structure used?
- What do respondents perceive as the advantages and disadvantages of using contracts to provide training?
- Has the institution of the ITA system affected the use of intermediaries? If so, in what way?

- What do respondents perceive as the advantages and disadvantages of using ITAs? What recommendations, if any, are there for improving the operation of the ITA system?
- Do ITAs increase customer choice? Do stakeholders, including customers, perceive ITAs as promoting customer choice?
- How has the ITA system changed the way customers access services under WIA? Is the ITA system an improvement over service provision under JTPA?
- What happens to the continuity of services when intermediaries change? Are services disrupted? How does the One-Stop deal with these situations?
- How effective are intermediaries at providing employment and training services?

Hypothesis #5: The use of intermediaries has increased under WIA due to the prohibition against WIBs providing services or operating the area's One-Stop without a waiver.

- Did the local WIB seek a waiver to operate the local One-Stop? If so, why? Was the waiver granted?
- Who operates the local One-Stop? Did this entity operate the One-Stop prior to the passage of the WIA legislation?
- Has the prohibition against WIBs providing services increased the use of intermediaries in the local area? What evidence is there that the prohibition has or has not had an affect?
- Has the prohibition against WIBs operating the One-Stop without a waiver increased the use of intermediaries in the local area? What evidence is there that the prohibition has or has not had an affect?

Hypothesis # 6: The use of intermediaries has changed as the workforce development system has transitioned from JTPA to WIA.

- Who serves on the WIB? Were these members previously involved in the PIC? How has the WIB membership changed under WIA?
- What are the primary WIB functions? Have these functions changed as a result of WIA? How has the WIB approached the changes presented by WIA legislation?
- Did the local areas engage in any WIA-like reforms prior to 1998? If so, how did this affect transition to the WIA legislation? How did it affect the use of intermediaries?
- Has the WIB focused on any particular aspect of WIA implementation?
- What plan, if any, does the WIB have for further implementation? How will this affect the use of intermediaries in the future?
- Has the nature of the relationship between the WIB and intermediaries changed under WIA? If so, in what ways?
- Have funding levels and sources changed under WIA? Has this affected the use of intermediaries?

- Have customer populations and/or needs changed since the institution of WIA? How has this affected the use of intermediaries?
- Has the number of intermediaries changed since the passage of WIA? What accounts for this change? How has this change affected the work of the WIB? Service delivery to customers? Staffing issues?
- Have changes under WIA, whether they be in terms of One-Stop operators, service providers, funding levels, data requirements, customer needs, or available intermediaries disrupted the delivery of services to customers? If so, in what ways?
- Has WIA introduced more privatization into the workforce development system? What are the strengths and weaknesses of privatization?
- Has competition among intermediaries changed under WIA? How so?
- Is there true competition between intermediaries? Are some intermediaries monopolists?
- Do certain organizational characteristics affect an intermediaries' competitive edge? (e.g. Do large organizations have an advantage over smaller organizations? Do well-established (those with long histories of collaboration with the workforce development system or that have been in existence for many years) organizations have an advantage over newer, less experienced organizations?)
- What are the benefits of competition among intermediary service providers?
- What are the costs of competition among intermediary service providers?

Hypothesis #7: When a local area has clear lines of responsibility and communication between the One-Stop operator(s) and intermediaries, the system's stakeholders will perceive it to be more coordinated.

- What agency or agencies operate the local One-Stop?
- What entity or entities manage the overall operations of the One-Stop?
- How are partner organizations' services coordinated?
- What mechanisms exist to coordinate services in the One-Stop? Are these mechanisms effective?
- How are intermediaries monitored, overseen? To whom are they accountable and what is the mechanism? How do past relationships among intermediaries affect the type and level of monitoring engaged in?
- Do respondents believe the current monitoring system is adequate? If not, what are the problem areas?
- What eligibility standards has the state set for intermediaries? Are all intermediaries held to the same standards? If not, why? What factors determine the varied standards?
- What performance standards has the state set for intermediaries? Are all intermediaries held to the same standards? If not, why? What factors determine the varied standards?

- How do respondents believe these standards affect the number and type of intermediaries involved in the local workforce development system?
- What are the primary methods of communication among the WIB, One-Stop operator(s), and intermediaries?
- Do respondents have the same understanding of the lines of responsibility and communication within the local workforce development area? Do they believe communication is adequate and results in greater coordination?

Hypothesis # 8: One-Stops and intermediaries, particularly those that provide training, have had to create or revise their data systems, including ways of transferring information, in order to meet data collection requirements under WIA. Additionally, data requirements may affect which intermediaries are willing or able to participate in the ITA system.

- What type of data systems are One-Stops using for client-level data? For administrative (e.g., funding) data? Are these systems operational?
- Do One-Stop operators perceive their internal data systems as efficient and user-friendly?
- Have staff received appropriate training on the use of the data system?
- What type of data systems are intermediaries using for client-level data that is mandated by WIA? Are these systems operational?
- How do intermediaries transfer data to the One-Stop or other required entity?
- Do intermediaries perceive their internal data systems and the transfer methods as efficient and user-friendly?
- Have intermediary staff received appropriate training on the use of their data systems and the transfer methods?
- Do respondents believe that the data requirements are affecting the number or type of intermediaries participating in the local workforce development system? If so, how are data requirements affecting the involvement of intermediaries?
- Do data requirements differ among intermediaries? If so, what factors influence the data requirements of particular intermediary organizations?
- Have the state and local area developed ETP lists based on performance information?
- Do customers access this list when choosing a training provider? Does the information affect customer choice? How useful is this information to customers?
- Has the ETP list encouraged or discouraged participation by intermediaries?
- What recommendations, if any, do local areas have for facilitating intermediary data collection or transfer methods?
- What recommendations, if any, do intermediary organizations have for facilitating their data collection or transfer methods?

Hypothesis # 9: Client flow issues, specifically inconsistent or extreme fluctuation in referrals, will play a significant role in determining the willingness of intermediaries to participate (and continue participation) in the workforce development system.

- How many referrals are made to each provider each month? Are these referrals more or less than those made under JTPA?
- Do certain types of intermediaries, with certain types of characteristics (new or old, large or small, for- or non-profit, local, religious, community, national organization, etc.) receive more or less referrals? If so, why?
- Are the numbers of referrals consistent or do they fluctuate? Do the fluctuations follow particular trends associated with the program year?
- What factors influence the number of referrals?
- Does the funding structure used affect the number of referrals?
- Have the number of training referrals increased or decreased under WIA?
- Does customer preference affect the use of intermediaries? Are there clear customer preferences in the local area? If so, what are they? Why do they exist?
- Has the number of referrals affected intermediaries' participation/collaboration with the workforce development system?
- How much turnover is there (has there been) among intermediaries?

Appendix C

Summary Tables: Intermediaries Providing WIA Components in Each Site, by Type of Organization

Table C5.1:	Comprehensive One-Stop Operators by Type
Table C6.1:	Core Services: Type of Service Provider with Primary Responsibility in Each Site's Comprehensive One-Stops
Table C6.2:	Core Services: Type of Organization with Primary Responsibility in Each Site's Comprehensive One-Stops
Table C7.1:	Intensive Services: Type of Service Provider with Primary Responsibility in Each Site's Comprehensive One-Stops
Table C7.2:	Intensive Services: <u>Total</u> Number of Service Providers Used in Local Area by Type of Organization
Table C7.3:	Dislocated Worker Services: Type of Organization Used in Local Areas
Table C7.4:	Dislocated Worker Services: Type of Service Providers Used in Comprehensive One-Stops in Each Local Area
Table C8.1:	Training Services: Providers Used by Study Site, by Type
Table C8.2:	Training Services: Number of Educational Training Providers Used by Study Sites
Table C8.3:	Training Services: Total ITAs by Study Site and by Type of Provider
Table C9.1:	Youth Services: Type of Provider by Study Site
Table C9.2:	Youth Services: Detail on Educational Youth Providers Used by Study Sites
Table C10.1:	Brokers and Consultants: Type of Service Provider Used in Each Study Site

Appendix C:
**Summary Tables: Intermediaries Providing WIA
 Components in Each Site, by Type of Organization**

**Table C5.1
 Comprehensive One-Stop Operators by Type^a**
 (July 1, 2001 through June 30, 2002)

Type of Provider	FL		MA		NV		NJ		OR		PA		TX		WI		TOTAL Operators by Type
	Hillsborough County	Pinellas County	Boston ^b	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County	Region 2	Northwest PA	Three Rivers	Gulf Coast	Tarrant County	Bay Area	Milwaukee County	
Non-Profit	1(4)		2(2)	2(2)			1(2)		2(2)				4(22)			3(6)	15(40)
For-Profit													1(7)			1(1)	2(8)
Government Agency			1(1)				1(1)						1(6)				3(8)
Educational	1(3)								3(5)								4(8)
Consortium					1(1)	1(1)					1(5)	1(2)			10(10)		14(19)
Local Board									1(1)								1(1)
TOTAL Comprehensive One-Stop Operators	1	1	3	2	1	1	1	1	1	5	1	1	5	1	10	4	39
TOTAL Comprehensive One-Stops	4	3	3	2	1	1	1	2	1	7	5	2	29	6	10	7	84

^a Numbers in parenthesis indicate number of One-Stops operated by intermediary, if more than one center.

^b While Boston's local board does not use consortia as One-Stop operators, it does use collaboratives, which are similar in structure and function to consortia but include as partners entities that are not necessarily mandated partners, such as community-based nonprofit organizations or for-profit companies. Operators in this site are represented above as single operators, based on the affiliation of the lead organizations.

Type of Service Provider	FL		MA		NV		NJ		OR		PA		TX		WI		TOTAL Ctrs by Type
	Hillsborough County	Pinellas County	Boston	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County	Region 2	Northwest PA	Three Rivers*	Gulf Coast	Tarrant County	Bay Area	Milwaukee County	
One-Stop Operator			3	2				2			1	29	2				39
Employment Service	4				1	1	1						4	5	7		23
Other Partner														4			4
Shared		3							1	7	5	1			1		18
TOTAL Comprehensive Centers by Site	4	3	3	2	1	1	1	2	1	7	5	2	29	6	10	7	84

* In one Three Rivers One-Stop, ES shares management of core services equally with a nonprofit. In the local area's other One-Stop, consortium partners share responsibility for core services.

Table C6.2
Core Services: Type of Organization with Primary Responsibility
in Each Site's Comprehensive One-Stops
 (July 1, 2001 through June 30, 2002)

Type of Organization	FL		MA		NV		NJ		OR		PA		TX		WI		TOTAL Ctrs by Type
	Hillsborough County	Pinellas County	Boston	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County	Region 2	Northwest PA	Three Rivers*	Gulf Coast	Tarrant County	Bay Area	Milwaukee County	
Nonprofit	1		2	2			2				5 [^]		22		5		35.5
For-Profit											5 [^]		7				9.5
Employment Service	4		1		1	1	1		1	7		1*		4	5	7	33
Other Government												1*		2			3
Educational		3															3
TOTAL Comprehensive Centers by Site	4	3	3	2	1	1	1	2	1	7	5	2	29	6	10	7	84

* In one Three Rivers One-Stop, ES shares management of core services with a nonprofit. In the local area's other One-Stop, consortium partners share responsibility for core services.

[^] Primary responsibility for core services is shared equally by a nonprofit and a for-profit in each of the local area's five One-Stops. The count of centers is split between these two types of organizations in the table above.

Table C7.1
Intensive Services: Type of Service Provider with Primary Responsibility
in Each Site's Comprehensive One-Stops
(July 1, 2001 through June 30, 2002)

Type of Service Provider	FL		MA		NV		NJ		OR		PA		TX		WI		TOTAL Ctrs by Type
	Hillsborough County	Pinellas County	Boston	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County	Region 2	Northwest PA	Three Rivers	Gulf Coast	Tarrant County	Bay Area	Milwaukee County	
Nonprofit			2		1 ^a	1 ^b	2		1	2	5 ^c	2	22		6	7	49
For-Profit					1 ^a	1 ^b					5 ^c		7				13
Employment Service			1												3 ^c		4
Other Government	4			2			1						6		1		14
Educational		3								5							8
TOTAL Comprehensive Centers by Site	4	3	3	2	1	1	1	2	1	7	5	2	29	6	10	7	84

^a Northern Nevada's local board contracts with four nonprofits and one for-profit to provide intensive services.

^b The Southern Nevada operator consortium members with primary responsibility for intensive services include both nonprofit and for-profit organizations.

^c Two One-Stop consortium partners (one nonprofit and one for-profit) are responsibility for provision of intensive services in Northwest PA.

^d Intensive services in one Bay Area One-Stop are provided by three organizations (ES, a nonprofit, and an educational institution), while another Bay Area site uses both ES and a nonprofit.

Table C7.2
Intensive Services: Total Number of Service Providers Used
in Local Area by Type of Organization
 (July 1, 2001 through June 30, 2002)

Providers	FL		MA		NV		NJ		OR		PA		TX		WI		TOTAL Providers by Type
	Hillsborough County	Pinellas County	Boston	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County	Region 2	Northwest PA	Three Rivers	Gulf Coast	Tarrant County	Bay Area	Milwaukee County	
Nonprofit			2	2	4	5	1	1	1	2	1	10	4	25	6	7	71
For-Profit					1	1					1	1	1				5
Employment Service			1												1		2
Other Government	1			1			1				1		1		1		6
Educational		1							1	3	1				1		7
Total Number Providers	1	1	3	3	5	6	2	1	2	5	2	13	5	26	9	7	90

Table C7.3
Dislocated Worker Services: Type of Organization Used
in Local Areas

(July 1, 2001 through June 30, 2002)

Providers	FL		MA		NV		NJ		OR		PA		TX		WI		TOTAL Providers by Type
	Hillsborough County	Pinellas County	Boston	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County	Region 2	Northwest PA	Three Rivers	Gulf Coast	Tarrant County	Bay Area	Milwaukee County	
Nonprofit			2		4	2	1				3		4	1	6	3	26
For-Profit					1	1					1	1	1				5
Employment Service			1												1		2
Other Government	1			1			1				1				1		5
Educational		1							1	3					1		6
Total Number Providers	1	1	3	1	5	3	1	1	1	3	1	5	5	1	9	3	44
One-Stop Operator		3	3			1	1	2	1	3	5		29	6	10		64
Employment Service																	0
Other Partner	4			2													6
Shared					1						2						3
TOTAL # Comprehensive Ctrs w/ DW service	4	3	3	2	1	1	1	2	1	3	5	2	29	6	10	0	73
TOTAL Number Comprehensive One-Stops	4	3	3	2	1	1	1	2	1	7	5	2	29	6	10	7	84
Combined w/Adult	4	3	3	2	1		1	2					29	6	10		61
Co-Located w/ TANF	4	3					1	2					29	6	10		55

Table C7.4
Dislocated Worker Services: Type of Service Providers Used
in Comprehensive One-Stops in Each Local Area
 (July 1, 2001 through June 30, 2002)

Providers	FL		MA		NV		NJ		OR		PA		TX		WI		TOTAL Providers by Type
	Hillsborough County	Pinellas County	Boston	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County	Region 2	Northwest PA	Three Rivers	Gulf Coast	Tarrant County	Bay Area	Milwaukee County	
One-Stop Operator	3		3			1	2	1	3	5		29	6	10		64	
Employment Service																0	
Other Partner	4			2												6	
Shared					1						2					3	
TOTAL # Comprehensive Ctrs w/ DW service	4	3	3	2	1	1	1	2	1	3	5	2	29	6	10	0	73
TOTAL Number Comprehensive One-Stops	4	3	3	2	1	1	1	2	1	7	5	2	29	6	10	7	84

Table C8.1
Training Services: Providers Used by Study Site, by Type
 Program Year 01 (July 1, 2001 – June 30, 2002)

Type of Provider ¹	FL		MA		NV		NJ		OR		PA		TX		WI		Total Providers by Type
	Hillsborough County	Pinellas County	Boston	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County	Region 2	Northwest PA	Three Rivers	Gulf Coast	Tarrant County	Bay Area	Milwaukee County	
Non-Profit	1	1	16	7	2	1	3	4	1		2	2	1		1	13	55
For-Profit	29	7	17	14	17	27	60	51	11	3	32	27	38	19	5	45	402
Government													1		1		2
Educational	10	4	5	4	5	4	6	14	6	5	11	9	13	9	18	9	132
TOTAL Providers Used by Site	40	12	38	25	24	32	69	69	17	9	45	38	52	29	24	68	591

¹ The research team was able to identify a total of 20 training providers as faith-based organizations. See Appendix E for a breakout of these providers by site and by type (i.e., nonprofit vs. educational).

Table C8.2
Training Services: Number of Educational Training Providers Used by Study Sites
 Program Year 01 (July 1, 2001 – June 30, 2002)

Type of Educational Provider	FL		MA		NV		NJ		OR		PA		TX		WI		Total Providers by Type
	Hillsborough County	Pinellas County	Boston	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County	Region 2	Northwest PA	Three Rivers	Gulf Coast	Tarrant County	Bay Area	Milwaukee County	
Public 4 Year College/University	1	1		1	1	1		2		1	5	2	3	4	3	3	28
Public 2 Year Community College	2	1	2	3	3	1	2	2	4	4	1	2	9	1	6		43
Public Technical School	4	1	1				3	3			3	3			6	4	28
Private College	1	1	2		1	2	1	6	1		2	2	1	4	3	2	29
Local School District	2							1	1								4
Total # Education Service Providers	10	4	5	4	5	4	6	14	6	5	11	9	13	9	18	9	132

Type of Provider	FL		MA		NV		NJ		OR		PA		TX		WI		Total Providers by Type
	Hillsborough County	Pinellas County	Boston	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County	Region 2	Northwest PA	Three Rivers	Gulf Coast	Tarrant County	Bay Area	Milwaukee County	
Non-Profit	5	4	282	115	72	108	20	16		3	8	2	10		22	328	995
For-Profit	543	20	90	149	306	526	221	329	52	3	312	150	1158	251	20	838	4968
Government													5			5	10
Educational	1042	399	23	37	236	225	12	67	216	34	43	65	1372	207	1080	359	5417
TOTAL # ITAs by Site	1590	423	395	301	614	859	253	412	268	40	363	217	2540	463	1122	1530	11390

Table C9.1
Youth Services: Type of Provider by Study Site
 Program Year 2001 (July 1, 2001 – June 30, 2002)

Type of Provider	FL		MA		NV		NJ		OR		PA		TX		WI		Total Providers
	Hillsborough County	Pinellas County	Boston	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County	Region 2	Northwest PA ^a	Three Rivers	Gulf Coast	Tarrant County	Bay Area	Milwaukee County	
Nonprofit ^b	1	2	9		5	1	1		3	5	1	19	4	9	5	26	91
For-Profit							2				1		1				4
Government					1		1										2
Educational		2			1		9	3		7		6		2	1	2	33
Collaborative/ Consortium				3		1			1						2	2	9
Total # Youth Providers	1	4	9	3	7	2	10	6	4	12	1	26	5	11	8	30	139

^a The Northwest Pennsylvania WIB contracts with one youth service provider, however, this agency subcontracts with three regional organizations which in turn subcontract with another six providers at the local level.

^b At least 15 nonprofit youth service providers were faith-based organizations: two in Boston; one in Lane County; five in Three Rivers; one in Gulf Coast; one in Tarrant County; one in Bay Area; and four in Milwaukee County.

Type of Educational Provider	FL		MA		NV		NJ		OR		PA		TX		WI		Total Providers by Type
	Hillsborough County	Pinellas County	Boston	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County ^a	Region 2	Northwest PA	Three Rivers	Gulf Coast	Tarrant County	Bay Area	Milwaukee County ^b	
4 Year College/ University											2		1		1		4
Public 2 Year Community College	1						1		2				1				5
Public Technical School	1						1				1						3
Private High School									2		1						3
Local School District					1		8	2	3		2				1	1	18
Total # Education Youth Providers	2				1		9	3	7		6		2		1	2	33

^a Lane County's youth service collaborative is led by a local school district.

^b Milwaukee County's two youth service collaboratives are led by public university campuses.

Table C10.1
Brokers and Consultants: Type of Service Provider Used in Each Study Site
 Program Year 01 (July 1, 2000 – June 30, 2002)

Type of Provider	FL		MA		NV		NJ		OR		PA		TX		WI		Total Providers by Type
	Hillsborough County	Pinellas County	Boston	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County	Region 2	Northwest PA	Three Rivers	Gulf Coast	Tarrant County	Bay Area	Milwaukee County	
Non-Profit																	
For-Profit	2	6					1	1	3	2	3	3			1		22
Government		4*															4
Educational				1													1
TOTAL Providers Used by Site	2	10		1			1	1	3	2	3	3			1		27

* This number includes unpaid "consultation" by staff from departments of county government.

Appendix D

Summary of Top Ten Training Providers Used in Study Sites, by Type

Table D.1: Summary of ITAs Issued to Top Ten Training Providers, by Study Site and by Type

Table D.2: Hillsborough County, Florida

Table D.3: Pinellas County, Florida

Table D.4: Boston, Massachusetts

Table D.5: Hampden County, Massachusetts

Table D.6: Northern Nevada

Table D.7: Southern Nevada

Table D.8: Essex County, New Jersey

Table D.9: Passaic County, New Jersey

Table D.10: Lane County, Oregon

Table D.11: Region 2, Oregon

Table D.12: Northwest Pennsylvania

Table D.13: Three Rivers, Pennsylvania

Table D.14: Gulf Coast, Texas

Table D.15: Tarrant County, Texas

Table D.16: Bay Area, Wisconsin

Table D.17: Milwaukee County, Wisconsin

Table D.2
Top Ten Training Providers:
Hillsborough County, Florida
Program Year 2001
 (July 1, 2001- June 30, 2002)

Total # ITAs Issued = 1590

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
Hillsborough Community College	419	26%	Public Community College
Erwin Technical Center	245	15%	Public Technical College
University of Southern Florida	162	10%	Public University
Roadmaster	89	6%	For-Profit
DIA Diesel Institute	86	6%	For-Profit
Hillsborough School Board	62	4%	Local School District
Techskills, Inc.	60	4%	For-Profit
Webster College	54	3%	Private College
New Horizons Computer Learning Center	53	3%	For-Profit
Leary Technical Center	48	3%	Public Technical College
Total ITAs Issued to Top Ten Training Providers	1278	80%	

Table D.3
Top Ten Training Providers:
Pinellas County, Florida
Program Year 2001
 (July 1, 2001- June 30, 2002)

Total # ITAs Issued = 423

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
St. Petersburg College	255	60%	Public Community College
Pinellas Technical Education Ctr (2 campuses)	106	25%	Public Technical College
Eckerd College	28	7%	Private College
University of South Florida	10	2%	Public University
Central Florida Institute, Inc.	8	2%	For-Profit
Ultimate Learning Center, Inc.	4	1%	Nonprofit
Educational Training Center	4	1%	For-Profit
Roadmaster Driver's School, Inc.	3	<1%	For-Profit
Tampa Technical Institute, Pinellas Campus	2	<1%	For-Profit
Advantage Training Systems	1	<1%	For-Profit
Total ITAs Issued to Top Ten Training Providers	421	100%	

Table D.4
Top Ten Training Providers:
Boston, Massachusetts
Program Year 2001
 (July 1, 2001- June 30, 2002)

Total # ITAs Issued = 395

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
Jewish Vocational Services	61	16%	Nonprofit *
YMCA- Training, Inc.	52	13%	Nonprofit
Asian American Civic Association	49	12%	Nonprofit
Computer Learning Resources	28	7%	For-Profit
International Institute of Boston	18	5%	Nonprofit
Operation A.B.L.E.	17	4%	Nonprofit
Dimock Community Services Corporation	15	4%	Nonprofit
One with One	14	4%	For-Profit
ABCD	12	3%	Nonprofit
Boston University Corp. Education Center	9	2%	Private College
Total ITAs Issued to Top Ten Training Providers	275	70%	

* Faith-Based Organization

Table D.5
Top Ten Training Providers
Hampden County, Massachusetts
Program Year 2001
 (July 1, 2001- June 30, 2002)

Total # ITAs Issued = 301

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
Massachusetts Career Development Institute	99	33%	Nonprofit
Capuano Career Center	28	9%	For-Profit
Springfield Technical Community College	21	7%	Public Community College
Springfield Education Center	19	6%	For-Profit
Tri-State Tractor Trailer	19	6%	For-Profit
United Tractor Trailer	19	6%	For-Profit
New Horizons Computer Learning Center	16	5%	For-Profit
Holyoke Community College	14	5%	Public Community College
The Salter School	11	4%	For-Profit
Porter and Chester	9	3%	For-Profit
Total ITAs Issued to Top Ten Training Providers	255	84%	

Table D.6
Top Ten Training Providers:
Northern Nevada
Program Year 2001
 (July 1, 2001- June 30, 2002)

Total # ITAs Issued = 614

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
Great Basin Community College	125	20%	Public Community College
Sierra Computer	94	15%	For-Profit
JOIN, Inc.	66	11%	For-Profit
Truckee Meadows Community College	56	9%	Public Community College
Career Choices	47	8%	For-Profit
New Horizons Computer Learning Center	44	7%	For-Profit
University of Nevada- Reno	29	5%	Public University
De Loux Cosmetology	28	5%	For-Profit
Western Nevada Community College	21	3%	Public Community College
Reno Tahoe Job Training Academy	19	3%	For-Profit
Total ITAs Issued to Top Ten Training Providers	529	86%	

Table D.7
Top Ten Training Providers:
Southern Nevada
Program Year 2001
 (July 1, 2001- June 30, 2002)

Total # ITAs Issued = 859

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
Community College of Southern Nevada	195	23%	Public Community College
New Horizons Computer Learning Center	109	13%	For-Profit
Culinary Training Academy	108	12%	Nonprofit
Western Truck School	79	9%	For-Profit
All Points Truck Driving	50	6%	For-Profit
The Learning Center	35	4%	For-Profit
Quality Technical Training Center	34	4%	For-Profit
Omicron Training Center	31	4%	For-Profit
Comp USA	29	3%	For-Profit
Compusolve	23	3%	For-Profit
Total ITAs Issued to Top Ten Training Providers	693	81%	

Table D.8
Top Ten Training Providers:
Essex County, New Jersey
Program Year 2001
 (July 1, 2001- June 30, 2002)

Total # ITAs Issued = 253

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
Keyskills	24	9%	For-Profit
Millenium Solutions Focus, Inc.	19	8%	For-Profit
North Ward Center	16	6%	Nonprofit
Winsor's Tractor	16	6%	For-Profit
Jewish Vocational Services	13	5%	Nonprofit *
Data Quest	12	5%	For-Profit
Geo Tech	11	4%	For-Profit
National Health	9	4%	For-Profit
Smith and Solomon Truck Driving	9	4%	For-Profit
RETS Institute	8	3%	For-Profit
Total ITAs Issued to Top Ten Training Providers	137	54%	

* Faith-Based Organization

Table D.9
Top Ten Training Providers:
Passaic County, New Jersey
Program Year 2001
 (July 1, 2001- June 30, 2002)

Total # ITAs Issued = 412

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
EZ Wheels Driving School	33	8%	For-Profit
Keyskills Learning, Inc.	28	7%	For-Profit
Ideal Driving School	25	6%	For-Profit
Passaic County Community College	25	6%	Public Community College
Software Sense Computer Learning	23	6%	For-Profit
Worldwide Educational	18	4%	For-Profit
Data Quest Systems	14	4%	For-Profit
Greater Patterson OIC	13	3%	Nonprofit
Hohokus School	13	3%	For-Profit
Plaza School	13	3%	For-Profit
Total ITAs Issued to Top Ten Training Providers	205	50%	

Table D.10
Top Ten Training Providers:
Lane County, Oregon
Program Year 2001
 (July 1, 2001- June 30, 2002)

Total # ITAs Issued = 268

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
Lane Community College	203	76%	Public Community College
International Institute of Transportation Resources Truck Driving School	23	9%	For-Profit
Clearlake Truck Driving	9	3%	For-Profit
Workforce Network	8	3%	Public Community College
Construction Equip Opportunities	6	2%	For-Profit
New Horizons Home Care Resources	6	2%	For-Profit
Portland Community College	2	1%	Public Community College
Employer	2	1%	For-Profit
Central Community College	1	<1%	Public Community College
21 st Century Program	1	<1%	Public Technical College
Total ITAs Issued to Top Ten Training Providers	261	97%	

Table D.11
Top Ten^a Training Providers:
Region 2, Oregon
Program Year 2001
 (July 1, 2001- June 30, 2002)

Total # ITAs Issued = 40

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
Portland Community College	16	40%	Public Community College
Tillamook Bay Community College	13	33%	Public Community College
Mt. Hood Community College	3	7%	Public Community College
Clackamas Community College	2	6%	Public Community College
Oregon Human Development Corporation	2	6%	For-Profit
Elliott Bookkeeping School	1	2%	For-Profit
Ketiv Technologies	1	2%	For-Profit
International Institute of Transportation Resources Truck Driving School	1	2%	For-Profit
University of Oregon	1	2%	Public University
Total ITAs Issued to Top Ten Training Providers	40	100%	

^a Region 2 customers used only nine training providers total.

Table D.12
Top Ten Training Providers:
Northwest Pennsylvania
Program Year 2001
 (July 1, 2001- June 30, 2002)

Total # ITAs Issued = 363

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
Transport Tech	62	17%	For-Profit
Northwest Regional Tech Institute	60	17%	For-Profit
Tri-State Business Institute	43	12%	For-Profit
Great Lakes Institute of Technology	24	7%	For-Profit
Precision Manufacturing Institute	21	6%	For-Profit
H. T. Kerr Technology Center	16	4%	For-Profit
Erie Business Center	13	3%	For-Profit
Erie Institute of Technology	11	3%	For-Profit
Mercyhurst North East	10	3%	Nonprofit *
Triangle Tech	9	2%	For-Profit
Total ITAs Issued to Top Ten Training Providers	269	74%	

* Faith-Based Organization

Table D.13
Top Ten Training Providers
Three Rivers, Pennsylvania
Program Year 2001
(July 1, 2001- June 30, 2002)

Total # ITAs Issued = 217

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
Community College of Allegheny County	36	17%	Public Community College
Higher Power Aviation	29	13%	For-Profit
PIA Trucking	27	12%	For-Profit
New Horizons Computer Learning Center	26	12%	For-Profit
University of Pittsburgh, CLC	12	6%	Public College
McKeesport Tech	8	4%	Public Technical College
New Century Career	8	4%	For-Profit
Dean Tech	7	3%	For-Profit
Newberry School	7	3%	For-Profit
Pittsburgh Tech Institute	6	3%	For-Profit
Total ITAs Issued to Top Ten Training Providers	166	76%	

Table D.14
Top Ten Training Providers
Gulf Coast, Texas
Program Year 2001
 (July 1, 2001- June 30, 2002)

Total # ITAs Issued = 2540

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
North Harris Montgomery Community College	281	11%	Public Community College
New Horizons Computer Learning Center	218	9%	For-Profit
Houston Community College	211	8%	Public Community College
Brazosport College	162	6%	Public Community College
Galveston College	149	6%	Public Community College
San Jacinto College	141	6%	Public Community College
Alvin Community College	111	4%	Public Community College
Wharton County Junior College	95	4%	Public Community College
Genesis Medical Group Vocational Training	88	3%	For-Profit
Northwest Educational Center	80	3%	For-Profit
Total ITAs Issued to Top Ten Training Providers	1536	60%	

Table D.15
Top Ten Training Providers:
Tarrant County, Texas
Program Year 2001
(July 1, 2001- June 30, 2002)

Total # ITAs Issued = 463

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
Tarrant County College (4 campuses)	120	26%	Public Community College
C1 Trucking	70	15%	For-Profit
Info Tech	52	11%	For-Profit
Extended Health Education	43	9%	For-Profit
University of Texas, Arlington	37	8%	Public College
CCI Training Center	32	7%	For-Profit
International School of Dallas	20	4%	Private College
SMU Engineering	16	4%	Private College
Longhorn Driver Training Institute	13	3%	For-Profit
Techskills, Inc.	11	2%	For-Profit
Total ITAs Issued to Top Ten Training Providers	414	89%	

Table D.16
Top Ten Training Providers:
Bay Area, Wisconsin
Program Year 2001
 (July 1, 2001- June 30, 2002)

Total # ITAs Issued = 1122

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
Northeast Wisconsin Technical College	605	54%	Public Technical College
Lakeshore Technical College	390	35%	Public Technical College
Fox Valley Technical College	31	3%	Public Technical College
American Red Cross	22	2%	Nonprofit
Bay De Noc College	11	1%	Public Community College
Silver Lake College	8	1%	Private College *
University of Wisconsin, Green Bay	7	1%	Public University
ITT Educational Services	6	<1%	For-Profit
University of Wisconsin, Manitowoc	5	<1%	Public Community College^
University of Wisconsin, Marinette	5	<1%	Public Community College^
Total ITAs Issued to Top Ten Training Providers	1090	97%	

* Faith-Based Organization

^ Two-year campuses of the University of Wisconsin

Table D.17
Top Ten Training Providers:
Milwaukee County, Wisconsin
Program Year 2001
 (July 1, 2001- June 30, 2002)

Total # ITAs Issued = 1530

Provider Name	# ITAs Issued	% of Total ITAs Issued	Provider Type
Quality Healthcare Options	312	20%	For-Profit
Milwaukee Area Technical College	307	20%	Public Technical College
Cierra Tec	137	9%	For-Profit
Wisconsin Correctional Services	94	6%	Nonprofit
Wisconsin Regional Training Partnership	92	6%	Nonprofit
Goodwill/Workforce Training Ctr	81	5%	Local Affiliate of National Nonprofit
Enrichment Opportunities Inc.	52	3%	Nonprofit
ProMentor, Inc.	43	3%	For-Profit
Wisconsin Technical College	41	3%	Public Technical College
Nontraditional Employment	39	3%	Nonprofit
Total ITAs Issued to Top Ten Training Providers	1198	78%	

Appendix E

**Faith-Based Training Providers
Used in Study Sites, by Type**

**Appendix E:
 Faith-Based Training Providers by Study Site and by Type
 Program Year 2001 (July 1, 2001 – June 30, 2002)**

	FL		MA		NV		NJ		OR		PA		TX		WI		Total by Type
	Hillsborough County	Pinellas County	Boston	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County	Region 2	Northwest PA	Three Rivers	Gulf Coast	Tarrant County	Bay Area	Milwaukee County	
Nonprofit			4	1			1									1	7
Educational								3			1		1	3	3	2	13
Total Faith-Based			4	1			1	3			1		1	3	3	3	20
Total # Training Providers Used	40	12	38	25	24	31	69	70	18	9	45	38	52	29	24	68	592

Appendix F

**Summary of All Individual Training Account Use
by Study Sites**

Table F.1: Total ITAs by Study Site and by Type of Training Provider

Table F.2: Total ITAs Issued to Public Community and/or Technical Colleges, by
Study Site

Table F.1 Total ITAs by Study Site and by Type of Training Provider Program Year 2001 (July 1, 2001 – June 30, 2002)																	
Type of Provider	FL		MA		NV		NJ		OR		PA		TX		WI	Total by Type	
	Hillsborough County	Pinellas County	Boston	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County	Region 2	Northwest PA	Three Rivers	Gulf Coast	Tarrant County	Bay Area		Milwaukee County
Nonprofit	5	4	282	115	72	108	20	16		3	8	2	10		22	328	995
For-Profit	543	20	90	149	306	526	221	329	52	3	312	150	1158	251	20	838	4968
Government													5		5		10
Educational	1042	399	23	37	236	225	12	67	216	34	43	65	1372	207	1080	359	5417
Total # ITAs	1590	423	395	301	614	859	253	412	268	40	363	217	2540	463	1122	1530	11390

Table F.2 Total ITAs Issued to Public Community and/or Technical Colleges by Study Site Program Year 2001 (July 1, 2001 – June 30, 2002)																	
	FL		MA		NV		NJ		OR		PA		TX		WI		
	Hillsborough County	Pinellas County	Boston	Hampden County	Northern Nevada	Southern Nevada	Essex County	Passaic County	Lane County	Region 2	Northwest PA	Three Rivers	Gulf Coast	Tarrant County	Bay Area	Milwaukee County	Total by Type
Total ITAs Issued to Community and/or Technical Colleges	763	361	6	36	202	195	9	38	214	33	12	47	1271	120	1057	351	4715
% of total ITAs Issued	48%	85%	2%	12%	33%	23%	4%	9%	80%	83%	3%	22%	50%	26%	94%	23%	41%
Total # ITAs	1590	423	395	301	614	859	253	412	268	40	363	217	2540	463	1122	1530	11390

Appendix G

Literature Review References

Appendix G: Literature Review References

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