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SOCIAL POLICY RESEARCH ASSOCIATES

Creating Workforce Development Systems That Work:

An Evaluation of the Initial One-Stop Implementation Experience

Appendices: State and Local Profiles

Final Report
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APPENDIX A

STATE OF CONNECTICUT
One-Stop Profile

Based on a Site Visit Conducted During June 1996

STATE OF CONNECTICUT
One-Stop Profile

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STATE OF CONNECTICUT
One-Stop Profile

DESCRIPTION OF THE STATE CONTEXT

Several economic shocks occurred in Connecticut during the period of the late 1980s and early 1990s. Widespread downsizing within the defense and insurance industries led to high levels of unemployment in the state. During the three years between 1989 and 1992, over 150,000 jobs were lost and unemployment doubled from 3.7% to 7.5%. In 1992, it was estimated that more than 75% of workers who had lost jobs were permanently laid off—the highest permanent job loss rate on record—and the proportion of unemployed who had not worked during the previous six months had reached the second highest level since the 1940s. Unemployment has, however, declined since 1992 to current levels of about 5%.

Partly in response to these rapid structural changes in the state's economy, a far-reaching examination of the state's workforce development system was undertaken. Surveys conducted among business and individual customers of the Connecticut Department of Labor at about this time revealed low levels of customer satisfaction with the system. Employers expressed their desire for more customized services that would meet their changing needs in a timely manner. Individual customers complained of "red tape," the fact that they often had to give the same information several times, and contact several DOL employees in order to access the services they required. At the policy level, weaknesses identified by other stakeholders included the existence of multiple and ineffective planning processes, a poor capacity for priority setting, and a lack of overall accountability for workforce development services.

In response to these criticisms, a number of initiatives were undertaken in Connecticut to integrate the planning and delivery of workforce development services (described below under Evolution of the State One-Stop Vision). Thus, prior to the receipt of the federal One-Stop Implementation Grant, much of the groundwork for increased coordination, co-location, and integration of DOL-funded workforce development services had already taken place, particularly for the programs operated by the Connecticut Department of Labor (CTDOL).

With the advent of the Connecticut's One-Stop initiative in 1995, nineteen existing Job Centers administered by CTDOL are being transformed into One-Stop Centers. These One-Stop Centers, which are known as *Connecticut Works* Centers, are intended to offer a full range of USDOL services through co-location and integration of services administered by the Connecticut Department of Labor (responsible for ES and UI), Regional Workforce Development Boards (responsible for JTPA and adult education) as well as services provided by other state and local partner agencies. By mid-1996, 7 of a total of 19 Job Centers had been certified as *Connecticut Works* Centers, and a remaining 12 were slated to be certified before the end of 1997, the third year of One-Stop implementation.

Several contextual variables have influenced One-Stop planning, design, and implementation in Connecticut. These include: (1) a history of providing One-Stop type services through "transition centers" for dislocated workers; (2) a strong commitment to the development of tools for performance measurement; and (3) an equally strong emphasis on developing staff capacity through training. These are briefly described below.

- *In 1994, the Connecticut Department of Labor and Regional Workforce Development Boards cooperated in establishing "transition centers" for dislocated workers at Job Centers throughout the state*. These centers created an early opportunity for a collaboration among local and state agencies in providing services to assist dislocated workers. The experiences gained with transition centers helped develop the interagency partnerships necessary to provide integrated career services to a universal population.
- *There has been a commitment to the development of outcome-based performance indicators for One-Stops*. Indicators that allow for a balanced picture of One-Stop Center performance have been developed by the state with substantial input from local management and staff. An emphasis has been placed on developing local understanding of the relevance of outcome measures in promoting continuous improvement of services.
- *Staff development has been a major priority of the One-Stop initiative in Connecticut*. Staff development and training occupy a central place in the state's One-Stop initiative. Capacity building is viewed as a strategic business tool for promoting behavioral change, organizational results, and continuous improvement.

EVOLUTION OF THE STATE ONE-STOP VISION

The state design for a One-Stop system in Connecticut has emerged gradually over the last decade. A major step toward the integration of the state's workforce development efforts was taken in 1989, when the Connecticut legislature established the Connecticut Employment and Training Commission (CETC), whose mandate was to plan for the coordination of existing employment and training programs. In its first "Human Resource Development Plan," produced in 1990, the Commission identified over 60 workforce development programs administered by 15 state agencies.

By 1991, CETC had developed a strategy for coordinating the fragmented array of employment and training and placement programs in the state. The Commission recommended that this be accomplished through the formation of regional workforce development boards representing the interests of business, government, labor, education, and the community. In cooperation with the governor and state agencies, these boards were to determine priorities for a wide array of employment, training, and placement programs and coordinate the delivery of services to address those priorities. CETC promoted a vision of a workforce development system capable of building a "fully productive workforce, educated and trained to compete in the global marketplace."

In an early report, CETC identified five major human resource investment goals for the state's workforce system. These were

- To create and support an integrated, accountable, and universal workforce development system;
- To support a system of lifelong learning oriented to producing a resilient workforce with the qualities and skills needed to succeed during periods of economic, social, organizational, and structural change;
- To promote workforce skills and values that support the career aspirations and competencies suitable to a changing economic environment;
- To promote social and cultural attitudes and values that support the inter-dependence of work and family life necessary to achieve general well-being; and
- To promote a coordinated planning and policy structure to strengthen interagency, state and local, and public and private cohesiveness in planning and administering workforce development initiatives.

Based partly on this input, a major reorganization of the Connecticut Department of Labor was undertaken in 1991. Reorganization had as its five major goals: (1) improving the quality of services to customers; (2) reducing in the number of "hand-offs" of customers among staff; (3) decentralizing authority and decision-making; (4) providing for improved customer service support; and (5) developing CTDOL into a "model" agency and employer. As part of this reorganization, front-line staff in Unemployment Insurance (UI) and Employment Services (ES), which were already co-located, were cross-trained so that individual customers could receive both of these services at the same time. Services to employers were decentralized with the creation of Business Services Units within each of nine regions. These regional Business Service Units began to offer more localized services to employers such as customized job training, trade adjustment assistance, and apprenticeship programs. In addition, CTDOL's hierarchy was substantially flattened, and the structure of decision-making authority was decentralized.

In 1992, the Connecticut legislature approved a plan developed by CETC to establish nine Regional Workforce Development Boards. The Commission envisioned a regional system that would expand on the existing system of Private Industry Councils (PICs) operating under the Job Training Partnership Act (JTPA). In 1993, the role of the Regional Boards was expanded to include the administration of "coordinated education and training opportunities" funds transferred from the State Department of Education. As described below, Regional Workforce Development Boards have emerged as policy and oversight bodies for the emerging system of *Connecticut Works* Centers, in partnership with the Connecticut Department of Labor.

In 1994, the Connecticut Department of Labor and Regional Workforce Development Boards cooperated in establishing Transition Centers for dislocated workers at Job Centers throughout the state. These pilot centers, modeled after earlier efforts by PICs in the 1980s, created an opportunity for collaboration among CTDOL, Regional Boards, and other local and state agencies, and were focused on providing services to individuals and businesses affected by downsizing and layoffs. Transition Centers provided individual customers access to professional support from trained staff, often in a group setting. Customers of Transition Centers also had free use of telephones and faxes for local and long-distance calls, copy machines, assistance in writing and printing cover letters and resumes, free mailing, and access to a reference library that included books, newspapers, and other written reference materials.

Although originally conceived as a response to assist dislocated workers, Transition Centers eventually served as an important bridge toward providing integrated career services to a universal population.

In the spring of 1994, the Connecticut legislature passed Public Act 94-116, which provides formal legislative authority for implementing a statewide system of Job Centers focused on the delivery of workforce development services to the general public.[1] The Act calls for the Connecticut Employment and Training Commission to set overall policy for the Job Center system. Administrative oversight of the Job Center system is to be shared between the Connecticut Department of Labor (CTDOL) and Regional Workforce Development Boards (RWDBs). The legislation also calls for these entities to consult with the Commissioner of the Department of Economic and Community Development to ensure coordination of services with employers and to collaborate with other public and private education, human services, and employment and training providers to deliver coordinated services to individuals.

As part of the One-Stop initiative, Connecticut's existing Job Centers are being transformed into One-Stop centers through the involvement of additional state and local agency partners and development of the capacity to provide integrated services to job seekers and business customers, with an emphasis on the use of self-access services. As described in its application for a federal One-Stop Implementation Grant, Connecticut's initial schedule for the "roll out" of *Connecticut Works* Centers was very ambitious. The state's goal was to open fourteen out of nineteen planned One-Stop centers during the first year of implementation in 1995. In actuality, only two centers were opened during this formative year. At the time of the site visit in June 1996, seven *Connecticut Works* Centers had opened; the remaining twelve centers were scheduled to be certified as One-Stop centers in 1997.

ORGANIZATION AND GOVERNANCE OF THE STATE ONE-STOP INITIATIVE

State-Level Organization and Governance

The Connecticut Employment and Training Commission was intended to be the state's major policy body for issues of workforce development. In addition to CETC's mandate to produce a coordinated workforce development plan, it was designed to

[1]The same legislation established the framework for a statewide school-to-work system.

provide a forum for communication and regular exchange of information among state agency partners. Since the election of a new governor in 1994, however, the process of making new appointments to CETC has been slow. Although nominations for the new commission have been made, nominees have not yet been approved, and former CETC members have convened only twice since 1994.

An inter-agency "Statewide Planning Committee" for One-Stop has assumed the lead in implementing the state's workforce policy. This committee is co-chaired by CTDOL's Deputy Commissioner for Employment and Training and the Director of New Haven's Regional Workforce Development Board (RWDB) and includes representatives from four other state partner agencies — the Department of Social Services (which includes the Bureau of Rehabilitation Services), the State Department of Education, the Department of Higher Education, and the Department of Economic and Community Development. Although originally established as one of nine functional committees under the state's One-Stop initiative (see "Communication and Coordination" below), since mid-1994, the Statewide Planning Committee has become the executive committee for One-Stop implementation in Connecticut.

Under the federal and state One-Stop initiative, interagency coordination has begun to bear fruit, and a number of formal agreements have been reach with state agency partners, although the agencies responsible for the mandated DOL-funded programs—CTDOL and Regional Workforce Development Boards—remain the lead actors within Job Centers, renamed *Connecticut Works* Centers under the One-Stop initiative. The state has identified a total of four additional state agencies as core partners in One-Stop planning and administration. Thus, a total of five state agencies, in addition to the network of nine Regional Workforce Development Boards, are the major actors in state One-Stop planning and implementation.

- *The Connecticut Department of Labor (CTDOL)* is responsible for the delivery of UI and ES services through *Connecticut Works* Centers and business services through nine Business Services Units throughout the state.
- *The Regional Workforce Development Boards (RWDBs)* are responsible for overseeing the delivery of services using JTPA and adult education funds in nine service delivery areas.
- *The Department of Social Services (DSS)* including the *Bureau of Rehabilitation Services (BRS)* administers financial assistance and social services to low-income persons and families and vocational

rehabilitation services to individuals with physical and mental disabilities. Although good working relationships have been established between *Connecticut Works* Centers and DSS offices in some local areas, in other local areas DSS has developed its own delivery system for employment-related services to DSS clients.

- *The State Department of Education* is involved in plans for using One-Stop centers to provide job development services to youth involved in School-to-Work programs, educational needs assessments, and career decision-making workshops for youth. Under the One-Stop implementation grant, SDE has received funding to train One-Stop staff on adult basic education, the integration of school-to-career services into One-Stop centers, and the use of occupational information databases.
- *The Department of Higher Education* is involved in plans to provide educational counseling, as well as occupational, technical, and career education to One-Stop customers and customized or short-term courses to workers or employers; this agency also operates an education and employment information center hotline available to One-Stop customers.
- *The Department of Economic and Community Development (DECD)* participates in the development of business services and case management for CTDOL Business Services, operates the Connecticut Economic Information System, and helps to market One-Stop services to employers. DECD plans to outstation three or four staff members in each of the nine CTDOL Business Services Units around the state to ensure seamless services to businesses.

The state has also developed One-Stop partnerships with the State Library system, which has resulted in the establishment of "mini-career centers" in libraries, linked libraries to the *Connecticut Works* home page and electronic network, and enabled One-Stop centers to draw on the information and support services available to state residents through the library system. An emerging linkage with the state Department of Motor Vehicles (DMV) has led to plans to establish DMV licensing, identification, and automobile registration services at One-Stop centers and install *Connecticut Works* job kiosks at DMV offices.

State Framework for Local Governance

The state provides for two levels of local governance—policy oversight and guidance at the level of "Workforce Development Regions" and day-to-day management at the level of the *Connecticut Works* Centers. Although the funds actually administered by the Regional Boards are still somewhat narrowly focused—including JTPA and basic education preparation for individuals interested in further

education or training—the Boards have a broad policy mandate to assess human resource development needs in their respective regions, plan for regional employment and training programs, oversee workforce programs and services, and coordinate a broad range of employment, education, training, and related services. Regional Workforce Development Boards are responsible for approving the annual service plans prepared by each *Connecticut Works* Center in their region.

Connecticut Works Centers are governed by local "Management Committees" co-chaired by the local director for the ES/UI programs (a CTDOL employee)[2] and the staff director of the Regional Workforce Development Board. When local Management Committees are initiated at the start-up of a Center, the ES/UI and RWDB directors jointly appoint the additional Management Committee members. Subsequent appointments are made by the Committee as a whole. Local Management Committee members may represent only public or non-profit entities that have training, education, or, employment as part of their mission. These entities must also be willing to contribute financial or non-financial resources to the Center.

Local Management Committees are responsible for developing an annual service plan that is approved by the RWDB Chair and the appropriate Chief Elected Official and forwarded to the Connecticut Department of Labor and the Connecticut Employment and Training Commission for approval. Management Committees, in turn, are charged with selecting a Center Director responsible for day-to-day Center operations.[3] Currently, in all *Connecticut Works* Centers, the UI/ES director holds the position of *Connecticut Works* Director.

COMMUNICATION AND COORDINATION

Communication and coordination among One-Stop agency partners at the state and local levels occur through the state's *Connecticut Works* Office, which is housed at CTDOL's headquarters in Wethersfield. The three full-time staff persons of the *Connecticut Works* office act as "brokering agents" for the One-Stop system as a

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[2] CTDOL "Basic Services Staff" (UI/ES), had already been co-located in local Job Centers for many years, usually with two CTDOL managers working side by side. The state, faced with diminishing Wagner-Peyser funding has reduced the number of management staff at Centers by creating a single integrated ES/UI management position—Job Center Director. UI/ES functions were integrated and line staff was cross-trained.

[3] Center Directors must be from the public or private non-profit sectors.

whole, helping to coordinate and define partner relationship building with other state agencies, as well as within the various units and departments within CTDOL. *Connecticut Works* staff also foster productive communication among the various state and local partners and "shepherd" planned One-Stops through the process leading to certification by expediting project work plans. The *Connecticut Works* Office coordinates inter-agency meetings and schedules bi-weekly "resource team" meetings within CTDOL. At these meetings, information technology, business management, and operations staff discuss issues related to One-Stop implementation including facilities planning, marketing, budgeting, staff development, and performance measurement for planned and operational *Connecticut Works* Center.

The *Connecticut Works* Office arranges and staffs quarterly local Management Team meetings of Job Center and Workforce Development Board directors. These meetings provide the major avenue for face-to-face communication among state and regional staff. These meetings are attended by eighteen Job Center directors[4] and nine Regional Workforce Development Board directors, and provide an opportunity for peer networking. They allow directors to take stock of local developments, compare notes on problems and achievements related to One-Stop implementation, and alert the One-Stop office of any potential problems related to One-Stop roll-out.

The *Connecticut Works* Office also coordinates the activities of nine functional committees established during the period of One-Stop planning and early implementation. The Statewide Planning Committee has already been described. Other committees and their respective roles are described below.

- *The Performance Measures Committee* has guided the development of a comprehensive system for measuring performance of the *Connecticut Works* system and its component programs, including preparation of customer satisfaction surveys and quarterly "report cards" on statewide and local Center performance.
- *The Marketing Committee* oversees the development and execution of plans for marketing the *Connecticut Works* system statewide and provides local areas with marketing support.

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[4] There are 19 Job Centers of which 7 have been certified as *Connecticut Works* One-Stops. One of the Job Center directors manages two Job Centers.

- *The Labor Market Information Committee* facilitates the design, development, and implementation of LMI services to support the mission of the *Connecticut Works* system.
- *The Capacity Building Committee* oversees the development and implementation of activities to meet the on-going capacity building needs of *Connecticut Works* Centers.
- *The Facilities Committee* oversees standards for facility design and plans the development and implementation of the facilities housing the *Connecticut Works* Centers.
- *The Employer Services Committee* develops the plan for business services and ensures integration of business plans with other key players such as the Department of Community and Economic Development.
- *The Local Planning Committee* establishes procedures and guidelines for local planning and develops templates for funding and certification of *Connecticut Works* Centers.

DESIGN OF THE STATE ONE-STOP INITIATIVE

Description of the State One-Stop Design

Through its Local Planning Committee, Connecticut has established guidelines for the development of local One-Stop centers, referred to as *Connecticut Works* Centers. Before individual Job Centers can be certified as *Connecticut Works* Centers, they must meet state requirements for the delivery of core services to individuals and employers.

Core Services for Individuals. The state has defined five "core services" that must be available to individuals at One-Stop centers. These are described below.

- *Job Services* including: (1) initial intake and review of work and educational history; (2) provision of information on careers and the labor market, job availability, and the quality of education and training programs; (3) preliminary skills, interest, and aptitude assessment; (4) career exploration; (5) job search assistance including self-directed resume preparation; (6) referrals to jobs, training, community services, and placement services; and (7) profiling, counseling, and workshops for UI recipients likely to have difficulty finding new jobs.
- *Veterans Employment Services Programs*.
- *Unemployment Insurance* services including initial claims filing; adjudication and appeals, and continuing claims, which are scheduled to be handled through voice response.

- *Career Services*, formerly known as Transition Center Services, including access to resource information, computers, telephones, printers, and copiers for job seekers.
- JTPA Services. Title II-A services include outreach, intake, assessment, eligibility determination, counseling, service plan preparation, referrals to training, pre-employment workshops; and job placement. Title III services include retraining and assistance with finding employment.
- *Trade Adjustment Assistance* including counseling, testing, and training.

Universal services, available to all customers at *Connecticut Works* Centers, must include the Job Bank, Talent Bank, labor market information, inventories of training and education opportunities, and other information related to job search available through Center resource libraries. Services available to all customers who complete the Employment Services "short-form" registration include additional job search support services, such as free access to telephones, fax, and word processors.

Centers must also provide orientations to all customers interested in registering for Job Services and Unemployment Insurance. At these orientations, customers are informed about all the services available through the Center, including services available to the general public and services reserved for persons enrolled in eligibility-based programs, such as JTPA. Among the services generally available to the general public are workshops offered by ES/UI and partner staff, including modules on pre-employment skills, vocational exploration, job search skills, and other specialized topics. Although case management services (including counseling, educational counseling, working with customers to develop service plans or "personal development plans," and referral to supportive services, placement, and relocation) are generally targeted to persons enrolled in eligibility-based programs, such services can be provided to individuals not enrolled in categorical programs on request.

Although they are not mandated to do so by the *Connecticut Works* certification process, local Centers are encouraged to co-locate and/or develop referral networks with a wide range of non-DOL partner agencies and service providers. Services that may be provided by these agencies through the One-Stop system are listed below.

- *Department of Social Service*. Support services that may be accessed on-site or through referrals include housing and financial assistance, medical care, substance abuse treatment, child care, food, clothing, emergency shelter, and transportation. The Bureau of Rehabilitation

Services can also assist persons with physical or mental disabilities to prepare for, find, or keep a job.

- *Department of Motor Vehicles*. The DMV currently has a desk in at least one One-Stop office where customers can obtain an identification card and renew driver's licenses and vehicle registration. Kiosks that will provide access to job listings and career services are also being planned for installation in a number of DMV offices.
- *State Library*. A unique partnership has been developed with the library system to provide training, materials, and computer infrastructure support to a number of reference libraries throughout the state. The goal is to use the library system as a point of contact for students, job seekers, and employers looking for up-to-date information on the labor market, career and training opportunities, and job availability.
- *Department of Higher Education* currently provides access to its toll-free information hotline on education and career opportunities as well as electronic access to listings of accredited study programs offered by colleges and occupational schools throughout the state. The department also funds Technical Assistance Centers at state universities and a Business Services Network at community technical colleges. State universities also provide specialized services to employers seeking assistance to upgrade the skills of their workforce, and community-technical colleges offer a variety of occupational, technical, and career education for immediate employment and job retraining, in addition to customized training for employers and job seekers.
- *Department of Education* currently provides a number of services to job seekers including those with substantial barriers to employment. Services include career decision-making workshops, bilingual vocational-technical programs, educational needs assessment, and career counseling. This department is also an important partner in the state's School-to-Career initiative.

Core Services for Employers. Reforming services to employers is a major priority of the present CTDOL Commissioner, who comes from a background in private business. Services are provided to business customers through Business Services staff in One-Stop centers. Business Services, provided by staff from both CTDOL and RWDB, are overseen by nine "Business Services Units"—one in each RWDB region. Business Service staff also cooperate with the Department of Economic and Community Development, which offers businesses assistance with project management, financing, site search and remediation, economic and demographic research, marketing, and business registration. Although a formal agreement with DECD has not yet been reached at the time of the site visit, it was expected that by the

end of 1996, three to four DECD employees would be stationed in Business Services Units in each of four *Connecticut Works* Centers.

Basic services that must be available to employers at *Connecticut Works* Centers are described below:

- *Labor Exchange and Recruitment* services must include listing job openings; maintaining Job Bank listings; providing job matching, job development, recruiting, and applicant screening services for full-time or part-time jobs; and conducting follow-ups on applicants referred to or placed in jobs.
- *Workplace Consultation* services provided by Business Service Units are designed to assist employers seeking to attain or maintain competitiveness. Consultations can help businesses identify training and employment needs, cope with changes in the workforce, and understand issues related to quality, employee performance, and labor and UI laws and regulations.
- *Workforce Development Services* include tax credit programs for employers seeking to hire individuals from targeted populations; customized job training for employers in high technology and other growth industries; manufacturing and technology assistance for employers; and apprenticeship training programs;
- *Downsizing Support* must be available to employers and employees before and during company downsizings. These services can include assistance from the state dislocated worker unit and rapid response teams in providing on-site services to address the needs of employers experiencing major layoffs and their workers.

Relevance of the State Design to the Four Federal Goals

Universal Access

Connecticut Works offices are envisioned as places that will provide flexible and continuously available workforce development opportunities to all state residents regardless of age and prior work experience. According to the state's vision for One-Stops, customers should be able to enter the workforce development system "through any door" and "at any time" during a process of life-long learning. Equally important, *Connecticut Works* Centers are intended to shift the focus of workforce services from "job search" toward "career planning."

Funding for universal services remains a concern for local Centers. Most have dealt with increased customer flow through increased use of self-directed and group services. State respondents admit that there are challenges involved in paying for the

types of services they envision for universal customers, and that the question of finding a correct mix of funding sources to pay for these services will continue to be an on-going challenge.

The state currently requires customers to register for Employment Services in order to access job support services, career assistance, and workshops provided at One-Stop centers. Because this is done primarily for reasons of tracking, state and local respondents do not view this to be a major impediment to universal access, although alternatives that would still allow for customer tracking are also being considered.

Customer Choice

Connecticut seeks to further the goal of customer choice by empowering customers to choose services appropriate to their needs and by developing services that are appealing and user-friendly. Centers are encouraged to reduce the amount of "red tape" involved in accessing workforce services, to provide information for customers with special needs, and to adapt the hours of services at Centers to the needs of customers.

Connecticut Works Centers are expected to provide a full menu of service options to customers and to orient customers to the available services and different modes of accessing services. Whereas in the "traditional" workforce service delivery system there was usually a single entry point into the system, under the vision guiding the *Connecticut Works* system, customers will be able to enter the service delivery system at a number of different points, including automated voice-response systems and computer modem links. As an example, customers who now must come in person to a Job Center, will soon be able to enroll for unemployment benefits by telephone to a regional center. Continuing UI claims are already processed using telephone voice response.

In addition to services which will be available at the 19 planned *Connecticut Works* Centers, the state is also in the process of establishing a number of partnerships with state agencies that will allow for first contact with the Workforce Center system by customers at a variety of locations such as kiosks in Department of Motor Vehicles offices and "mini-Career Centers" within local libraries and schools.

Integrated Services

The immediate focus of many local integration efforts has revolved around defining coordinated and integrated roles for CTDOL and RWDB staff within One-Stop

centers. The state envisions that integrated services will eventually include business, labor, economic development, education, employment and training, and human services. The achievement of integrated services is viewed as a continuous process of incorporating additional services and service providers into the *Connecticut Works* system. In several local sites, for example, One-Stop Centers already work closely with local DSS staff in providing welfare-to-work services. In addition, a renewed emphasis in some sites has been placed on incorporating career-to-work initiatives into the *Connecticut Works* local system. The recent decision to integrate and co-locate DECD business services units with CTDOL and DECD staff at four One-Stops represents a major step in the direction of providing integrated services to businesses.

In addition to providing convenient access to a wide range of employment and training services, the state also intends for One-Stops to act as a gateway to a variety of supplemental and support services. According to the state's vision, services and programs are to be made seamless from the customer's perspective. Customers should not feel that they are being "shuffled from one service to another."

State planners have created a matrix that defines minimum levels of integration for certification as a One-Stop Center. Existing and planned *Connecticut Works* Centers must not only submit information on the services to be provided at the Center but also must describe their approach to integrating services and programs. Although the state has not mandated a system of integrated intake for individual customers, several *Connecticut Works* Centers have developed common intake forms and systems.

Performance-Driven/Outcome Based

One of the goals of the state Performance Measurement Committee is that a standardized set of core measures should be utilized across all *Connecticut Works* offices in assessing One-Stop performance. These measures should have value to those working in the field, provide staff with basis for comparing outcomes with other offices in the state, and give staff performance feedback that will enable them to identify needed changes. The state views capacity building as a required element of a system that links performance management to continuous improvement. As a part of capacity building efforts, the state plans for staff in local offices to receive training in total quality management (TQM) and the analytical techniques that will allow them to design local performance measures to supplement those mandated by the state.

To promote these goals, CTDOL established a "Performance Measurement Unit" (PMU), which has been mandated to develop a core set of performance measures for *Connecticut Works* One-Stop Centers. Staff from this unit have worked with local area staff to ensure that local managers and staff understand the relevance of the materials and can use performance measures in a way that supports continuous improvement efforts. PMU staff, with input from state and local managers, developed a set of measures intended to gauge Center performance. Local staff participation in the process of choosing measures was seen as particularly important, since the state does not want Centers to feel that measures were "imposed" on them from the outside.

PMU staff developed a system of measures that is intended to provide a balanced picture of Center performance. Quarterly Reports, prepared for each Job Center and for the state as a whole, present this information in an easily understood way. The performance measures currently used include nine process measures, four context measures, and one workload measure. Outcome measures include:

- *Applicant/Claimant Satisfaction*, represented by an index of overall customer satisfaction;
- *Entered Employment*, measured as the percentage of registered job applicants who entered employment;
- *Job Bank Effectiveness*, measured as the percentage of purged job orders with at least one placement;
- *Employer Satisfaction*, represented by an index of overall employer satisfaction (this index was under development at the time of the evaluation visit);

Process measures include:

- *Wait Time*, measured as the percentage of individuals who indicated that their wait was too long; and by the average time of wait;
- *Promptness of Unemployment Insurance*, measured as the percentage of non-monetary decisions made on time; and the percentage of payments made within 21 days;
- *Employability Services*, measured as the percentage of Employment Service registrants receiving employability or other services; the percentage receiving group services; the percentage of newly-registered applicants undergoing assessment; and the percentage of registrants receiving a service within 30 days of assessment;
- *Referral and Placement*, measured as the percentage of registered applicants receiving at least one referral;

- *Voice Response*, measured as the percentage of calls transferred to staff that were unanswered on the third ring.

Context measures include:

- *Employment Services*, measured as the percentage of new job applicants who were fully registered;
- *Referral and Placement*, measured as the proportion of individuals referred to jobs to individuals placed; and the percentage of placements initiated from microfiche or kiosk;
- *Job Bank Effectiveness*, measured as the average number of referrals per purged job opening;
- *Voice Response*, measured as the percentage of continued UI claims processed by voice response.

The workload measure is:

- *UI Claims*, measured as the number of UI claims per full-time equivalent position.

FUNDING ARRANGEMENTS, BUDGETING, AND FISCAL ISSUES

The state of Connecticut received $7 million in combined funding for 1995 and 1996. Of this total, $5.9 million was for first- and second-year One-Stop implementation and $1.1 million was for improvements to its labor market information system (received as a separate grant during the first implementation year).

Of the available One-Stop implementation funds, $2.9 million was allocated to the nine workforce development regions. Most of these regional funds—$2.4 million—were allocated among the nine Regional Workforce Development Boards; the remainder was allocated to CTDOL regional offices.[5] The amount of money received by each region was negotiated, based on the region's demonstrable needs for (1) equipment and personnel to develop the capacity to provide self-service opportunities for One-Stop customers; and (2) other changes needed to transition to a One-Stop system, such as office redesign. Although grants to cover personnel costs were allowed, only those costs directly related to new functions brought about by the transition to One-Stop were approved. In some cases, for example, regions used One-

[5] All figures are rounded.

Stop implementation funding to cover the cost of center "greeters" and or other staff needed to prepare for the transition to self-access services.

A total of $2.1 million in first and second year funding (the $1.1 million first-year LMI grant, plus another $1 million of One-Stop funding) has been allocated to upgrade information technology systems. These funds have covered the costs of installing automated labor market and occupational information on the state's public access network, installing and piloting the Talent Bank, developing a *Connecticut Works* Web site, providing links to the Connecticut Job Bank through the Internet, and purchasing and installing kiosks to provide access to statewide workforce development data. All of these systems were either being piloted or were fully operational at the time of the evaluation site visit.

Additional One-Stop funds retained at the state level have been allocated to executive and business costs ($630,000), staff development ($400,000), developing and implementing performance measures ($230,000), and marketing activities ($170,000).

State-level One-Stop funds have also been used to develop "incentive contracts" with each of the additional key state agency partners to increase their involvement in the One-Stop initiative. A contract for $90,000 with the State Department of Education (SDE) is being used to support SDE personnel who are conducting training workshops for local One-Stop staff on subjects such as adult basic education and integrating school-to-work initiatives into One-Stops. As part of this contract, SDE is also assisting CTDOL in developing occupational information databases and training staff in their use. Another contract of $130,000 was signed with the Department of Higher Education, which is providing educational and career information counseling to One-Stop customers via its toll-free hotline and conducting on-site educational counseling workshops at One-Stop centers. At the time of the site visit, a contract was also being negotiated with the Department of Community and Economic Development to cover costs associated with the co-location of three to four DECD staff persons in each of four One-Stop locations. At the time of the evaluation site visit, an agreement had not yet been reached for providing incentive funds to the Department of Social Services.

IMPLEMENTATION OF STATE SUPPORT MECHANISMS

Capacity Building and Technical Assistance

With the reorganization of CTDOL in 1991, came a shift in values that identified the need to create an organization centered around "life-long learning." Drawing from

the examples of successful private companies that had made large investments in capacity building—such as Federal Express, Xerox, and GTE—CTDOL planners recognized that they could not be successful in achieving their goals without a strong commitment to capacity building. Since 1991, staff development and training have come to occupy a central place in overall organizational decisions and in the development of local One-Stop centers.

CTDOL's Staff Development Unit (SDU) is comprised of eight full-time staff persons. According to SDU staff, it is important to avoid training that is perceived as something "done *to* people." Instead, capacity building should be rooted in a strategic planning process and should encourage staff to become familiar with and committed to long-term agency objectives. Moreover, capacity building efforts should not be viewed as discrete *training events,* but as ongoing initiatives, with training sessions followed by *post-training* at the local level. For this reason, SDU staff define their jobs not only as trainers, but as "performance consultants" to local areas.

At the time of the site visit, SDU staff had held three rounds of training on customer service in each of the regions. Staff from each of the 19 Job Centers in the state (including both CTDOL staff and staff from other agency partners) had undergone training in three "basic skills" modules focused on quality customer service. Training sessions were designed to (1) improve telephone service for customers; (2) enhance basic communication skills and encourage active listening and problem solving on the part of staff; and (3) develop skills in customer services specifically related to One-Stops.

Most current and prospective One-Stop staff in the state have also received SDU training sessions designed to provide an orientation to the *Connecticut Works* system and support inter-agency team building and cross-training. Teams of partner agencies from local offices are encouraged to work together in these sessions. Staff are presented with a variety of scenarios on dealing with customers and use role-playing techniques to practice responding to questions and requests for service and information. In addition to direct training, SDU has also developed "train the trainers" sessions and encouraged networks of peer-led training sessions and the involvement of field staff in peer-to-peer training programs. SDU hopes to encourage creativity in local offices and teach local staff to adopt the best practices used elsewhere in the state and the country.

Capacity building and staff development approaches have been closely coordinated with One-Stop system building efforts in the areas of (1) performance measurement, (2) staff support of labor market information and job search services, and (3) marketing efforts. Beginning in early 1996, the Staff Development Unit initiated a partnership with the Performance Measurement Unit to develop training on the analysis of performance measures contained in Job Center Quarterly Reports and target areas in which capacity building could support continuous improvement efforts.

SDU is collaborating with the information technology staff to develop technology curriculum units for supervisors and local staff. Although substantial investments in technology have been made and reporting systems are adequate, the largest challenge is training staff in the use of technology. According to one key respondent, "A lot of people have taught themselves at home, but we still have to cope with the problem of staff computer illiteracy. Many of the PC's on staff desks, for example, are only used to plug into the UI files. We want to accelerate the development of staff, but a lot of people are comfortable with the things they grew up with." Internet training began in mid-1996, to coincide with the development of an Internet Web site. Front-line staff dealing with customers were trained in the use of Netscape and the use of the Internet as a tool for the job search. Additional software training is planned for all *Connecticut Works* staff.

To support the delivery of high quality job search support services, SDU has also developed training modules based on the National Association of Resume Writers standards, and has certified approximately 30 staff from all 19 Job Centers as resume writers. Resume training was seen as particularly timely, since new skills are required of resume writers with the advent of new technologies such as Talent Banks in which job seekers can post their resumes electronically.

In coordination with the Performance Measures Committee, the Capacity Building Committee has conducted a "leadership survey" to determine the quality of staff supervisory skills. Front-line staff were asked to rate their supervisors on a variety of key leadership qualities. Supervisors also completed a self-assessment of their level of comfort with particular tasks; managers were also asked to assess the skills of supervisors. The results of the survey were used to assess the need for training to strengthen supervisorial and management skills. As a result of this assessment, leadership training for supervisor and management staff is planned. This training will

cover change management and managing priorities, as well as the development of skills in communications, inter-personal relations, computers, and financial management.

Because Connecticut has a strong tradition of unionization, the state has had to address union issues that have arisen as a result of efforts to promote cross-training and redefine the job responsibilities of direct service staff in One-Stop centers. To address these issues, a cross-training committee has been formed in CTDOL. This 16-person committee, chaired by the director of Staff Development, is comprised of an equal number of union and management representatives. This committee holds on-going bi-monthly meetings which are intended (1) to keep union members informed of developments which are occurring as a result of CTDOL reorganization and the One-Stop initiative; and (2) address potential concerns of unions regarding such issues as salaries, job classification issues, and potential conflicts regarding job performance and job security issues associated with One-Stops.

Labor Market Information and Related Information Technology Improvements

Under Connecticut's One-Stop implementation plan, providing readily accessible and easily understandable labor market information is a critical step in the move toward greater reliance on self-services. The overarching goal of Connecticut's LMI planners is to provide customers with a complete set of labor market information accessible at one convenient location. For job seekers, this means easier access to information to support all phases of the decision-making process from assessment of abilities and needs through the identification of potential employment opportunities. To help employers make informed decisions on starting new businesses or expanding existing operations, accurate information is needed that “packages” economic and workforce-related data on the skills of the existing workforce and availability of prospective employees.

The need to provide quality information to greater numbers of people has occurred at the same time that public workforce development resources have diminished. By sharing information that allows customers to make decisions on their own, valuable services can be provided at lower per unit costs. To the extent that customers can take advantage of self-services, this frees staff to devote more attention to people who need more intensive services. According to one key respondent:

> Tailoring the system to the needs of users is critical. The greatest gift that we can offer people is the ability to stretch their own growth in new directions. We

> need to think of ourselves as catalysts in this process—to be in the right place at the right time. This depends on our ability not only to gather reliable information, but to break it into the right pieces responsive to customer needs.

In its early LMI planning for One-Stops, the state set as a key objective the development of a strong information infrastructure based on integrated automated networks. Among the state's priority information system goals are the establishment of the following:

- A statewide information network accessible from the Internet;
- Remote access by customers to services and information;
- Public access to labor exchange systems;
- Access by all partners within the system to network information and services; and
- Comprehensive automated systems for employer services.

All of these goals have been substantially met. CTDOL has established an Internet home page on the World Wide Web with links to *Connecticut Works* pages that provide (1) a description of the purpose of the Centers and directions to each Center; (2) employment services with information and tips on searching for work and access to the state and national Job Banks; (3) information on unemployment compensation and the appeals process; (4) business services including self-service electronic job posting, information on programs for businesses and on finding suitable employees; (5) labor market information for job seekers, businesses, economists, and planners; and (6) America's Talent Bank, a nation-wide pool of resumes. The Talent Bank allows job-seekers to input information on their educational and career backgrounds and automatically generate a resume which can be used in hard copy and electronic form.

According to LMI respondents, a phenomenal amount of information has been available for years, but the major challenge of labor market information development has been accessibility — making it possible for people to "digest" the information that is available. Labor market information has not typically been understood by a wide audience, and Connecticut LMI developers are concerned with finding new ways of making existing information easier to use. The recent development of an Internet site is an important step in the direction of providing "snapshots" of information in a format that can be quickly understood. More information is provided in a visual format. In the near future, labor market planners hope to develop geographic mapping for LMI. By pointing and clicking on a map of the state, users could get a variety of

sub-state information including local unemployment rates, the range of occupations in particular regions, street maps and mass transportation routes, day care and other services providers in local areas. Users could identify areas by region, town, and potentially by zip code area.

Management Information Systems (MIS)

At the time of the site visit there had been little progress in the integration of automated client-level information sharing among agencies at the state level. Individual reporting requirements have not changed with the adoption of One-Stop in Connecticut. The existing mainframe-based systems used for the UI and Wagner-Peyser programs do not communicate with other systems such as JTPA, which is currently shifting from a Unisys mainframe system to a PC-based client-server technology.

Rather than developing a statewide system for common intake of all One-Stop customers, the state has encouraged individual Centers in the development of common intake systems. Barriers to the development of a common intake form, according to MIS respondents, revolve around agency concerns about "who owns the data." Various state agencies also have concerns about client confidentiality and allowing access to data stored in the mainframes. Agreements will have to be reached on what data is "proprietary." (UI for example, does not routinely share information on customer change of addresses with other agencies.)

The major struggle for MIS developers is that they are often faced with expectations that exceed their capacity to develop systems. In addition, specifications for management information systems often have unrealistic price tags given current levels of funding. The major task for MIS developers is to establish what types of information should be considered "basic" across One-Stop programs, and what types of data constitute "enhancements." Because there has been a very rapid evolution over the last five years, starting with reorganization of the Connecticut Department of Labor in 1991, it has been difficult to keep up with changing needs. The challenge is to maintain a focus on the basic information needed.

Marketing

Although a marketing committee was established in mid-1994, state-level marketing plans were not yet formalized at the time of the evaluation site visit. Because the transition to a One-Stop system has not yet been completed, state planners have been hesitant to create customer expectations by publicizing the system. To date,

marketing accomplishments include the creation of a name—*Connecticut Works*—and logo for the state's One-Stop system. Selecting a name for the system was a much larger challenge than had been expected. Since One-Stop Centers rely on a variety of sources of funding, some local areas initially expressed reservations about losing their identity or being "taken over" by a new system.

At the time of the time visit, however, some local areas were pressing the state for assistance marketing their local Centers because they believed that their One-Stop systems were ready to be publicized. As a result, marketing has been identified as a major priority for the One-Stop system during third-year implementation in 1997.

IMPLEMENTATION PROGRESS

During the One-Stop planning phase, Connecticut's goal was to certify fourteen of nineteen existing Job Centers as One-Stop Career Centers during the first year of implementation in 1995. As a result of implementation delays, only two Centers were certified as One-Stop centers during this first year. At the time of the site visit, seven *Connecticut Works* Centers had opened, and the remaining twelve Job Centers were scheduled to be certified as One-Stops during 1997.

Implementation delays occurred for several reasons including (1) the inability to achieve a timely convergence of lease, construction, information technology, and training requirements that had been established as prerequisites for certification; and (2) the change in state government executive leadership which resulted in a new round of state-level discussions about the goals of One-Stops, and in some cases, the re-negotiation of state partnership agreements. Another element that delayed implementation was the need to retrain center staff so that consistent information would be provided to individuals on areas such as UI and job search assistance. State planners also wanted to ensure that the information technology infrastructure in each Center was adequate to support later technological developments.

INFLUENCES ON STATE DESIGN AND LESSONS LEARNED

The 1990s have brought substantial reforms to Connecticut's workforce development system in the form of a reorganization of Connecticut's Labor Department and a recognition that regional boards should play a greater role in the development of workforce development plans and policies, in partnership with the state. The first priority of the *Connecticut Works* system has been to solidify the collaboration of Regional Workforce Development Boards and the Connecticut Department of Labor,

building on the process that began with the creation of Transition Centers for dislocated workers. Beyond this core partnership, innovative partnerships have been forged with a number of state partners including the Departments of Education and Higher Education, the Department of Economic and Community Development, and the State Library. However, the absence of a formal agreement with the Department of Social Services for the integration of welfare-to-work services at One-Stop centers is a source of concern, in light of state and federal welfare reform legislation.

Connecticut has shown leadership in areas such as staff development and performance measurement. The Staff Development Unit has established priorities for the capacity building needs associated with the One-Stops initiative and has successfully coordinated its activities with those of other One-Stop system building efforts. The Performance Measurement Unit has established a core set of performance measures for *Connecticut Works* Centers and has helped to train staff at local Centers in the use of these measures. Through collaboration with the Staff Development Unit, an emphasis has been placed on ensuring that local area staff understand the relevance of performance measures and can use them in a way that promotes continuous improvement of services.

The state has, however, experienced a number of barriers that interfered with its original timeline for a rapid adoption of One-Stops statewide. These barriers have included difficulty coordinating schedules for the construction, renovation, and technological improvement of facilities. Finally, although many local areas have been successful in integrating funding streams and service delivery arrangements, others are still working through the process of team-building and negotiating roles for partner staff.

APPENDIX B

CONNECTICUT WORKS CAREER CENTER
NEW LONDON, CONNECTICUT
One-Stop Profile

Based on a Site Visit Conducted During July 1996

CONNECTICUT WORKS CAREER CENTER
NEW LONDON, CONNECTICUT
One-Stop Profile

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CONNECTICUT WORKS CAREER CENTER
NEW LONDON, CONNECTICUT
One-Stop Profile

DESCRIPTION OF THE LOCAL CONTEXT

Over the last two decades, southeastern Connecticut—the area served by the New London *Connecticut Works* Career Center—has had the most defense-dependent economy in the nation. During the mid-1970s, over one-third of the region's workforce was directly employed by defense contractors or the military. Sixty percent of those employed in defense contracting worked for one company, Electric Boat, a manufacturer of nuclear submarines. In 1989, U.S. Department of Defense prime contracts in the New London metropolitan statistical area (MSA) totaled nearly $10,000 per MSA resident. This figure was over three times that of the MSA with the next highest figure—Fort Worth, Texas—and about ten times that of the three most defense-dependent areas in Southern California.

Between 1988 and 1996, a large number of defense-related jobs in the region were lost due to defense downsizing, including approximately 10,000 jobs at Electric Boat. The late 1980s and early 1990s were very difficult years for dislocated defense workers. Not only were unemployment rates high—over 7% for most of this period—but salaries for available jobs were much lower than those generally paid by defense contractors. Only after several new employers—including the nation's largest casino—opened for business in the mid-1990s did unemployment rates begin to decline to their current levels of about 5%.

As described in the Connecticut state One-Stop profile, the challenges associated with meeting the needs of dislocated defense and financial industry workers provided the initial impetus for close collaboration between the Connecticut Department of Labor (CTDOL)—the state agency responsible for providing ES and UI services—and Regional Workforce Development Boards (RWDBs), which are responsible for setting and coordinating local education and training policy and administering JTPA and adult education funding. A system of Transition Centers—co-administered by the CTDOL and Regional Workforce Development Boards—tested a model for the integrated delivery of career services to dislocated workers. Transition centers for dislocated

workers, in New London and elsewhere, served as an important bridge to providing integrated career services to a universal population.

In the spring of 1994, the Connecticut Legislature passed Public Act 94-116, which provided formal legislative authority for implementing a statewide system of Job Centers focused on the delivery of workforce development services to the general public. Under the One-Stop initiative, these Centers—named *Connecticut Works* Centers—are mandated to link the programs administered by the Connecticut Department of Labor, the Regional Workforce Development Boards, the Department of Economic and Community Development and other public and private education, human services, and employment and training providers in order to deliver coordinated workforce development services to employers and individuals.

The two "managing partners" in the New London *Connecticut Works* Career Center are the Connecticut Department of Labor (CTDOL) and the Southeast Connecticut Private Industry Council/Regional Workforce Development Board (PIC/RWDB).[1] As in other areas of the state, these agencies first started working together in 1989 to operate a Transition Center to address the issues arising out of major defense dislocations. In 1992, the PIC moved its entire operations into office space upstairs from the CTDOL Job Center. By the spring of 1994, these two agencies became the core tenants in the New London *Connecticut Works* Career Center.

Several key variables have influenced the development of the New London *Connecticut Works* Center. These factors include: (1) the opening of the New London One-Stop Center during a period of extensive economic restructuring; (2) the decision by the key partners to co-locate in a large modern office complex in the New London marina area, and (3) a strong commitment by Center partners to providing universal access to services and giving customers a choice among a wide variety of services. These contextual variables are briefly described below:

Because the region is only beginning to recover from the deep economic restructuring of the late 1980s and early 1990s, applications for Unemployment Insurance (UI) continue to draw large numbers of new customers to the Center. As

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[1] The board's name reflects its status as a "Workforce Development Board," while also maintaining the name "Private Industry Council" in order to emphasize the continued involvement of private industry. Use of the acronym "PIC" in this document refers to the pre-Workforce-Development-Board-era Private Industry Council. References to "RWDB" denote the current PIC/RWDB.

customers come to the Center to apply for UI, they are introduced to the broad menu of services available at the Center. Many of these customers subsequently attend workshops or use a number of the other services available at the Center.

Key partners in the New London Connecticut Works initiative established the Center in an attractive and convenient location. By the fall of 1994, both CTDOL and the Regional Workforce Development Board had moved from the old dilapidated Job Center facility in downtown New London to the professional Shaws Cove office complex. Co-location in new space has made it possible for Center partners to increase the level of service integration and offer seamless services to customers. The new location is also large enough to accommodate the addition of staff from new partner agencies, such as economic development and social service agencies. In addition, the region's employers now have an attractive and convenient place to conduct on-site interviews with job candidates and training of new employees.

Center partners are committed to offering universal services and customer choice. Many services that were previously reserved for categorically funded program participants are now available to the general public. Also, the Center emphasizes providing customers with up-to-date and accurate information on the range of services available to them. This has resulted in a greater variety of service options for customers and an increase in the quality of vendor services.

ORGANIZATION AND GOVERNANCE OF THE LOCAL ONE-STOP INITIATIVE

Governance and Management Structure. According to the governance structure established by the state legislature, policy oversight and administration of the *Connecticut Works* Career Center system are shared by the Regional Workforce Development Boards and the Connecticut Department of Labor. Regional Workforce Development Boards are mandated to assess human resource development needs in their respective regions, plan for regional employment and training programs, oversee workforce programs and services, and coordinate a broad range of employment, education, training, and related services. Regional Boards also administer funds for JTPA Title II and Title III services and adult education funds.[2]

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[2]Although not required by the state, most RWDBs including Southeast Connecticut are moving away from providing JTPA services directly to offering policy oversight and administering third-party providers of these services.

Among their other duties, the Regional Boards are responsible for approving the annual service plans prepared by each of the *Connecticut Works* Centers in their region. After approval by the RWDB chair and the appropriate chief elected official, Career Center plans are forwarded to the Connecticut Department of Labor and the Connecticut Employment and Training Commission—a statewide policy board—for approval.

A Local Management Committee has been established as a standing committee of the Southeast Connecticut Regional Workforce Development Board (RWDB) to oversee the operation of the two *Connecticut Works* Centers planned for this region. (At the time of the evaluation site visit, the New London Center was already operating as a One-Stop career center, while the Norwich Center was not yet operational as a consolidated One-Stop center.) As required by the state, key members of the Local Management Committee include the local CTDOL Job Center (ES/UI) director for each Center and the executive director of the Regional Workforce Development Board. At present, there are eight members of the Southeast Connecticut Local Management Committee, all of whom have voting privileges. The members of the Committee include:

- The New London Job Center director
- The Norwich Job Center director
- The executive director of Southeast Connecticut Regional Workforce Development Board
- The president of the Southeast Connecticut Chamber of Commerce
- The executive director of the Corporation for Regional Economic Development
- The regional director of the Department of Social Services
- The executive director of the Opportunity Industrialization Center
- The president (usually represented by the dean of continuing education) of the Three Rivers Community-Technical College

The Local Management Committee, chaired by the executive director of the Corporation for Regional Economic Development, operates primarily as an advisory body. Although the Management Committee has responsibility for reviewing and ratifying Center plans, the designated managers of the Center's two key partners—the CTDOL Job Center director and the RWDB program manager—make day-to-day operational decisions.

As in the other *Connecticut Works* Centers in the state, the CTDOL Job Center director has been designated the Center Director for the entire One-Stop center. Despite this title, there is still a clear division of management responsibility for Center operations by categorical programs and funding streams. The CTDOL Job Center director oversees all CTDOL-administered programs including Employment Services, Unemployment Insurance, and Veterans Employment Services. The RWDB program manager is responsible for administering JTPA Title II and Title III grants as well as Federal discretionary grants for dislocated workers.

As part of the integrated services approach of the New London Career Center, several functions are shared by the two agencies. For example, CTDOL and the RWDB jointly operate and staff a Career Services Center and a Resource Library. According to a detailed memorandum of understanding developed by the two partners, the RWDB program manager is responsible for the day-to-day management of the Career Services Center, including establishing staff schedules and supervising the CTDOL staff assigned to work in the Career Services Center. In carrying out this responsibility the RWDB program manager must plan and coordinate career service activities with the CTDOL Job Center Director and the RWDB Executive Director.

Participating Partners. In addition to the managing partners—CTDOL and RWDB—other state and local entities are also involved in the New London One-Stop initiative. The degree of participation of other local partners depends in large part on the existence of state level inter-agency agreements. The state agencies currently involved in the New London One-Stop Center include the Department of Economic and Community Development (DECD), the Department of Social Services (DSS), the State Department of Education (SDE), and the Department of Higher Education (DHE). Important local and regional partners include the Corporation for Regional Economic Development (CRED), Three Rivers Community Technical College, the non-profit Opportunity Industrialization Center (OIC), and a private provider of workforce services, Flath and Associates.

These organizations and their relations to the New London *Connecticut Works* Center are briefly described below:

- Throughout the state, the *Department of Economic and Community Development* (DECD) is being recruited as an active partner in the design and delivery of One-Stop business services in association with the Business Services Units operated by the Connecticut Department of

Labor. Pending the formalization of a state-level inter-agency agreement between CTDOL and DECD, the DECD plans to outstation four of its staff within the Business Services Unit of the New London Center, where they will assist CTDOL staff in providing comprehensive services to local businesses.

- *The Department of Social Service (DSS)*. Although CTDOL and DSS have not reached a formal agreement at the state level, CTDOL hopes to involve DSS in providing on-site support services to customers at One-Stop centers. At the time of the site visit, an area within the Center had been allocated for DSS staff, but co-location of staff had been delayed by lack of a needed link to the DSS computer system. At the time of the site visit it was not yet clear what role the New London *Connecticut Works* Center would play in providing welfare-to-work services to customers affected by welfare reform.
- *The Department of Higher Education (DHE)*, under an interagency agreement with the CTDOL, provides information on education and career opportunities to all One-Stop customers via its toll-free hotline. DHE also provides electronic access to listings of accredited study programs offered by colleges and occupational schools throughout the state. Local institutions under DHE include the following:
  - *Three Rivers Community Technical College* is represented both on the Local Management Committee and the RWDB. The College sends a counselor to the Center once a month to meet with customers who are interested in upgrading their work skills. In addition, One-Stop partners refer individuals to college counselors to discuss plans for continuing education.
  - *Other Post-Secondary Schools*—such as the local branch of the University of New Haven, Grasso Technical School, and Norwich Regional Technical School—also send representatives to the Center on a monthly basis to offer workshops and counseling to Center customers.
- *The Department of Education* supports services to job seekers including those with substantial barriers to employment. Services available to Career Center customers through referral to service sites administered by local school districts include career decision-making workshops, bilingual vocational-technical programs, educational needs assessment, and career counseling. Adult Basic Education (ABE) is offered through programs at New London Adult Education and Norwich Adult Education.
- The *Corporation for Regional Economic Development* (CRED) is a non-profit economic development organization for the Southeast Connecticut region. CRED also serves as the liaison between the twenty cities and

towns of southeastern Connecticut and the regional DECD offices. CRED—which is located next to the New London *Connecticut Works* Center in a neighboring building in the Shaw's Cove business complex—helps existing businesses in the region to expand their operations and helps new businesses become established.

- The *Opportunity Industrialization Center* (OIC) of New London County, a private non-profit organization, has a prime contract through the Department of Social Services to provide vocational training and place trainees into employment. OIC is represented both on the RWDB and on the Local Management Committee.
- *Flath and Associates* is a private for-profit service vendor that has been particularly influential in developing and providing local services for dislocated workers. A number of the workshops originally developed for dislocated workers are now being adapted and offered to the general public at the New London *Connecticut Works* Career Center. Flath provides several of the Center's public workshops, including workshops on job search, resume writing, and interviewing techniques. Although Flath was originally invited to join the Local Management Committee, state policy excludes for-profit firms from participating on these committees.

COMMUNICATION AND COORDINATION

Partners in the New London *Connecticut Works* Career Center have developed several communication mechanisms at the local level to coordinate their system-building efforts. In addition, local partners communicate frequently with state One-Stop policy makers in the development of One-Stop systems.

Communication among Regional Partners. The Local Management Committee provides a forum in which One-Stop partners can discuss regional workforce policy objectives. During meetings of the Management Committee, local partners assess educational, economic development, and workforce development needs in the region and advise Center managers about how to address the needs of business and individual customers. The Local Management Committee also serves as a forum for resolving any disagreements that may arise about the duties and responsibilities of the managing partners and Career Services staff.

Communication among Center Staff and Managers. Local respondents indicated that good communication and coordination of activities among CTDOL and RWDB staff are essential to providing good service to Center customers. Cross-agency committees have been formed to facilitate communication about issues related to the

planning and operation of the Center. Committees have been particularly important in shaping aspects of Career Center operations that involve staff from multiple partners. Committees have included:

- *Greeter Committee*. An important feature of the delivery of One-Stop services in the New London Career Center is the use of a "greeter." Greeters meet customers when they come in the door, answer initial questions, give a brief description of services available at the Center, and direct customers to appropriate areas of the Center. The greeter position is cross-staffed by CTDOL and the RWDB. The greeter committee was formed during Center planning to discuss the roles of greeters and how the position should be staffed. This committee is no longer active.
- *Resource Library Committee*. The library committee was established to evaluate existing career library resources and to discuss Resource Library staffing needs. The committee has made recommendations for the acquisition of library materials. Both CTDOL and RWDB have provided materials for the resource library, although CTDOL has made the bulk of library purchases.
- *Job Bank Committee*. Originally established to create uniform procedures for entering job orders, the Job Bank Committee has since expanded to give staff the opportunity to communicate on a broad range of technical questions including collecting and sharing job data and using the Talent Bank, which is being piloted in several *Connecticut Works* Centers, including New London.
- *Communications Committee*. The Communications Committee is charged with establishing a practical means for staff from both managing partner agencies receive timely and accurate information. Members have also developed an in-house public calendar of One-Stop events for use by partners as well as customers.
- *Talent Bank Committee*. This committee was being formed to develop workshops and other materials to facilitate customer use of the Talent Bank.

Communication Between the State and Local Levels. To ensure that the local perspective is represented in state plans for the *Connecticut Works* system, state policy makers have invited representatives of local sites to participate in statewide planning committees on various topics. For example, even the inter-agency "Statewide Planning Committee" for One-Stop is co-chaired by CTDOL's Deputy Commissioner for Employment and Training and the Director of New Haven's Regional Workforce Development Board (RWDB). The executive director of the New London RWDB

served as co-chair of the state's Local Planning Committee, which established procedures for local One-Stop planning and implementation and developed guidelines for funding and certifying *Connecticut Works* Centers.

To support ongoing One-Stop operations, the state-level *Connecticut Works* office within the Connecticut Department of Labor provides regular updates on One-Stop policy and implementation issues to local Career Center directors. The *Connecticut Works* Office also sponsors quarterly management team meetings—with participation by state *Connecticut Works* staff, CTDOL Job Center directors, and Workforce Development Boards directors—in order to promote communication among state and regional staff. These meetings provide an opportunity for peer networking, allowing directors to take compare notes on problems they have encountered in One-Stop implementation.

FUNDING ARRANGEMENTS, BUDGETING, AND FISCAL ISSUES

The Southeast Connecticut Region was allocated a total of $400,000 from the state's first and second year DOL One-Stop implementation grants to support system transformation at the New London Career Center.[3] The Regional Workforce Development Board was the principal grant administrator, responsible for $325,000 in implementation grant funds. The regional office of the Connecticut Department of Labor received the remainder of the grant. State allocations to One-Stop regions were intended to address regional needs to develop the capacity to provide self-service opportunities for One-Stop customers and support other changes needed to transition to a One-Stop system, such as office design. Although grants to cover personnel costs were allowed, only those costs directly related to new functions brought about by the transition to One-Stop were approved.

The regional office of the Connecticut Department of Labor used its $75,000 in implementation grant funds to defray the costs of moving CTDOL operations to the One-Stop center; purchasing equipment such as personal computers, workstations, and conference room furniture; and installing a new telephone network. The RWDB used its portion of the One-Stop implementation grant:

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[3] A small portion of the grant funds (less than $5000) was set aside for planning the transformation of the Norwich Job Center into a One-Stop career center.

- To develop the infrastructure to connect the Regional Workforce Development Board to the CTDOL information network;
- To help pay for services provided by outside contractors, including workshops that are open to the general public;
- To help pay for the salaries and benefits of RWDB personnel providing services to the general public, including assisting customers in the Career Services Center, helping to conduct intake and JTPA certification, providing career counseling, and helping customers prepare resumes.

The One-stop grant also supported RWDB costs for purchasing a copier and marketing One-Stop services.

In addition to the One-Stop grant, other sources of funding have been used to help Center operations. Much of the activity of Center partners is supported from Wagner-Peyser and JTPA program funds. The Center has been piecing together these funds to support One-Stop universal services. One example is a recently upgraded phone bank that now has nineteen lines. Although some One-Stop funds are used to support the phone bank, it is also supported by a Governor's Reserve Title III discretionary grant for dislocated workers. Respondents indicated that the cost accounting and cost allocation procedures they have to use to support One-Stop operations cause significant strains; they encouraged efforts to create integrated financing and reporting systems for One-Stop centers at the federal level. Center partners are concerned about how they will support such services as assistance with resume preparation for the general public after implementation grant funding expires. Possibilities discussed include charging customers for some costs and using volunteers to help customers.

DESIGN OF THE LOCAL ONE-STOP INITIATIVE

Evolution and General Description of Local Design

Although their relations were historically somewhat rocky, CTDOL and the Southeast Connecticut Private Industry Council began to coordinate in 1987 to provide services to dislocated defense industry workers. In response to large layoffs, CTDOL would outstation ES/UI staff at the company to process UI claims, counsel laid off workers, assist them with resume writing and other aspects of job search, and certify EDWAA-eligible individuals. PIC staff were involved in conducting needs assessments for EDWAA participants and arranging for retraining services for workers affected by many of the same layoffs.

In 1989, the PIC received a $50,000 grant to administer a Transition Center that would coordinate services available to dislocated workers from multiple agencies, including CTDOL and the PIC. As a result of their frequent interactions in connection with operating the Transition Center, the two agencies gradually became familiar with each other's programs and service procedures. Recognizing the mutual benefits to be obtained from a closer working relationship, the PIC/RWDB relocated its offices in late 1992 to a space above CTDOL's Job Center in downtown New London. However the physical facility was far from ideal. The building had been burned in a fire and Job Center offices had suffered smoke damage. The offices had faulty air conditioning and staff described the building as "dismal." However, closer proximity gave CTDOL and PIC/RWDB staff an opportunity to become well acquainted. At that time, PIC/RWDB and CTDOL staff began to discuss coordinating services in a way that would better serve their mutual customers. They also began to plan for permanent co-location in a more attractive site.

One year before the announcement of the availability of federal One-Stop implementation grants, a joint committee formed of CTDOL managers and PIC/RWDB board and staff was charged with locating an office space that would accommodate both partners. "We didn't do this for One-Stop," said one Board staff member. "The pieces happened to come together at the right time. We had been thinking for some time about designing a system for southeastern Connecticut that would include many of the elements found in the current One-Stop." The joint committee decided that the modern and well-landscaped Shaw's Cove complex near the harbor in New London would be an excellent location for a One-Stop. The building complex had other positive attributes—both partners saw it as an attractive location with room to grow as the partnership expanded.

Physical Facilities

The Southeast Connecticut PIC/RWDB was the first tenant to move into the office space of the ground floor of the present Shaws Cove location in the spring of 1994. In August 1994, the dislocated worker Transition Center moved its operations to the new location. One month later, in September, CTDOL relocated its Job Center into an adjoining space in the same building.

The New London *Connecticut Works* Center now occupies 2250 square feet on the ground floor of a large, modern red-brick building in an attractive and well-landscaped office complex. The Center—identified by a sign above the main public

entry as a *Connecticut Works* Career Center—is divided into three major areas. On one side are the PIC/RWDB offices; on the other side is the CTDOL Job Center. Between the space occupied by each agency, and directly behind the main public entry is a Career Services Center, which offers the general public variants of many of the services previously provided to dislocated workers in the Transition Center.

Relevance of the Local Design to the Four Federal Goals

The New London *Connecticut Works* Center has made substantial progress toward the four federal One-Stop goals of providing universal access to services, making a range of service options available to customers, integrating services, and developing a system in which information is used to promote the continuous improvement of services. Many of the specific services available to customers that reflect these four federal themes are described in a later section on the "Delivery of One-Stop Services to Customers." The following sections are intended to provide are brief overview of the Center's approach to these federal themes.

Universal Access

One of the most visible impacts of the One-Stop initiative in New London has been the expansion of services available to the general public. Center partners have accomplished this by building on the tradition of high-quality customer services available in the (pre-One-Stop) Transition Center for dislocated workers. The popularity of the New London Transition Center was based on the fact that it was, in the words of one key respondent, "a friendly place to become reemployed—customers did not feel they were in a government facility and there was no 'take a number and wait' approach."

The important difference under One-Stop is that many of the services that were previously reserved for participants of categorically funded programs are now available to the general public. Services available to all customers include group workshops, one-on-one assistance with resume preparation, as well as access to the phone bank, fax machines, and copiers. As part of its universal services, the New London Center offers customers a range of levels of staff support.

All customers are invited to receive an orientation to the One-Stop Center that covers the goals of the *Connecticut Works* system. The orientation also provides customers with an overview of the education, training, employment, and support services that are either available at the Center or through referral to other

organizations. Services available to all job seekers also include a range of services that can be accessed on a self-service basis. For example, job seekers have access to a Resource Library as well as a large phone bank and messaging service. Customers may use Talent Bank software to produce formatted hard-copy resumes as well as post electronic versions that are available to employers through the Internet.

Group workshops are an important element of the Center's universal services. All customers may attend a four-day, sixteen-hour Job Search and Career Workshop, provided by a contracted service provider, that covers the important steps in a successful job search. Topics discussed include resume preparation, networking, targeting employers, and preparing for the job interview. Other workshops are offered either as follow-ups to the Job Search and Career Workshop, or are targeted to specific audiences. Examples of the former are workshops on advanced interviewing techniques and stress management. Examples of the latter—which are usually provided by vendors—are specialized job search workshops for individuals over forty and people with specific skills such as engineers.

For customers who want or need more individualized staff support, customers may receive assistance in preparing resumes from several staff members in the Center. Staff often act as "facilitators," explaining to customers new to the system how to use the automated resume preparation software. In other cases, staff provide greater levels of assistance, particularly for people with little experience in writing resumes. In these cases, staff may conduct an interview with the customer about her experience, input the information, and review the formatted resume with the customer.

To support universal services, the Center has used One-Stop implementation grant funding as well as funds from other sources. The extent to which the Center will be able to continue providing the current level of services to the general public after the One-Stop grant is exhausted, however, is not clear. Staff believe, for example, that they may not be able to continue the level of clerical support provided to customers. Resume preparation assistance—a services that typically costs $150 to $350 from other sources—may also be discontinued. Center management may either begin to refer customers to private providers or to charge fees for typing resumes.

Customer Choice

The Connecticut vision for One-Stop emphasizes that effective customer choice begins by providing customers the information they need to make informed choices

about career possibilities. In line with this vision for One-Stop, Center staff emphasize the importance of long-term "career planning" services as opposed to merely "job search" assistance. Counselors often discuss long-term career objectives with customers, helping them to map out a plan for job search and career development, and informing them of useful educational, training, or support services. The Center currently maintains a list of two hundred service providers in the region.

Customers can also access a variety of information from off-site. Examples include toll-free access via modem to the Public Access Labor Market Information System (PALIS) bulletin boards. Customers with Internet service can also access a variety of services via CTDOL's World Wide Web site. One such service is America's Talent Bank, which allows Internet users to compose and post resumes from off-site locations. Customers are also able to enroll for unemployment benefits either in person at the Center, or by telephone to a regional center.

Current hours of Center operation are from 8:30 a.m. to 4:30 p.m. Partners are discussing the possibility of offering extended hours of service during evenings and weekends, but there are still substantial barriers to this. Because the services most likely to be of interest to job seekers during off-hours are available through the Career Services Center—which is cross-staffed by non-unionized RWDB employees and unionized CTDOL employees—an agreement with the union would be essential. Until now, however, the state employee's union has resisted having its members work during extended hours. Also, because of the Center's open layout, it would be difficult to restrict access to areas of the Center that would be closed during extended hours. In addition, new agreements, would also have to be negotiated with the landlord to provide heating during evening hours or on weekends.

Integrated Services

Many Center services have been integrated and are cross-staffed, including (1) "greeters" at the entrance to the facility; (2) a Resource Library with access to written and electronic information on jobs, careers, and education and training providers; and (3) a Career Services Center offering the general public a range of group workshops, self-assisted services, and one-on-one staffed services.

CTDOL and the RWDB both share responsibility for providing "greeters" in the area just inside the main customer entrance to the One-Stop. The main function of the greeter is to direct customers to appropriate areas of the Center and to address questions

or problems that can be dealt with fairly quickly (the rule of thumb is five minutes or less). Especially during periods following large-scale layoffs, greeters are very busy "directing traffic." During less busy periods they can spend more time answering questions and providing information to customers. RWDB currently has been given less responsibility for staffing the greeter area than CTDOL, because many of the questions asked by new Center customers concern unemployment benefits and these questions are best fielded by CTDOL employees.

A Resource Library available for use by job-seekers is also cross-staffed by CTDOL and RWDB. The library is in an open and inviting space. In the Career Services Center, counselors from both CTDOL and RWDB work with customers to develop career plans, support resume development, and provide workshops on a variety of job-search topics.

In addition to integrating services for individuals, New London partners are also committed to the idea of becoming a "One-Stop for employers." The Department of Economic and Community Development (DECD) and the Corporation for Regional Economic Development (CRED) have been active partners in the New London One-Stop. Both organizations have worked closely with the CTDOL Business Services Unit (BSU) to help new and expanding businesses in the southeastern Connecticut region with their workforce development needs. This collaboration has been very successful—the partnership has succeeded in attracting several large new employers to the region, including the Pequot Shipworks, a manufacturer of ferry boats. A recent decision to co-locate several DECD employees in the Center's Business Services Unit represents a further positive step in the integration of services to employers.

Performance-Driven/Outcome-Based

Staff of the New London Career Center use a variety of information to help them improve services to customers. As in all of Connecticut's One-Stops, staff conduct quarterly reviews based on a standardized set of core measures developed by CTDOL's Performance Measurement Unit. These measures, designed to offer a balanced picture of Center performance, provide staff with information that allows them to compare outcomes for their customers with those for other offices in the state and to identify areas in which services can be improved. Some of these performance measures include: indices of overall individual and employer customer satisfaction, entered employment rates, and the average time it takes customers receive services or benefits (see Connecticut state profile for a complete list of performance measures).

In addition to reviewing their own performance on a regular basis, the Center partners also collect detailed information on service providers. Although the Center has not yet implemented a formal system of "report cards" for vendors, Career Services staff routinely collect information on customer satisfaction and job placement rates from many of the training programs to which customers are referred. When a customer is interested in further education, for example, she can receive detailed information on area schools, including the types of courses or degree programs offered, as well as information on entered employment rates for specific programs. Board respondents believe that increased local separation between JTPA oversight/administration and service delivery—what they termed an "honest broker" approach—has helped to improve the quality of services provided to customers.

IMPLEMENTATION OF LOCAL SUPPORT MECHANISMS

Staffing Arrangements

As described in the section on service integration above, many of the Center's services targeted to universal customers are cross-staffed. Categorically-funded programs, however, have continued to be administered the same way they were prior to One-Stop implementation. For example, Unemployment Insurance, Wagner-Peyser, and Veterans Services continue to be administered within the Center by CTDOL staff and managers, while JTPA programs are administered by the RWDB staff and managers.

As described under integrated services, CTDOL and the RWDB share responsibility for staffing the "greeter" area. The Career Services Center and a Resource Library are also cross-staffed by CTDOL and RWDB. The Department of Economic and Community Development (DECD) was expected to outstation four staff within the Center's Business Services Unit (BSU) by March 1997, although the details of the nature and degree of service integration between CTDOL and DECD staff in operating the Business Services Unit had not yet been defined at the time of the evaluation visit.

Staffing issues have, on occasion, presented problems for Center directors. During the first year of One-Stop operation, lines of authority for dealing with staffing issues were not always clear. For example, although the RWDB program manager is responsible for managing the Career Services Center, some CTDOL staff assigned to Career Services would raise concerns with the CTDOL agency director, rather than with the RWDB program manager. Center partners drafted an addendum to their

original memorandum of understanding (MOU) that clearly describes the different roles of the managing partners. Under the revised MOU, the RWDB Program Manager was given formal responsibility for the day-to-day management of the Career Services Center and for the coordination of staffing assignments. The MOU addendum described a series of steps employees and management would take in the event of a disagreement. If necessary, staffing disputes can be brought to the Local Management Committee for adjudication. Both parties, however, attempt to resolve any problems in a cooperative manner and at the lowest level of intervention possible.

Capacity Building

Beginning in 1991, CTDOL began a major reorganization. One of the goals of this reorganization was to transform CTDOL into an organization centered on "life-long learning" through capacity building. The vision of CTDOL's Staff Development Unit (SDU) is that capacity building should encourage staff to become familiar with and committed to long-term agency objectives. Furthermore, capacity building should not be limited to training sessions of limited duration but should be an ongoing process. As a result of this philosophy, the state has been an active partner with local One-Stop sites in preparing staff to operate in the One-Stop environment.

Prior to the opening of the New London Center as a One-Stop career center, many New London partners were introduced to One-Stop goals through a series of informal staff orientations. In the early spring of 1995, New London became the first site in Connecticut to pilot SDU's One-Stop orientation curriculum. Local CTDOL and RWDB staff led the orientation session, after meeting with SDU staff to help prepare them for the training. The four-hour orientation covered topics such as managing the transition to One-Stop, the history of workforce development in the state leading to the "road to One-Stop Career Centers." Presenters also explained the four federal One-Stop goals and the state's "inverted pyramid" principle of One-Stop service delivery, in which customers accessing self-services allow staff time to spend with those who need more intensive services. SDU also conducted sessions for all One-Stop partners on how to develop workshops.

Center partners have initiated several other local capacity-building sessions. For example, eight staff members from CTDOL and the RWDB have been trained to provide customers with orientations to Center services. Many New London Career Center staff members have attended a series of SDU-sponsored "Quest for Quality" workshops conducted by the Local Management Team that are designed to improve the

quality of customer service in a One-Stop environment. These sessions covered improving basic communication skills, encouraging active listening and problem solving abilities, and improving telephone service for customers. Because this training was conducted after the Center was already functioning as a One-Stop however, staff persons indicated that although the sessions were useful, they believed that the New London Center had already established many of the best customer practices that were encouraged during these sessions.

Other New London staff members have received training in how to assist customers with resume writing, following training modules developed by SDU. These modules, designed to certify local staff as resume writers, were seen as particularly useful because many of the techniques can be used to support customer use of the electronic resume posting capabilities of the Talent Bank. Internet training also began in mid-1996—most front-line employees in Career Services have now been trained to assist customers to use the Internet as a job-search tool.

Labor Market Information and Related Information Technology Improvements

The New London One-Stop has benefited from state's emphasis on providing readily accessible and easily understandable labor market information as part of self-service options at One-Stops. For several years, the state has maintained a bulletin board service for job seekers, which is accessible toll-free throughout the state by modem. In 1996, CTDOL also began offering access to a variety of information through its Internet World Wide Web site. Through the state's Internet home page, job seekers can access information on state and national Job Banks, get tips on their job search, post their resumes on America's Talent Bank, find information on unemployment compensation, review labor market trends, and find out which career areas are in greatest demand in the state. Students can also access an "LMI for Students" Web site that suggests how to select a career path and describes the types of attributes that employers value most in their workers. Businesses can post job openings electronically and review Talent Bank resumes. They can also obtain a variety of information on OSHA and ADA compliance as well as on wage and workplace standards.

According to local respondents, many of these technological improvements have been very well received, particularly by individual customers. Customers and staff alike have been pleased with the Talent Bank and its ability to generate high quality

resumes. Many job seekers in the New London region have posted their resumes on the Talent Bank's Internet site either from computers available at the Center or from off-site. Because it is still in a pilot phase and has not yet been broadly marketed to employers, businesses have been slow to use the Talent Bank to recruit new employees. It is however expected that a larger part of CTDOL's labor exchange function will become automated as employers and job seekers become more familiar with the capabilities of the Talent Bank. As a result, local staff see the development of new labor market information technology-based products as important developments in moving toward an "inverted pyramid" model in which progressively more customers can access services through a self-service mode.

Management Information Systems (MIS)

One-Stop partners view the integration of management information systems as an important long-term goal for One-Stops, but indicated that it has been difficult to achieve an optimal level of integration. The New London One-Stop has not yet implemented a system for integrated intake, although local partners have developed several drafts of an integrated intake form. Although all partners now have access to CTDOL data from their desktop computers, developing an automated system to share client-level information has proven difficult.

CTDOL's existing mainframe-based systems used for the UI and Wagner-Peyser programs was described as "reliable," and has been in place for many years. CTDOL is currently developing a new system of self-registration for employment services that will be implemented in the near future.

The automated information system used by Regional Workforce Development Boards has proven to be less satisfactory. Although the system was sold to SDAs as a way to combine automated case management and aggregate reporting functions, the report-generating functions of the system are inadequate. Importing and exporting data from the system has also been difficult. As a result, SDAs have independently developed their own information systems for use in tracking services and reporting customer outcomes. RWDB staff complain that they spend many hours inputting information into two separate systems.

Despite the fact that it has not yet been possible to integrate automated data systems, partner agencies can now share information using electronic networks. While previously, staff from CTDOL or RWDB had to walk over to each other's offices to

enter data, CTDOL and RWDB staff can now access each other's databases from their own offices. This has proved particularly useful for Regional Workforce Development Board staff, who can now access CTDOL information on JTPA clients from their own offices. Through a local area network, RWDB and CTDOL employees in the New London Center can also share information concerning organizational, fiscal, administrative matters affecting One-Stop operations. Through a wide area network, all One-Stop staff can exchange e-mail with CTDOL in Wethersfield and in other career centers across the state. By the end of 1996, all staff were scheduled to have access to electronic mail and data transfer capabilities through the Internet.

Marketing

Marketing One-Stop career centers was not a priority at the state level during the first year of Connecticut's implementation grant. New London staff attributed this to the state's reluctance to make a "big splash" with a statewide marketing campaign until the One-Stop system is fully implemented throughout the state. Partners associated with the New London Career Center expressed frustration with the lack of a statewide marketing campaign, because they believe they are "in the forefront" in terms of offering high quality customer service and are ready to let customers know about the services available to them through career centers. As one staff member stated, "We're doing so many good things here, but to keep doing them, we also have to publicize our success stories. At the same time, however, New London staff were wary about "over-promising" their ability to meet customer needs. "Right now there's a two-thousand person layoff at Electric Boat," said one staff member. "When you want to advertise your services under these conditions, you'd better be sure that you can deliver on your promises."

All agreed that one of the challenges ahead of them will be to better publicize One-Stop services available to job seekers and employers. A small amount of local One-Stop funds was used to produce a brochure describing the services available to job seekers at One-Stop career centers. The next priority is to develop new materials for employer customers. Several staff members noted that in many cases they were distributing materials that were out of date and that did not reflect many of the new services available to employers. With the inclusion of the Department of Economic and Community Development as an active One-Stop partner, for example, the Business Services Unit now offers a number of enhanced services to employers, but few of these

services are publicized in existing materials. According to one Business Services representative:

> We don't do enough now to educate companies about what we do. We often assume that they know what we do, but in fact most companies still associate our work only with unemployment insurance. A lot of times, they remember the negative things. But that's one of the dilemmas that we have. On the one hand, we're required by law to enforce unemployment insurance regulations, and on the other hand, we have so many great services that we can offer to businesses.

Center respondents distinguished between formal and informal marketing of One-Stops. Informal marketing, they pointed out, includes efforts to market the system to customers on a daily basis through orientation sessions. Center staff have found that word of mouth is also an effective marketing tool—a number of customers have been pleased with the services they received at the Center and have told their friends about what was available. They also pointed to Center-sponsored job fairs as a good marketing tool to reach both employers and individual job seekers. They were, however, aware of the need to work more with local media using formal marketing initiatives to promote Center services.

DELIVERY OF ONE-STOP SERVICES TO CUSTOMERS

Services for Individual Customers

The New London Career Center uses the metaphor of an *inverted pyramid* to describe its service delivery system. The system is based on three tiers of service: self-services, group services, and individualized services. Career Center staff see as their major function as facilitators—helping customers to use available resources. Self- and group services are essential elements of the system, in order to achieve universal access and maximize customer choice. At the same time, staff are committed to meeting the special needs of those customers requiring more intensive services.

Core Services. "Core services" at the New London Career Center are defined as those available to the general public at no cost. Some of these services are available through the Resource Library, while others are available through the Career Services Center. The Resource Library offers customers a number of self-access services, with support from a resource librarian as needed. The resource librarian serves two major functions: (1) assisting job seekers with job service registration and job referrals; and (2) promoting career development by providing customers with information on jobs,

careers, and education and training providers. The Resource Library contains reference materials on companies. It also contains materials on resume writing and job search strategies as well as newspapers and trade magazines containing job listings. Hard copies of job listings from neighboring Rhode Island are also available in the Resource Library. The Resource Library permits customers to check out a variety of printed literature and videos related to the job search for two to four days.

Both the Resource Library and the Career Services Center have computer work stations from which customers can access on-line job listings from the state's job bank as well as America's Job Bank. Additional services available in the Career Service Center include:

- Assistance with resume-writing and posting resumes on the Talent Bank;
- Access to free fax machines and telephones for contacting employers;
- On-line and printed labor market information;
- Information on and referrals to other community resources; and
- Information on scholarships and career training.

In addition to the self-service options described above, a variety of group activities and workshops are available to all Center customers. All job seekers attend a regularly scheduled orientation session. At these orientation sessions—which take approximately twenty to thirty minutes—customers are provided handouts describing Center services, the Center schedule of activities for the month, and the layout of the Center. They are also told how to sign up to use the fax machines, computers, and the telephone bank. Special workshops are also highlighted during the orientations. All customers who have completed an orientation session are eligible to attend a wide assortment of workshops and seminars provided on-site in the Center's conference rooms. Workshops and seminars currently offered at the Center include:

- Pre-Employment Skills Workshops
- Vocational Exploration
- Four-Day Job Search and Career Workshop
- Managing Job Loss Seminars
- Interviewing Techniques
- Advanced Interviewing Techniques
- Resume and Cover Letter Preparation

- Job Search for Persons over Forty: Overcoming Age Barriers
- Specialized Workshops (e.g., for engineers, computer technicians)
- Entrepreneurship Seminars
- Education Seminars and Fairs.

Many of these workshops were originally designed to be part of a comprehensive menu of services available to participants eligible for categorical programs as part of an individual training and reemployment plan. Currently, however, all of the workshops and seminars offered on-site are open to all customers, regardless of their eligibility for categorically funded services. In addition to the services offered on-site, staff also refer customers with substantial employment barriers to programs offered through the state's Department of Education. These programs include:

- Career Decision-Making Workshops
- Bilingual Vocational-Technical Programs
- Educational Needs Assessment
- Career Counseling
- Adult Basic Education (ABE) through New London Adult Education and Norwich Adult Education programs
- English as a Second Language (ESL)
- General Equivalency Diploma (GED).

Several post-secondary schools—including a local branch of the University of New Haven, Three Rivers Community Technical College, Grasso Technical School, and Norwich Regional Technical School—also come to the Center on a monthly basis to offer workshops and counseling to Center customers. All Center customers also have access to the Department of Higher Education's education and career opportunities hotline.

Non-Core Services. Although Center staff attempt to offer an array of universal services, some specialized services are available only to customers funded under specific categorical programs. For customers qualifying for these programs, available services include an individual assessment of basic skills, interests, and aptitudes and development of a job search or training plan. Other services include tuition assistance in approved training, career interest matching, financial aid counseling, and continuing individualized job search assistance. Some of these services are briefly described below.

- *Assessment and Testing*. Center staff use the Connecticut Competency System (CCS) and a variety of interest and career exploration inventories to help JTPA-eligible customers develop an individualized training or education plan.
- *Case Management*. Case management services are available to all customers eligible for Veterans' Employment and Training Services, Worker Profiling and Reemployment Services, and JTPA services.
- *Counseling*. Counseling on job and career issues is available by appointment. These services may be available to non-categorically funded customers depending on the demand for these services.
- *Relocation Assistance*. Relocation assistance is available to dislocated workers through the Trade Adjustment Act (TAA) and JTPA Title III.
- *Transition Assistance Program (TAPS)*. As part of the TAPS program for veterans, Veteran's Representative from the New London and Norwich Centers offer a two-day workshop every month for enlisted men and women at the U.S. Submarine Naval Base in Groton. The program is intended to help military service personnel manage stress related to the job search and job development process during the transition to civilian employment.

Services for Employer Customers

As part of CTDOL's reorganization, Business Services Units were established in nine regions of Connecticut in 1992. Although CTDOL staffs Business Services Units (BSU), Business Service staff have forged close alliances with the Department of Economic and Community Development(DECD) and the Regional Workforce Development Boards under the One-Stop system. Business Services staff place a strong emphasis on providing services appropriate to the needs of their employer customers. Through their inter-agency alliances, Business Services Units hope to become One-Stop "brokers of services" for businesses—offering a range of direct services as well as facilitating contacts for employers with other relevant agencies and organizations.

Core services. Core services currently available to all employers include the following:

- *Labor Exchange and Recruitment of Job Applicants*. These services include posting listings of job openings; maintaining current listings on the Job Bank; and providing job matching, job development, recruitment, and applicant screening services for employers for full-time or part-time jobs.

- *Information and Technical Assistance*. Business Service staff inform business about issues related to quality, employee performance, and labor and UI laws and regulations.
- *Apprenticeship Programs*. All USDOL-sponsored apprenticeship programs are available through the Center.
- *One-Stop Business Registry*. In collaboration with DECD partners, businesses can now complete all of their state business registration requirements at the Center.
- *Employer Needs Assessment*. Staff consult with businesses to identify their training and employment needs.
- *Case Management*. The Business Services Unit plans to expand case management services to employer customers. Many regional employers, particularly large employers, have already been assigned a case manager who acts as their principal point of contact at the Center.
- *Employer Seminars*. These cover various topics such as UI regulations, workplace standards, labor market information, OSHA, and using Internet.

Non-Core Services. Non-core services available to businesses eligible for special funding and credits include:

- *Workforce Development Services*. These include tax credit programs for employers seeking to hire individuals from targeted populations; customized job training.
- *Downsizing Support*. These services include assistance from rapid response teams, which provide on-site services to address the needs of employers experiencing major layoffs and their workers.

One of the most important services that the Center provides to businesses is arranging for interviewing of job applicants. Center staff regularly help employers to review job applications and conduct interviews both at the Center and at the business location. "Many companies simply don't have the staff to do all of the things necessary to recruit workers," said one Business Services Unit employee. "Because of all of the help they can get here with their recruitment needs, we are seeing many repeat customers."

The new Center location in the Shaws Cove business complex is attractive to business managers who were reticent about coming to the dilapidated facilities of the old Job Center. According to one Business Services Unit staff member:

> Employers wouldn't come to us before. There wasn't even any parking for them. Employers actually seem to like coming here now . . . It's a clean and modern environment. We can brag about our conditions here. Not only that, but instead of paying up to $185 a day for a hotel room to interview job seekers, employers can interview job seekers here at no cost.

In addition to the new physical environment, businesses are also attracted by the new psychological environment that promotes coordination and resource-sharing among agencies. For example, a Job Fair held at the Center one week before the evaluation visit was co-sponsored by the Connecticut Department of Labor, the Regional Workforce Development Board, the Department of Social Services, the New London City Welfare Agency, as well as several community organizations and JTPA Title II service providers. This Job Fair—which was primarily oriented to helping find jobs for disadvantaged and under-employed customers—attracted about forty companies. Staff attributed the success of this Job Fair at least in part to the atmosphere of inter-agency cooperation as well as to the One-Stop's convenient and attractive location.

Another change in employer services under the One-Stop system is what staff described as a more proactive role in reaching out to employers. Instead of waiting for employers to come to the Center, Center staff regularly read the business section of local newspapers and actively search out new employers. When they are in the field, Business Service Unit staff look for signs of new business construction that will help them identify prospective employers. At the same time, Business Services Unit staff realize that there are limits to how many businesses they can contact. They believe that formal marketing efforts are essential to get the word out to employers. "A lot of employers don't know what we're doing," said one staff member.

CUSTOMER RESPONSE

Employers

We were unable to arrange for a focus group with individual customers at the New London *Connecticut Works* Career Center, but a focus group was held with six area employers. Five employer representatives were from the human resources departments of large area employers and a sixth was the owner of a small contracting firm. The focus group employers indicated that they were very satisfied with the services available to them at the New London Center. Although all of the businesses represented in the focus group posted job listings with the Center, several were not aware of the wide range of services available to employers.

Among the services that the employer respondents had used were recruitment/referral of job candidates, information sessions for employers (e.g., on affirmative action programs), and attendance at a Center-sponsored Job Fair. Employers expressed interest in finding qualified workers for their businesses as well as in helping the government move individuals off public assistance into jobs. One employer located in a more suburban location identified a need to lobby for improved transportation between central city and suburban locations to enable employers to find workers and move people from inner-city areas from welfare into jobs.

One human resources manager emphasized the importance of marketing Center services to employers: "We need to make more people in business aware of the services here. I'm a member of a personnel association that has ninety member companies. The association is currently planning to a hold meeting here. We feel this place is a fantastic, creative, inventive idea. It's really a nice modern facility. For employees coming in, it's great, especially when their self-esteem is low."

None of the respondents indicated awareness of the availability of enhanced services such as customized job training for current employees. When asked if there were any Center services that they thought would be worth paying for, two respondents answered that their companies had their own human resources departments, and, while the Center did some pre-screening of employees, they were still responsible for final screening and interviewing prospective employees. Therefore, they would probably not want to pay for any services.

ASSESSMENT AND LESSONS LEARNED

The New London Center has been influenced by the four federal goals of universality, customer choice, integrating services, and using performance based measures to improve services to customers. Many services that were previously available only to participants in categorically-funded programs are now offered to the general public. At the same time, Center partners have moved from reliance on a handful of service providers for training and education to a more competitive system that allows individuals a much greater choice among providers and gives them the information they need to make informed choices.

In addition to adopting the federal goals, the state has also influenced the development of One-Stop career centers by emphasizing the importance of lifelong learning. In response to this vision, more emphasis is placed on long-term career

planning rather than on simply assisting employers and workers to find an immediate job or employee. This vision is seem as particularly important given the massive economic restructuring that has occurred over the last decade in southeastern Connecticut. The lesson learned is that the workforce for the 21st century needs to be resilient and flexible enough to adapt to continuing changes in technology and in the economy.

As one of the first *Connecticut Works* Career Centers, the New London Center has made substantial progress in meeting all of the One-Stop goals specified by the state. Although the process of creating a consolidated workforce development delivery system has at times been contentious, the Center has made clear progress toward the creation of an integrated, accountable, and universal workforce development system. The decision of the New London One-Stop partners to move to a new location has had several very positive effects. The new Center is certainly much more "professional" in atmosphere that the previous Job Center location. The new facility and location also create the potential for further developing on-site services for employers.

Many of the major concerns during first-year implementation have been effectively addressed. These include how to integrate staffing roles and service delivery responsibilities across the partner agencies, how to use performance measures, and how to adopt new user-friendly technologies as tools for providing services and managing programs. Some areas, such as marketing of One-Stop services, especially to employer customers, are still under-developed. Center staff hope that as all of the remaining Connecticut Job Centers become certified as One-Stops, more attention and funding will be devoted to developing effective marketing practices.

The Center offers a rich variety of services and workshops open to all individuals. However, economic pressures may strain the ability of the Center to provide services oriented to career planning, rather than immediate employment, for Center customers. Among these pressures are the need to help large numbers of dislocated workers find reemployment opportunities and the need to address the needs of individuals affected by welfare reform. In combination, these pressures may force the Center to address more limited short-term objectives of moving individuals into immediate jobs as quickly as possible. Thus it is not clear how far *Connecticut Works* Centers, such as the one in New London, will be able to promote the goals of lifelong learning and career development when faced with the prospect of simply finding suitable jobs for many new entrants into the labor force.

New London agency partners and staff are very proud of the changes that have come about as a result of One-Stop implementation. The New London Career Center has been able to leverage funds from a variety of sources to make high-quality services available to all customers. Even though Center staff and managers have experienced difficulties in learning to work with their diverse partners, all agreed that the One-Stop transformation has been beneficial for customers.

APPENDIX C

CONNECTICUT WORKS CAREER CENTER
WILLIMANTIC, CONNECTICUT
One-Stop Profile

Based on a Site Visit Conducted During July 1996

CONNECTICUT WORKS CAREER CENTER
WILLIMANTIC, CONNECTICUT

One-Stop Profile

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CONNECTICUT WORKS CAREER CENTER
WILLIMANTIC, CONNECTICUT

One-Stop Profile

DESCRIPTION OF THE LOCAL CONTEXT

Willimantic is a four-square-mile municipal service district adjacent to the larger town of Windham in Connecticut's Windham County. The local area has suffered from a depressed economy since the closure in 1984 of American Thread Mills, a large textile manufacturing firm—which at its height of production employed more than 2,500 in the area. Once known as "thread city," Windham, with a labor force of just under 10,000, was left without a manufacturing or industrial base. Many in the town were convinced that the town would soon see the return of industry, but this has not yet happened.

Willimantic has gradually become the "governmental center" for the largely rural Northeast Connecticut region. Partly in response to diminishing resources for workforce development programs, the local One-Stop system has encouraged the development of a broad partnership. Particularly for a relatively small center, it has also achieved a high degree of co-location of managing and service delivery partners.

As described in the Connecticut state One-Stop profile, the primary emphasis of Connecticut's One-Stop system has been to establish close collaboration between the Connecticut Department of Labor (CTDOL)—the state agency responsible for providing ES and UI services—and Regional Workforce Development Boards, which are responsible for coordinating local education and training policy and administering JTPA and adult education funding. Starting in 1989, a system of Transition Centers—co-administered by the CTDOL and Regional Workforce Development Boards—tested a model for the integrated delivery of career services to dislocated workers. In Willimantic and elsewhere in the state, these centers provided a foundation for the evolution of an integrated One-Stop system.

In the spring of 1994, the Connecticut Legislature passed Public Act 94-116, which provided formal legislative authority for implementing a statewide system of Job Centers focused on the delivery of workforce development services to the general

public. Under the One-Stop initiative, these centers—named *Connecticut Works* Centers—are mandated to link the programs administered by the Connecticut Department of Labor, the Regional Workforce Development Boards, and the Department of Economic and Community Development, and are encouraged to involve other public and private education, human services, and employment and training providers in order to deliver coordinated workforce development services to employers and individuals.

Several key variables have influenced the development of the Willimantic *Connecticut Works* Center. These factors include the following:

(1) The area served by the Willimantic center has suffered from a depressed economy and high unemployment rates since the decline of its major manufacturing base in the 1970s.

(2) 25% of the population of Willimantic is Hispanic. Most of the Hispanic population comprise immigrants from Puerto Rico, who came over the last several decades to work in surrounding farms and industries over the last several decades. Many of these individuals have only limited English language fluency and few have participated in public employment and training programs.

(3) Funding for all types of social services has declined in the region, which has made consolidation of efforts through One-Stop an attractive option. As a result, the Willimantic center has succeeded in obtaining on-site participation from a number of local agency partners.

The local vision for the Willimantic One-Stop has changed over time. At first, the Willimantic One-Stop was conceived primarily as a place in which several partners would be co-located. Over time, this has evolved into a vision for creating an integrated service delivery system. Center partners first began by learning as much as they could about services each of the partner agencies provided. Gradually, they found ways to "put the whole equation together" to create more effective service delivery.

As they became more familiar with the work of the various agencies and organizations represented in the center, partners began to realize that many of them provided similar services. As the local One-Stop system has evolved, a major goal has become the elimination of duplication of effort through the consolidation of services. Staff at the Willimantic *Connecticut Works* Center believe that their partnership has been successful partly because the dearth of resources has forced them to be flexible and creative. To achieve their mutual goals, local agencies have had to "pull together" instead of continuing to operate separate and discrete programs.

ORGANIZATION AND GOVERNANCE OF THE LOCAL ONE-STOP INITIATIVE

Governance and Management Structure

Coordination of activities among partners in the Willimantic Career Center dates to the establishment in 1994 of the local "transition center" for dislocated workers. As part of the organization and governance of the transition center, five agencies, including the key partners in the current One-Stop initiative, formed a "regional steering committee" to determine funding and staffing for JTPA dislocated worker programs and services. Through their collaboration in the dislocated worker transition center, these partners developed solid working relations prior to One-Stop implementation. With minor changes, the regional steering committee established for the transition center has evolved into the management team for the local One-Stop system.

Policy oversight and administration of the *Connecticut Works* Career Center system are shared by the Regional Workforce Development Boards (RWDBs) and the Connecticut Department of Labor (CTDOL), through the establishment of local management teams.

Regional Workforce Development Boards are mandated by state legislation to assess human resource development needs in their respective regions, plan for regional employment and training programs, oversee workforce programs and services, and coordinate a broad range of employment, education, training, and related services. Boards also administer funds for JTPA Title II and Title III services and adult education funds.[1] Regional Boards are also responsible for approving the annual service plans prepared by each of the *Connecticut Works* Centers in their region. After approval by the RWDB chair and the appropriate chief elected official, Career Center plans are forwarded to the Connecticut Department of Labor and the Connecticut Employment and Training Commission—a statewide policy board—for approval.

The Local Management Team established to oversee the operation of two planned *Connecticut Works* Centers in the Northeast Connecticut region includes three voting

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[1] Most Regional Workforce Development Boards in Connecticut are moving away from providing JTPA services directly. In keeping with this trend, the Northeast Connecticut RWDB oversees and administers third-party service providers for delivery of most JTPA services.

members and three advisory (non-voting) members. Voting members, also referred to as the "executive committee" of the local management team, include the following:

- The executive director of the Northeast Regional Workforce Development Board, called Workforce One.
- The ES/UI director of the Willimantic *Connecticut Works* Center, which was already certified as by the state as a One-Stop career center at the time of the evaluation site visit.
- The ES/UI director of the Danielson Job Center, which had not yet been certified at the time of the evaluation site visit.

To preserve equal representation between the CTDOL and the Regional Board, the Board representative has one vote and each of the CTDOL ES/UI representatives have one-half vote.

According to the local by-laws governing the Willimantic One-Stop, all entities that are contracted service providers for workforce development programs are excluded from participating as voting members of the executive committee, even if they are public agencies.[2] Representatives of two such agencies serve in an advisory capacity as non-voting members of the Local Management Team. These are:

- The president of the Quinebaug Valley Community Technical College, or her appointed representative. The college's president is also a member of the Regional Workforce Development Board.
- The executive director of the ACCESS Agency, a Community Action Program.

A third non-voting member of the Local Management Team is the field manager of the Department of Social Services.

The Local Management Team has two major functions: (1) making financial and cost allocation decisions related to center operations and (2) establishing local One-Stop policies and priorities. Financial decisions are generally discussed at meetings of the three voting partners. Among the budget issues discussed at these meetings are shared equipment purchases, allocation of staff time and costs across different funding streams, and joint marketing efforts. During the early phase of One-Stop implementation, these meetings were held several times a month and tended to be fairly

[2] According to state regulations, only for-profit entities must be excluded from local governance teams.

long because there were many cost allocation issues that needed to be discussed. After One-Stop operations stabilized, management team meetings were held monthly and were fairly brief. In addition to these formal meetings, the two CTDOL ES/UI directors and the RWDB director have frequent telephone conversations.

The full Local Management Team (including non-voting partners) meets about every quarter. These meetings tend to be focused on broader local policy discussions such as inter-agency service integration and providing "seamless services" to present and potential One-Stop customers. The three non-voting members of the management team provide substantial input into the design and delivery of local One-Stop services.

Agencies Involved in the One-Stop Initiative

The agencies with an on-site presence at the Willimantic center include the following:

- *The Connecticut Department of Labor*, whose 16 staff at the Willimantic *Connecticut Works* Center provide services funded by the ES, UI, and Veterans Employment and Training programs. All CTDOL staff in Willimantic are located at this One-Stop center.
- *Workforce One*, Regional Workforce Development Board for Northeast Connecticut. The main offices of the Board are in the nearby town of Chaplin. One Board staff provides Title IIA and IIC intake at the center twice weekly.
- *Quinebaug Valley Community Technical College* is an important off-site local provider of education and training services to One-Stop. Using funding from an EDWAA grant, the center also employs two interns from the college to staff the center's career resource library. The college, whose main campus is in Killingly, has two locations in the region, one of which is a large annex located within the same wing of the Tyler square shopping mall as the career center.
- *Windham Regional Community Council* (WRCC) provides services under contracts with DSS and Regional Workforce Development Board for services to JTPA-eligible youth and adults and JOBS-eligible individuals. Services provided by the one on-site staff person and another staff person in WRCC's main offices in Willimantic include administration of on-the-job training services and the provision of assessment, training referral, and case management services. In providing these services, Council staff work with CTDOL ES Career Development specialists and JTPA intake staff to identify customers who may be eligible for the available services. Council staff working in the Willimantic center's career services and community services units

also coordinate employer outreach efforts. One Council staff provides employment services for 16 to 21 year-old youths, and, although they had not yet begun to do so at the time of the site visit, these staff were planning to provide specialized on-site job search workshops for youth.

- *Eastern Connecticut Regional Education Service Center* (EASTCONN) is a non-profit educational organization created by local education agencies from 36 municipalities throughout eastern Connecticut. Under contract to the Regional Workforce Development Board, EASTCONN houses three staff at the Willimantic center to serve customers eligible for JTPA and Older Worker programs. The services provided by EASTCONN staff at the Willimantic center include assessment for dislocated workers and assessment and counseling for JTPA Title IIA and IIC participants. EASTCONN staff also develop all center-wide assessment materials and train other case worker and counseling staff in the use of these materials. They also supply the office with brochures on adult and community education opportunities within the region.
- *Green Thumb* has one on-site representative who provides job search assistance to limited-income individuals 55 years old and over.

Important off-site partners that coordinate closely with the One-Stop also include:

- The Willimantic Office of the *Department of Social Services*. Although there were no contractual or financial agreements, DSS has arranged for CTDOL staff to provide regularly scheduled orientation sessions at the One-Stop center on the employment-related services available to customers receiving welfare. At the time of the evaluation visit, there were plans to provide DSS staff with space for out-stationed staff and access to the *Connecticut Works* database. DSS case workers refer their clients to relevant services available at the Center.

  Examples of center services to which DSS staff might refer their clients include Project HIRE (JOBS) provided by the Windham Regional Community Council, JTPA Titles IIA and IIC services provided by EASTCONN and the Windham Regional Community Council, and education referrals and services provided with education set-aside funds to prepare individuals with the basic skills they need to enter occupational skills training or education programs.[3]

  Since the evaluation visit, Connecticut legislation has mandated that CTDOL Job Centers provide the work-search portion of welfare-to-

[3] Education set-aside services available through the Coordinated Education and Training Opportunities (CETO) program are operated at the Willimantic center by EASTCONN.

work services. This has not had any immediate impact on service delivery at the center. The Community Council and the ACCESS agency (see below) continue to offer workshops for welfare customers at their own facilities, and Council staff facilitate an on-site job club geared toward welfare recipients in the conference rooms of the career center as part of their contract with DSS.

- *ACCESS Agency, Inc.* is a comprehensive education, employment and training, and social service agency serving the Windham and Tolland areas of northeastern Connecticut. Located in a large office directly across the street from the One-Stop, ACCESS is co-located with HealthFirst, a community health center created as an ACCESS initiative. ACCESS representatives participate on the interagency One-Stop team that plans and schedules workshops for center customers.

  Since the evaluation site visit, ACCESS has entered into contractual relations as a full One-Stop partner agency. At the time of the site visit, ACCESS was beginning a performance-based contract with the state's Department of Social Services to place 190 AFDC recipients into employment. ACCESS also provides a number of educational and support services such as the Women, Infants, and Children (WIC) nutrition program, bilingual English-Spanish public service announcements, and Head Start.

  In alliance with the Regional Workforce Development Board, the Technical College, and other partners, ACCESS had just completed the first year of operation of a "Northeast Connecticut Entrepreneur Center," using federal DOL funding. The Entrepreneur Center offers an eight-week course three times per year to teach prospective business owners the skills necessary to operate their own business, including marketing, accounting, and elementary tax law.

The center also maintains referral linkages with the Willimantic offices of the Bureau of Rehabilitation. Most often, customers receiving vocational rehabilitation services are referred to the One-Stop center for assessment services. Most of these customers receive job placement services directly from the Bureau, although these services are also available to these customers at the One-Stop center. There are as yet no coordinated school-to-career activities in the Willimantic area.

Legislative/Organizational Initiatives to Support the Local One-Stop Vision and System

In 1989, the Connecticut legislature established the Connecticut Employment and Training Commission (CETC), whose mandate was to plan for the coordination of

existing employment and training programs. In 1992, the Connecticut General Assembly passed Public Act 92-145, which authorized the establishment of Regional Workforce Development Boards in each of the nine SDAs in the state. All Boards were mandated to have a majority of private sector representatives; the Board Chair must be from the private sector. This legislation, together with subsequent legislation (Public Act 93-134), defined the following functions for RWDBs: (1) assessment of regional needs and priorities for employment and training programs; (2) planning and coordination of these programs and preparation of an annual workforce development plan; (3) review of grant proposals and plans submitted to state agencies for employment and training programs that directly affect the region.

There were no special local legislative or organizational initiatives supporting the Willimantic One-Stop at the time of the site visit. However, the Regional Workforce Board was working with the local Council of Governments to explore more effective ways to involve chief elected officials in planning for integrated education, training, and employment in the Willimantic area. In particular, the Board is trying to involve local elected officials in workforce planning, following a model developed in the area served by the neighboring Danielson center.[4]

COMMUNICATION AND COORDINATION

Partners in the Willimantic *Connecticut Works* Career Center have developed several communication mechanisms at the local level to coordinate their system-building efforts. In addition to the local management team, there are a number of committees and "work teams" that are composed of local front-line partner staff. These teams meet to share ideas on ways to improve the integration and delivery of services to customers. Although the Center director provides general guidance and goals, front-line staff and supervisors coordinate the activities of these teams. Active teams at the time of the site visit included the following:

- *Workshop Committee*. This team meets once a month to decide on what workshops will be offered to center customers and to coordinate the scheduling of these workshops. All of the agencies with an on-site presence at the Center participate in these meetings.

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[4] In the area served by the neighboring Danielson CTDOL Center, 12 local elected officials have formed an economic alliance called the "New Coalition" that is developing a regional development plan with attention to employment and training needs.

- *Assessment Work Group*. This team of counselors from various agencies was formed to coordinate assessment methods and to discuss the appropriate assessment tools for Center customers.
- *Marketing Committee*. A team comprised of staff from three of the One-Stop partner agencies (CTDOL, the RWDB, and the Windham Regional Community Council, which provides JTPA services) has been formed to promote local marketing efforts. The thrust of marketing efforts is to promote the idea that the *Connecticut Works* offices are not just unemployment offices, but that a much wider range of partners and services are available. In particular, the committee is focusing on getting broader radio coverage. The committee, together with management staff, was also preparing for a "Grand Opening" of the Center scheduled for October 1996. This event, intended to publicize Center services, was expected to draw a large number of local political and community representatives.

In addition to participating on the management team, the center director also represents workforce development partners in meetings of the Windham regional municipal managers, who meet regularly to discuss issues of coordinating a variety of public services including workforce development and social services.

To support ongoing One-Stop operations, the state-level *Connecticut Works* office provides centers with regular updates on One-Stop policy and implementation issues. To promote communication among state and regional staff, the *Connecticut Works* Office also sponsors quarterly management team meetings involving state *Connecticut Works* staff, CTDOL Job Center directors, and Workforce Development Boards directors.

FUNDING ARRANGEMENTS, BUDGETING, AND FISCAL ISSUES

A total of $178,000 was allocated for the Danielson/Willimantic SDA from the state's first and second year DOL One-Stop implementation grants to support system transformation in the Danielson/Willimantic area.[5] The Regional Workforce Development Board was the principal grant administrator, responsible for $143,000 in implementation grant funds. The regional office of the Connecticut Department of Labor received the remainder of the grant. State allocations to One-Stop regions were

[5] Approximately $55,000 of this amount was allocated to facilitate the transformation of the Danielson Job Center into a One-Stop career center. The remaining $123,000 was allocated to the Willimantic One-Stop.

intended to address regional needs to develop the capacity to provide self-service opportunities for One-Stop customers and support other changes needed to transition to a One-Stop system, such as office design. Although grants to cover personnel costs were allowed, only those costs directly related to new functions brought about by the transition to One-Stop were approved.

The regional office of the Connecticut Department of Labor used its $35,000 in implementation grant funds to defray the costs of relocating Board staff to the One-Stop center; purchasing equipment such as personal computers, workstations for visiting partner organizations and kiosks, and installing a new telephone network to accommodate computer links and additional staff. The RWDB used its portion of the One-Stop implementation grant:

- To develop the infrastructure to connect the Regional Workforce Development Board to the CTDOL information network;
- To help pay for technical services provided by outside contractors;
- To help pay for the salaries and benefits of RWDB personnel providing services to the general public, including assisting customers in the Career Services Center, helping to conduct intake, providing career counseling, and helping customers prepare resumes.

Formal cost allocation agreements have been established between the Regional Board and CTDOL concerning shared costs of equipment, and expansion of the telephone and telecommunications network and certain recurring costs associated with universal services (e.g., phone bank toll charges). At the present time, CTDOL pays all lease costs at the center. A portion of One-Stop implementation funds granted to CTDOL—approximately $28,000 per annum—are used to defray the cost of providing space for partnering staff.

CTDOL and the Regional Board also entered into non-financial interagency agreements with the Windham Regional Community Council, the Department of Social Services and the ACCESS agency. These agreements specify respective roles and responsibilities of these agencies and their staff. Specific formal non-financial agreements include the following:

- *CTDOL* is responsible for:
  - providing work areas for partner staff;
  - providing training in the use of Job Bank and labor market information;

  - accepting referrals from partner agencies and providing placement services for their customers;
  - providing staff for monthly case management meetings;
  - providing a community service work area on a scheduled basis for additional partner staff;
  - providing special center orientations for referred customers (in the agreement with DSS only).
- The *Regional Board* is responsible for:
  - providing direct referral of customers for JTPA and Older Worker services to partnering agencies, and for coordinating appointments with partner staff; and
  - facilitating monthly case management meetings of all partner staff.
- *EASTCONN* is responsible for:
  - out-stationing staff for case management and customer activities for JTPA Title IIA, 5% Older Worker, and JTPA Title III programs;
  - developing the assessment component for case managers and providing training to other partner staff in its use;
  - participating in monthly case management meetings;
  - providing Adult Education staff on-site during registration periods as appropriate; and
  - providing brochures on Adult and Community Education offerings.
- *Windham Regional Community Council* is responsible for
  - providing staff to coordinate employer outreach efforts with CTDOL and the Board;
  - providing assessment, training referral, and case management services for JTPA Title IIC customers;
  - participating in monthly case management meetings;
  - planning specialized services for youth including possible job workshops;
  - providing information on other (off-site) Council services; and
  - working with the career development unit and JTPA caseworkers to identify customers who have the potential for on-the-job training.

- Although co-location has not yet taken place, formal agreements have been made with the *Department of Social Services* which is responsible for:
  - referring appropriate customers for program services offered at the center including Project Hire (JOBS), JTPA Titles IIA and IIC, CETO, and Job Services;
  - when appropriate, out-stationing DSS staff to provide eligibility determination; and
  - providing job leads for entry into the *Connecticut Works* Job Bank.

There are no current plans to develop fee-for-service arrangements with employers or job-seekers.

DESIGN OF THE LOCAL ONE-STOP INITIATIVE

Evolution and General Description of Local Design

In 1994, partners in what is now known as the *Connecticut Works* Center, cooperated in establishing a Transition Center for dislocated workers at the existing Willimantic Job Center. Transition centers consolidated employment and re-training services in a convenient location from which individuals could conduct self-directed job searches. These customers had access to free use of telephones and faxes for local and long-distance use, copy machines, assistance in writing and printing cover letters and resumes, free mailing, and access to a reference library which included books, newspapers, and other written reference materials. Job seekers also had access to professional support from trained staff, and access to group workshops and peer support activities.

The Willimantic Transition Center thus represented an early collaboration among several local partners. Local staff regard their experiences in reaching across agency lines to provide coordinated services as an important step in their progress toward providing integrated career services to a universal population. Although transition centers were originally conceived as a response to assist targeted populations, they provided an important bridge to providing a variety of job search and support services to the general population. By the time the Willimantic Center was certified as a One-Stop center and moved to its present location within the same shopping mall in March 1996, partner agencies had been working closely together for over a year.

Relevance of the Local Design to the Four Federal Goals

The Willimantic *Connecticut Works* Center has made substantial progress toward the four federal One-Stop goals of providing universal access to services, making a range of service options available to customers, integrating services, and developing a system in which information is used to promote the continuous improvement of services. The following sections are intended to provide are brief overview of the center's approach to these federal themes.

Universal Access

Services available to the general public were greatly expanded as a result of One-Stop implementation and parallel local and state initiatives. Center partners built on their experiences in providing high-quality customer services for dislocated workers in the Transition Center that was established at the Willimantic Job Center before One-Stop implementation. There has also been a conscious move away from a "government facility" or "unemployment office" feeling, in which clients showed up every two weeks to wait in line for their checks—or in the words of one long-time employee, a place where "nobody in their right mind would actually *want* to come"—to a place where all people can come to get a variety of information. The important difference under One-Stop is that many services that were previously reserved for participants of categorically funded programs are now available to the general public. Services available to all customers include group workshops, one-on-one assistance with resume preparation, as well as access to the phone bank, fax machines, and copiers. As part of its universal services, the Willimantic Center offers customers a range of levels of staff support.

All customers are invited to receive a group orientation to the One-Stop Center that covers the goals of the *Connecticut Works* system. The orientation also provides customers with an overview of the education, training, employment, and support services that are either available at the Center or through referral to other organizations. Group workshops are an important element of the Center's universal services. All customers may attend job search and career workshops, provided by center staff, that cover the important steps in a successful job search. Topics discussed include resume preparation, networking, targeting employers, and preparing for the job interview.

Services available to all job seekers also include a range of services that can be accessed on a self-service basis. For example, job seekers have access to a Resource

Library as well as a phone bank. Customers may use Talent Bank software to produce formatted hard-copy resumes as well as post electronic versions that are available to employers through the Internet.

Customer Choice

The Connecticut vision for One-Stop emphasizes that effective customer choice begins by providing customers the information they need to make informed choices about career possibilities. In line with this vision for One-Stop, center staff and management emphasize the importance of dealing with the "whole person" through career planning services as opposed to only help with finding a job. Both staff and individuals interviewed in focus groups noted a major differences in terms of the variety of services available, and the ability of customers to choose those services that they wanted including: direct access to job listings, workshops, and career services such as assistance with finding information on employers and developing resumes.

Customers can also access a variety of information from off-site. Examples include toll-free access via modem to the Public Access Labor Market Information System (PALIS) bulletin boards. Customers with Internet service can also access a variety of services via CTDOL's World Wide Web site. One such service is America's Talent Bank, which allows Internet users to compose and post resumes from off-site locations. Customers are also able to enroll for unemployment benefits either in person at the Center, or by telephone to a regional center.

Counselors will schedule appointments with anybody requesting this service, regardless of the person's eligibility for program funding, to discuss career planning or job search needs and objectives and to discuss educational and training alternatives.

At present, the center does not offer extended hours of operation during evenings or weekends.

Integrated Services

Center staff work in a number of units, many of which are staffed entirely or primarily by CTDOL employees. These include a *basic services* unit that processes unemployment claims and assists individuals with the job search; an *employment planning* unit that assists dislocated and profiled workers and provides counseling in career decision making and career development. Audit, adjudication, business services, and office support staff are also entirely staffed by CTDOL.

The *career services* unit, on the other hand, is fully integrated across partner staff. For example, career services staff from four on-site partner agencies—CTDOL, EASTCONN, Windham Regional Community Council, and the Regional Workforce Board—provide assessment, classroom training, on-the-job training and job search assistance for dislocated workers. Caseloads are divided among the staff of each agency during monthly case management meetings. Other aspects of career services are also staffed by agencies with particular specialization. For example, two administrative assistants, working as interns for the community-technical college assist customers in the resource library; one Board staff person provides intake for JTPA Title II customers and staff from EASTCONN provide Title II customers with assessment and counseling services; and staff from Windham Regional Community Council provide employment services for youth.

With the exception of specialized workshops—such as those offered by the American Association of Retired Persons (AARP) on topics related to older workers or workshops offered through the state's office for higher education on opportunities and financial aid in higher education—all workshops are designed and conducted by full time staff of the One-Stop partner agencies.

Because the Willimantic center is relatively small, unlike all the larger *Connecticut Works* centers, there is no greeter position; rather there is an intake desk staffed by a person with knowledge of the range of services offered at the center.

Performance-Driven/Outcome-Based

As in all of Connecticut's One-Stops, staff have access to quarterly reviews based on a standardized set of core measures developed by CTDOL's Performance Measurement Unit. These measures, designed to offer a balanced picture of Center performance, provide staff with information that allows them to compare outcomes for their customers with those for other offices in the state and to identify areas in which services can be improved. Some of these performance measures include: indices of overall individual and employer customer satisfaction, entered employment rates, and the average time it takes customers receive services or benefits (see Connecticut state profile for a complete list of performance measures).

IMPLEMENTATION OF LOCAL SUPPORT MECHANISMS

Physical Facilities

Since 1990, the Connecticut Department of Labor has had its Willimantic Job Center offices in Tyler Square, a modern and attractive strip mall located about one mile from central Willimantic. With the opening of the *Connecticut Works* center in 1996, partner agencies moved into a larger facility in a wing of the mall that is also occupied by an annex "campus" of the local community-technical college. As the customer enters, she sees an information/intake desk in front, and a kiosks area that provides access to the state's Job Bank. The back part of the facilities are occupied by training rooms and the left portion of the building houses a career development center, with a library, phone bank, several personal computers, a fax machine, and a customer mail area, where customers can receive postage and assistance preparing and sending resumes and cover letters. The central area of the office is divided into office cubicles for partner staff. Counselor cubicles are located in a private area on the right side of the center.

Staffing Arrangements

At the time of the site visit there were 23 staff members at the Willimantic center. The majority of the staff—16 persons—were CTDOL employees, with the remaining 7 staff coming from the remaining on-site partners. Staff were assigned to one of nine functional units:

- *Basic Services* is staffed entirely by CTDOL employees. The unit processes unemployment claims and provides job search assistance. One Veterans Employment Services representative, also a CTDOL employee, works in this unit.
- *Employment Planning,* which is also staffed by CT DOL, has a unit supervisor, who offers services to profiled dislocated workers, and two career development specialists who assist all One-Stop customers with career decision-making, job referrals, and other placement services.
- *Career Services,* coordinated by a CTDOL employee, is cross-staffed by all key participating partners. This unit provides services to dislocated workers, economically disadvantaged workers, and the general public. Services include workshops and access to a career services library. This unit is divided by the following service categories:
  - *Services to Dislocated Workers*. Assessment is provided by a staff from multiple agencies, including a specialist from the local educational consortium (EASTCONN), a Senior Employment Counselor and JTPA-funded staff from the Regional Workforce

Development Board, staff from the JTPA contractor (Windham Regional Community Council) and two administrative assistants from the community technical college.

- *Services to JTPA IIA Customers*. Services include assessment, referral to classroom training, administration of on-the-job training, and job search assistance for individuals who have limited skills and limited income. Staff include an assessment specialist (EASTCONN), three counselors including a bilingual counselor (EASTCONN), and a JTPA intake worker, employed by RWDB.
- *Employment Services for Youth (16-21)*. Two youth employment counselors from the Windham Regional Community Council provide employment-related services to economically disadvantaged youth using funds from JTPA Title IIB and C.

- *Adjudication*. Staff employed by the CTDOL determine eligibility for unemployment benefits. Unit staff include a coordinator and two adjudication specialists.
- *Field Audit*. One CTDOL field auditor assigned to this unit ensures employer compliance with UI tax law.
- *Business Services*. One CTDOL business services consultant provides assistance on apprenticeship, customized job training and special services to employers.
- *Community Services*.
  - *Green Thumb Program* has one representative conducting job search assistance for individuals 55 years old and over who have limited income.
  - *Department of Social Services "Project Hire."* Under a separate contract with the Department of Social Services, the Windham Regional Community Center employs a JOBS program manager and one job developer to provide job search assistance to AFDC recipients.

Capacity Building

Willimantic staff have benefited from several state-level efforts initiated through CTDOL's staff development unit (SDU). Prior to the opening of the Willimantic *Connecticut Works* center in 1996, for example, SDU offered an orientation training for current and potential partner staff on the One-Stop vision and philosophy. Other state-sponsored training sessions have included modules on dealing with working in a

changed work environment, different organization styles, and a variety of personality types and motivational styles.

Local partners have also conducted their own training. EASTCONN, for example, conducted a training on group facilitation skills for EDWAA participants, and was planning to conduct similar sessions for partner staff working with other populations. Other training has involved staff-led sessions that explain the various programmatic reporting requirements; sessions led by the regional director of the Department of Social Services on impending welfare reforms, and informal presentations by various partner staff during whole-office monthly staff meetings on their service delivery philosophies and strategies.

Management Information Systems (MIS)

During the early development of the Willimantic center, one of the major problems was that the various partners offering JTPA services had a different system for case management and reporting. Since the evaluation visit, information management systems have been completely integrated across partner staff, using the state's mainframe system. Although the system is less user-friendly than PC-based systems, all partners input the same information and confidentiality (e.g., access to UI wage data) is insured through the use of passwords. Unlike the IMS system used by JTPA partners, the state's mainframe system does not have case management capabilities and all case notes are kept in paper files.

Labor Market Information and Related Information Technology

The Willimantic One-Stop has benefited from state's emphasis on providing readily accessible and easily understandable labor market information as part of self-service options at One-Stops. For several years, the state has maintained a bulletin board service for job seekers, which is accessible toll-free throughout the state by modem. In 1996, CTDOL also began offering access to a variety of information through its Internet World Wide Web site. Through the state's Internet home page, job seekers can access information on state and national Job Banks, get tips on their job search, post their resumes on America's Talent Bank, find information on unemployment compensation, review labor market trends, and find out which career areas are in greatest demand in the state. Students can also access an "LMI for Students" Web site that suggests how to select a career path and describes the types of attributes that employers value most in their workers. Businesses can post job openings

electronically and review Talent Bank resumes. They can also obtain a variety of information on OSHA and ADA compliance as well as on wage and workplace standards.

According to local respondents, many of these technological improvements have been very well received, particularly by individual customers. Customers and staff alike have been pleased with the Talent Bank and its ability to generate high quality resumes. Although a great deal of labor market information is now available, some staff indicated that despite some state training efforts, labor market information requires substantial interpretation and is not widely used by individual customers. Rather, labor market information is generally viewed as a useful tool for counselors who can use the data to determine local labor conditions and to identify growing sectors within the economy.

Marketing

Marketing activities were seen as largely the responsibility of the state. Much of the state's recent marketing activity has centered on making information available to the public through its well-developed Internet website which has links to state and national Job Banks and the Talent Bank which is being piloted state-wide in Connecticut. The state has also produced a brochure available at the Willimantic center describing the *Connecticut Works* vision and services available at local centers.

Local partners, including the Job Center Director and the Board's Executive Director, have also appeared in radio broadcasts explaining the services that are available at the Willimantic center. As a free public service, the local newspaper also publishes a monthly calendar of events, including group workshops, offered at the center. The center was also planning to run paid newspaper advertisements.

DELIVERY OF ONE-STOP SERVICES TO CUSTOMERS

Services for Individual Customers

Unlike larger *Connecticut Works* offices that have a specialized "greeter" position, because the Willimantic office is quite small, there is no need (or space) for a greeter. As a customer enters, she comes to a customer service desk that is within several feet of the front door. The person staffing the desk, who is generally from the Basic Services Unit (described above), asks if the customer has an appointment. If so, she is then referred directly to the appropriate staff person. If the person does not have an appointment, the customer service staffer asks about the reason for the visit. The

customer service desk has a computer terminal, so if a person has a question about filing for unemployment insurance, for example, the staff person can do a preliminary check of the person's eligibility by entering her name or social security number.

Depending on the customer's needs, she will be directed to the self-service area or kiosks, or if she would like to register for unemployment benefits or dislocated worker services, she is referred to a worker in the Basic Services Unit who can determine eligibility for JTPA Title III services, open a file for a UI claim, and conduct UI profiling. Basic Services staff will also conduct an initial screening for job services. Customers may also be referred to a counselor in the Employment Planning Unit who can refer them to support services and can also assist them with referrals and placement with employers. JTPA Title II intake is conducted by a Regional Workforce Board staff person who comes to the center twice a week. These services are conducted primarily by EASTCONN staff.

The Willimantic Career Center, like all *Connecticut Works* Centers, uses an "inverted pyramid" service delivery system. Under this service delivery concept, most individuals receive largely self-directed job search and career development, a smaller number of people participate in group activities, and the fewest number of individuals receive one-on-one counseling or intensive education and training services. Self-access and group services are essential elements of the system, in order to achieve universal access and maximize customer choice. At the same time, staff time is freed up, so that staff can spend more time with those customers with special needs.

Core Services. "Core services" at the Willimantic Center are available to the general public at no cost. Core services include all of the self- services at the Center, including access to labor market information, reference materials, and job listings. Self service areas are located in two places in the Center. To one side of the public entry, there is a small Job Bank area where individuals can access electronic job listings. Most of the other self-service offerings can be accessed in the Career Development Center, a larger area on the other side of the One-Stop facility. The Career Center is staffed by "resource persons" from CTDOL, Windham Regional Community Council and interns from Quinebaug Valley Community-Technical College. These staff help customers find information on jobs, careers, and education and training providers. Materials available in the Resource Library, which is located in the Career Center, include the following:

- Reference materials on companies;

- Materials on resume writing and job search strategies;
- Newspapers and trade magazines containing job listings.

The following self-access or guided services are also available to the general public in the Career Service Center:

- Use of personal computers in the Career Services Center;
- Access to free fax machines for contacting employers;
- Access to the telephone bank for contacting employers;
- Assistance with writing resumes and cover letters;
- Assistance using the Talent Bank;
- On-line and printed labor market information;
- Information on scholarships and career training; and
- Information on and referrals to other community resources.

In addition to the self-service options described above, a variety of group activities and workshops are available to all Center customers. All job seekers are invited or required to attend a regularly scheduled orientation session which takes approximately forty-five to fifty minutes. Staff provide information about the range of services available, and special activities that are scheduled for the month. All customers who have attended an orientation session can attend a variety of on-site workshops at the Center. Workshops and seminars offered at the Center to the general public include:

- *Managing Change*. This seminar is primarily designed to assist persons deal with changes associated with job loss. Seminars emphasize various aspects of financial planning.
- *Discovering Future Employment Goals*.
- *Resume Writing*. This workshop addresses the various forms of resumes (e.g., chronological, functional) and techniques of effective resume writing. Those persons who are not clear on their job objectives are encouraged to first meet with a Career Development Specialist or to attend the *Discovering Future Employment Goals* Workshop.
- *Follow-up Resume Seminar*. This seminar is intended to review the first draft of the resume and leads to a completed resume.
- *Job Leads*. The objective of the workshop is to help customers find alternative ways to find jobs leads, and emphasizes the “hidden job market” and finding job openings before they are publicized.

- Mini-resumes. Workshops participants learn to prepare mini-resumes modeled on the proprietary "Jist" card. These 3 x 5 cards contain a compressed version of the job seeker's skills and experiences that can be given to potential employers or used as interview "scripts." All workshop attendees must have a completed resume before attending.
- *Dialing for Dollars*. This workshop teaches the various techniques involved with contacting employers by telephone. It is intended to help job seekers overcome "phone fear," reach those persons with the authority to hire, and set up interviews.
- *Interviewing Techniques*. Customers learn the elements of effective job interviewing. The workshop offers tips on how to answer common interview questions, and learning how to "sell" oneself on the job market.
- *Education and Employment Workshop*. Offered on a monthly basis by the State Department of Education (SDE), this workshop focuses mainly on financial aid opportunities for individual seeking further education.
- *Surviving the Workplace*. Designed primarily for workers with little or no job experience, this workshops offers tip on keeping a job. Facilitators describe the qualities that employers seek in their workers, and how to deal with the stresses that new employees might encounter at the workplace.
- *Workshop for Older Workers*. Offered by the American Association of Retired Persons (AARP), this workshops deals with various facets of the job search and overcoming age barriers.

Education and training services available to customers at the Willimantic *Connecticut Works* Center include the following:

- Basic Skills, English as a Second Language (ESL), General Equivalency Diploma (GED), External High School Diploma services are available by referral to Adult Education.
- Entrepreneurial Seminars are currently offered at the Center.
- Technical and Occupational Skills. Individual Enrollment Training is available for JTPA-eligible customers.
- Classroom Training.
- Certificate Programs.
- On-the-job-training is accessible to eligible customers from an on-site service provider.

Services for Employer Customers

Under the previous system, Willimantic described a situation in which employers were "bombarded by different agencies" advocating for one individual. Partners now approach job development as a coordinated effort. For example, the Windham Regional Community Council's JTPA job placement staff at the center coordinate employer outreach efforts with CTDOL's Business Services Unit and the Regional Workforce Development Board staff. In addition, since the evaluation visit, several staff from the State Department of Community and Economic Development have co-located at the center to provide services to employers through a consolidated Business Services Unit.

CUSTOMER RESPONSE

Individuals

The majority of the nine customers interviewed in a focus group had received dislocated worker services. Nearly unanimously, they expressed a high level of appreciation for the services they received and for the caring attitude of the center's staff. One respondent emphasized the fact that the staff "felt like family" and was "always available to her," and this comment received many nods of agreement. Another customer who lost her job of 25 years due to a large-scale downsizing said, "It was unbelievable coming in here. I was amazed by all the help available. They're so friendly and make you feel like you're really a valuable human being. They really care about building your self-esteem."

Satisfaction was especially high among customers who had previous experience with the "unemployment office." One respondent in particular, had been laid off several times, and had collected unemployment insurance at various times since 1980. He characterized his experiences as follows:

> On my first trips to the unemployment office staff were impolite, rude, terse, and acting like they were doing you a favor. I noticed a difference starting in about 1990. This experience was much nicer than before, but I still wouldn't call their attitude like family. Things really started changing here around mid-1995. I came back here about five years later, in May 1995. The people at the desk were nicer. Dealing with the staff felt really felt tremendous.
>
> What a difference a few years make! I attended workshops on resume writing. There were now individual appointments. They helped me dissect my resume,

> and made a lot of suggestions about how I could get back into teaching. The people here taught me about writing a functional resume. This works much better for someone like me—a chronological resume doesn't look so good for someone who has been unemployed as much as I have. I've sent out 100 letters and gotten 10 responses back. . .
>
> The people here have been really been working to change the image of CTDOL. People here have a whole different attitude than before. I don't feel intimidated now. Before, I just wanted to get in and out as quickly as possible. Now I feel the staff are really working together—they all really *want* to get you a job. That's a really big difference.

Only one customer offered any critical comments. She maintained that the center did not do enough to meet her needs as a parent. According to this person:

> I have two issues about this process. I have to be with my daughter while I'm looking for work. I need to find child care, but I find myself in a confrontational loop. The Career Center needs to be more "family-friendly." There's no allocation for child care. That would really be compassionate and caring. It'd also be nice if we could have a coffee pot available, so we could drink coffee when we came in.

Employers

Center staff were unable to schedule a focus group with employers.

ASSESSMENT AND LESSONS LEARNED

The experiences of the Willimantic center suggest that a profound change in the philosophy of delivering employment and training services is underway. Staff and individual customers that had experience with the former system suggest that enormous improvements have occurred, first as a result of a statewide reorganization of service delivery and the One-Stop initiative that occurred shortly thereafter. Staff and customers described the former system as "rule-based" and "lock-step." Several individuals remarked on how unfriendly staff in the old CTDOL offices were, and contrasted these attitudes toward the customer-oriented attitudes that they had encountered more recently, particularly in the period after One-Stop implementation.

Similarly, according to local staff, One-Stop implementation has produced important changes in their attitude toward customers, who they now view, in the words

of one key respondent as "whole persons" rather than as a "client" of particular programs. According to this person, the Willimantic *Connecticut Works* is no longer the "doom spot" that the old CTDOL office used to be: "Customers feel good about coming in here now. They view it as a place to develop their resume and do research on employment and training opportunities." Staff morale has also risen greatly as a result of the changes prompted under One-Stop implementation. "Before you could only tell a person they were not eligible for services," said one staffer. "Now we can present them with an entire range of offerings that are open to the public."

The Willimantic center does however face some substantial challenges. Because One-Stop funding was used to support many of the universal services offered—such as phone banks, faxes, mailing, updating materials in the resource room, and some of the group workshops—it is unclear the extent to which the center will be able to support all of these activities once the One-Stop implementation period is finished. This is particularly important in terms of the availability of workshops, many of which are usually full. Despite these problems, most staff were enthusiastic in their response to One-Stop implementation, which they view as having validated their new customer-oriented approach.

APPENDIX D

STATE OF INDIANA
One-Stop Profile

Based on a Site Visit Conducted During July 1996

STATE OF INDIANA
One-Stop Profile

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STATE OF INDIANA
One-Stop Profile

DESCRIPTION OF THE STATE CONTEXT

The state of Indiana began preparing for a transition to integrated workforce development services during the mid-1980s. At that time, more than 17 state agencies were providing—with little coordination—a wide range of employment- and training-related services. Over the last ten years, a sequence of planning forums, local pilot projects, and statewide restructuring initiatives has brought substantial progress in reducing duplication of effort and implementing a coordinated approach, at least among the three major programs—ES, UI, and JTPA. The most recent efforts, conducted as part of the federal One-Stop initiative, are designed to enhance partnerships with additional agencies and programs and to further actual integration of staffing and service delivery among state and local workforce development partners.

In sharp contrast to the economic woes it experienced during the early and mid-1980s, Indiana's current economic context is generally healthy, with an unemployment rate of between 3.5% and 5%. However, in the larger urban areas, pockets of high unemployment persist. Although unemployment is generally low, many of the manufacturing jobs lost over the last decade and a half have been replaced by generally lower-paying jobs in the service and retail sectors. Employers complain that the state is already experiencing the scenario projected in the federal "Workforce 2000" report: there are fewer new entrants into the workforce and these individuals do not possess the basic skills needed to undertake entry-level jobs in the new high technology economy.

A number of variables have influenced Indiana's efforts to move forward in its One-Stop system development. These include (1) frequent governmental reorganizations at the state level and (2) declines in federal funding for workforce development programs and discussions about the advantages and disadvantages of privatization of One-Stop service delivery at the local level. Additionally, difficulties in developing close ties with the welfare and education systems have made it difficult to broaden the base of the coordinating partners beyond the DOL-mandated programs. Each of these factors is briefly described below.

- *High state officials, including the Governor and Lieutenant Governor, have supported the state's past efforts to consolidate workforce*

development programs and the state has generally been an active force in promoting system change. However, frequent turnover of the commissioners responsible for workforce development programs has made it difficult at times for the state to provide clear policy guidance to local practitioners. In addition, at the time of the site visit, a number of respondents were concerned about whether the state government would encourage the privatization of some workforce development services—a position favored by one of the unsuccessful gubernatorial candidates. The direction for future state One-Stop policies is expected to become clear once the new governor begins revealing his policy goals. Privatization is not currently under active consideration by the state.

- *Federal block granting of workforce development and welfare programs is perceived as a mixed blessing by both state and local respondents; they fear that the consolidation of programs will blur the fact that less money is available overall to respond to workforce development issues*. For example, the reorganization of the state Department of Workforce Development in 1995 also included a hiring freeze that eliminated more than 100 positions at the state level primarily through staff attrition. State and local staff are generally enthusiastic about the service designs associated with One-Stop systems, but they are wary of pressures to "work smarter with fewer employees," and fearful of increased workloads and changed job responsibilities with no corresponding changes in wage scales.
- *Consolidation of workforce development agencies at the state level has set the organizational stage for the broadening of the state One-Stop partnership to include the entities responsible for vocational and technical education and workforce literacy*. However, although DWD now has policy oversight of these programs, local services are provided through independent educational entities. While the JTPA and ES/UI service delivery systems see their futures as clearly linked at this point, the school-to-work, adult education, and vocational education systems are not yet convinced of the need to join an integrated One-Stop Career Center system.

EVOLUTION AND GENERAL DESCRIPTION OF STATE ONE-STOP DESIGN

For more than a decade, the state of Indiana has been moving toward integrated delivery of workforce development services. Starting in 1984, the state began developing a Strategic Plan for merging the Indiana Office of Occupational Development—which was responsible for JTPA programs—with the Indiana Employment Security Division, which administered Wagner-Peyser and UI programs. The Strategic Plan called for the development of "One-Stop Shopping" to permit job

seekers to apply for a full range of job preparation and placement services from a single location.

During the late 1980s, the JTPA and ES/UI agencies were consolidated into the Indiana Department of Employment and Training Services, which facilitated the closer alignment of ES/UI and JTPA services at the local level. Six local SDAs were selected to pilot integrated services, using integrated planning and realignment of service staff along functional, rather than programmatic lines. To emphasize that federal DOL resources were now supporting an integrated set of program objectives, the state began submitting a single state plan to the U.S. Department of Labor for the JTPA and Wagner-Peyser programs. Under an ES 2000 grant from DOL, the state further developed its collaborative workforce development initiatives and conducted on-site analyses of the pilot projects. State staff also visited employment and training systems in Germany and Denmark. As an outcome of these internal and external reviews, a report entitled "Challenge for Indiana's Employment and Training System" reaffirmed that the state was moving in the right direction.

During the early 1990s, the number of different programs involved in consolidation efforts was expanded to include workforce literacy programs and vocational and technical education programs. At the state level, the Department of Employment and Training Services, the Office of Workplace Literacy, and the Commission on Vocational and Technical Education were merged into a single state agency in 1991 via executive order of the governor. In 1994, state legislation confirmed the governor's initiative by creating the Department of Workforce Development (DWD), which is responsible for JTPA, ES, UI, workforce literacy, and vocational and technical education programs, as well as housing the Workforce Proficiency Panel[1] and the Indiana Occupational Information Coordination Committee.

Indiana's original Strategic Plan for Employment and Training, released in 1985, announced the policy of collocation and integration and "one-stop shopping," making Indiana one of the "front runner" states in the planning and implementation of the One-Stop concept. As a result of the state's early experimentation with and research into

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[1] Established in 1992, the Indiana Workforce Proficiency Panel was mandated to work with representatives from business, labor, and education to identify a common set of essential and technical skills required for success in major occupational areas. A board and staff are overseeing the development of workforce proficiency standards for secondary, post secondary, and adult learners in a series of occupational areas.

consolidated workforce development systems, the Indiana Legislature passed comprehensive state workforce development legislation in 1993 that included the Workforce Development Center (WDC) concept as a key component of a wider system. As stated in its One-Stop Implementation Grant proposal, the objective of the Indiana One-Stop system—congruent with its earlier vision—is "to implement a statewide public One-Stop Career Center system that prepares Indiana businesses and citizens to be competitive in a global economy by meeting customers' needs for employment and qualified employees, skill development and skill certification through quality services, customer choice, universal accessibility, and accountability for outcomes."

The state's vision for One-Stop career centers includes both co-location and increased coordination/resource sharing across the JTPA and ES/UI program partners. At a minimum, the goal is to have the on-site presence of JTPA, ES, UI, veterans outreach and services, and Title V Older Workers services. In addition, the state One-Stop vision calls for One-Stop career centers to offer access to services provided through Vocational Rehabilitation and welfare-to-work programs.[2] As part of the federal One-Stop initiative, the state is planning to eventually have 26 One-Stop centers operational throughout the state. At each One-Stop career center, job seekers are supposed to be able to apply for and receive a full range of job preparation and placement services. Additional service access points will include staffed and unstaffed One-Stop satellite locations linked electronically to career centers via computer, telephone, or fax.

Key features of the services to be made available as a result of the implementation of a statewide One-Stop career center system include the following:

- a comprehensive career center within 50 miles of every Indiana resident;

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[2]The full range of services required to be available through One-Stop career centers includes a long list. When center staff cannot provide direct application and on-site delivery of services for a particular program, they must provide information about the program, its eligibility requirements, and its locations. Programs covered include: cash assistance and Food Stamps, the JOBS program for AFDC recipients, JTPA 8% coordination funds, JTPA 5% older worker funds, Title V Older Worker funds, Food Stamp Employment and Training program, Carl Perkins single parent/displaced homemaker funds, adult basic education services, vocational rehabilitation services, McKinney Act homeless services, secondary and postsecondary technical education programs, Job Corps, migrant and seasonal farmworker programs and apprenticeship programs.

- the provision of high-quality information to employer and job-seeker customers;
- a core menu of standard One-Stop services (described below);
- a core set of One-Stop tools, including automated labor market information, enhanced assessment, and the development of individual service strategies for all One-stop customers;
- customer choice of center location and formats for receiving information;
- customer satisfaction as an organizing principle, including the use of employer and job seeker focus groups for feedback and service improvement;
- the provision of effective, efficient, and professional services that address workforce development, economic development, and individual customer needs.

To accomplish these objectives, state respondents indicate that they need to work to change the thinking of state and local One-Stop staff to support an integrated service system. Otherwise, they indicated, staff will still be concerned with agency "turf" issues, rather than with achieving a new way of doing things. State One-Stop staff emphasize the importance of achieving a holistic approach to services, so that customers can be served by any staff person at any center without it mattering where the individual receives his/her paycheck. Staff development will be essential to realizing this goal.

ORGANIZATION AND GOVERNANCE OF STATE ONE-STOP INITIATIVE

State-Level Organization and Governance

State Advisory Bodies. Since 1993, the state-level governance of workforce development programs has been provided by the State Human Resource Investment Council (SHRIC), which advises the governor and DWD Commissioner on issues relating to the JTPA, Wagner-Peyser, Adult Basic Education, and Carl Perkins programs. The Council also addresses broader "human investment" and welfare reform issues.

Rather than involve the SHRIC in the details of One-Stop design and implementation, however, the state has created a separate One-Stop Advisory Council. The One-Stop Advisory Council—formed in mid-1995, after Indiana received the One-Stop Implementation Grant award—is comprised of representatives of various stakeholders in One-Stop development, including the SHRIC, the JTPA service

delivery areas, affected state agencies (e.g., Workforce Development, Family and Social Services Administration (FSSA) Commerce, Education), the community college system, labor unions, the state chamber of commerce, and employers. At their meetings—which are generally held on an "as needed" basis--members of the Advisory Council are given reports on One-Stop implementation progress, brainstorm implementation issues, and provide input on One-Stop policies. Their recommendations are not binding on the state or local One-Stop partners.

Key State One-Stop Partners. Key state agencies relevant to One-Stop planning and development include the Department of Workforce Development and the Family and Social Services Administration. Linkages between One-Stop partners and welfare-to-work and school-to-work initiatives are also emphasized. The importance of coordination with economic development initiatives is recognized through the involvement of the state Department of Commerce on the One-Stop Advisory Council.

The Department of Workforce Development (DWD) is viewed as the lead agency in the state-level One-Stop initiative. Since the creation of the consolidated Department of Workforce Development in 1994, this single state agency has had primary oversight responsibility for most of the programs mandated for inclusion in local One-Stop career centers, including JTPA, ES, and UI. The Commissioner of DWD is the focal point for unified state-level implementation and oversight of the One-Stop initiative. His Deputy Commissioner for Field Operations and Program Development is the state's One-Stop Project Manager. A reorganization of DWD in October of 1995 linked One-Stop design and planning more closely to program development and field operations functions for ES and UI. The reorganization deliberately blurred the program lines separating ES and UI by creating an overall Director of Operations responsible to the deputy commissioner who leads the One-Stop team. The local DWD career center manager and local One-Stop program directors (described below) report to this individual.

Even though they are now located in a single consolidated agency, DWD staff do not envision that the vocational and technical education and workforce literacy programs will become fully integrated partners in local One-Stop service delivery systems in the near future. Because the JTPA, ES, and UI programs have now shared nearly an eleven-year history of integrated planning at the state and local levels, staff associated with these programs have been cross-trained and have a history of shared experience in the delivery of integrated services to job-seeker customers. Veterans

service representatives are also generally comfortable with the delivery of services in an integrated services setting. In contrast, local vocational and adult education and literacy programs still have their own delivery arrangements involving providers that are not co-located in Workforce Development Centers. Progress in developing linkages and partnerships with these entities continues through the school-to-work initiative.

Full coordination between the One-Stop career center initiative and DWD's vocational and technical education partners, as well as K-12 local education partners, has been difficult to achieve to date. State respondents hope that the state's School-to-Work grant will facilitate coordination at both the state and local levels. A May 1996 memorandum signed by the deputy commissioners responsible for One-Stop and Education and Training encourages local school-to-work collaborative teams to identify potential linkages, including electronic connections between One-Stop career centers and schools, and develop joint action plans for marketing and service delivery efforts targeted to students, job seekers, and employers.

The Family and Social Services Administration (FSSA) also plays an important role in One-Stop planning and implementation. First, this agency is the administrative agency for the Title V Older Americans Act, which is a mandated local partner in One-Stop career centers. A state-level non-financial agreement between FSSA and DWD ensures the coordination of Title V services with One-Stop career centers.[3] Second, FSSA is the lead agency for the Indiana Collaboration Project (described below), which is addressing barriers to interagency collaboration and integrated services at the state and local levels. Third, FSSA is the agency responsible for the Vocational Rehabilitation program as well as for the Indiana welfare-to-work programs for AFDC and Food Stamp recipients. Because the state's One-Stop vision calls for VR and welfare-to-work services to be accessible through One-Stop career centers, coordination and referral linkages, at a minimum, must be developed between DWD and FSSA staff at the local level.

State Framework for Local Governance

The state framework for local governance of One-Stop career centers calls for input from a variety of local entities in the development of a local One-Stop plan. Each

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[3] Under the joint "action plan" developed between FSSA and DWD, Title V enrollees may be trained to work as Customer Service Assistants in One-Stop career centers, in addition to being placed at other public or non-profit agencies.

One-Stop career center must also form an informal advisory board with representation from a wide range of local stakeholders.

The One-Stop planning process divides the state into 16 planning units that coincide with the service areas of the JTPA Private Industry Councils (PICs). Local One-Stop plans must specify the roles to be played by local elected officials, workforce development policy boards, local education boards and institutions, and Step Ahead Councils in the development and implementation of the local plan.[4]

Private Industry Councils are designated by the state to play a major role in the design and implementation of local One-Stop services. The state envisions that PICs will move from a relatively narrow role of overseeing programs for the economically disadvantaged and dislocated workers to a broader role providing joint planning, oversight and evaluation of local Workforce Development Centers in partnership with the state Department of Workforce Development. PIC One-Stop responsibilities include:

- developing a Unified Local Employment and Training Plan in partnership with local elected officials;
- negotiating an Integrated Services Contract with the state DWD for the sharing of JTPA and ES/UI resources in the operation of the local One-Stop system;
- providing integrated fiscal management of JTPA, education, and older workers' funds, as well as funds from other programs integrated in One-Stop career center operations.
- providing planning, oversight, and evaluation of local One-Stop career centers and making recommendations to the state DWD and SHRIC.

Although the state has not passed legislation reshaping PICs into broader workforce investment boards, some of the state's PICs have expanded or modified their board composition to include all partners required on local One-Stop Advisory Boards. In addition, some PICs, including the Indianapolis PIC (IPIC) have begun reshaping their identities by removing themselves from direct service delivery and specializing in administrative oversight and policy making. PICs may determine the composition of

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[4] Step Ahead Councils are county boards representing social service and supportive service providers, which are mandated to develop strategies to overcome barriers to customer participation in workforce development services. In carrying out this mandate, they are active in providing child care services and developing alliances with community based organizations and neighborhood groups.

their local One-Stop advisory councils, but must include all major stakeholders in the planning and implementation process.

State guidelines for day to day administration of One-Stop career centers call for co-management of centers by a single DWD manager and the JTPA program manager. Each center also has a designated facilitator, who helps to arrange cross-program functional teams to develop and implement integrated services. In local service delivery areas with multiple career centers, the DWD manager of one of the centers is designated as the One-Stop "Program Director." This individual reports to the Field Operations manager within the DWD Operations Division, which oversees local implementation of One-Stop plans and policies.

COMMUNICATION AND COORDINATION

As a matter of policy, Indiana promotes open communication among workforce development stakeholders throughout the state. In part, this goal is accomplished by encouraging stakeholders to be involved in a number of different boards, commissions, and advisory councils and work groups at both the state and local levels. Through the regular meetings of related boards and councils, agency heads and commissioners keep in touch with the points of view of representatives of unions, employers, job seekers, chambers of commerce and heads of the key partner agencies.

Frequent communication is also encouraged among the various state-level staff involved in One-Stop planning. A small One-Stop planning team acts as a central clearinghouse for communications about One-Stop implementation. Department of Workforce Development staff with planning or field responsibility for One-Stop development have frequent contacts with the five members of the One-Stop team, which is led by the DWD Deputy Commissioner for Program Development. Formed in March 1995 and staffed by individuals selected based upon their broad skills, knowledge and experience, the One-Stop team coordinates and oversees One-Stop plans in the areas of labor market information, integrated information systems, the development of new customer products, quality of services, and financial management procedures. Members of the state One-Stop team each have their own task assignments and areas of expertise. However, they also work well together, keeping each other informed about all aspects of state and the local One-Stop implementation issues.

Throughout the policy and planning process for One-Stop Career Centers, interagency state-level work groups have met to work on particular issues, such as

infrastructure investments to facilitate the labor exchange process and the development of a uniform assessment system. Work group membership has generally included state, local, and private sector representatives. The Indiana Policy Council, which has representation from both workforce development and human service agencies, is another body developed to support interagency and cross-program collaboration by "removing inter-agency barriers that inhibit the efficient delivery of services." One of the Policy Council's Projects—The Indiana Collaboration Project—facilitates information exchange designed to minimize redundant data collection on clients common to the partner agencies.

To help communicate its vision of One-Stop career centers to local planning teams, the state has developed detailed minimum state requirements for local centers in the areas of staffing, core services, additional services, location, technology, software products, and services for employers. These requirements are spelled out in detail in the state's One-Stop Implementation Grant proposal as well as in other policy documents. Within the state-established parameters, however, local entities have the flexibility to customize services to meet unique community needs. The Unified Local Employment and Training Plan is the vehicle for communicating the local customized service plan to the state.

Ongoing state-local communication about One-Stop implementation issues within the DWD bureaucracy is designed to pass through the DWD Field Operations manager, to whom local (DWD) Program Directors report. Monthly conference calls between state and local One-Stop staff are used to address implementation issues. In addition, a face-to-face meeting is held at least once every six months. State specialists in ES, UI, and veterans employment services issues provide individualized support to local career center staff on an as-needed basis.

As the statewide roll-out of One-Stop career centers continues, the state plans to develop a state–local management team that will meet regularly to share information, review implementation problems, and develop longer-range plans to support local One-Stop development. Challenges identified by the state field operations staff as a result of the new integrated DWD field operations structure include how to help the new integrated local One-Stop center managers and Program Directors learn about and deal with the performance and resource issues across multiple programs, rather than focusing on a single program.

FUNDING ARRANGEMENTS, BUDGETING, AND FISCAL ISSUES

Late in 1994, Indiana was awarded a One-Stop Planning and Development grant of $270,471. This grant was originally intended to be used to support statewide implementation of a common intake system as well as for development of technology-based customer products. However, because the state received notice of its One-Stop Implementation Grant award of $4.2 million soon after the award of its Planning and Development Grant, the two grants were used to support a consolidated One-Stop implementation work plan. A second-year federal Implementation Grant of $2.6 million brought the total federal investment in One-Stop development in Indiana to roughly $7 million.

With the exception of support for the state One-Stop team, the grant funds have been allocated to short-term or one-time costs. Most of the state grant (76%) is being used at the state level to build the automated infrastructure necessary to support local One-Stop career centers and to support capacity building and staff development activities. Planned activities to support the development of the statewide One-Stop career center system include the following: (1) to design and develop an integrated information support system and self-service technologies that will provide multiple paths for customers to access One-Stop services; (2) to re-engineer the delivery of customer services based on a prototype developed at the Indianapolis Eastside Center; (3) to expand the number of One-Stop career centers statewide to a total of 26 centers; (4) to retool the business processes and physical workflow of One-Stop career centers; (5) to provide staff retraining and capacity building supports; and (6) to expand access to improved and user-friendly labor market information. Under the first year of the Implementation Grant, local One-Stop career centers could apply for up to $150,000 from the state to support local system development efforts. A total of over $800,000 was provided to local service delivery areas in the form of 14 different One-Stop implementation awards ranging in size from $20,000 to $144,000.

The federal One-Stop investments in system development have not occurred in a vacuum. Rather, they were preceded by and are being supplemented by the investment of substantial additional federal, state, and local funds. For example, the state estimates that building its automated job matching systems will cost a total of about $10 million, which will come from a variety of state and DOL funds, as well as non-federal sources used primarily for local training and center costs associated with system implementation. Some of the activities included in the initial One-Stop grant application have had to be modified because the grant awards have been less than the

amount requested. For example, as a result of funding shortfalls, planned marketing and "consumer report card" activities have been put on hold until additional funding sources are identified. However, state respondents identified the federal Implementation Grant as a "reaffirmation [of the fact that] we were moving in the right direction, and [a help in] pulling the pieces together into an integrated plan."

To support the development of integrated services at the local level over the past several years, Indiana's Department of Workforce Development has developed "integrated service contracts" to formalize the sharing of staff and services between the three major partners—ES, UI, and JTPA. In the past, these contracts have concentrated on allocating costs to participating programs based on "inputs"—the resources contributed by each program. However, starting in FY 1997, Indiana will be participating in the pilot testing of the new cost allocation principles developed by the Cost Allocation Workgroup established by Region V of the Department of Labor. Under the new cost allocation principles, the adequacy of cost-sharing agreements will be determined by whether the agreements result in the achievement of the targeted productivity "outcomes" identified by each of the participating partners, rather than by a narrow accounting of their resource inputs.

RELEVANCE OF THE STATE DESIGN TO THE FOUR FEDERAL GOALS

The statewide development of One-Stop career centers is intended to follow a prototype developed at the Indianapolis Eastside Career Center. The Eastside Center embodies a number of new concepts for the delivery of customer services, including an attractive physical facility, customer access to self-assisted technology-based information systems, staff integration, and a focus on customer satisfaction. Below, we discuss how the new career center design relates to each of the federal One-Stop themes.

Universal Access

Providing information to One-Stop career center customers is viewed by the state as a key One-Stop service. The availability of high quality information through a variety of technology-based mediums is expected to make One-Stop services accessible to a wide base of employer and job-seeker customers. According to the One-Stop vision promoted in Indiana, however, the goal of universal access is not to be realized through self-service options alone. Core services, available to all customers of One-Stop career centers, must also include staffed services such as counseling, assessment, facilitated labor exchange, referral, and case management.

Customer Choice

Local job seekers and employers may choose to receive services from any One-Stop center in the state. At a minimum, there will be one full-service One-Stop career center in each service area. Customers will also have a choice of which medium to use in receiving information from the career center system, including face-to-face assistance, computer-based information products, video, written materials, and telephone assistance. Information regarding job openings, wages, and hiring requirements will all be available through multiple mediums. As the One-Stop system is expanded across the state, customers will also have increased options for accessing information and services on-line and in satellite locations such as schools, libraries, and other public access points.

The information provided by One-Stop career centers on local education and training programs and local employers is also intended to help customers make more informed decisions as consumers of education and workforce development services.

Integrated Services

The state of Indiana has developed a very detailed list of services that must be available in One-Stop career centers. These include self-service registration, information, and assessment; orientation sessions describing available services; an information resource area or library; staff-directed services for intake, registration, counseling, assessment, and referral for all job seeker customers; a training area for testing and workshops; and additional intensive services for targeted customers such as technical training, education, vocational rehabilitation services, and welfare-to-work services.

The state has mandated a high degree of consolidation and integration between JTPA, ES, and UI staff and resources in the delivery of services at One-Stop career centers. As illustrated by both local career centers we visited in Indiana, the use of integrated service contracts between these key partners has made possible a high degree of cross-agency staffing of key functions including reception, UI registration, assistance with job placement services, and counseling about career options. Involvement by additional partners in integrating the delivery of services is more dependent on agreements negotiated at the local level.

Although full-service One-Stop centers are expected to achieve a high degree of service integration across local partners, Indiana expects that a number of other local

service delivery sites for ES/UI services will continue to exist as satellite centers. Limited budgets, long-term leases, and other factors will prevent the transformation of all service locations into full-service One-Stop centers.

Performance-Driven/Outcome-Based

The performance goals established for the Indiana One-Stop career center system are designed to mirror four general principles: (1) employment is the objective of workforce development; (2) customer satisfaction is key; (3) accountability measures should be based on easily accessible information; and (4) performance measures should recognize the customer-centric orientation of services and the importance of self-service modes of delivery.

During 1996, a state–local workgroup is refining a performance measurement approach based on the following elements of One-Stop outcomes:

- *Employment outcomes*, including placement rates, secured employment rates, and long-term placement rates;
- *Customer satisfaction*, measured for employers and job seekers who use One-Stop services, with a goal of improving customer satisfaction over time;
- *Market penetration*, measured by dividing the number of job openings listed by a One-Stop system by the number of new hires within the service area; and
- *Level of utilization of self-service opportunities* for job seekers and employers.

The state has developed specific state and local career center performance measures and goals. State outcome goals include the following:

- a 10% reduction in the proportion of UI claimants who exhaust their benefits;
- the development of individual service strategies for all UI claimants;
- the receipt of career center services by at least 50% of all secondary school students sometime before they complete 9th grade;
- a 10% decrease in the proportion of staff time spent in data entry tasks and a 10% increase in the proportion of time spent in face-to-face interaction with customers;
- an increase of 100,000 in the number of job openings available through automated job listings;

- an increase of 100,000 in the number of job seekers accessible to employers through automated resume listings;
- an increase in the number of sites where individuals can access basic workforce information;
- an increase of 60,000 in the number of individuals with post-secondary degrees with access to America's Job Bank;
- an increase of 100,000 in the number of public assistance recipients with access to America's Job Bank.

One-Stop performance will also be measured at the local office level, with quarterly monitoring of the percentage of UI claimants with individual service plans, the number of students using career center services, the percentage of successful job matches, the level of overall customer satisfaction, and the utilization of self-service options. Conformance to state guidelines for office appearance is also reviewed periodically.

Another element of an increased state emphasis on accountability under the One-Stop system will be the implementation of accountability standards for DWD's career center Program Directors and center managers. They will be evaluated based on their success in achieving systemwide goals, including the overall operation of their office, the use of the information resource area, the level of overall customer satisfaction and employer relations, and the extent of integration achieved between JTPA and other One-Stop partners.

IMPLEMENTATION OF STATE SUPPORT MECHANISMS

Capacity Building and Technical Assistance

Indiana has identified and begun responding to a wide range of staff development needs that are associated with One-Stop implementation. These include: (1) training on an overview of the One-Stop mission/goals and operating procedures for a full-service career center; 2) general training in customer-driven services and continuous improvement practices; (3) cross-training of specific program staff about partner programs and procedures; and (4) training in specific technology applications. Training in these different areas is being provided by a wide variety of agencies and organizations, including the training section of DWD's human resources unit, staff of specific state and local partners.

Staff training has occurred in several different waves to support the different phases of One-Stop development in the state. At the time of the initial Indiana

initiative to promote consolidation of services across JTPA and ES/UI partners in 1985, training was designed to achieve a common understanding of the One-Stop initiative and to train the staffs of JTPA, ES, UI, and VETS about the details of the different programs operating within a local career center setting. More recent waves of training have continued to focus on cross-training for front-line staff as well as on training for the new automated technology-based systems and products.

Current DWD staff development offerings focus on the needs of staff at various levels within the career center setting. For example, training designed for managers includes training in leading effective meetings, problem solving, and communication skills. Training designed for line operations staff includes training on counseling theory, basic communication skills, career counseling, and case management. Technical training provided to line staff by the DWD Policy and Program Development Unit, in association with One-Stop development, has included UI Automation Training and beginning and refresher courses in the state's automated job matching system. Local One-Stop sites have also used their One-Stop Implementation Grants to fund additional training in cross-program identities and procedures, the concepts associated with a customer service approach, the use of labor market information, case management, electronic communications, and "acceptance of change."

In addition to these activities, Indiana was awarded a DOL Challenge Grant for capacity building, which was used to identify the overall work-based competencies needed by state and local ES, UI, and JTPA staff to perform their jobs in a One-Stop setting in a number of functional areas, including supervision, business administration and management, interviewing, assessing, counseling, and training. A program-specific set of competencies was developed for UI staff. As part of the competency system, state staff are assessing themselves to ascertain whether they possess the skills needed for their jobs. After each assessments is completed, the individual meets with his or her supervisor to identify training needs and develop a training plan to respond to skills gaps.

DWD staff are also participants in a statewide initiative—Indiana Commitment to Quality—designed to improve customer awareness and build the capacity for continuous improvement and cost-effective services. Capacity building efforts affecting local career center staff and other local partners include Quality/Teamwork training sessions provided for local One-Stop teams and "creativity" training for local One-Stop facilitators.

Improvements in Labor Market Information (ALMIS) and Related Technology-Based Products

Although co-location and cross-training of staff is an important element of Indiana's One-Stop initiative, its One-Stop Implementation Grant proposal says that the key to improving the state's career center system lies not in building physical structures or moving staff but in using technology effectively. Automated information systems are seen as effective tools for facilitating the match between employers and job seekers and for providing self-assisted access to information as a key resource to all customers. To support integrated service delivery statewide, the state plans to design and implement developments in two areas—a single integrated access information system (described below under management information systems) and a technology infrastructure to support a range of business and job-seeker-oriented products. Taken together, the two developments make up a seamless "Customer Self-Service Computer System" that provides technology-based services to customers at the same time that it manages administrative information for service providers and program managers and promotes information sharing across agency partners.

Improved labor market information is viewed as an important tool for meeting the needs of a changing labor market. As part of the development of One-Stop career centers, the state hopes to improve the quality of labor market information and put it into formats that will be useful both to job seekers/career changers and to businesses. Indiana calls for local One-Stop career centers to provide high quality labor market information in Information Resource Areas (IRAs), which are envisioned as open-entry user-friendly rooms that "empower customers to meet their personal goals and information needs." IRAs will provide customers access to relevant labor market information, as well as job matching and career information. In many centers, customers will be assisted in the use of automated information systems by older workers enrolled in the Title V Older Worker program.[5]

The state has already invested substantially in a number of automated labor market information and career information products for use by career center customers. The automated statewide labor exchange (ALEX) and the Job Information Center (JIC) both appear to be popular with customers. CHOICES CT, an automated career

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[5]A non-financial agreement between the Family and Social Services Administration, which administers Title V and the Department of Workforce Development approves the use of Title V participants as information aides in One-Stop information resource areas.

information delivery system, helps adults relate their skills and interests to other career and education options and includes information about education and training opportunities. The computer-based National Career Aptitude System (NCAS) assesses a user's ability to learn and perform tasks associated with hundreds of occupations. A Microcomputer Occupational Information System (Micro-OIS) provides occupational supply and demand information based on state and local labor market information.

Targeted improvements in labor market products as part of the One-Stop initiative include (1) improving the ability of career centers to offer up-to-date information on local labor market trends and in-demand occupations by funding local labor market studies; (2) training front-line service delivery staff in how to use local labor market information; (3) conducting focus groups involving employers and job seekers in discussions about the long-term design of the labor exchange function in One-Stop career centers; (4) installing ALEX kiosks and PC-based ALEX systems in post-secondary education and training institutions and other "high volume" community sites; and (5) making America's Job Bank and America's Talent Bank available to customers in One-Stop career center Information Resource Areas, and (6) developing a more user-friendly alternative to CHOICES.

In addition, the state has developed a process by which employers can fax in a job order and another process allowing employer or job-seeker customers to request labor market materials to be faxed to them. Another new customer-oriented product designed to support local economic development efforts is a "Workforce Profile System" that uses individual job-seeker information from the automated job match system to construct a demographic profile of the job seekers in a given geographic area. One shortfall in the planned activities at the time of the site visit was the "Consumer Report Information System," whose further development had been delayed until additional funds were found to support this project.

Management Information Systems

The Single Integrated Access System (SIAS) is viewed as an essential element of the Indiana One-Stop approach because it will free up staff from data collection tasks and enable them to work with job seekers on improving their skills and job finding abilities. Perhaps more importantly, an integrated automated system appears to customers as a single process flow. Contrary to early fears, customers do not appear to mind entering information about themselves into the computer, particularly when they compare it to the previous approach of "filling out the paper and standing in line."

The SIAS system is designed to facilitate the exchange of information between a variety of users, including customers and partner agencies, by using an open architecture plan. The Internet will be the major outside access point for the system, with local office use supported by a combination of wide-area networks and local-area networks. User interfaces will consist of Microsoft Windows presentation layers of software with high-performance middle layers of hardware and software to facilitate the information sharing functions. Functional components of the system will include the following:

- The *single intake/access module* will allow individual customers to enter their own intake information, access the state job-matching system for direct or staff-interfaced job referrals, determine UI eligibility, obtain information about eligibility for other programs, and enroll in training or education classes. All 26 service locations that are or will become One-Stop career centers are already using the automated single intake process.
- A *job seeker access module* will offer individual customers access to stand-alone instructional and informational software and resources including computer-assisted learning modules, self-assessment software, letter-writing and resume-writing software, information on local labor markets, occupations, and businesses, and job listings maintained on the ALEX system.
- A *business access module* will offer employers the ability to place a job order or retrieve or update prior job orders, conduct searches of applicant profiles, access labor market information at various geographic levels, access America's Job Bank and America's Talent Bank, submit required employer reports and payroll taxes electronically, and submit a business profile to inform job seekers about the business.
- A *partner access module* will offer each partner agency a variety of ways to exchange information with other workforce development agencies. A set of "business rules" will guide information sharing and will be incorporated into data exchange linkages between information systems. Currently cross-agency information sharing is in the conceptual stage.
- A *staff access module* will allow staff access into different data entry and retrieval screens depending on their approved security access level. Staff will use this module to (1) input data for customers or help customers to use the system; (2) scan in documents to be used to verify eligibility for various programs; (3) assess UI eligibility; (4) assist customers in job match difficulties; and (5) retrieve pre-formatted and ad hoc reports.

Most individual service delivery areas have also invested in an automated case management system that re-enters the customer-level information from the single intake process and provides an automated system for recording individual assessment, service plans, costs, service unit tracking, and follow-up data for participants receiving these services.

Marketing

The re-engineered One-Stop career center system is designed to provide customer-driven automated services to large numbers of customers, thereby freeing up staff to provide "value-added" services to customers who need more individualized assistance in the form of individual counseling, assistance with job matching, and case management. However, the state is wary of marketing the new One-Stop services too widely until field offices have determined what customer workloads they can handle.

At the time of the site visit, the state One-Stop Advisory Council and One-Stop staff team within DWD were in the process of determining the name and logo to be used in marketing One-Stop career centers throughout the state. The decision was made to use the name "workforce development centers" in describing the One-Stop centers to the public. An advertising consultant was helping the state One-Stop team decide on a marketing strategy. To support marketing efforts, several new brochures have been developed, including a *Guide to Workforce Development Centers* and *The Art and Science of Finding a Job*. The state One-Stop team has also made a commitment to conduct joint marketing efforts with the state's School-to-Work team.

ASSESSMENT AND LESSONS LEARNED

Indiana provides an example of a state that has been working slowly and steadily toward the integration of DOL-funded workforce development services over an extended period. Over an eleven-year period, the state has gradually evolved its One-Stop approach from reducing duplication of effort and promoting consolidated program intake to promoting increased integration across the DOL funding streams. Because of the long history of state and local integration projects, One-Stop implementation has been relatively smooth in Indiana.

The federal One-Stop Implementation Grant has enabled the state to expand integration efforts to include a broader set of partners and develop a model for integrated customer services at the local level. Using the Indianapolis Eastside Center as a pilot for the process to be used in re-engineering the design and delivery of

customer services in an integrated One-Stop model, the state has now specified the process to be followed in One-Stop transformation. This process includes formation of a local advisory council composed of stakeholders, making sure local staff have the team-building and problem solving skills to guide the transformation process, and keeping seamless customer services as the guiding principle.

The Information Resource Area (IRA) has become another part of the One-Stop model that the state is interested in replicating in other One-Stop centers throughout the state. Customer satisfaction surveys completed to date indicate that customers find the IRA useful and are adapting well to computer-based information access. Customers also appear to be responding positively to the professionalism and customer orientation of the new centers: trained staff who are "customer conscious," the absence of long lines, and the availability of Title V "assistants" who can help customers in the use of the new technologies.

Although some projects are moving more slowly than originally anticipated, Indiana appears to be well on the way toward building its One-Stop technology-based products and systems and training state and local staff in the use of these systems. At the time of the site visit, three reorganized One-Stop centers had been opened and two more were planned to open shortly. Twenty-six service locations had begun to implement integrated intake systems. A total of 17 touch-screen ALEX kiosks had been installed in other public facilities. Collaboration with additional programs and agencies, most notably school-to-work activities, has increased.

Local respondents, while generally complimentary about the role played by the state, expressed some concerns about the rapid rate of system transformation being attempted as part of the DOL Implementation Grant initiative. Some local respondents indicated that the DOL grant has forced the state to try to move more quickly on implementation of One-Stop systems than they were prepared to do and has caused some systems to be rushed into service prematurely. However, more recently, the state has indicated that it will not rush into the establishment of the 26 One-Stops during the three-year implementation period. This may lead to a more thoughtful critique of the system as it evolves and the continued development of more refined products.

APPENDIX E

EASTSIDE CENTER, INDIANAPOLIS NETWORK FOR EMPLOYMENT AND TRAINING INDIANAPOLIS, INDIANA

One-Stop Profile

Based on a Site Visit Conducted During July 1996

EASTSIDE CENTER, INDIANAPOLIS NETWORK FOR EMPLOYMENT AND TRAINING

One-Stop Profile

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EASTSIDE CENTER, INDIANAPOLIS NETWORK FOR EMPLOYMENT AND TRAINING

One Stop Local Profile

DESCRIPTION OF THE LOCAL CONTEXT

The Eastside Workforce Development Center is one of three full-service One-Stop Career Centers in Indianapolis and Marion County developed by the Indianapolis Network for Employment and Training (iNET), in partnership with the Indiana Department of Workforce Development (DWD). Other Centers in the local network include the Westside Workforce Development Center and the Metro Workforce Development Center. The Eastside Workforce Development Center (WDC) is located on the east side of Indianapolis in a converted telephone factory in one of several industrial parks along what is called the Shadeland Corridor. Although this corridor is still home to a number of major manufacturers, over the last two decades, some large manufacturers have either moved out of the area or closed operations. Many of the employers near the Eastside Center now consist of small- to medium-sized manufacturers.

Indianapolis, a city of just under one million, has a low-income population of more than 100,000 residents and a minority population of around 200,000. The area is currently enjoying an economic boom, with an unemployment rate of less than 4%. A record number of new jobs has been created in recent years in the transportation, utilities, communications, and services sectors. Although employers are experiencing a severe labor shortage and there are many job vacancies, some low-income and predominantly minority neighborhoods continue to sustain high unemployment rates.

Workforce development services in Indiana are characterized by a long history of inter-agency coordination, co-location, and service integration. The most powerful impetus for the movement toward collaboration was an executive order signed by the governor in l987 that formed the Indiana Department of Employment and Training (IDETS), composed of the former Indiana Employment Security Division (Wagner-Peyser and Unemployment Insurance) and the Indiana Office of Occupational Development (JTPA). A second merger in 1991 combined IDETS, the Commission on Vocational and Technical Education, and Workforce Literacy to form the Indiana

Department of Workforce Development (DWD). DWD is currently responsible for the development of the One-Stop system in Indiana.

At the local level, a series of reform initiatives took place between 1987 and 1994 in the organization and delivery of workforce development services in Indianapolis and other local areas throughout the state. These included:

- Local responses to a state mandate to develop integrated workforce development services at the local level, under the direction of local Private Industry Councils.
- The implementation of a pilot EDWAA/UI coordination project.
- The implementation of a pilot project to develop automated job information for use in a self-service environment.
- The receipt of a Job Training 2000 grant to expand customer access to job listings and career information.
- The implementation of the Worker Profiling and Reemployment Services (WPRS) program, resulting in closer coordination among UI, ES, and JTPA services.

As a result of these reforms and an ongoing commitment to coordination among multiple funding streams, JTPA, ES, and UI staff were already co-located at the "old" Eastside Center and had already made significant progress toward service coordination when, in April 1994, a project team was developed to initiate the "Eastside Integrated Services Office Project" in connection with a planned move to a new Eastside facility.

Although the Department of Workforce Development and the Indianapolis Private Industry Council (IPIC) were already jointly planning a move toward "One-Stop Shopping," the DOL Implementation Grant provided the opportunity to *reengineer the delivery of integrated workforce development services* in a pilot Center. Because the Eastside Center was about to move into a new shared facility with plentiful space, it was jointly decided by DWD and IPIC to pilot Indiana's "Office of the Future." Using the Eastside Center as the model site, the state intended to test a number of key One-Stop concepts, including customer service as a key principle, assisted self-help as a delivery mode, flexibility of space and programs in the delivery of services, and improved customer access to facilities and programs. To implement these key themes, the Eastside Workforce Development Center has undertaken the task of integrating ES, UI, and JTPA staff, developing a single intake process for all local programs, and providing an array of services across multiple funding streams.

As an Eastside Center manager commented, "customers don't care where employees get their paycheck, they just want good service." This statement embodies an important aspect of the Eastside Center's One-Stop vision—namely, the provision of seamless services in a self-assisted environment, supported by a comprehensive technology-based information system which empowers customers to define and direct much of their own job or career search. Center planners were clear that they did not want just to overlay a One-Stop approach on top of the old system, but were committed to an entirely new way of serving customers.

Several key contextual factors have influenced the evolution of the Eastside Center. These include: (l) a gap between the skills of the Indianapolis workforce and the labor needs of local employers; (2) the low local unemployment rate; (3) the designation of the Center as a state-wide model; and (4) the dynamics of a changing organizational and political environment, both at the statewide and local levels. Each of these points is briefly discussed below:

- *There is a growing gap between the labor needs of local employers and the skills possessed by new labor market entrants and other individuals looking for employment*. Area employers are having a hard time filling job openings and are concerned about the skills gap between the qualifications they would like new workers to have and the work skills possessed by the individuals currently seeking work. To improve One-Stop's reputation among employers, DWD and the iNET network are seeking to improve the services offered to employers in order to help them identify qualified workers among Indianapolis residents.
- *Low unemployment rates have made it difficult for employers to find new workers*. In order to help employers recruit workers for available job openings, the Center has reached out to under-served groups, including residents of low-income neighborhoods, minorities, and youth. The workforce development system has been designed to offer customers from these groups a wide range of services to prepare them to fill available jobs.
- *The selection of the Eastside Center as a joint state-local project to develop the "ideal" Center for the state has resulted in an emphasis on a participatory planning and decision-making process*. Before they co-located, staff from the participating agencies, together with an advisory council comprised of a cross section of state and local stakeholders, developed a participatory decision-making process that allowed partners to work together cooperatively. In disseminating the resulting service delivery model to other sites, local partners are also emphasizing the importance of the "model" participatory planning process.

- *A changing organizational, economic, and political environment has influenced Center design and service delivery*. During its first year and a half of operations, the Center has had to deal with a number of organizational changes and political uncertainties, including a change in the local "Program Director" responsible for guiding and overseeing the local One-Stop implementation process. At the local level, the level of Center staffing was reduced, primarily through attrition, and a new JTPA service provider was selected through a competitive process. These changes have required additional management and staff training, accommodation to changed management structures, and increased flexibility on the part of staff.

ORGANIZATION AND GOVERNANCE OF THE LOCAL ONE-STOP INITIATIVE

Organizational and Governance of the iNET System. In the Marion County service delivery area, Indiana's Department of Workforce Development (DWD) and the local Indianapolis Network for Employment ant Training (iNET) jointly plan, manage and oversee integrated workforce development services. A number of events have influenced the evolution of the organization and governance of the One-Stop system in Marion County. A brief summary of these events follows.

- *Changes in the PIC's oversight responsibilities:* In 1988, a state initiative recommended local integration of employment and training systems, with Private Industry Councils (PICs) to play a lead role in designing the local transition. In keeping with this directive, the Indianapolis Private Industry Council (IPIC) took on the responsibility of guiding the development of a local integrated workforce development system. The following year, the name "iNET" was adopted as the new identifier for the transformed One-Stop system in Marion County.
- *Changes in the PIC's service delivery role*. In 1995, IPIC divested itself of its direct JTPA service delivery role, by "spinning off" an independent service provider organization. A competitive bidding process to select a JTPA service provider in 1996 resulted in the selection of Goodwill Industries of Central Indiana, a private non-profit organization, as the new JTPA contractor for Marion County. On July 1, 1996, Goodwill Industries assumed the responsibility for co-managing—with DWD—the three One-Stop Workforce Development centers in Marion County.
- *DWD recommendations for local PIC Board expansion*. In mid-1995 the state Department of Workforce Development encouraged all PICs to expand their board membership to include as wide a range of local stakeholders as possible, in keeping with the One-Stop model. IPIC

followed this suggestion, expanding its board membership to be more representative of the local mix of One-Stop partners and planners and adding a number of new employer representatives to its board roster.[1]

- *Development of local advisory groups:* The state Department of Workforce Development also requires each local Center to create an advisory group composed of local "stakeholders," but leaves decisions about the composition and responsibilities of these groups to individual centers. Because of the Eastside Center's status as a joint state-local pilot project to create a model center, its Advisory Committee is comprised of public and private sector representatives from both the state and the local level. In addition to this Advisory Council, there are plans to form an "employer focus group" to address service and response time issues at the Center.

Thus, the key players in the integration of workforce development services throughout iNET's three centers include the Indiana Department of Workforce Development, which administers ES and UI services; the Indiana Private Industry Council, which oversees JTPA service delivery and provides local policy guidance to the integrated iNET network; and Goodwill Industries, which is the contracted service provider for JTPA services throughout the local service area.

Under the state's directives, a variety of additional local entities also play planning and coordination roles within the local workforce system. Local elected officials are required to convene groups to help coordinate school-to-work and welfare-to-work initiatives and to approve a local employment and training plan, referred to as the Local Plan of Service. Education boards are expected to coordinate with PICs to integrate school-to-work activities into local Service Plans. Step Ahead Councils, which are county boards representing community social service and support interests, are also directed to coordinate with local PICs to ensure that low-income families can benefit from local workforce development services. Thus, the state has encouraged local areas to develop broad partnerships linking integrated workforce development with both school-to-work and welfare-to-work initiatives.

The day-to-day operation of each center is co-managed by a "partnership of equals". Key partners in the operation of the Eastside Center include the Department

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[1]State legislation calling for the creation of broad Workforce Investment Boards has been introduced but had not yet been passed at the time of the site visit. PIC respondents indicated that passage of this legislation might require a reconfiguration of local One-Stop policy boards.

of Workforce Development, which is responsible for UI and ES services, and the IPIC sub-contractor, Goodwill Industries of Indiana, which is responsible for the direct delivery of JTPA services. Each of the One-Stop centers in Marion County has two co-managers, one representing each organization. Within the Eastside Center, each of the partner programs also has a supervisor for each of the Center's three functional units: customer reception and intake, skills identification and development, and employer relations and placement. Each Center has designated one of the management team to be a "facilitator," responsible for overall coordination of the staff workload. The ES manager is the facilitator for the Eastside Center.

The DWD managers responsible for ES and UI at the three Marion County One-Stops report to a state-designated DWD Program Director for Marion County, who also coordinates the activities of the designated Goodwill One-Stop liaison. The DWD Program Director reports to the DWD deputy commissioner for Field Operations and Program Development.

One-Stop System Partners. According to DWD's Local One-Stop Planning Guidelines, Center staff must include "two qualified counselors able to serve all populations, and full time staff [who] must be able to provide Wagner-Peyser, veterans, JTPA and UI services." At the Eastside Center these services are provided by two *core partners*:

- *The Department of Workforce Development*. Programs operated by DWD in the Eastside Center include UI, Wagner-Peyser funded activities (ES) and Veterans Services. ES and UI staff are cross-trained and integrated so that they can carry out tasks and services in a range of areas.
- *Goodwill Industries of Central Indiana*. Goodwill is a private non-profit agency that is under contract to iNET to provide JTPA services at all three One-Stop Centers. Goodwill has a center co-manager and staff on site at each of the three centers.

In addition to these *core* partners at the Centers, *supporting* partnerships are also being formed at all three of the One-Stop Centers in Marion County. Relationships and agreements with other *supporting partner* agencies and organizations are in varying stages of development. Although these agreements are SDA-wide, they are implemented at each of the Centers as local arrangements are made. Although services provided by the individual Centers are similar, there is some variation, depending on the needs of the population each generally serves. An on-site presence by supporting

partners is introduced initially in those Centers where the need is perceived as greatest. For example, social service partners are co-located at the Metro Workforce Development Center because of the specific needs of the customer population served by that Center. Examples of supporting partnerships within this three center system include:

- *Title V Older Workers*. A non-financial agreement with the Central Indiana Council on Aging (CICOA) arranges for Title V-eligible trainees to assist clients in the Centers' Information Resource Areas. A CICOA representative makes periodic visits to the Eastside Center but staff are not co-located there.
- *Job Corps*. A non-residential program in Indianapolis, Job Corps administrative staff as well as the local Job Corps services will be housed at the Metro Center.
- The *Family Social Service Agency (FSSA)*. Through its Division of Family and Children, FSSA supports several programs at the Centers. These include Indiana's IMPACT program, which provides welfare-to-work services to AFDC and Food Stamp recipients. Goodwill Industries contracts with IPIC to provide a case worker to serve IMPACT clients at the Metro Center.
- *Noble Centers*. An agreement between the IPIC and the county Vocational Rehabilitation Agency (a sub-agency of FSSA) provides for staff at the Eastside Center to work with VRA job coaches to provide employment opportunities for their developmentally disabled clients.

In summary, the distinguishing characteristics of the Eastside Center and its sister One-Stops include: (l) center co-managers representing ES/UI and JTPA; (2) co-location of the core partners mandated by the DWD; (3) an emphasis on cultivating non-core partners, such as Family Social Service Agency, to strengthen the outreach capacity of the Center and enrich the services available to Center customers; (4) development of a system of linkages and referral networks through the involvement of a range of service provider partners, which may or may not be co-located; and (5) the continuing movement toward stronger local ties between the One-Stop initiative, and the School-to-Work and Welfare-to-Work initiatives. Local respondents noted that, while the local system continues to evolve and expand its range of partnerships, perhaps the weakest aspect of its current interagency partnerships is the lack of active involvement in One-Stop planning and service delivery by education agencies, including the school-to-work and vocational education systems.

COMMUNICATION AND COORDINATION

Because there are three Centers within the county's One-Stop network, and because each of the Centers is co-managed by two organizations— the Indiana Department of Workforce Development and Goodwill Industries (the designated JTPA service provider)—communication and coordination among partners is viewed as an essential, if sometimes complex, component of the continuing evolution of the One-Stops. Levels of communication and coordination include: (1) communication within the Eastside Center; (2) coordination among Centers in the network, and (3) local–state communication. These are briefly described below:

Communication Among Eastside Center Staff. Communication is frequent and informal. Staff within the Center are organized into work teams, whose focus often changes over time to respond to changing issues relating to the operations of the Center. Both special work team meetings and periodic meetings of the different functional units within the Center typically involve employees from all partners. Meetings are guided by the designated Center facilitator who establishes the parameters for meetings, but does not lead group discussions. Meetings are envisioned as an opportunity for staff to discuss issues openly and to consider improved methods for provision of services. Since **c**oncerns discussed are often based on customer feedback, managers see this as a form of empowerment for employees and a way to make the Center more responsive to customers.

Communication and Coordination Among the Three Centers. DWD's One-Stop Program Director, who is responsible for coordination of efforts across the three Centers, convenes meetings of Center managers and cross-functional teams on a regular basis to discuss issues that affect all Centers. Early in the development of the three Centers, these meetings were held fairly often, but at the time of the site visit they were held about once every three months. Examples of topics discussed at these meetings include performance goals, the exchange of information across Centers, and the network-wide response to a large plant closure. The DWD Program Director and Center co-managers are trying to break down the sense of separation across Centers. Network-wide meetings are an important strategy for encouraging a sense of common goals and shared effort on behalf of local customers across the staff of the three Centers.

Communication Beyond Local Centers. Occasionally, the state calls "all-staff" meetings to share information on new directives or provide training on various subjects,

such as use of new software being installed at the local level. State One-Stop team members also offer regional training meetings on topics such as teamwork and total quality management that have been well received by the staff of local Centers. Leadership from iNET and Goodwill have also called all-staff meetings when it has been appropriate to do so. Despite DWD's efforts, local respondents still see room for improvement in state–local communication. They believe that information-sharing meetings should be more frequent, particularly in light of planned staff cutbacks and state attempts to establish standards for One-Stop Centers. They also suggest that to facilitate the move to a One-Stop system, the state should "concentrate on the big picture," and allow local service delivery areas and Centers greater flexibility to develop systems to reflect local needs. At the same time, local respondents also understand the DWD's desire to ensure that there will be some uniformity across Centers. State capacity-building efforts, especially those related to technology and cross-training (described in more detail below), were seen as particularly helpful in this respect.

FUNDING ARRANGEMENTS, BUDGETING, AND FISCAL ISSUES

One-Stop implementation grant funds have been an important catalyst in the development of integrated services at the three centers. More important, however, has been the development of cost-sharing arrangements that permit a variety of categorical funding streams to be used in concert to support center services. IPIC has also served as a broker in coordinating a variety of related workforce development initiatives.

One-Stop Implementation Grant Funds. IPIC was awarded $103,000 of the state's first-round One-Stop implementation funds through a competitive process. These funds were divided among the three Centers and were used to enhance Information Resource Areas through the purchase of books, videos, and software such as resume-writing programs. One-Stop funds were also used to support training for local staff in areas such as total quality management, communications skills, and the use of automated technologies. In addition, a sophisticated telephone system was installed to support information sharing and to further coordinate activities among the three Centers. The Westside Center also used much of its share for remodeling expenses at its new site.

In addition to funding received through the DOL One-Stop Implementation grant, IPIC also received a $350,000 DOL grant to become a "One-Stop Local Learning Lab." As laboratory (pilot) sites, IPIC and the Centers are expected to: (l)

provide technical assistance and information to other states and local sites intending to develop their own One-Stops; (2) test methods for improving customer services; and (3) fund a wage and skill mobility study, which is intended to permit an in-depth look at the upward mobility potential of Central Indiana jobs. IPIC is planning to use the results from this study both as a way to market its services and, in conjunction with the local community college, to develop appropriate industry-focused training programs.

Cost Sharing Arrangements. Over the last several years DWD and the IPIC have entered into "integrated services contracts," in which the state and the PIC agree to exchange resources in payment for the shared costs of services provided to local One-Stop customers across all three centers. For example, during Program Year 1995, the integrated services contract called for DWD to pay IPIC $480,000 for its share of the integrated services costs incurred by IPIC. This payment included DWD's share of the cost of office space, telephones, and management and administrative costs paid by IPIC, and its fair share of the cost of customer services provided by IPIC staff. In turn, IPIC agreed to pay DWD approximately $130,000 for the JTPA share of costs incurred by DWD for the leases on two of the three Centers, as well as for shared costs of management and administration of the Centers and customer services provided by DWD staff. Under this agreement, IPIC also paid for a portion of the time of the DWD Program Director and local DWD office managers.

Although funding and cost sharing agreements are genuinely complex and require the trust and cooperation on the part of all parties involved to be successful, the cost-sharing agreements and procedures negotiated have been quite useful. For example, they have permitted local Center staff to develop integrated services without having to decide how to pay for integrated services on a center-by-center basis. Individual Center staff working across multiple functions and serving participants eligible for multiple programs are able to bill hours across multiple categorical programs based on how they actually spend their time. Although PIC respondents indicated that the Centers have been affected "only generally" by fiscal issues, they did express some frustration about the length of time it has sometimes taken to obtain approval for contractual agreements from DWD. DWD funding cuts in the form of staff reductions have also affected the Eastside Center's ability to serve customers, particularly at a time when Center usage by job seekers has significantly increased.

IPIC's Role as a Funding Broker. IPIC has also played an important role in brokering local funds for workforce development services throughout the community.

For example, it administers Youth Fair Chance funds which assist disadvantaged youth through local community-based organizations and the city school system. In addition to government funds, IPIC has also received grants from philanthropic organizations. The Rockefeller and Mott Foundations, for example, awarded IPIC a two-year grant of $800,000 to explore creative mechanisms to address the local service needs of welfare-dependent populations. Local respondents believe that this will become an increasingly important issue under welfare reform, which they anticipate will require counties to move welfare recipients rapidly into the local workforce.

DESIGN OF THE ONE STOP INITIATIVE

Evolution and General Description of Local Design

The One-Stop system in Indiana has evolved over a number of years, beginning with initiatives developed by the Governor's office to reduce the fragmentation of employment and training services and eliminate the resulting inefficiencies. In the early l990s, about a half dozen "One-Stop Shopping" centers were developed in order to experiment with varying degrees of co-location of staff and integration of services. The decision to move the Eastside Center to a more spacious location in 1995 allowed DWD and IPIC to jointly test several approaches to One-Stop development including: (1) the design of a *process* for forming a One-Stop center; (2) configuration of a *space* which was appropriate for their vision of a One-Stop center; (3) testing of *new technologies*; and (4) development of a usable model for *staff integration*. In short, Eastside Center planners wanted to develop what they termed the workforce "Office of the Future." The One-Stop approach piloted at the Eastside Center also emphasizes the importance of involving a range of stakeholders in the planning and design of One-Stop services. Another important design principle is the development of a physical layout that is easy for customers to navigate. The physical layout, in particular, is a feature that has generated repeated positive comments from customers.

Relevance of the Local Design to the Four Federal Goals

The "Office of the Future" tries to base all design and service decisions on customer needs. As described below, this goal is reflected in the physical design of the Eastside Center, in which 65% of the space is allocated to client activities and only 35% to staff and management use, as well as in the organization and design of customer services, in which staff are thought of as "enablers" to help customers make informed decisions about accessing Center resources.

Universal Access

Several strategies are used to increase customer service access. The three centers in Marion County were located to be within a reasonable distance of all Indianapolis residents. Although the Eastside Center is located on the Eastern side of the city, it is served by regular bus service (largely as a result of Center leadership efforts) and offers free parking. Efforts by staff to arrange for extended office hours, to make the Center more accessible to working customers, have not been successful to date. Barriers have included the difficulty of scheduling staff to cover additional hours of operation. Moreover, computers are downloaded during off-hours and would, under those circumstances, not be available to center users. .

In the current tight labor market, service providers and employers are very interested in reaching out to youth and adults with barriers to employment. Goodwill Industries, the JTPA service provider, was selected to be iNET's JTPA service provider partially because of their experience in recruiting and serving youths and adults with barriers to employment, including low-income and minority residents. The Centers are in the process of developing outreach to under-served and high-need groups using linkages with neighborhood groups and organizations that serve these populations, as well as through the out-stationing of services to neighborhoods whose residents might be less likely to come in to one of the Centers. In addition, IPIC plans to promote universal access by providing labor market information through outstationed locations such as public libraries, schools, and shopping malls.

Many self-serve options have been developed at the Center to appeal to and better serve a broad customer base consisting of both experienced and less experienced job seekers. Without staff assistance, most customers can access labor market information, use self-guided instructional tools, and write resumes. To supplement the self-service menu, a wide range of staffed informational briefings and educational programs have been developed for the general public.

The Eastside Center also seeks to improve its accessibility to employers by providing them with a range of services geared to make posting jobs and interviewing job applicants simpler. Employers can now post their openings via fax or telephone and ample space is available at the Centers for employers to interview job applicants. The iNET provides additional services to employers through its employer account representatives, who offer specialized individualized services to employers who use the Center system. The IPIC also acts as an advocate for employers in its participation on

local economic development committees as it attempts to assist in addressing area labor shortage issues.

Customer Choice

For individuals utilizing Center services, job seekers may receive an array of employment-related services at any of the three Centers. Once job seekers have been registered through the Centers' automated intake system, their records are available at any of the three network Centers, allowing them the choice of which Center to use.

Services at the Eastside Center are designed to support client choice, provide easy-to-access information about local workforce development resources, and make it easy for job seekers to use the resources available at the Center as well as elsewhere in the community. At the Center, customers using the Information Resource Area may access a range of employment-related information via electronic or hard-copy modes. The information and how it is presented is monitored constantly by staff whose goal is to make the information available and user-friendly. Customers may also access some automated services through the Internet, which provides job seekers access to America's Job Bank.

Another aspect of the strategy to support informed customer choice was to provide quality information on local and statewide education and training institutions via a "consumer report card." The development of this product had not progressed as rapidly as expected, and consumer report cards were not yet part of the services available to customers at the time of the site visit. Instead, descriptive information on local schools is available, both in hard-copy format and on the automated CHOICES career data base.

Integrated Services

Cross-training of staff and integration of services has been a management focus at the Eastside Center even prior to the move to its current location. Management is proud of the fact that "you can't tell which staff are paid by whom." Individuals can apply at the Eastside Center for services available through the following funding streams: ES, UI, Veterans Employment Services, JTPA Title IIA for adults, Title IIC for youth, and Title III for dislocated workers, and the Title V Older Worker Program. Currently individuals requesting services from the JOBS program for AFDC recipients or the Food Stamp Employment and Training program are referred to the Metro

Center, where FSSA staff are co-located. Referrals are also made for a range of other programs and supportive services available from other agencies and organizations.

Integrated service delivery at the Eastside Workforce Development Center is enhanced by the use of an automated common intake system. Center customers enter personal information directly into an integrated application system via a computer in the Information Resource Area. After being reviewed by staff, information is used to determine eligibility for the various programs available at the Center. Center staff have been cross-trained to provide a range of services and to be flexible in carrying out their duties. The goal of the Center is to provide "seamless" services to customers. Rather than being organized according to their categorical program or agency affiliation, Center staff are organized into three cross-agency and cross-program functional units: customer reception and intake, skills identification and development, and employer relations and placement.

Performance-Driven and Outcome-Based Measures

Indiana's Department of Workforce Development has developed a set of measurable One-Stop outcomes to be applied to each service delivery area in the state. Among the outcomes to be measured are: (1) Employment Outcomes; (2) Customer Outcomes; (3) Market Penetration; and (4) Usage of Self-Serve Services. In addition, the performance of One-Stop centers will be assessed with regard to customer satisfaction, usage, and office appearance. To maintain accountability, DWD state staff plan to visit Centers at least semi-annually; in addition, they intend to work with the state's One-Stop Advisory Council to make recommendations for system improvements.

Eastside Center planners and management are serious about using feedback from customer satisfaction information to plan modifications to services. As a part of its automated common intake system, the Eastside Center has developed an initial on-line customer response survey that asks users to comment on each service received. A one-page handwritten customer survey form is also available for customers who wish to provide detailed hand-written comments. A sample of customers using the Information Resource Area receive telephone calls asking them how satisfied they were with their experience. Judging from initial customer responses across these different vehicles for receiving customer feedback, the Eastside Center has achieved a high level of customer satisfaction.

Local program managers also raised additional issues with which they are wrestling in measuring performance outcomes. They are investigating ways to measure performance across the three Centers in iNET as well as for each Center. Challenges include developing ways to integrate new "One-Stop performance" measures with existing performance and reporting requirements across all the categorically funded programs offered at the Centers. This is a daunting task, because each funding source used within the One-Stops has its own mandated performance levels related to entered employment rates, wage levels, and retention rates. Therefore, measuring the success of the various programs in addition to overall customer satisfaction becomes a complex, time-consuming task.

Center and SDA leadership hope that eventually a more comprehensive system for measuring success in a One-Stop environment will be developed. This is particularly important since no *single* agency or organization is responsible for Center outcomes. For example, although Goodwill Industries is officially responsible for achieving JTPA outcomes at the iNET Centers, staff from all partner programs provide relevant services and influence outcomes. How this responsibility (as well as credit for the outcomes achieved) will be shared among the various partners is an important issue.

Physical Facilities

The evolution of the Eastside Center into a One-Stop center was given additional impetus when a new facility of over l5,000 square feet was leased in 1995. The interior was designed to provide ample space for current services, and more importantly, for additional core and supplementary partner agencies, for employers to conduct interviews and hold meetings, and for the development of customer-oriented services.

The layout was designed for ease of customer access. The space is on one floor, with a ramp for access by disabled customers at the front entrance. The layout of the public areas as well as the staff offices was carefully planned, but space is also "fluid," allowing for modifications to accommodate new or changing staff, or changes in the requirements of customers or employers. The design team determined that the office layout would be instrumental to developing the One-Stop concept and based its design on a distinction between three major activity areas: (l) a *client area* used for reception and intake, assisted self-help, and the provision of information to customers; (2) a *group area* for briefings, education and training, and employer seminars, with a "break room" for customers; and (3) an *individual service* area to accommodate staff

work areas, individual employer interviews, telephone assistance, and special services. The client area is divided into a reception area, a job information center, and an information resource area.

As an indication of Eastside's "customer focus," respondents pointed to the fact that group and client service areas account for 65% of Center space, with the remaining 35% reserved for staff and management. The intake and client services areas are divided, not by walls, but by customer computer work stations, giving the large area an airy, open feeling. Reflecting a non-traditional and egalitarian spirit, management offices are located within the interior staff area, with "windows" consisting of glass panels facing the hallways. Eastside Center designers attempted with this layout to promote the notion that managers were accessible to staff and a part of the team; therefore, their offices also do not have doors (although their offices are a bit larger and their walls higher to provide some privacy for one-on-one discussions).

Several customers commented on the "feeling of the building,"—an open "airy" feeling—and staff think that one reason the Center serves an increasing number of customers is that the thoughtful use of space conveys the impression to customers that they are valued and that the Center and staff are there to help them.

IMPLEMENTATION OF LOCAL SUPPORT MECHANISMS

Staffing Arrangements

The staff at the Eastside Center consists of about a dozen each of JTPA, ES, and UI program employees, as well as several Veterans Employment Services representatives, complemented by a participant in the Title V Older Worker Program who serves as the Center "hostess." JTPA staff are employed by Goodwill Industries. ES, UI, and VETS staff are employees of the state Department of Workforce Development. Although Center staff each receive formal supervision from the manager of their own program (JTPA, ES, or UI), integrated planning and coordination of Center services takes place on a regular basis. Cross-functional teams from JTPA, ES, and UI programs meet regularly to work on ways to improve customer service, assisted in this by a supervisor who acts as facilitator.

Current staff assignments focus on duties that cut across program lines and stress the functional competencies that the various programs have in common. According to one key respondent: "The focus on customer service in the integrated services office must be real. The office design focuses on the customer, the job

descriptions for staff focus on the customer, the work flow focuses on the customer." To make this guiding principle real, ES and UI staff, who have been cross-trained, are often rotated throughout most of the front-line office positions, including reception and intake, UI claims taking, and job matching. To protect customer confidentiality, staff may not have access to confidential customer files until they have received training in the area in question. As a result of cross-training and cross-staffing, services at the Eastside Center are now integrated to the point where customers cannot discern boundaries between different funding streams and the formal identification of services in terms of specific programs has been virtually eliminated.

To the extent possible, staff stay within their designated job classifications. However, DWD cutbacks have forced Center staff to be flexible, often undertaking multiple job duties on a given day. For example, a UI specialist may be trained to pre-screen JTPA applicants or assist customers in the Information Resource Area. Most JTPA staff working in the common intake and reception area are trained to check for UI eligibility or process UI claims. Last minute scheduling changes occur frequently, and although there is still some concern among staff that a certain task "is not my job" or that personnel policies and wages are different across staff employed by different agencies, these are no longer major problems at the Eastside Center. In an effort to reduce staff morale problems, for example, Goodwill Industries attempts to match the salaries and personnel policies for its Center staff to those of DWD staff.

Staff and management are concerned about the reduced Center staffing levels, particularly since participant numbers are increasing. They plan to continue to bring this issue forward to the state. These concerns are supported by many customer comments which have indicated that the "staff are great, but we need more of them."

Capacity Building

Training is seen as an important issue for both staff and management, particularly because several service provider and management changes have occurred at the local level within the past year. Training at the three Centers is expected to be continuous as new systems come on-line and new training needs are identified. In additional to training in the specific skill areas described below, respondents identified a great need for team and interpersonal training.

Training Initiated at the State Level. DWD's Program Development Unit, a part of the overall field operations/One-Stop management team also reporting to the DWD

Deputy Commissioner, has provided an initial round of training for One-Stop staff. Additional training sessions are scheduled. Subject areas in which training has been undertaken and is expected to continue are those related to Center integration and computer software use. Specifically, training areas include: (1) job function cross-training for ES, UI, and JTPA positions, as well as training in integrated reception and common intake procedures; (2) "refresher" training in UI, customer surveys, and "quality teamwork;" and (3) technology training including automated job matching and case management systems. DWD has also developed self-study guides as training tools, beginning with training for job counselors who work in the Information Resource Area. Trainees are encouraged to " job shadow" experienced counselors as a part of the training. Other self-study areas that can be selected by local employees as needed include basic communications, relationship building, and ethical standards.

Local One-Stop centers are also participating in the state's effort to identify and address gaps in the workplace competencies needed by One-Stop staff. Indiana was awarded a DOL Challenge Grant for capacity building that is being used to improve the relevance and applicability of training provided to state and local front line staff. The state has identified the specific competencies required by ES, UI, and JTPA staff working in a variety of functional areas, including supervision, business administration and management, interviewing, assessing, counseling, and training. In addition, special competencies have been identified for UI workers. After staff are assessed to determine the areas in which they are weakest, training will be provided in those areas.

Training Initiated at the Local Level. Locally, DWD staff involved with the iNET Centers have collaborated with Goodwill to develop a year-long training curriculum to be jointly delivered by DWD, Goodwill, and external training consultants. Included in this training package are about fifty potential "training matrix categories" covering a broad range of subjects. Modules targeted to all staff include "team building" training and technical training on the state's labor exchange and LMI systems and automated case management systems. Specialized modules have also been developed for specific functional areas including case management training for employees specialized in intensive services to individuals, job matching techniques for placement specialists, and employer relations for marketing specialists. Managers as well as team members are expected to attend these training sessions.

Eastside employees have found that the training completed so far has been extremely valuable, and has helped to make staff more flexible by breaking down many

of the perceived "cultural" barriers that exist among staff within various programs. Eastside Center managers say that this flexibility has made it possible for them to serve the increasing number of individuals using the Center, especially as staffing reductions continue. Soft skills, such as those in the areas of interpersonal communications, team building, and total quality management, are currently considered a priority for enabling staff to function more effectively.

Management Information Systems (MIS)

The state has been largely responsible for the various automated information systems implemented so far. Several systems are still in the planning process, while others are being upgraded. It is expected that these systems will continue to be developed over the next several years, as DWD modifies its systems to make them more suited to the new vision of One-Stop service delivery.

Under the single intake system, implemented by the DWD on a statewide basis, clients apply for UI and Wagner-Peyser-funded programs by entering their own personal information into the system, which then allows all partners access to the information. In addition, a number of SDAs—including IPIC—are electing to purchase and install the Automated Case Management System (ACMS)—initially piloted at several local sites including the Eastside Center. ACMS assists case managers in collecting client-level data and creating an individual service strategy (ISS) for JTPA-eligible clients. It also is useful in facilitating the preparation of required aggregate reports for the state DWD.

Customer outcome measures are currently collected through both automated and manual tracking systems, primarily at the point of service access. Information on program outcomes, including customer satisfaction, are reviewed first by Center staff and then by management. Customer responses have resulted in modifications to services at the Eastside as well as to changes in process-oriented policies at both the local and state level.

Improvements in Labor Market Information and Related Technology-Based Products

At the Eastside Center, the core technology-based tools for use by individual customers include:

- *ALEX Database*: Personal computers with the ALEX database offer Center customers access to jobs listed by local and statewide employers.

- *Internet Access to Career/Job Search Information*: The Eastside Center has piloted Internet access to America's Job Bank and America's Talent Bank.
- *Job Service Matching System (JSMS)*: This statewide system allows clients to begin the skills match and job-search processes by entering their own skill-related information, which is then matched with employer job orders.
- *CHOICES*: This career information delivery system provides information on career-related information and post-secondary educational institutions;
- *PC-based Resume-Writing Software*: Packages that assist customers with writing resumes are available at the Center.

Job seekers at the Eastside Center have enthusiastically embraced these systems, and their comments indicate that they are not intimidated by computer-based information systems or instructional materials. To the contrary, several customers have indicated that they "feel in charge" when they can enter their own personal information or do a job match search on the ALEX system. These local responses are consistent with the results of statewide surveys, which indicate that 94% of Indiana residents prefer using these self-assisted systems over the previous manual intake system, which often involved waiting in line for assistance. To further help the transition toward automated self-service, the Eastside Center has a "floating" employee who assists those who need help with the technology-based products.

Expanding the scope and quality of the labor market information provided through the One-Stops is a primary focus of DWD's continuing efforts. For example, the state is considering adapting North Carolina's "Human Resources Investment System" to make its automated labor market information products more user-friendly. In addition to working to improve the labor market and career information offered within the centers' Information Resource Areas, DWD is planning to make this information available to schools, libraries, and other locations through satellite access points.

ALEX kiosks have already been installed in l7 locations throughout the state, including Indianapolis. However, at present, much of the labor market information provided via ALEX at the Eastside Center is only moderately "user-friendly." It often requires trained staff to compile and interpret information on employers, wages, employment patterns, and area and state occupational trends, for this information to be

useful to clients. Until a new system is developed and adapted for One-Stop use, a self-directed training guide has been developed by the DWD training unit to assist staff in developing their own local labor market information.

Consumer report cards have not yet been developed, and a career information project has been put on hold by the DWD for lack of funding. However, clients looking for information about schools may access information about careers, school locations, and financial aid in the information resource library. The computer-based CHOICES program also provides information on schools, careers, financial aid, and other education-related subjects.

Marketing

Marketing is viewed as critical to the success of the local One-Stop initiative for several reasons. IPIC, particularly the PIC board, has identified an need to improve the visibility and reputation of iNET among local employers. It wants employers to see iNET as providing useful services to employers seeking qualified workers. Other local partners view marketing as essential to increasing awareness of iNET Centers among potential job seekers and expanding One-Stop services through targeted outreach to low-income and minority neighborhoods. Thus, marketing efforts need to be targeted at both customer groups—job seekers and employers. At the PIC level, a marketing manager is charged with developing a marketing plan that will consolidate the outreach and marketing efforts of all local partners as well as coordinate local and state-level marketing efforts.

Marketing materials developed and disseminated at the Centers include "iNET Fact Sheets;" general brochures on Center services for job seekers and employers; targeted brochures on the services available to specific groups, such as seniors, veterans, dislocated workers, youth, and women; and published materials with job search tips (e.g. how to write a resume, how to dress for interviews).

Current state-level One-Stop marketing efforts were not well understood at the local level, nor were they viewed as particularly effective by local respondents. In coordinating state and local marketing efforts, center identification has emerged as a concern. At the state level, the Department of Workforce Development calls the Centers "Workforce Development Centers." At the local level, IPIC is anxious to raise the visibility of the three Marion County centers by promoting them as part of the iNET system. The integrated services agreement negotiated between IPIC and the

DWD expressly permits IPIC to use both the iNET name and logo and the state DWD logo in its marketing efforts. Center staff answer the telephone with "iNET Eastside Worforce Development Center," thus identifying themselves not only as part of the state's system of Workforce Development Centers, but also as part of the local iNET system.

DELIVERY OF ONE-STOP SERVICES TO CUSTOMERS

Services for Individual Customers

Services available to job-seeker customers at the Eastside Center consist of a mix of self- and staff-assisted computerized services and group and individual services. Upon entering the Center, job-seeker customers are generally divided into three basic groups depending upon how they identify their needs at the reception desk: new users, UI claimants, and repeat users. New users and UI claimants proceed through the common intake process, followed by the filing of a unemployment claim, if appropriate, and an introduction to the Information Resource Area. New users also attend an orientation session at which all the services available at the Center and in the community are described. New users may also be scheduled for a job training or employment counseling interview. Repeat users (or new users who are ready for this step) are directed to the service area in which they can address their interests or needs.

To supplement the *core technology-based products* available to the general public on a self-service basis or with some assistance from Center staff, *group services* available to job-seeker customers include:

- Testing of all types, including assessment, aptitude, and interest testing
- Training in job search-related topics, such as resume development and job club workshops.
- Special services, such as community informational sessions on child care, etc.

At the present time, the Center does not offer on-site training in basic educational skills, although Center classrooms are available to accommodate such services, if future partnerships with local educational service providers make on-site delivery possible.

Individualized or specialized services available to job-seeker customers include job counseling, individual assessments, individualized job referrals, etc. Specific services, all of which are available on a non-fee basis, include the following:

- *Facilitated labor exchange* including provision of information on the labor market and job openings, and arrangements for employer interviews when appropriate.
- *Information and referral* to other needed services through direct on-site contact with FSSA, Food Stamps, and the JOBS program (JOBS staff are available on-site only at the Metro Center; expansion to the Eastside Center is planned).
- *Authorization of vouchers* for those eligible for additional support services, and referral to vocational training and on-the-job training.
- *Development of individual service plans and the provision of case management support and referral* to other community organizations, for individuals eligible for JTPA services.

Services for Employer Customers

Employers may place their job listings with the Eastside Center via telephone or fax. They receive the following "core" services at no cost:

- *Ability to post job openings and receive computer-generated matches* with job seekers who have entered their descriptions into the automated system.
- *Staffed screening,* assessment, and referral of qualified job applicants.
- *Specialized applicant recruiting,* including on-site Center-based recruitment and screening of job applicants when large numbers of new hires are anticipated.
- Local *labor market, wage, and benefit information* for use in human resource planning.
- *Consultation* on unemployment insurance compensation.
- *Technical assistance* in applying for financial assistance to set up in-house training.
- *Central access* to graduates of job training programs, via iNET collaboration with training partners.
- *Customized downsizing assistance* including on-site workshops, employee counseling, labor market information, job search training, unemployment insurance, training and education programs.
- Assistance in meeting *affirmative action* requirements.

Some fee-based services are currently available to employers, and others are being explored. Development of additional fee-for-service options will depend upon the demand for these services and staff availability. Currently, the list of available or

planned fee-based services that can be developed to meet specific employer needs includes: on-site customized assessment of job applicants, intensive job task analysis, customized analysis of labor market information (primarily for employers seeking to relocate), and specialized workshops.

In response to past complaints about the services available to employers, Eastside planners have introduced changes to reduce the time it takes to respond to employers' requests for job applicants and to increase the quality of the applicant pool matches. One innovation is that employers may now fax their job openings to centers, which helps to reduce response time. Eastside managers have also identified employer customers who might be willing to work with DWD to improve the current automated job-matching system.

CUSTOMER RESPONSE

Individuals

A focus group was held with a diverse group of individual customers, including several participants in dislocated worker programs, two participants in older worker programs, a training graduate, and an individual who had been fired from her job. These respondents were very enthusiastic about the services received at the Eastside Center, which they referred to as "iNET." Those who had received services under the "old" system indicated that there is now a "world of difference at the Eastside Center." Focus group participants said that they feel that they are treated with dignity and that staff seem to care about them, making certain that they "got what they came in for."

Several respondents stated that they have been pleasantly surprised by the appearance of the office and the range of services available at the Center. One woman mentioned that she most liked the fact that she could come in at eight in the morning, develop her own resume, and be ready for a job interview by nine. The feeling is that the new Center, because of its business-like staff and general atmosphere, is a "lift" to the spirits of individuals looking for work, and that they do not have to "park their dignity outside the door."

Several respondents mentioned that they had not known such a Center existed and that it is a "well-kept secret," wondering why it is not advertised more. They also indicated that it appeared to them that the Center is "short staffed." This has also been mentioned several times in the "on-line" customer responses provided directly to the Center by its customers.

Employers

Employer respondents participating in a focus group included a representative of a local utility, a temporary employment agency, and a local manufacturing firm. During the focus group, Center staff, who were also present, introduced a new "core" employer service which is being initiated by Goodwill. This is a "follow along" program in which Center staff employed by Goodwill Industries will follow new hires deemed "at-risk" in the job market for the first twelve months of employment, assisting those individuals to succeed at their new jobs. Employer representatives responded favorably to the idea of this service, particularly since they anticipated that, because of the low unemployment rate and new welfare reform requirements, they would be hiring more individuals with limited work skills, motivational skills, and pre-employment skills.

Several employers complained that too much time elapsed between the time a job order was placed and when job applicants appeared for an interview. They were aware that Center staff sent out post cards or telephoned potential applicants, but indicated that for each position posted they received only a handful of job seekers—to them, this indicated that the current pool of job seekers was not really serious about finding work and/or that currently employed workers were only looking for jobs paying above a pre-determined wage rate.

Employer respondents also said that they would not object to fee-based services but their willingness to pay would depend upon the type of service provided. On the whole, the response was that they most valued working with a "case manager," someone willing to track their job order and personally work with them to find suitable applicants. Two employers indicated that they had identified such an individual at the Center and that this made a difference in the number of appropriate applicant responses they received.

ASSESSMENT AND LESSONS LEARNED

It appears that the future success of the Eastside Center will depend in large part on its ability to balance the needs of its two major customer groups—employers and job seekers. The design of the Eastside Center is heavily weighted in favor of providing job-seeking customers with efficient and seamless services, and to date, the degree to which individual job seekers use iNET services clearly outpaces employer use. The potential tension between employer and job-seeker priorities and their conflicting demands on the system are likely to become even more apparent as the IPIC promotes

the Center as "employer-friendly" while Goodwill expands its efforts to involve more individuals with serious barriers to employment.

Funding cutbacks have also necessitated "doing more with less." Center managers have responded by initiating training efforts to accelerate the process of staff integration, but there is no doubt that these cuts have been detrimental and have been noted by customers, as reflected in customer feedback. Although customers indicate that staff are helpful and efficient, they have indicated that there is a need for additional Center staff to provide quality services in a timely manner.

The Eastside One-Stop Center clearly provides a useful model, not only for the state of Indiana but for other localities. It demonstrates that with careful planning and active involvement of a range of public and private stakeholders in design and oversight, a One-Stop center can lead to improved customer services even in a time of rapidly changing organizational structures, service designs, and funding levels. The Eastside Center also demonstrates that success can be facilitated by a long history of interagency coordination and service integration, the availability of ample physical space in a flexible layout, and the availability of high quality technology-based customer services and support systems.

The Center has been operating for just over a year at its present location and with its current configuration of service providers. Judging from customer responses and a dramatic increase in Center use by job seekers, its services are perceived as very useful. Individuals working at the Eastside exhibit pride in serving their customers and have been able to communicate this pride to clients. In the words of one job seeker, the Center is a place that "really juices you."

Although Center management and staff have accomplished many of their service goals, they face additional challenges during their second year of operation. The Center, up to this point, has been primarily oriented to developing responsive job-seeker services. As Goodwill Industries becomes more assimilated into the overall staff and management structure and makes its own contributions to the local vision of a One-Stop center, the culture of iNET and the Eastside Center will continue to change. This new culture will need to address the dynamics of the current labor market, in which employers will continue to recruit from among a largely unskilled pool of available workers. Thus, the overriding challenge faced by the Center will be to continue

shaping Center services to meet job seekers' needs, while attracting and maintaining a loyal base of employer customers.

APPENDIX F

WORKFORCE DEVELOPMENT CENTER
LAWRENCEBURG, INDIANA

One-Stop Profile

Based on a Site Visit Conducted During July 1996

WORKFORCE DEVELOPMENT CENTER
LAWRENCEBURG, INDIANA
One-Stop Profile

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WORKFORCE DEVELOPMENT CENTER
LAWRENCEBURG, INDIANA
One-Stop Profile

DESCRIPTION OF THE LOCAL CONTEXT

The Workforce Development Center in Lawrenceburg is a designated One-Stop Center serving SDA 13, an eleven-county area of Southeastern Indiana. There are two other providers of workforce development services in the SDA—one is also a One-Stop Center, and the other is in the process of integrating its service delivery. Although this profile describes only the Lawrenceburg site, all three sites cooperate closely, exchanging information, coordinating common functions, and sharing supervisory staff.

Dearborn County, in which Lawrenceburg is located, has undergone major economic shifts during the past two decades. Once heavily dependent upon manufacturing, this semi-rural county now relies on retail trade to provide the majority of its residents with jobs.[1] Frequent and significant dislocations in the manufacturing sector drove the area unemployment rate over 10% in the late 1980s. It has since dropped significantly: official figures indicate that unemployment stands at about 6%. Popular perception, however, is that it is much lower.

The Lawrenceburg area has a history of coordination and cooperation among different workforce development agencies and programs that dates back more than a decade. Local collaboration efforts were encouraged and subsequently mandated by the state of Indiana, which has followed its own clear path toward consolidation of workforce development agencies at the state level. In response to state efforts to encourage local consolidation and coordination from 1985 on, as well as in response to local efforts to improve service delivery, local ES, UI, and JTPA providers moved into a common facility in Lawrenceburg in 1988. From the beginning, co-location has been accompanied by active cross-training of staff and integration of services. Rather than

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[1] Although the manufacturing sector still employs 20% of county residents, there has been a decline of nearly 30% in manufacturing employment since 1985, when closer to 28% of county residents worked in the manufacturing sector.

viewing the One-Stop initiative as a new model of how to organize workforce development services, Lawrenceburg partners see it as the culmination of a gradual and steady process of integration. The state recognizes that Lawrenceburg is one of the most integrated One-Stop systems in Indiana.

Thus, at the outset of the state's One-Stop initiative, the Lawrenceburg Workforce Development Center was already well-established as a One-Stop Center with significant integration of UI, ES, and JTPA services. Concurrent with the federal and state One-Stop initiatives, the Center has located to a new facility that is intended to support the inclusion of a broader range of workforce development partners, facilitate integrated intake across all partners, and provide a more professional atmosphere for One-Stop operations. In addition to continuing to expand local partnerships to include additional workforce development agencies and organizations, local staff are currently exploring how to make their menu of services more responsive to the needs of job seekers and employers. Staff have identified new labor market information products, self-service options, and employer-oriented services as key areas for improvement. Principles guiding the One-Stop activities in this local area include a commitment to customer satisfaction through continuous improvement efforts and an emphasis on ongoing staff development and training.

There are several contextual variables influencing the continued evolution and development of the One-Stop Center in Lawrenceburg. These include: (1) rapid economic growth and accompanying economic shifts during the past several years; (2) proximity to areas of economic growth in Kentucky and Ohio; and (3) state-directed efforts to overhaul the welfare system. These factors, external to the Center itself, will impact the environment within which the Lawrenceburg facility continues to evolve. Equally important to the continued development of local policy and service-delivery mechanisms, however, are three factors internal to the Lawrenceburg site. These include: (4) a long history of coordination between partner programs currently housed in the Center; (5) the presence of high-quality leadership at the Lawrenceburg site; and (6) a high level of attention to human resource issues throughout the transition to One Stop-service delivery. These factors are described below.

- *The local region is undergoing rapid economic growth*. Urban expansion has prompted rapid and significant growth in employment opportunities. Expanding jobs associated with the nearby airport, highway expansion, and the development of several large gambling casinos are offering low-skilled workers access to jobs at improved

wages. Although the resulting labor market supports a high-volume labor exchange, it also makes it more difficult for Workforce Development Center staff to assist customers in planning for skills enhancement and long-term career development. Rather than pursuing gradual skills development and career planning, a number of individuals with limited skills are opting instead for entry-level jobs that offer an initial wage advantage even though they provide few opportunities for advancement. These labor market conditions have intensified the difficulties experienced by employers who are looking for stable long-term employees.

- *The Lawrenceburg Center serves the greater Cincinnati tri-state area*. The location of the Center in a multistate area where many workers cross state lines to go to work makes it important for staff to establish partnerships with out-of-state agencies and organizations in order to more effectively serve their customers. Several SDAs serving the tri-state area have begun coordinating their services and sharing labor market information. These partnerships are new, the innovation of a Lawrenceburg Center case manager, but they appear to be facilitating improved service delivery.
- *In July 1995, in advance of national welfare reform legislation, the state of Indiana mandated two-year time limits for welfare recipients enrolled in the state's welfare-to-work program (IMPACT)*. Although the Center is not currently providing JOBS services to AFDC recipients, the state is interested in using an integrated workforce development delivery system to support welfare recipients in their transition to work. Thus, the Center is likely to be substantially affected by recent state-level welfare reform initiatives. Service providers face the challenge of assisting low-income job-seekers in developing adequate work-skills and finding work that will enable them to remain self-sufficient.
- *Partnerships between staff and supervisors of various programs and agencies have been developing for over a decade*. This coordination has rendered the shift to integration much easier than in other Indiana sites, where such partnerships were relatively new. Conflict between state-merit and non-merit employees, for example, has not emerged as a serious challenge, and most staff members could not recall a time when such tension was prevalent.
- *The local-level Program Director responsible for the Center's operations is balanced in her ability to provide leadership as well as encourage innovation and experimentation*. Center staff regularly contribute to the development of new policies and procedures, both informally, through intra-office networking, and formally, through regular brainstorming sessions called "roundtables." Employees are then encouraged to experiment with new ideas. The cross-state

relationships that the Lawrenceburg site has developed with other SDAs, for example, was originally the idea of a Center staff person who was encouraged to pursue it.

- *Attention to investing in and supporting a high quality staff is a strong feature of the Lawrenceburg Center*. The vast majority of staff employed at the Center have been there for many years. They are committed to the concept of One-Stop, and more importantly, to high-quality customer service. All respondents emphasized the importance of ensuring that Center staff receive the resources they need to provide high quality services, including training, good communication networks, and the ability to influence workplace decisions.

ORGANIZATION & GOVERNANCE OF LOCAL ONE-STOP INITIATIVE

The state of Indiana's plan for policy oversight of local One-Stop systems calls for increased coordination between Private Industry Councils (PICs)—which formally govern Center activities—and other local stakeholders.[2] Although the Indiana Association of Private Industry Council (PIC) Directors has lobbied the State for the authority to have JTPA PICs evolve into local Workforce Investment Boards, no final decision had been made regarding the designation of local governing boards at the time of the site visit.

Within the Southeastern Indiana SDA, the JTPA Private Industry Council has evolved from playing a narrow JTPA-related policy role to taking on broader oversight responsibility for the integrated workforce development services offered through local One-Stop Centers. Its incorporated administrative entity—River Valley Resources, Inc.—continues to deliver JTPA services directly. In the future, the PIC hopes to become more engaged in strategic planning and ongoing coordination between employers, job seekers, service providers, and economic development agencies, including local Chambers of Commerce.

Key agencies that participate in the Lawrenceburg Workforce Development Center and employ staff housed in the Center include:

- *River Valley Resources*, the administrative entity for the 11-county JTPA Service Delivery Area, which has responsibility for JTPA Title II

[2] Such stakeholders include local elected officials, economic development entities, educational institutions and organizations, county-based providers of social services, and other community-based organizations.

services for economically disadvantaged individuals as well as JTPA Title III services for dislocated workers;

- *The Indiana Department of Workforce Development* (DWD), which is responsible for Wagner-Peyser (ES) services, Unemployment Insurance, Veterans Employment and Training Services (VETS), UI Profiling, Reemployment Services, JTPA, and Vocational and Technical Education Programs;
- *Green Thumb*, which is the local operator of Title V Older Worker programs;
- A representative from *Vocational Rehabilitation Services*, who is outstationed at the Center several days per week to provide services to eligible customers; and
- *Southeastern Career Center*, which supports a full-time on-site Adult Basic Education/GED instructor.

The fiscal agent for the Center as a whole, as well as for the One-Stop implementation grant funding, is River Valley Resources—the JTPA administrative entity. Formal oversight of all three workforce development centers in the SDA is the shared responsibility of the SDA Director (who is also the Executive Director of River Valley Resources) and the Department of Workforce Development (DWD) Program Director for the area. Within each Center, however, a single individual has been designated as the "functional supervisor" of all participating agency staff. For the Lawrenceburg Center, the DWD Program Director has been designated as the functional supervisor of all Center staff.

Although formal supervisory responsibility for staff remains with the agency that officially employs each individual, a formal written contract between the Indiana Department of Workforce Development and River Valley Resources clarifies the distinction between formal and functional supervision and makes it possible for Center staff to work together as part of a unified workforce development entity. As a result of this integrated administrative structure, formal agency affiliation does not determine Center staff roles and responsibilities. Rather, staff are organized by function across program lines, and individual staff frequently bill their time to more than one categorical funding stream.

Another agency with which the Center closely coordinates services is the Family and Social Services Administration (FSSA), which provides income support and child care assistance, and administers welfare-to-work services on behalf of public assistance

recipients. FSSA occupies office space adjacent to the Center and shares a conference room and classroom space with Center staff. FSSA customers frequently use Center services, but the contractual agreement between the two agencies is limited to a leasing arrangement for office space and the sharing of staff who provide services to the customers of both agencies during special functions, such as job fairs.

Additional "non-core" partners with which the Center has developed referral linkages include the *U.S. Department of Agriculture's Women Infants and Children (WIC)* nutrition program; *Ivy Tech*, the local branch of the state's technical college system; county *Mental Health Services*; the *Small Business Development Center* in Madison, which offers entrepreneurial training courses and financial assistance to small businesses; *Southeast Indiana Economic Opportunities Corporation*, which operates *Head Start* and offers child care assistance; *Step Ahead*, which provides child care assistance and youth services; and *Transition Resources*, which provides services to migrant farmworkers. Center staff are interested in establishing or improving relationships with these organizations and others to improve customer access to needed services and minimize duplication of effort among local agencies. Thus far, however, coordination between the Center and these non-core partners has been informal in nature. Because Lawrenceburg is a fairly small town and has only a limited number of service providers, staff "just know" other providers of related social services.

Although the Center does not have any formal organizational structure for coordination with the state's school-to-work initiative, linkages with youth-serving agencies and institutions are also seen as key to meeting the objectives of the participating partners. Current efforts to support such linkages include active outreach into local high schools and technical schools, communication with teachers to enhance career education opportunities for students in grades 8 and 9, involvement in JTPA Summer Youth Employment Program activities, and participation in a juvenile justice program to assist youth offenders seeking employment or training opportunities.

In summary, the Lawrenceburg Workforce Development Center has developed an organizational structure that permits it to integrate common functions, such as case management and job development, among participating partner agencies, as well as to coordinate closely with additional local agencies and organizations that have common or overlapping interests and client populations.

COMMUNICATION AND COORDINATION

Staff of the Lawrenceburg Center hold regular meetings as well as interagency "roundtables" to address specific issues or brainstorm about improved services and outreach strategies. More important than the existence or frequency of such meetings is the degree to which they support the open informal communication that occurs regularly in the Lawrenceburg Center. Staff indicated that meetings tended to be forums for collective decision-making, but that regular communication takes place openly and constructively on a daily basis. Staff expressed the importance of informal communication to support formal capacity-building efforts.

Technology has also supported coordination and communication among local partners, as well as between the state and the Lawrenceburg Center. Locally, the Lawrenceburg office is part of a local area network (LAN) that includes the Madison and Richmond offices. This network has evolved over the past two years and has facilitated information sharing among and between staff and supervisors in all three local sites. The Lawrenceburg office is also a node for a wide area network (WAN) that has improved the local site's ability to communicate and coordinate services with the state through the sharing of data and case files. The Lawrenceburg office does not yet have regular electronic mail service, but staff are looking forward to installing this service in the near future.

A recent local initiative has been the development of cross-state relationships between SDAs intended to inform improved services to customers *region-wide*. Because large numbers of Lawrenceburg residents are employed out-of-state, local staff felt that such relationships would enable them to: (1) provide better services to their individual and employer customers; and (2) share information about, and experiences with, new workforce development initiatives. Such relationships with Kentucky SDAs have already proven valuable. Several representatives from nearby SDAs have recently visited the Lawrenceburg site to inform their own transformations to integrated services. The cross-state sites now share job orders and screen each other's candidates. They are interested in further coordination through technology, but since Indiana and Kentucky operate different information systems, the local sites are, for the time being, forced to rely on paper to share information.

Partnerships with Ohio SDAs are less well-developed: the Lawrenceburg office maintains applications for enrollment in the Ohio system, but does not actually screen for jobs or receive regular job orders. Coordination between local sites in the three

states, however, seems to be increasing with the frequency of formal meetings and facility tours. Such efforts will provide job-seekers in all three states with access to better and more timely information about available jobs and training opportunities. The entire locally-driven effort to coordinate and communicate across state lines is representative of the general level of initiative and innovation that is typical of the Lawrenceburg site.

FUNDING ARRANGEMENTS, BUDGETING AND FISCAL ISSUES

Unlike many other local sites in Indiana the Lawrenceburg site is currently operating under a single integrated budget. Whereas issues involving lease arrangements and property ownership have been barriers to budget integration for most sites, Lawrenceburg was able to achieve this goal with relative ease because of two important factors.

First, the fiscal agent for the Lawrenceburg Center, River Valley Resources, administers the integrated services contract budgets for all three Centers in the SDA.[3] Because River Valley Resources has a dual role—both as administrative entity for local JTPA resources and as administrative staff to the local Private Industry Council responsible for overseeing the integration of workforce development services—it has been able to oversee resources from multiple sources.

Second, the core partners relocated to the new site as partners—they worked together to select the location, move in, and organize the space with the specific intent of integrating services. This process helped staff identify resources collectively rather than by program or agency. Several respondents from different programs remarked, "At this point, we cannot really imagine doing it any other way . . . if we had to separate again, it would be nearly impossible."

The Lawrenceburg One-Stop Center's budget is comprised of a number of funding sources:

- *Wagner-Peyser* funds support the functions formally associated with the Employment Service.
- *JTPA* funds support the assessment, career planning, and job training functions for eligible individuals.

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[3] The majority of Wagner-Peyser and UI resources are not included in the integrated services contracts but are overseen directly by the DWD Program Director.

- *Federal Unemployment Insurance* funds provide benefits for eligible unemployed workers.
- The *Family and Social Services Administration* budget pays for the office space it leases from the Workforce Development Center, and shares the cost of utilities and some common functions, such as reception for JOBS customers enrolling in the training programs.
- *Veterans Employment Service (VETS)* supports the equivalent of one-half of one salaried individual so that VETS services may be provided on-site.
- *Adult education* funds support an ABE/GED instructor who maintains a full-time presence at the Center.
- *Carl Perkins vocational education* funds support assessment and other services provided at the Center for participants enrolled in vocational education programs with partner institutions, such as Ivy Tech.
- The *One-Stop grant* funds awarded to the Center supported the establishment of the Center's Information Resource Area (IRA), which was collectively planned by the Center partners.[4]

Although their funds are not part of the integrated budget, *Green Thumb*, the administrator of Title V older workers funds, and *Vocational Rehabilitation* maintain a presence on-site through non-financial agreements with River Valley Resources and the Lawrenceburg Workforce Development Center.

DESIGN OF THE LOCAL ONE-STOP INITIATIVE

Evolution and General Description of Local Design

Collaboration between the various partners began over a decade ago and was supported and later mandated by the state of Indiana. As early as 1985, interdepartmental planning began at the state level, followed closely by a merging of the Indiana Office of Occupational Development (IOOD) and the Indiana Employment Security Division into a new Department of Employment and Training Services (DETS). Local-level service providers began to merge their functions at this time, reflecting the state-initiated change. The move toward integrated services gained momentum through these early changes. By 1990, the state was already beginning to struggle with the practical consequences of integrated services: committees were

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[4] The Lawrenceburg site received $20,496 out of the $120,000 in total grant funds awarded to the Southeastern Indiana SDA. These funds have thus far supported the purchase of hardware and software, furniture, and media (publications, videos, resource guides) for staff and customer use.

organized to develop a common intake process, self-driven systems, and other mechanisms that would support integration. The state sponsored a series of forums and summits on workforce development issues in which cross-agency staff participated. In 1991, realizing that a "paradigm shift" in the delivery of employment and training services was underway, the Governor issued an executive order combining the Department of Employment and Training (Wagner-Peyser, UI, and JTPA) with the Commission on Vocational and Technical Education, and the Office of Workforce Literacy to form the Department of Workforce Development (DWD). This structural reorganization supported statewide integration efforts. It was the intent of the state administration to review the mandate of DWD on an ongoing basis to support continuous improvement in providing workforce development services to Indiana job-seekers, workers, and employers.

In Lawrenceburg, the UI, ES, and JTPA programs have been co-located in a single facility since 1988. Vocational Rehabilitation and Veterans' Services were also early collaborators in the integration of local workforce development services in Lawrenceburg, as was Green Thumb, the organization that administers Title V Older Workers' funds. As described previously, co-location of ES, UI, and JTPA staff evolved quickly into coordinated staff training and plans for integration of shared functions.

In January 1995 the Lawrenceburg Workforce Development Center relocated to a new physical facility that was large enough to accommodate additional partners, as needed, and whose physical layout would support the development of shared functions, including a common intake area. At this time, the offices directly across the hall from the new Workforce Development Center were vacant, and Lawrenceburg staff hoped to recruit the welfare department as a neighbor. Six months after the Center was established at its new location, the Family and Social Services Administration (FSSA) did, in fact, lease the nearby available space.

Current One-Stop system development objectives include: (1) *formalizing relationships* with a broader set of community agency partners; (2) *developing a wider menu of services* designed to meet customer needs; and (3) *conducting outreach to both large and small employers*. Because the partners at the Lawrenceburg site have such a long history of collaboration and cooperation, and because Lawrenceburg has been moving toward integrated services incrementally for over a decade, most respondents had tremendous difficulty recalling their first steps in coming together. Moreover,

since the evolutionary process had been so gradual, staff had trouble assessing the nature of services and relationships "before" and "after" One-Stop.

Although Center staff could not identify a single catalyst that prompted a rethinking of the means by which employment and training services were delivered, they did feel that the size of the staff and the "home-town" nature of the area served had a tremendous impact. First, everyone knows one another or at least knows *of* one another. This increases the accountability that local service providers feel because they often see their customers around town, in their neighborhoods, or in their children's schools. The personal lives of the Center staff are not as distinct from their professional lives, nor are staff as anonymous as they might be in a larger metropolitan area.

Second, precisely *because* personal and professional relationships overlap, staff of various agencies had been cooperating, communicating, and coordinating informally with each other long before such coordination was thought to support improved services. Local service providers cooperated because it rendered them more efficient in their work and more responsive to their customers.

Another factor promoting coordination of services has been financial need. Decreasing budgets have been a feature of public sector service work for at least the past decade. Out of necessity, local-level partners and cooperating agencies found it more efficient and cost-effective to share information and referrals and leverage resources than to remain entirely autonomous entities. This coordination lead to the recognition that many agencies had both overlapping job functions and parallel interests.

Although the state of Indiana has received considerable attention in its efforts to promote the One-Stop approach to service delivery, the staff of both the Lawrenceburg Workforce Development Center and River Valley Resources see the evolution toward integrated services delivery as a *local* initiative, which has gained increasing support through parallel initiatives at the state and federal levels. Even though they appreciate the state One-Stop team's support in pursuing common objectives, they are concerned about maintaining a degree of autonomy sufficient to realize a local vision developed far in advance of the state's plan to integrate services in Workforce Development Centers across Indiana. Shifts in policy directives governing statewide One-Stop implementation, for example, are perceived as undermining the potential for local

innovation by limiting the flexibility of the local sites to establish policies that meet the needs of the local populations.

Relevance of the Local Design to the Four Federal Themes

Universal Access

In contrast to a number of local One-Stop Centers that view technology-based products, such as electronic databases on career and labor market information, as the key to providing universal access to One-Stop customers, the Lawrenceburg Center is struggling with how to revise its entire menu of services to make services meet the needs of a broader customer base. At issue are not only questions about how to provide good labor market information in a useful format, but how to make new and improved workshops and group activities accessible to a wider range of employer and job-seeker customers, without diluting the intensive services needed by individuals with greater employment barriers.

A major concern for Center staff is how to prepare to simultaneously serve two new and very different groups of job-seeker customers who are anticipated to grow in number: (1) more highly educated and experienced clientele and (2) individuals facing new time-limits on welfare benefits and are under pressure to find immediate employment. On the one hand, the Center is just beginning to develop new approaches to employer outreach and new ways to assist highly educated and experienced clientele in their job searches. On the other hand, the state's welfare customers are likely to be among those facing the most formidable employment barriers and requiring more intensive case management and job-readiness training. Staff are concerned about the Center's ability to conduct outreach and provide high-quality service to both groups of customers.

Another challenge in relation to universal access is the development of formal policies identifying the services available to various groups of customers. Currently, informal mechanisms exist through which the general public may access a limited number of services, workshops for example, designed for customers of categorical programs. Informal public access to such programs is granted on a space-available basis. However, as the Center markets its services to increasing numbers of non-traditional customers, as well as to new employer customers, access policies must be formalized.

To make the Center's services more accessible to customers, Lawrenceburg staff have begun to discuss the possibility of providing more flexible service hours. Currently, the Center is open from 8:00 AM to 4:30 PM, with the JTPA staff staying until 4:45 PM. Several individual staff members indicated that extended service hours might bring in a wider variety of customers—employed job-seekers looking for new opportunities, for example. Among the options being discussed are extended hours for all services and flex-hours for staff, or extended hours in the resource room only, with flex-hours for fewer staff.

Center staff are also concerned about how to make Center services attractive and accessible to an expanded group of local *employers*. Constraints on the Center's ability to address employer needs include the tight labor market, which severely limits the number of skilled and experienced workers who seek placement assistance from the Center. The degree to which the Lawrenceburg Center can engage in the development of new "value added" services for employers is, to some degree, contingent on the unemployment rate. The customers that the Center serves during high-growth periods typically face significant employment barriers. Providing high-quality services to employers under such conditions is more of a challenge than when there are large numbers of job-seekers. For example, the screening function of the hiring process is burdensome when an employer must screen large numbers of applicants. The Center could serve employers needs by assisting in this task. However, as the pool of job-seekers shrinks, Center staff are challenged to refer only *appropriately*-skilled job seekers to employers engaged in hiring. The rapid shift from low to high growth in the Lawrenceburg area has revealed that the ability to contract and expand service-delivery capacity is a significant challenge for the Lawrenceburg site.

Customer Choice

The Lawrenceburg Workforce Development Center has negotiated a balance between self-driven and staff-guided systems both in the intake process and in the Information Resource Area. The Lawrenceburg staff had estimated that approximately half of its customers would feel comfortable using the electronic, self-prompted, common intake system to register for services. They have been pleasantly surprised that the vast majority of their customers use the system without problems. One strategy that has undoubtedly supported the success of self-driven registration is that the intake assistant, who maintains a presence in the intake room for the 25 busiest hours of the week, is a Title V (*Green Thumb*) participant. Currently, this staffperson can guide

customers through the initial process, and she is participating in additional training that will enable her to provide more sophisticated assistance. Several staff remarked that the older age of the intake assistant tends to reduce customers' fear of the technology. "When they see her," stated one respondent, "they think that if she can do it, they can do it, too!"

The level of integration has served Lawrenceburg customers well by providing a flexible system that responds as they require assistance. Customers who require minimal guidance are permitted a great deal of latitude, particularly in the Information Resource Area, while customers requiring more assistance are able to receive it. The Lawrenceburg Center staff universally see self-driven services as a means of using staff time more efficiently. They do not see automation for as a panacea for providing high-quality services.

For customers enrolling in JTPA programs or interested in learning about local training providers, remote learning is becoming a more widely acknowledged alternative to classroom instruction. Although the local technical college, Ivy Tech, is very close to the Center, Southeastern Indiana residents are limited in their ability to access other community-based educational programs. In recent years, local officials have begun lobbying the state for a local community college. Technology, however, may help Lawrenceburg overcome the challenge of access to education and training opportunities. Many schools are just far away enough to be inconvenient for residents to attend. Remote learning options on the part of these educational institutions are expected to exponentially enhance the training options of Lawrenceburg residents. The Lawrenceburg Center is eager to facilitate this process, whether through JTPA or by providing timely and important information in the resource area.

The Lawrenceburg site has recently made Internet access available to its customers. Staff have also just begun to experiment with various browsers and search tools, and to encourage customers to search for the "home pages" of firms or industries in which they are interested. There is a concern among staff, however, that the demand for internet access will far outweigh the Center's capacity to provide it. They are, therefore, reluctant to engage in significant marketing of this service. Staff of the Workforce Development Center also envision libraries and schools providing the tools to allow students and job seekers to access the state's "web page," as well as *America's Job Bank*. As these institutions go on-line, they, too, will serve as points of access to Center services.

Integrated Services

The Lawrenceburg Center has achieved integration—all functions at the Center, with the exception of UI claims investigation and adjudication, are integrated. Because the Center has a substantial history of integrating operations, "turf boundaries" between programs are largely non-existent, and new services and Center activities are developed in response to community needs, rather than in response to program-specific initiatives.

A current focus of the Lawrenceburg staff is linking the Center's job search services to other community-based employment resources. Staff understand that a more coordinated, coherent outreach strategy—attending local job fairs, for example—would result not only in better, more timely services, but would also support local marketing efforts.

While "fee-for-service" arrangements for more intensive or "value-added" services are being discussed on the state-level, they have not yet emerged as an issue in Lawrenceburg. In part because of the tight labor market, many such services (electronic screening of resumes, for example) would not be relevant at this time. However, providing a forum through which employers can directly address the labor market of the future through youth programs, has tremendous appeal to employers who are desperately seeking reliable entry-level employees.

Performance-Driven/Outcome Based

The Lawrenceburg site takes a great deal of pride in its customer satisfaction survey results. The Lawrenceburg Center has ranked first in the state in customer satisfaction for the past three years, when collection of state-wide data began. The Center, rather than documenting progress on goals specific to the state-level One-Stop initiative, is more concerned with measuring overall performance over time. Staff perceive there to be a tension between achieving high placement rates and providing superior services. For example, if high placement rates are emphasized as part of a state accountability system, Center staff fear that it would lead local sites to maximize the number of placements made at the expense of service and placement quality and/or the provision of appropriate services to hard-to-serve customers.

Because of the enormous economic shifts the local area has experienced during the past decade, staff appreciate the connection between placement and unemployment rates. During low-growth periods, when placement rates are also likely to remain low, staff feel that they can perform a valuable service through public education and

outreach designed to enhance *employability* among customers over time. They are concerned that such outcomes will not be reflected in performance measures currently under development.

Physical Facilities

The Lawrenceburg WDC is housed in an office building on the grounds of an old brewery, and is fairly centrally located. The partners had some concerns about locating a Center off of the main highway that passes through Lawrenceburg—there is no public transportation in the area, so a highway location would be easier for customers without access to automobiles. Because the brewery is one of the oldest and most well-known landmarks in the area, however, customers have had little trouble locating the Center. There is ample parking and some room for expansion of current office space.

The physical layout inside the Center is ideal for shared operations. When customers open the front door of the building, a door on the left allows access to the Family and Social Services Administration, and a door on the right brings them to the Center. There is a stand-alone America's Labor Exchange (ALEX) kiosk in the shared reception area, as well as restrooms, vending machines and extra seating. FSSA and Workforce Development share a conference room and classroom space.

Because the door to the Center itself is comprised entirely of clear glass, customers *see* the reception desk of the Center before they actually enter the Center. The desk is staffed by one of the rotating staffpersons and a Title V older worker who assists with the intake process. Customers are asked whether they have used the Center before and are directed accordingly. If they are new to the Center, they are asked to fill out a 3x5 card so that the reception person can do an initial assessment of the customer's needs and eligibility, and refer to the appropriate staff.

The customer then enters personal information into one of three PCs set up for common intake. Also in the reception area are a large TV/VCR and instructional videos, including an introduction to work readiness skills, job-search techniques, and interviewing tips. A PC near the information desk runs a screen saver identifying the services available at the Center. The room is neat, clean, professional, and comfortably arranged—customers have a choice of sitting in chairs near a window, or at round tables well-stocked with magazines and publications.

As customers finish the intake process, they are asked to take a number and have a seat until they are called to an information window. There are four information

windows, but the number of open windows varies with customer demand. The information windows generally serve customers filing UI claims, but staff also make appointments for customers to attend various workshops, enroll in the assessment process, or meet with case managers. Customers also have open access to the Information Resource Area, which is just around the corner and is staffed by a Workforce Development employee on a full-time basis. Return customers check-in at the reception desk, where the staffperson pages the Center employee whom the customer has come to see. Customers are then usually escorted to the appropriate office, although regular customers who know where to go are permitted to seek services unescorted.

The Information Resource Area, around the corner and down the hall from reception, is a spacious, window-enclosed room with tables and chairs in the center, and various PCs and terminals on tables lining the walls. The atmosphere is pleasant, quiet and professional. The Lawrenceburg Center staff have spent the bulk of their One-Stop grant funds on furnishing and supplying the resource area, and are excited about its many potential uses.

IMPLEMENTATION OF LOCAL SUPPORT MECHANISMS

Staffing Arrangements

When the Lawrenceburg Center relocated to its current facility, the staff suggested that the office be organized by job-function rather than program identity. Current Center staff indicated that this arrangement has worked well for several reasons: (1) *Individual staffpersons have grown acquainted with the staff of other programs and have begun to see others as colleagues rather than employees of other agencies or departments*. This familiarity has bred a healthy camaraderie, rendered program identities increasingly invisible, and facilitated the evolution of a "seamless web of services." (2) S*taff from different programs have been able to support each other's efforts to cross-train because of their varying levels of expertise*. Center employees who now share the same office space benefit from each others' specific program knowledge. (3*) Staff have become increasingly efficient because there is less duplication of services*. In the job development function, in particular, staff share referrals and keep each other informed about their contact with employers, reducing the likelihood, for example, of more than one Center employee contacting the same employer about the same position. (4) *Staff members can better support each other in learning new technology, applications, procedures, etc. because they communicate the*

ways in which the new procedures will affect their jobs and programs. Such cooperative learning strategies reduce the intimidation factor on the part of employees learning new skills or technologies.

The development of integrated staff assignments in the Lawrenceburg Center has evolved gradually over time and has been facilitated by the long tenure of most Center staff in their jobs. Job responsibilities have become more flexible as staff have been cross-trained in multiple programs and as Center operations have become more integrated across programs. Common job functions among most partner programs include: reception, assessment, case management, job development, and employer services. These comprise the functional departments/divisions in the Lawrenceburg WDC.

Although staff responsibilities are increasingly organized by functional rather than categorical program distinctions, staff are still required to keep track of what programs they are working on so that they can bill their hours to the correct program. Staff look forward to fiscal as well as the functional integration of programs sometime in the future, if and when integrated block grants replace categorical programs.

Finally, all staff pointed to the importance of rotating the front-line positions. The Lawrenceburg Center once supported a full-time receptionist, but the position was difficult to keep filled. During the interim periods, staff rotated to the front desk in order to keep it staffed at all times. This arrangement worked well, and staff realized the capacity-building benefits: working the reception desk, including answering the telephone, *requires a general knowledge of many different programs*. "Desk duty" has served as both a means of, and a reason for, continuous staff capacity-building (formal and informal) with regard to all of the programs and services available through the Center. Currently, everyone in the office—with the exception of the Program Director—works the front desk on a regular basis. In addition, staffing of the resource area is a rotating assignment.

Even in the case of partners representing programs with very specific mandates, such as the Veterans Employment and Training Services (VETS) representative, the Center has found innovative ways to include program staff in the planning and administration of workforce development services. The Veterans' representative in the Lawrenceburg Center has recently moved to half-time—the remainder of his time is devoted to case management and other office-wide responsibilities. This has allowed

the Veterans' representative the opportunity to engage in cross-training, enabling him to perform any function in the office, while preserving and making more efficient the Veterans' program. If the office is assigned another VETS representative at some point in the future, similar arrangements will be made. Again, much of this flexibility lies in the approach of the Center staff to emergent challenges. When asked about the effect of One-Stop on services for Veterans, the Vet Rep responded, "My job is to serve Vets. That includes strategic planning on how to improve services to Vets . . . but if I work to improve services for *all* customers, I *am* working to improve services to Vets."

Capacity Building

Lawrenceburg Center staff were particularly appreciative of training provided by the state on new MIS procedures and systems, including an automated case management system, (described below). Overall, the state and local One-Stop partners agree that cross-training for One-Stop systems should be viewed broadly as developing staff's core competencies and identifying opportunities for skills transfer, rather than as "learning how to do someone else's job." The capacity-building framework developed by the state and supported by the Lawrenceburg Center also places a heavy emphasis on peer support and training as a means of sustaining skill development and moving toward integrated services.

Management Information Systems (MIS)

Staff at the Lawrenceburg site generally perceive MIS issues on two different levels: (1) developing mechanisms for sharing, recording or reporting information that is required at the state or federal level; and (2) managing and sharing information locally. Lawrenceburg staff feel that the state should be responsible for the development of systems that fall in the former category, whereas the local sites should have the flexibility to select the applications most suited to their needs. As a result of this dual perspective, the challenges associated with MIS issues are perhaps less daunting than in other states. The Lawrenceburg Center is not prepared to wait until the state makes decisions about MIS issues, so its emphasis in identifying applications and systems that will fit its local needs is not on *comprehensiveness* (i.e., the ability of one system to do everything), but on *compatibility*. In general, the Lawrenceburg staff are neither overwhelmed nor "star-struck" by technology, but are pursuing a reasoned approach to using technology to enhance customer service.

The two technology-based innovations mentioned most frequently by staff as having facilitated coordination are the *common intake system* and the *Automated Case Management System* (*ACMS)*. The common intake procedure is a self-driven series of questions that enable customers to register for services when they first enter the Center. Although the system is self-driven, there are always two staff members in the waiting room who are ready to assist those customers who are not receptive to using technology. The system feeds information into customers' case files and enables them to receive services from any staff person with access to the case files. It has eliminated the "traveling paper file" as the primary means of managing information, and made intra-office communication better and more efficient. The intake system is not yet *Windows*-driven, but the staff expect the transition to *Windows* to occur soon. Moreover, the current system was developed with a view toward meeting the needs of staff managing programs administered by the Department of Workforce Development (DWD) and the Family and Social Services Administration (FSSA). With the addition of four questions to the current system, the same intake system could also serve as the intake system for FSSA. Lawrenceburg staff expects that such questions will be added as the current system is upgraded. This would support improved inter-agency cooperation and coordination between FSSA and DWD, as well as coordination within each agency.

The introduction of the ACMS system to Lawrenceburg—and to Indiana—was a local initiative. Several Center case managers were searching for a system, and, in 1994, saw a prototype used by an SDA in Maine. The Lawrenceburg Center worked with the state to bring in a consultant who would customize the system to meet Lawrenceburg's needs. The consultant spent a little over one year working with the system to make it function smoothly; staff training took another six months. At the time of the site visit, staff had been working with the system for a little over one year, and expressed a high level of satisfaction with it. Moreover, eleven of the sixteen SDAs in the state of Indiana have since adopted the same system; two other SDAs have adopted an alternative system; the remaining three SDAs have not allocated the capital required to hire technological expertise to develop and implement an ACMS package.

Although case managers at the Lawrenceburg site found the ACMS system tremendously useful, they were quite explicit about the fact that the ACMS is not a

substitute for *human* case management.[5] They believe that the purpose of automation is to improve the ability of human case managers to do their jobs.

Labor Market Information and Related Information Technology

The Lawrenceburg Center is attempting to substantially reduce its dependence on paper. Although compatibility issues prohibit electronic delivery of out-of-state-job orders, local job orders can be found on an electronic database. Staff also maintain a binder that contains paper orders, but is looking forward to making the transition away from paper complete in the coming months. Customers seem quite comfortable with the electronic resources available to them in the IRA:

- *Automated job listings* are available to Center customers via the state's ALEX database on personal computers in the Information Resource Area (IRA) as well as at an on-site kiosk in the reception area. Listings are currently limited to in-state jobs, because of data incompatibility with *America's Job Bank*.
- *Choices*, a career information and interest assessment system, is also available in the Information Resource Area.
- *Internet access* is a new offering to Center customers, through a personal computer in the IRA running *Netscape* software. Staff are currently in the process of developing rules about the use of Internet services through the Center's computer. Customers familiar with Netscape are presently able to use it at will. Center staff plan to assist most customers in using the Internet resources as a tool for career and job information.

Additional computer-assisted services available to Center customers include a *key-driven resume maker*. A personal computer is also available to customers for word processing. *Multimedia* products are used for instructional purposes. For example, an instructional video available in the Center's reception area includes an introduction to work readiness skills, job-search techniques, and interviewing tips.

Both the PIC and the Center staff expressed a need for simple and more locally relevant labor market information (LMI), particularly as outreach to the schools becomes a regular part of Center activities. Staff indicated that the county-based LMI

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[5] In fact, the system is inappropriately named; it is not a case management system, but a case management *tracking* system.

guide displayed in the IRA is out-dated by the time it goes to print, and is too heavily dependent upon projected census figures rather than actual information. It is also inadequate for border areas such as Lawrenceburg, where such large percentages of the population work outside the state. The PIC indicated that reliable LMI would also enable the regional economic development entities to better market the area to employers. Since the state is already collecting and disseminating such information, local staff generally perceive new product development in this area to be a state-level function.

Most Center staff and customers expressed support for the further development of technology-based products, although they expressed several concerns over the increased emphasis on automated products for the delivery of all services to customers. Staff expressed concerns that new labor market products would focus on the needs of highly skilled job-seekers at the expense of customers who face more serious barriers to employment; both Center staff and customers indicated that automated labor market information might not be sufficient to meet the needs of the Center's clientele. One respondent noted: "Serious job seekers already know who the employers are and other customers need more help than just access to automated information." Nevertheless, customers did feel that labor market information was important so that job seekers would understand how local jobs and industries are changing and what skills will be needed to enter different career areas.

As a result of these concerns, Center staff are working to develop a plan for combining automated and staffed services to meet the labor market information needs of Center customers. For example, seminars on the "changing nature of work" is a topic that Center staff have identified as of potential interest to a broad range of customers.

Marketing

Marketing Center services is an area that the partners acknowledge will require considerable effort. There also appears to be a need for increased communication between the state and the SDA in the area of marketing. The Indiana Department of Workforce Development has contracted a private-sector firm to develop new marketing materials for display in various Centers, schools, Chambers of Commerce, professional associations, and community-based organizations throughout the state. These materials are quite new and in the early stages of dissemination. At the same time, the state is encouraging local marketing efforts. Although some of the local

partners in Lawrenceburg have seen samples of the state's materials, they were not involved in their development, and were unaware that the state had developed such materials as a part of a state-wide marketing effort.

One major marketing challenge for the state and local sites is the establishment of name recognition among members of the general public. Staff remarked that they have altered their telephone greeting three times in as many years, and it is still difficult to introduce themselves to employer and individual customers without identifying themselves as representing the "unemployment office." (They currently answer the phone with the name "Workforce Development.") Staff are aware that the Center's image needs upgrading and are attempting to overcome this problem through new relationships with local educational organizations and increased outreach to employers. Outreach to additional community partners is also viewed as an important part of a marketing strategy. In particular, in light of Indiana's welfare reform efforts, the Center is counting on its proximity to the Family and Social Services Administration to help make potential customers aware of its services.

Effective marketing to new employer customers is also viewed as a key challenge upon which future Center success will be dependent. Although Center staff have identified the need to reach out to private sector firms that have not previously used Center services, they are unsure how to develop an effective employer marketing initiative. Employer focus groups have been identified as one possible marketing activity.

DELIVERY OF ONE-STOP SERVICES TO CUSTOMERS

Services for Individual Customers

As customers enter the Center, they are asked whether they have used the Center before. If they are new to the Center they are asked to fill out a 3x5 card so that the reception person can do an initial assessment of the customer's needs and program eligibility and can direct the customer to the appropriate place. The customer then enters personal information into one of three personal computers set up for common intake. A personal computer near the information desk has a menu identifying the services available at the Center.

As customers finish this intake process, they are asked to take a number and have a seat until they are called to an information window. At the information windows, staff assist customers in filing UI claims, make appointments for customers to attend

various workshops, enroll customers in the assessment process, or arrange a meeting with the customer's case manager. Customers also have open access to the nearby staffed resources area.

"Core" services currently available to all customers at the Lawrenceburg Workforce Development Center include:

- *Access to job listings and job matching services* through ALEX and *America's Job Bank* using on-site terminals as well as a nearby kiosk. The *Jobs Information Center* (JIC) provides local job matching services. The Lawrenceburg site also provides assisted access to the Internet, and *America's Job Bank* on-line.[6]
- *Application for and receipt of UI benefits*.
- *Self-service access to labor market information*, through written and automated information in the resource area, and through referral to other local agencies.
- *Testing/assessment* for customers of all participating partner agencies may now refer individual customers to assessment through a battery of tests. At this time, the assessment process is not tailored to individual customer needs, but the battery is quite broad, covering customer interests, aptitudes, general basic skills, work-related basic skills, and personality traits.
- *Self-service career planning activities* within the Information Resource Area, including a CD-based program called ***Choices*** that describes different occupations, self-assessment software to practice and certify skills in typing and 10-key data entry, career planning videos, written career planning information for different occupations, and referral to information on starting a business.
- *Self-service job search training* activities within the Information Resource Area, including videos, written and automated job search materials, and use of resume preparation software. Resource area staff assist customers with resume preparation by reviewing and critiquing completed resumes.
- *Written information on local employers and training providers,* available in brochures and assorted materials within the resource area.

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[6] Services in the resources area are designed to accommodate visually and hearing impaired customers as well.

- *Access to on-site ABE/GED classes* offered 5 hours per day, 5 days per week by on full-time on-site instructor.
- *Referral to available community services*, including training resources and family support services.

One of the design issues that Center staff are considering is whether and how to offer a wider range of services to interested members of the general public.

Services currently reserved for particular target groups eligible for funding from categorical programs include:

- *Individual service planning, counseling, and case management services* for participants in programs reserved for UI profiles, dislocated workers, older workers, and JOBS/IMPACT and JTPA participants.
- *Group job search training/job clubs* for participants in a variety of categorical programs (i.e. Veterans, Vocational Rehabilitation Services).
- *Financial assistance and supportive services* for eligible participants in various Center programs, and for JOBS/IMPACT customers.

In addition, an ABE/GED instructor teaches on-site full-time. The teacher is employed by Southeastern Career Center in Versailles, Indiana, but teaches directly out of the shared space between the Lawrenceburg Center and FSSA. Both agencies refer clients to the courses. This arrangement has been popular among Center case managers, FSSA case managers, and more importantly, customers. The classes, which run on an open-enrollment basis, have been full (over 20 students each day) since last Fall.

In addition, Center staff refer customers to other community-based agencies offering more intensive family support services.

Services for Employer Customers

Although Center staff have long conducted regular employer outreach, they believe that they would benefit from updating their outreach methods. The services currently offered to employers are fairly traditional: job matching, referral, limited screening, some testing, and the provision of space for interviewing. Center staff have established good relationships with employers over the years, but recognize the need to expand services, particularly to new employers and small businesses for whom the services might be particularly appealing.

Among recent innovations in employer services, the development of informal "account representatives" and the involvement of employers in school outreach stand out as particularly effective. Although the Center has not officially designated "account representatives," staff do share information regularly and are aware of ongoing contact between the Center and various employers. Center employees have tried to minimize instances of different staff members contacting the same employer. Several staff persons also reported conducting informal polling among their regular employers to identify new services in which they might be interested.

School-to-work initiatives are increasingly popular among employers concerned about the future of their workforce. The Center staff felt that such interest is likely to be higher in Lawrenceburg than in more urban areas because local residents tend to maintain a high level of involvement in many school activities. Center staff have, therefore, begun to involve interested employers in school-based outreach activities.

CUSTOMER RESPONSE

Individuals

Individual respondents who participated in a focus group represented a cross-section of customers receiving a variety of services from the Center. They reported a high level of satisfaction with the services they received and felt that "personal contact and encouragement" was a strong feature of their experience. They agreed that the facilities had improved markedly over the previous several years, raising the overall level of professionalism among staff and customers alike.

It was difficult to gauge the degree to which the quality of services had changed over time because One-Stop-type reforms have been evolving for over a decade, and most customers had not received services more than once during that time. However, most participants expressed considerable surprise that such high-quality service was available through a government agency. One participant reported telling her spouse about a workshop in which she had participated. The spouse had been a participant in a dislocated worker program several years before, and when he realized that the workshop was held at the Workforce Development Center, he was shocked, responding, "You learned all *that* at the unemployment office?" He soon also visited the Center in search of a better job.

The individual customers all pointed out the need for improved marketing of Center services. Most had been referred to services through a friend, neighbor, or

former participant. Although several were dislocated workers, they had been employed in small firms which did not receive "rapid response" services—they learned about the Center through their own personal networks.

Employers

Employers who participated in a focus group were generally pleased with the services they received and responded very favorably to the idea of Center "account representatives." Surprisingly, one of the services about which they spoke most favorably was the presence of an ABE/GED instructor on-site. Two employers reported that recent human resource policies have forced them to either seek only high school graduates, or to subject employees to basic skills tests on an annual basis. Since it is so difficult to keep employees, however, these human resource managers were resistant to placing additional (educational) barriers between themselves and their good employees. Referring employees to the ABE/GED classes for skills enhancement has allowed significant numbers of employees to retain their jobs, and employers to retain good employees.

Employers did, however, express frustration at the "trickle of applicants that comes in through Center referral." This is one reason for increased interest in school-to-work initiatives. Employers realize that the shortage of applicants is related to the decreasing local unemployment rate and the degree to which job-seekers have flocked to the new area casinos in search of new jobs, but they are interested in Center assistance in increasing the number of applicants nevertheless. Again, in general, employers expressed a high level of satisfaction with Center services, but it was difficult to gauge the change over time, since most representatives in the focus group had had little contact with the public employment services before the One-Stop initiative began.

INFLUENCES ON LOCAL DESIGN/ASSESSMENT AND LESSONS LEARNED

The move to integrated services began as a local initiative in Lawrenceburg. Because the state was engaged in parallel integration efforts, it allowed a great deal of latitude to the Lawrenceburg staff as it began to coordinate and co-locate programs, agencies, and services. According to Lawrenceburg staff, the early catalysts for integration included: (1) the threat of *diminishing resources;* (2) *changes in the local economy;* and (3) the *need for increased communication across state lines*. The One-

Stop funds directed to the Lawrenceburg facility, just over $20,000 in total,[7] supported the development of the resource area, but had no significant impact on the integration process. Among the factors that facilitated early stages of integration were the close personal relationships among staff of different programs and agencies and a common desire to provide better customer services, particularly because in a small city such as Lawrenceburg, customers are likely to be friends, neighbors, or relatives.

Staff at the Lawrenceburg site have experimented with various forms of organization and levels of integration, and enjoys the current arrangement, particularly the fact that the welfare agency is next door. The staffs of both agencies look forward to increasing cooperation and eventual integration, but feel that the state is lagging in its ability to support, approve or provide direction for new cross-agency initiatives.

The Lawrenceburg Workforce Development Center has developed a thoughtful and reasoned approach to improving workforce development services. There appears to be a broad-based genuine interest among staff in improved overall service delivery and an expanded menu of services. More importantly, staff recognize that the Center will continue evolving—there is a widespread understanding that continuous quality improvement is now a part of doing business. The strengths of the site as a whole include: (1) *high-quality communication, coordination, and integration* among staff representing partner agencies; (2) a *high level of energy and enthusiasm* among all staff about the Center's mission and objectives; and (3) a staff-wide *commitment to following through with local strategic plans*. Another impressive feature of the Center is its *balanced approach to the use of self-driven technologies*.

The Lawrenceburg site also faces many challenges. These are: (1) the *development and marketing of new services and products to employers*; (2) the *marketing of services and products to more highly-skilled job-seekers*; and (3) the *provision of services to large numbers of IMPACT clients* as a result of the State's welfare-to-work initiative. The Center appears to have developed a strong foundation upon which to address these challenges.

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[7] River Valley Resources was awarded One-Stop funds in the amount $126,452. These funds were allocated across the three workforce development centers in the region (Lawrenceburg, Madison, and Richmond) to support the development or improvement of Information Resource Areas.

APPENDIX G

STATE OF IOWA
One-Stop Profile

Based on a Site Visit Conducted During May 1996

STATE OF IOWA
One-Stop Profile

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STATE OF IOWA
One-Stop Profile

DESCRIPTION OF THE STATE CONTEXT

The nation's farm crisis in the early and mid-1980s resulted in substantial dislocation among Iowa's farmers. Many of the affected individuals had been operating small family farms in rural areas and were unaccustomed to leaving their land to look for work. In order to conduct outreach to customers in need of support and assistance with reemployment, the employment and training community developed grassroots partnerships with ministries, health facilities, schools, and agricultural associations. In addition to widespread dislocation among farmers, nationwide economic shifts away from traditional manufacturing, the evolution of a more global labor market, and changes in the traditional workplace practices also prompted renewed interest in public workforce development services during the late 1980s and early 1990s. Because relatively large numbers of Iowa residents have been forced to seek assistance from state or federal programs during the last decade—as a result of economic shifts and natural disasters—there is a generally high level of support for public workforce development services.

The One-Stop initiative in Iowa has grown out of a broad effort, underway since the 1980s, to improve the quality and relevance of the workforce development services available to state residents. Another major objective of reform efforts has been to reduce costs by integrating administrative functions across multiple workforce development programs and coordinating the delivery of workforce development, economic development, and human services. The foundations for the development of the new workforce development system consist of an increasing consolidation of state programs and agencies and the creation of innovative partnerships among public agencies, community-based organizations, and the private sector.

Following a blueprint laid out by the state legislature in welfare reform legislation in 1993, and confirmed in 1996 legislation that consolidates workforce development agencies at the state level, Iowa is pursuing a systemic transformation of workforce development services. Systemwide goals include creating a statewide network of local interagency workforce development centers, developing an integrated information

system to facilitate interagency collaboration, and designing and delivering integrated services to center customers.

Although the state was in the early stages of implementation at the time of the site visit, significant progress had been made toward improving both the content of services available to customers and the means by which those services are delivered. Under the new system, all individuals—not just those eligible for particular categorical programs—will be eligible to receive services through the workforce development centers. The new centers will also be information-driven; that is, they will serve as local clearinghouses for information on all local employment, training, education, and supportive services in the areas they serve, and will provide access to quality labor market information relevant to other areas and other states. In an effort to promote local "ownership" of the workforce development centers, the state has required the individual centers to develop their own mission statements, consistent with the state vision, but tailored to local goals and conditions.

State-level respondents noted several factors that have spawned interest in reinventing workforce development services and continue to impact the evolution and development of the state design. These include (1) statewide demographic shifts, (2) shifts in employment and manufacturing trends, (3) overall reductions in state and federal revenues, and (4) efforts to implement welfare reform. Each of these are addressed briefly below.

- *Iowa's demographic profile has become more complex in recent years, resulting in different employment and training needs among Iowa residents*. Although overall population growth has been minimal, of particular concern are the increasing proportions of both older and younger residents as percentages of the total population. Currently, 25% of the state's population is under 18 years of age. More than 15% of the state's residents are over age 65; and more than 7% are 75 or older. Only Florida has a higher percentage of seniors. State policy makers fear that many Iowans of working age are moving out of the state to begin post-college careers or seek better career opportunities. One staff referred to the phenomenon as Iowa's "brain drain."

  Another changing feature of Iowa's demographic landscape is the increasing ethnic diversity of its urban areas. Although the state-wide population of 3 million residents is still fairly homogenous, workforce development staff in urban areas are serving increasing numbers of native Spanish-language speakers, as well as recent adult immigrants from other countries. This has impacted the nature and intensity of

services required in Iowa's urban centers, and rendered overt the need for locally relevant employment and training services.

- *Shifts in the state's traditional economy have increased the demand for employment and training services in the state*. First, the percentage of residents employed in the agricultural sector has dropped by 30% during the last two decades, Second, although manufacturing remains fairly strong in Iowa, employment in that sector dropped dramatically between 1980 and 1985, and again in the early 1990s, despite slight growth in the state's overall population.[1] These structural changes have created a need to train the labor force for life-long employability, rather than just for specific jobs, and have revealed the need to promote a diversified economy.
- *Significant declines have occurred in the level of public resources available to support employment and training programs in recent years*. This has provided an incentive for staff at all levels to seek opportunities to share resources and find new ways to approach their business, including consolidating staff with common functions, automating some business processes, and developing strategies for fee-for-service arrangements.
- *Welfare reform in the state of Iowa has been ongoing for several years through Promise JOBS, the state's welfare-to-work program*. In part fueled by federal welfare reform efforts, there is currently strong support for state programs to assist families in moving from dependency to work. This will continue to impact the demand for employment and training services throughout the state. Of particular relevance, given this context, are services to assist customers in becoming job-ready and access to information about entry-level jobs.

  Welfare reform efforts are also driving the formation of new partnerships among public and community-based organizations at the state and local levels. Because welfare customers typically face non-training-related employment barriers, such as limited child care or transportation issues, increased coordination with the organizations that provide these services will promote improved workforce development program performance and improved customer outcomes.

[1] Some of the decline in manufacturing employment from 1980 to 1985 was related to the decline in agriculture, since much of the manufacturing in Iowa was agriculture-related.

EVOLUTION AND DESIGN OF THE STATE ONE-STOP INITIATIVE

Evolution and General Description of the State Design

Efforts to consolidate government programs and render state government more efficient began in 1986, when state officials responded to a growing feeling that state and federal governments had created a maze of independent social programs whose bureaucracies had grown overly cumbersome. During that year, Iowa instituted major governmental reforms—state-level commissions and agencies were consolidated and the number of state departments was reduced by one-third. The government reform movement also began to impact employment and training programs directly with the implementation of a state welfare-to-work initiative involving the development of new partnerships between the Departments of Human Services, Employment Services, and Economic Development. As a result, the public employment and training communities and human resource agencies began working together to address common concerns.

In 1989, the governor established an advisory group—called Target Alliance—made up of representatives of labor, business, education and government to (1) assess the state of workforce development services in the state; (2) gather information about the employment and training needs of individual and employer customers in Iowa; and (3) develop recommendations for improved integration of public services. Among the trends that the Alliance identified were:

- an increased use of technology, resulting in changes in the way Iowa firms do business;
- increased evidence of non-traditional practices in the workplace, including the use of temporary or contract labor; and
- an increasing gap between the skills of the current workforce and the skills demanded by employers.

The Alliance submitted its findings to the state with an overall recommendation that state-level agencies be more attentive to horizontal connections between agencies, departments, and programs. A report entitled, "Iowa Workforce 2010" grew out of the efforts of the Target Alliance. It was widely publicized throughout the state and generated considerable grassroots interest in workforce development issues.

Based on the work of the Alliance, a committee representing six state departments[2] developed a list of recommendations. The five recommendations included (1) establishing a workforce development council to oversee all programs; (2) creating local interagency workforce development centers; (3) developing an integrated information system to facilitate interagency coordination; (4) working across agencies to influence federal regulations that inhibit collaboration; and (5) appointing a coordinator to oversee statewide workforce development reform efforts.

These recommendations were incorporated into the 1993 *Iowa Invests* legislation aimed at creating a comprehensive human resources investment policy throughout the state. The legislation mandated cross-agency partnerships in education and employment and training initiatives. The Council on Human Investment created by the Iowa Invests legislation in 1993 is responsible for providing policy oversight to the broad initiative to integrate human resources funds and programs and for establishing overall state objectives and benchmarks for the three goals of workforce development, economic development, and building strong families.

In 1994 the governor created a separate Workforce Development Council through executive order—with representation from business, labor, state agencies and secondary/post-secondary education institutions—to guide the transformation of workforce development services and oversee the creation of interagency workforce development centers. The availability of the federal One-Stop implementation grants provided an incentive for Workforce Development Council and state agencies to accelerate plans to implement the transformed workforce delivery systems at the state and local levels. As described in more detail under Organization and Governance, below, the first year One-Stop implementation efforts were accompanied by another major reorganization of state agencies to bring a number of relevant programs under the umbrella of a new state department, called the Iowa Department of Workforce Development.

The mission of the Iowa Workforce Development Council is to further a high performance Iowa workforce and high performance workplaces as well as a high standard of living for all Iowans. The One-Stop initiative is perceived as the "system-

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[2] These included: the Department of Economic Development, the Department of Education, the Department of Elder Affairs, the Department of Employment Services, the Department of Human Rights and the Department of Human Services.

building" effort to prepare for the delivery of improved services to state residents. The state of Iowa perceives its One-Stop initiative as closely linked to broader reforms of state government, as well as to educational reform and welfare reform. The One-Stop initiative is one means through which Iowa hopes to meet the workforce development needs of the 21st century.

State-level staff envision a system of local workforce development centers that offer access to all education, employment, and training services in their local areas, as well as to career information and labor market information. To qualify as a workforce development center, a local site must have a *single identity, joint administration* by a management team or designated center director, offer a set of required *core services* in a *customer-friendly facility* that is accessible and uses a unified and seamless process to make services available to customers. Workforce development centers are envisioned as having multiple electronic points of customer access for information and services including libraries, schools, community colleges, universities, and home computers via modem. Moreover, since many centers have already established quality linkages with local community based organizations and providers of social services, state staff members are confident that local sites will be able to successfully market their services to job-seekers, employer customers, and students and seekers of career information.

The state also envisions a close relationship between educational institutions in Iowa and the public workforce development agencies responsible for ES, UI, JTPA, Vocational Rehabilitation, and welfare-to-work services. This relationship will be supported in at least two ways. First, the community colleges in Iowa will serve as the community link to the Iowa Communications Network (ICN), a statewide fiber optics network that supports two-way information and data transmission throughout the state. As such, they will be able to support long-distance learning and training opportunities for Iowa residents by serving as points of access for courses and training programs offered through other colleges and delivered over the fiber-optic network. Second, in many local areas, the community colleges are expected to be actively involved in providing services—ranging from assessment to customized training—to individual and employer customers of workforce development centers.[3]

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[3]In most local service areas in Iowa, JTPA administrative entities are local community colleges. This was not true in the two local sites visited for this study. In one of the local areas visited for the evaluation, workforce development agency staff perceived the local community college as a full partner in the local One-Stop initiative. However, in the other local site, workforce development staff from the

Because Iowa was early in the One-Stop implementation process at the time of our visit, many changes were occurring at the state level. During the first year of One-Stop implementation, the state was concentrating much of its effort on plans for establishing a new consolidated Department of Workforce Development (which started up operations on July 1, 1996). To support local workforce development center implementation, state-level staff were also undertaking system development efforts in the following areas:

- Creating a business plan to support the design and delivery of services to customers at local workforce development centers.
- Developing an integrated information system to support the reporting and accountability functions for a consolidated workforce development system.
- Promoting coordination between the One-Stop, welfare reform, and school-to-work initiatives at the state level.

According to the state's plan, during the first year of One-Stop implementation, local sites were granted substantial discretion to begin the development of detailed designs for workforce development centers and the delivery of local services so long as they conformed to the overall state vision. Further articulation of local delivery systems, including the formation of local policy boards and the implementation of locally-driven processes to select service providers, was to be the primary focus during the second year of implementation.

Relevance of the State Design to the Four Federal Goals

Universal Access

State-level staff recognize that implementing the principle of universal access is a challenge. Ultimately, Iowa seeks to attract a broader customer base for workforce development center services, including students seeking career information, job-changers seeking new opportunities, and employers seeking a wider variety of services (e.g., referral, screening, and testing of job applicants). However few of the local One-Stop sites have yet had the opportunity to test strategies for promoting their services beyond the individual job-seeker customer base traditionally served by each of their partner agencies. Some state-level respondents expressed uncertainty about

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ES/UI and JTPA programs were afraid that the community college might decide to compete with them for designation as the local workforce development center operator.

whether the career centers would be able to successfully serve their traditional customer base as well as new customer groups, particularly in a resource-scarce environment.

To make workforce development services accessible throughout rural areas, some One-Stop centers have made arrangements for center staff to travel on a regular basis to satellite service sites operated by One-Stop partners or coordinating social service agencies. Customers can thus access workforce development services at sites close to their homes, rather than having to travel to the One-Stop center itself. The availability of information services via remote terminals or Internet access will also make services more accessible to customers in dispersed rural locations. However, although information technology will make some services accessible at a distance, staff acknowledged that many customers still want personal contact with agency staff.

Customer Choice

The state has emphasized customer choice in two primary areas: (1) new products for customer use; and (2) expanded access points for center products and services.

The state of Iowa has invested heavily in the development of self-service products for use in the resource rooms of workforce development centers state-wide. Although many of these products are related to core services that the public employment and training agencies have always provided, new automated products allow customers to explore career and employment options at their leisure, rather than having to make an appointment with an agency representative.[4]

The number of points of access for workforce development services has also increased dramatically. Customer with home computers, for example, may access the state's Data Center through a modem, or they may access the state's World Wide Web site from local libraries, universities, or from any home or institution with access to the Internet. There are also several stand-alone kiosks throughout the state that run a touch-screen version of ALEX (America's Labor Exchange) to which customers have convenient access.

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[4] For example, Iowa CHOICES is a CD-driven program that provides customers with information on various career areas and the skills needed to pursue careers in each area.

Integrated Services

Iowa seeks to lead by example in its efforts to integrate a wide variety of agencies, departments, and programs under an integrated state department of Workforce Development. At the local level, the state has mandated that the following programs be participants in all of the state's workforce development centers. Co-location is highly recommended, though not required for these programs:

- JTPA Titles II&III
- Employment Service
- Veterans Employment Services
- Senior Community Service Employment Programs (Title V of the Older Americans Act)
- Unemployment Insurance
- Food Stamps Employment and Training Program
- Promise JOBS
- Vocational Rehabilitation.

Local sites are also encouraged to include non-mandatory programs such as Migrant and Seasonal Farm Workers and the Indian and Native American Program.

The state has also strongly encouraged staff at each center to work toward the functional integration of services. Local sites are required to develop joint administrative processes and governance arrangements at local centers. The state's guidance to local areas calls for integrated delivery of basic services including reception, orientation, assessment, and access to career information. It is expected that technology will facilitate the integration of programs and services by providing all customers with new ways to access services and supporting an integrated information system with the information needed for individual program-based reporting requirements.

Performance-Driven/Outcome-Based

A state-level One-Stop Performance Management Committee has the responsibility of developing performance measures that will support shared accountability for outcomes among the partners in the local workforce development centers. The Committee has solicited input from local centers and is coordinating its activities with the Iowa Council on Human Investment (which is responsible for measuring goal attainment for the state's human resources investment system as a

whole). The Committee seeks to develop measures that (1) promote shared accountability among partners, (2) demand little time or effort on the part of local staff; (3) balance the needs of local sites with the needs of the state-level administrators, and (4) support system-wide continuous quality improvement strategies.

On the basis of these initiatives, the state has developed guidelines for the development of local performance measures for the workforce development centers. As part of this effort, the Committee has identified seven areas in which the development of specific measurements is required. Each of these is described below.

- *Equity and Access*. To ensure that services are provided equitably to individuals and employers, the committee has identified a wide range of customer characteristics—including race, socioeconomic status, gender, age, and education-level—that will be measured to ensure that groups of individuals are receiving services in proportion to their representation in local communities. A similar set of characteristics—including size and industry represented—have been identified to ensure equitable representation of different groups of employer customers.
- *Outcomes/Outputs*. The Performance Measurement Committee has recommended that the units of services provided be measured and compared to the impact of programs on communities to assess program effectiveness and inform continuous improvement processes.
- *Program Management*. The Committee has recommended that program management performance measures be established at the local level so that they will be consistent with local objectives.
- *Customer Value*. The Committee has recommended that a variety of customer feedback mechanisms, including surveys and focus groups, be implemented in order to determine how customers value the services they receive and how satisfied they are with the manner in which they receive them. This information will be compared to the economic cost of the services and used to inform continuous improvement efforts.
- *Community Value*. Although the Committee has not yet developed specific recommendations, it has suggested that performance measures be established to gauge the quality and value of the workforce development centers in relation to other community initiatives, such as economic development.
- *Analysis*. The Committee has recommended that specific methods of statistical analysis be developed and implemented to identify best practices and inform continuous improvement efforts.

- *Return on Investment*. The committee has recommended that the concept of return on investment be used to measure the effectiveness of the new system over time, but it has not identified specific indicators under this standard.

Although the committee has suggested specific measures under each category, at the time of the evaluation site visit, final decisions had not yet been made about whether or how to implement the Committee's suggestions.

ORGANIZATION AND GOVERNANCE OF THE STATE ONE-STOP INITIATIVE

State-Level Organization and Governance

Governance Structure. As described above, the Council on Human Investment, created as part of the "Iowa Invests" legislation in 1993, is responsible for overseeing broad state human service policy, setting program priorities, and measuring progress against the three goals of workforce development, economic development, and stronger families. Although the Council on Human Investment is not directly involved in the oversight of the One-Stop initiative, One-Stop planners and policymakers are being careful to conform to the overall policy goals established by this Council. More detailed coordination is occurring between the workforce development system and the Council on Human Investment regarding the design of specific One-Stop features, such as performance measures, the development of a technology infrastructure, and the design of integrated information and reporting systems.

The state Workforce Development Council (WDC)—created by executive order of the governor in 1994 and formalized by the 1996 state legislation that created a consolidated Iowa Workforce Development agency at the state level—is the state-level advisory board for employment and training services in Iowa. The sixteen members of the Workforce Development Council include four representatives each from business, labor, state agencies, and secondary/post-secondary education. The WDC is responsible for coordinating workforce development services and agencies, setting priorities, and identifying strategies that will further its mission of promoting a high-performance Iowa workforce, high performance workplaces, and a high standard of living for all Iowans. The Workforce Development Council is responsible for approving major aspects of One-Stop system design, including state workforce development plans and budgets, plans for integration of workforce development services under the One-Stop initiative, and the designation of local service areas.

Formal oversight of specific categorical programs is provided by subcommittees of the WDC.

The early stages of the state Workforce Development planning process in Iowa were clearly based on a model of broad interagency collaboration. Over six major state agencies with responsibilities for workforce development programs were involved in collaborative One-Stop planning efforts. The State Workforce Development Coordinator was selected for his experience and expertise in coordinating interagency relations. Interagency work teams comprised of JTPA and Department of Employment Services staff were created to implement reforms in education and employment and training services consistent with the state's new Workforce Development legislation. These teams included: the Center Guidelines and Implementation Team, the Marketing Team, the Labor Market Information Team, the Iowa Management Information Systems Team, the Capacity Building Team, and the Communications Team.

As implementation plans have matured, however, the state-level organizational model for the workforce development system has shifted from an emphasis on interagency collaboration to an emphasis on state agency consolidation, with a new Department of Workforce Development emerging as the lead agency responsible for One-Stop planning and implementation. State legislation passed during the 1995-96 legislative session called for a major governmental reorganization (effective July 1, 1996) that merged workforce development programs from the departments of Economic Development, Employment Services, and Human Rights under the new consolidated Iowa Department of Workforce Development. Programs administered by the new agency include JTPA Titles II and III, Employment Service, Unemployment Insurance, Veterans Employment Services, and a state-funded Volunteer Mentor Program.

At the time of the evaluation site visit, it was not yet apparent how this organizational change would affect the level and type of participation in One-Stop planning by the state agencies and programs not initially included within the consolidated workforce development department. Additional state-level agencies involved as partners in planning for the One-Stop workforce development system both before and after the creation of the consolidated Department of Workforce Development include the following:

- *The Department of Human Services* is responsible for public assistance and welfare-to-work programs. This agency has a long history of collaboration with workforce development agencies. Since 1986, the

Department of Human Resources has contracted with the workforce development system, including both ES and JTPA providers, for the delivery of employment-related services to AFDC recipients under the state's Promise JOBS program. This was not expected to change dramatically under federal welfare reform legislation.

In one workforce development center under development in Iowa, local DHR staff will be fully co-located at the workforce development center and will share reception and child care services with other center partners. In other local service areas, DHR income maintenance workers are not co-located at workforce development centers.

- *The Division of Vocational Rehabilitation* (a division within the state Department of Education) is one of three partners in Iowa's local workforce development centers—together with the Department of Workforce Development and the local community college system. Although VR can benefit from closer coordination with other workforce development partners and vice versa, VR staff are hampered in their ability to integrate services with other partners by categorical funding requirements. The state VR spokesperson explained, "We can only work with disabled individuals."
- *The Iowa Department of Education* oversees both primary and secondary education, the community college system, adult education programs, Carl Perkins vocational education programs, and business and industry services to private employers. The Department of Education is interested in how workforce development centers can coordinate with the school-to-work initiative in making use of electronic tools for career education and well as in involving employers.

A newly established Workforce Development Project Office played a key role in state-level planning and administration of the One-Stop initiative at the time of the site visit. The project office was established in April 1996 for the purpose of coordinating the various initiatives in which the Department of Workforce Development is involved. The staff assigned to this office—recruited from a number of different state agency partners—serve as the implementation or "system-building" arm for the seven state-level transition committees. The Project Office works closely with two additional entities—the Management Team and the Project Planning Team. The responsibilities of each of these entities are described below.

- *The Workforce Development Project Office* is responsible for overall coordination of various tasks associated with the consolidation of state administrative functions and the integration of services provided at local workforce development centers. As part of an overall effort to make

the new Department of Workforce Development's operations effective and efficient, the Project Office has also been charged with eliminating overlap, preventing duplication of effort, and systematizing ongoing operations using the state's business plan. Staff of this office serve as liaisons between the seven transition committees, the Management Team, and the Project Planning Team.

At the time of the site visit, the staff within the Workforce Development Project Office had divided into two planning teams to undertake two major tasks. The "business plan" team was responsible for refining a business process analysis of tasks associated with the design and delivery of workforce development services developed by an outside contractor. As part of the business plan, the state is developing a matrix identifying the different "lines of business" associated with workforce development services. This framework is being used to guide local areas in developing and planning for the integration of One-Stop services.

The "information systems" team was responsible for overseeing the state's involvement in the development of a common intake system, and an integrated case management/program management system.

- *The Management Team* comprises the Director of the new Department of Workforce Development, as well as the directors of each of the five divisions in the new Department—Policy, Customer and Administrative Services, Workforce Development Center Administration, Job Insurance, and Research and Information. This team is responsible for implementing workforce development policy, setting priorities, and providing general direction to the Project Office.
- *The Project Planning Team* is a temporary work team charged with identifying specific needs and developing requests for proposals to solicit outside vendors to meet those needs. Outside vendors have been solicited to (1) assist in the development of a common intake system, (2) establish a state-wide workforce development electronic network, and (3) develop a uniform data collection and reporting system or an interface between preexisting systems. The Project Planning Team coordinates closely with the Management Team and the Workforce Development Project Office. Once a process is in place for selecting all needed vendors, the Project Planning Team will be dissolved and the Project Office will absorb any remaining responsibilities.

State Framework for Local Governance

The state framework for local governance of One-Stop workforce development centers was still in the process of development at the time of the evaluation site visit. The 1996 legislation that created a consolidated Workforce Development Department

and formalized the structure of the state's Workforce Development Council also called for the creation of local workforce development boards, with representatives—from business, labor, elected officials, and educational institutions—appointed by the governor. As described in the legislation, the function of local workforce development boards will be to identify local workforce development needs, advise the state Department of Workforce Development and the state Council on the selection of local service providers and help monitor the performance of local workforce development center operators. These boards had not yet been constituted at the time of the site visit.

The state envisions a statewide workforce development system with "state leadership and local ownership." Although individual centers are encouraged to develop programs and delivery systems that best meet the needs of their local communities, the state has taken an active role in both planning and implementing these centers. The state is involved in (1) assisting local areas in developing workforce development center plans; (2) setting the criteria centers must meet to achieve "Workforce Development Center" status; (3) addressing the capacity-building needs of the local sites; (4) identifying state performance measures; and (5) providing technical assistance during the transition process.

To meet the state requirements to become an official Workforce Development Center, a local center must include participation by each of the federally mandated DOL-funded programs (JTPA Titles II and III, Employment Services, Veterans Employment Services, Senior Community Service Employment Program, and Unemployment Insurance). In addition, the state requires local sites to involve partners responsible for the Food Stamp Employment and Training Program and the state's Promise JOBS program for AFDC recipients.[5] Participation by additional partners—such as those responsible for Vocational Rehabilitation, the Migrant and Seasonal Farm Workers Program, Homeless Training, the Indian and Native American Program, the School-to-Work Opportunities program, Job Corps, Apprenticeships, adult education, Carl Perkin's Act post-secondary programs, and student financial assistance programs—is "strongly encouraged."

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[5] Although each of these programs is supposed to be included in center operations and available to center customers, the state is interested in implementing a competitive local process to select the actual entity or entities that will provide services to center customers. The paradigm described by state staff as the model for service delivery in the long-term is "decentralized and competitively determined" service delivery arrangements.

The state has not prescribed a specific structure for managing day-to-day center operations and the management structures used in local workforce development centers vary from locality to locality. However, state guidelines for the development of local workforce development centers emphasize the importance of developing a *single center identity* supported by a *joint administration* to deliver core basic services to customers through a seamless workflow. In a document providing local actors with guidelines for the development of workforce development centers, the state defined joint administration as a structure that permits all center partners to "participate in Center operations and management through a shared mission and goals, contribution of resources, and shared oversight of the center facility and its functions." Features that were identified by the state as demonstrating a joint administration include the establishment of a center plan, the development of a center budget showing fiscal support from all partners, and the identification of a management team or designation of a single center manager approved by all partners.

COMMUNICATION AND COORDINATION

At the level of state policy makers, the Human Resources Investment Council and the Workforce Development Council play important roles in coordinating the different human services initiatives underway in the state (e.g., welfare reform, workforce development centers, and school-to-work efforts) and ensuring that the performance measures and technology tools developed to support these initiatives and promote system-wide accountability are mutually supportive and compatible.

State-level staff have identified communication and coordination as crucial to One-Stop implementation. Staff-level communication and coordination vehicles developed to support the One-Stop implementation process include: (1) cross-agency transition and special project teams and (2) the development of improved communication and information-sharing mechanisms for use by One-Stop partners. The inter-agency Workforce Development Management Team—led by the state Workforce Development Coordinator and with representation from all state-level partner agencies—has overall responsibility for setting state workforce development policy and supporting system transformation efforts. In addition, the Workforce Development Project Office (described above under Organization and Governance) plays an important role in the day-to-day coordination of efforts to promote consolidation and integration of services under the One-Stop initiative.

During the initial formation of the Department of Workforce Development, the state established seven inter-agency teams to address different aspects of the state-level transition and design the new workforce development system. As described below, these teams addressed issues associated with the creation of the consolidated state workforce development agency as well as with the establishment of local workforce development centers.

- The *Personnel Team* was charged with developing new job descriptions and procedures to merge Merit and non-Merit staff in the consolidated Workforce Development Department. The team was also responsible for conducting skills assessments and identifying staff training needs to inform the development of a capacity-building strategy for staff of the new Department.
- The *Staff Development Team* was responsible for addressing the training needs of staff transitioning to the new Department, as well as developing services for staff who are laid-off as a result of the reorganization.
- The *Substate Boundary Team* was responsible for coordinating with the Workforce Development Council to identify criteria with which to determine service delivery boundaries.[6]
- The *Administrative Processes Team* was responsible for evaluating administrative processes—from accounting procedures to procurement systems—and suggesting ways to streamline them that will allow continuity in the delivery of services to customers (i.e., the local sites).
- The *Information Systems Team* was charged with identifying the range of systems in place and recommending ways to streamline the information management process, with a view toward integrating all systems. This team is expected to coordinate closely with staff involved in parallel MIS efforts.
- The *Competitive Service Delivery Team* was asked to draft the design for a competitive bidding process to be used to select local service providers. This includes gathering information on assessing effectiveness and developing evaluation criteria to be used in selecting

[6] Where to draw the boundaries of service delivery areas is an important issue in Iowa. The geographic service areas associated with the Area Education Agency (AEA) areas, the JTPA Title II service delivery areas (SDAs), and the substate areas for JTPA Title III are not identical. Because the community college system is expected to play a greater role in providing workforce development services than in the past, as are the local school districts (through school-to-work initiatives), local workforce development centers have expressed great interest in aligning these boundaries to ease their administrative processes.

bidders. This team is also responsible for recommending strategies for building the capacity of public sector staff to successfully compete in such processes.

- The *Regional Issues Team* was assigned to identify the new roles and responsibilities of various state and local stakeholders—such as regional board members, local elected officials, and formerly separate service providers—under an integrated system. This team was also charged with recommendation the formation of new inter-agency teams to deal with additional issues as they emerged.

As the overall design for the state's workforce development system started to take shape, the state established a number of working committees to address different details of One-Stop implementation. Iowa envisions a flexible management structure for its new workforce development system, wherein project teams will be established and dissolved as needed. At the time of the site visit, the committees described below were operational. The state anticipates that the committees, as well as the content of committee tasks, will change over time.

- The *Business Plan Committee* is responsible for recommending a menu of core services that should be available to all center customers. The committee will also examine the potential for fee-for-service arrangements.
- The *Center Guidelines Committee* is responsible for the planning and implementation of services and products in all of Iowa's workforce development centers. This includes activities such as identifying services and products that will be common to all centers, establishing skills-based assessment methods, and developing strategies for soliciting employer participation in the planning of local workforce development centers. This committee is expected to coordinate with other committees on a regular basis to prevent duplication of efforts.
- The *Integrated Information Systems Technical Committee* is responsible for providing guidance on the design of the integrated information systems plan, and providing input at various points of implementation. This committee is intended to work closely with the users committee described below.
- The *Integrated Information Systems Users Committee* was developed to "check" the activities of the Technical Committee (see above). The two committees work in concert to insure that new technologies under development meet the needs of center customers and line staff, and that any new products are user-friendly.

- The *Labor Market Information Committee* is responsible for the development and or implementation of LMI products that meet the needs of center customers and are easy to use.
- The *Capacity Building Committee* is tasked with identifying the training needs of staff at various levels of the workforce development system, recommending appropriate training programs to meet those needs, and establishing a system of credentialing whereby staff who have completed training are certified to perform specific functions.
- The *Performance Management Committee* is the designated liaison to the Iowa Council on Human Investment. It is responsible for providing guidance and input on the development of new performance measures and of establishing performance benchmarks. It is also charged with developing recommendations for a system of incentives and sanctions to govern the continuous quality improvement of the local sites.
- The *Marketing Committee* is responsible for developing a plan for helping local workforce development centers market their services to local job-seekers and employers. The committee will also facilitate the "Grand Opening" celebration in the local sites.
- The *Local Liaison Workgroup* is made up of a representative body of local workforce development stakeholders who will act as a communications link between the state- and local-level workforce development partners.
- The *Congressional/Legislative Committee* seeks to identify areas of potential legislative support for workforce development-related issues in Iowa. The committee monitors state and federal legislation, informs key state and local stakeholders of important legislative initiatives, and makes recommendations for action on the part of workforce development staff.
- The *Resource Development Committee* is concerned with developing additional or alternative sources of support for Iowa's workforce development system. Recognizing the limited availability of public funds, this committee seeks additional resources to support workforce development initiatives in Iowa.

The second approach used to support the One-Stop system-building process is the development of improved mechanisms for communication and information-sharing. The state has identified improved management information systems as important tools to support communication among partner agencies and between the state and local sites. Building the technology infrastructure and developing integrated information systems to support One-Stop operations have received high priority activity during the first year of One-Stop implementation. (See also the section on Labor Market Information and

Related Technology Improvements). Because the state's integrated MIS system is not available immediately, the state requires each local site to include a section in its local center plan on how staff of the various programs within the center will communicate with each other and share data until the state system is completed.

To promote communication between the state and local levels on One-Stop implementation issues, the state has identified a local workforce development liaison in each service delivery area. This individual receives memoranda prepared by the state to guide local system development and is intended to serve as the coordinator for local-level communication on One Stop issues. At the outset of the One-Stop planning process, the state also requested that each service delivery area convene a local implementation team to begin conversations on the building of local One-Stop partnerships. A staff member of the state Workforce Development Project Office was designated as a liaison to local sites to support their system development efforts. Every effort has been made to encourage local sites to design and take ownership of their own workforce development system, within the guidelines established by the state.

FUNDING ARRANGEMENTS, BUDGETING, AND FISCAL ISSUES

As described above under Local Governance Structures, Iowa has encouraged local workforce development centers to develop integrated budgets showing how the resources from multiple partner agencies are being used to support consolidated center operations. At the time of the local evaluation site visits, however, neither of the local sites visited had completed formal consolidated center budgets, despite efforts to coordinate and co-locate staff from a wide variety of employment and training programs. Instead, informal cost-sharing agreements were being used to pay for shared facilities, equipment, and jointly-operated services. The continued existence of categorical programs at the federal level was perceived as a major barrier to consolidated budgeting. However, staff at all levels anticipated that the integration of state-level agencies, departments, and programs under the single Department of Workforce Development—together with changes in federal workforce development legislation—would result in the eventual integration of funding streams for all education, employment, and training programs in the state.

As the one source of funds allocated to the development of the workforce development system as a whole, One-Stop Implementation Grant funds from the U.S. Department of Labor have been an important catalyst for large-scale changes in the building of a statewide One-Stop system. The state of Iowa received $6.5 million in

federal support for its One-Stop initiative, and an additional $1 million to support LMI development. The state has allocated the grant funds to support improvements in four main areas, including (1) state administration, (2) local implementation, (3) management information systems, and (4) labor market information. Each of these areas is discussed below.

State Administration. Approximately $600,000 of the implementation grant was allocated for activities to support state-level administration of workforce development services, including the transition to a consolidated Workforce Development agency on July 1, 1996. Budgeted activities included staff development, marketing, and networking/ communications with staff from other states.

Local Implementation. Approximately one-third of the DOL Implementation Grant was allocated to support the development of local workforce development centers. After requesting formal One-Stop implementation plans from all 16 service delivery areas, the state selected ten sites to receive implementation grant funds each of the first and second grant years, based on each site's demonstrated readiness and willingness to implement reform. The ten sites selected for funding during the first year, received levels of support ranging from $25,000 to $190,000. During the second year, five of the first-round grantees received repeat awards to continue their system-building efforts, and five new sites received funds. Although funding priorities were established locally, state-level respondents indicated that most sites planned to use the majority of their grant awards to upgrade physical facilities or purchase hardware that would support the state's new MIS system. Although information system development is seen as a state-level function, many local sites required technology upgrading in preparation for implementing the planned integrated MIS system and using new LMI products under development at the state level.

Labor Market Information Development. The state has devoted its $1 million LMI grant to the development of new consumer products for use in the workforce development centers. Among the products the state seeks to develop or improve are (1) the area wage survey, (2) the Data Center—an electronic bulletin board that lists job openings, labor market information, and recent employment news—and (3) a wage tracking system. The LMI grant, together with state funds, has also supported the development of a survey to determine customer needs that will inform strategic planning for local- and state-level staff capacity-building efforts.

Development of an Integrated Management Information System. Approximately one-third of the DOL Implementation Grant was used to support MIS development efforts. A new statewide integrated management information system (IMIS) is seen by staff at all levels as a key component of One-Stop system transformation in Iowa. State-level staff worked with outside private sector consultants as part of an interdepartmental task force to develop recommendations for Iowa's new system. The task force recommended that Iowa adopt an integrated information system in three phases: (1) first, creating access to information by establishing links between current programs and agencies; (2) developing a common intake system and employment and training database; and (3) creating a fully integrated system of case management, tracking, and automated eligibility determination.

Iowa is also supporting its MIS development efforts through its participation in a multi-state consortium that received an ALMIS grant to develop a common access and intake system for One-Stop systems. Within Iowa, Employment Service, JOBS, and JTPA are expected to be the first customers of the new system. The Vocational Rehabilitation program, which is also involved in MIS development, is expected to join the system at a later date. State staff hope to continue to support Iowa's MIS development efforts by playing a key role in the multi-state consortium—known as "George"—formed to develop an automated One-Stop case management/case tracking system.

IMPLEMENTATION OF STATE SUPPORT MECHANISMS

Capacity Building and Technical Assistance

The state of Iowa has identified capacity building as a clear priority during One-Stop system implementation throughout the state. The Capacity Building Committee has identified two primary areas of focus within capacity building during the first implementation grant year: (1) technology training and (2) training in "systems change." Staff assigned to develop a state capacity-building approach believe that training and staff development efforts have an important role to play in helping people "feel safe in the change process" as organizational systems and cultural systems are transformed.

To date, the state's role in capacity-building has included efforts to identify staff training needs, develop curricula to address those needs, identify training providers, and make training available to state staff as well as to local sites to support local capacity building plans. Where appropriate, the Capacity Building Committee attempts

to make use of already existing effective training materials rather than duplicating existing resources.[7] The state capacity-building staff prefer to begin with technology training, rather than team-building training, because technology training is more concrete and raises fewer staff fears about culture change. The state has also found that if staff from different agencies receive technology training together, there will be positive team-building side effects from the rapport developed during training.

To address the immediate need for technology training at the state level, the state contracted with the Iowa Community College System to provide training in the Windows program to state-level staff. An assessment of additional technology-training needs among state-level staff was underway at the time of the site visit. Capacity building efforts are being carefully coordinated with other system-building initiatives, such as MIS development. For example, as the Information Systems team prepares to implement a Windows-driven management information system, the capacity building team is working with outside vendors to provide training on the new system.

In developing local center plans, each local area is required to describe staff development and training needs and indicate how these needs will be met. State-level staff involved in capacity building have identified several characteristics, or "benchmarks," against which local training plans will be evaluated. Planned training programs plans will be assessed based on how they (1) meet specific staff needs, (2) promote skill-building over time, (3) identify measurable outcomes, (4) demonstrate cost-effectiveness, and (5) support enhanced customer service. The capacity-building team has shared these benchmarks with cross-agency staff who will be participating in training so that their internal evaluations of capacity-building efforts will be better informed.

To measure local technology training needs, the Capacity Building Committee developed an assessment tool. The Committee also solicited input from state MIS staff, as well as representatives from local One-Stop sites in identifying local training needs. After conducting surveys of core partner staff in each of the local sites, and conducting face-to-face discussions with staff in some sites, state-level staff responsible for capacity building were convinced that the local-level staff were "way out in front" of

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[7] For example, capacity building staff seek to use effective products developed in other states or local areas or through the Department of Labor's *Simply Better* initiative.

state-level staff in their desire for training because they deal with One-Stop customers. As a result, local-level staff require immediate training in the use of basic technology (e.g., computer literacy, word processing, and spread sheet applications) as well as familiarity with technology-based customer products in order to provide quality services to One-Stop customers. This is particularly crucial during the start-up period when the centers are introducing new products and services to their communities. Local technology training piloted at one local site at the time of the site visit included approximately ten hours of training for all center staff in computer literacy, Windows, and beginning word processing.

Managers of the local sites also expressed great interest in instruction in team-building so that program and agency identities can be integrated within workforce development centers. State capacity-building staff recognize that addressing organizational change and training in continuous quality improvement strategies, team building, and collective decision-making will be a complex, long-term project. Consistent with this view, they plan to develop staff capacities gradually over time rather than in more concentrated doses during a short time period. Capacity-building staff seek to generate solid state- and local-level commitments of time and resources prior to such training. The team also seeks to integrate One-Stop training efforts with capacity building for school-to-work staff since both groups will be working through the new workforce development centers.

Labor Market Information and Technology-Based Customer Products

The state of Iowa seeks to use technology to support improved customer service by developing new products that facilitate customer access to information, services, and instruction. Independently of the One-Stop initiative, the state has invested heavily in its state-wide fiber optics network called the Iowa Communications Network or ICN. The ICN offers the capability of conducting two-way information sharing and data transmission, including voice, video, and teleconferencing. Although originally conceived as a means to link rural Iowans to educational and professional opportunities, as well as remote access to services such as medical care, the ICN plays a critical role in supporting state-wide data transmission and access to the Internet. For job seekers and students, the ICN provides alternatives to traditional classroom instruction, and creates new possibilities for remote learning/training activities.

As part of the One-Stop initiative, the state has reviewed its LMI products to identify how they can be improved to be more useful to One-Stop staff and customers. The objective of the LMI improvement effort is to ensure that information is available in a timely and user-friendly format that will help customers make informed choices about their futures. In addition, the state would like to develop a "consumer report card system" that will help program operators and customers review the employment outcomes that are likely to follow from participation in various education and training programs.

Although the state encourages local sites to explore new LMI products and services, it has taken the lead in the development of new products designed for customer use. The development of new consumer products for use in the workforce development centers throughout the state is largely the responsibility of the Labor Market Information Committee. This committee was established in 1995, prior to the creation of the other One-Stop committees. The committee works closely with the inter-agency Information Systems Team. Early on, the Committee identified five priority areas and has been pursuing innovations in each of them since the Spring of 1995. These areas include: (1) a regional occupational wage database, (2) products or linkages that improve the quality and accessibility of the state's Data Center,[8] (3) a pilot project involving the assessment of customer information needs and staff training needs in the area of labor market information, (4) a pilot project to identify LMI products that can support a "state-of-the-art" resource room in a One-Stop center, and (5) the development of state-wide and regional versions of a publication that identifies employment trends and expected growth areas.

Although the Committee anticipates being involved in ongoing continuous improvement efforts, it has already met several objectives. Among the major milestones that staff identified during the site visit were the development of the state's Web site,[9] the introduction of new self-contained consumer products intended for use in

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[8] The Data Center is an electronic bulletin board that lists job openings, labor market information, and recent employment news. It can be accessed remotely via a personal computer and modem or through the workforce development center computers.

[9] The state Web site is linked to America's Job Bank, Iowa's Job Bank, and Iowa LMI. However, since not all local sites are linked to the Internet, these services are available through the Internet in only a limited number of service areas. All workforce development centers also offer access to job listings via local terminals connected to the ALEX system.

the centers—including CD-based programs to provide job search, help with resume development, and basic career information—and participation in several multi-state initiatives around LMI product-development.[10] In addition, the state has contracted with the state of North Carolina for the development of a version of that state's PC-based LMI system customized to Iowa's labor market information needs.

Management Information Systems

From the outset, the development of integrated information systems has been a high priority for One-Stop system development in Iowa. The Information Systems Team formed to develop recommendations for improved information management adopted four design principles, including (1) *customer choice*—customers should be able to select the services that best meet their needs; (2) *proportional data collection*—information collected for service delivery will be proportional to the level of service provided; (3) *cumulative data collection*—data will be gathered cumulatively to avoid duplication of efforts; and (4) *confidentiality*—data collection efforts will reflect a high level of respect for customer privacy.[11] State-level respondents in Iowa repeatedly emphasized that "customers" exist both inside and outside of the workforce development system. That is, state-level agencies and staff are each other's customers in terms of data transmission and reporting.

The task force has planned a three-stage implementation process for the new MIS system. The first stage involves connecting existing information systems—electronic linkages will be established and interfaces developed that will permit easier transmission of existing data. The second stage revolves around the development of a common information intake system for use in the centers themselves. The new system will be linked to existing information systems but will also serve as the centerpiece of the Department of Workforce Development's new integrated employment and training database. The third stage will emphasize full-scale integration—the creation of an information system integrated by function (not program or department), and capable of collecting and managing client information as well as assisting in eligibility determinations.

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[10] The state is involved in a consortium developing statewide Talent Banks and is working with the state of Texas on the Consumer Report Card project.

[11] Several external consultants have also been involved in the MIS design project.

At the time of the site visit, the first stage of implementation was well underway—electronic linkages, including local area networks (LANs) had been established linking the state to local sites and offering the opportunity to link local partners to each other. Iowa had also made progress in completing the second stage—developing its common intake system. As a result of its participation in the multi-state Common Intake consortium, Iowa has assisted in the development of the Common Intake Prototype. This system, driven by Lotus Notes, has been designed to support the ability of multiple users (including agency staff and workforce development center customers) to access differing levels and types of data according to their individual needs/clearance codes. At the time of the site visit, Iowa planned to customize and pilot the common intake prototype in its individual centers by the end of 1996.

Marketing

An inter-agency Marketing Team has identified three critical areas in which One-Stop marketing efforts will be concentrated during the initial implementation of local workforce development centers. These include (1) marketing the statewide transformation of workforce development services to customers and potential customers, (2) assisting the local sites in marketing their services to their local communities, and (3) marketing the One-Stop initiative to state-level staff of the agencies and departments involved in workforce development.

Marketing the Transformed System to Current and Potential Customers. Planned changes in the design and delivery of workforce development services in Iowa are significant. State-level staff indicated that the planned "roll-out" of One-Stop centers provided them with opportunities both to inform current customers of coming changes in the system and to market new services to customers who were not frequent users of the old system, particularly employers. At the time of the site visit, the team faced several marketing challenges. First, because the integrated Department of Workforce Development had not yet been established, state-level staff were uncertain about the details of the planned state-level administrative structure, and were hesitant to market a change that had not yet occurred. Moreover, key decisions about how to distinguish between the new Workforce Development department and the One-Stop system as a whole in marketing efforts had not yet been made.[12]

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[12] For example, it was unclear whether a logo originally developed to represent the One-Stop initiative as a whole would be taken over as the logo of the new Department of Workforce

Second, the state Marketing Team had to determine how to assist local marketing efforts without "stealing the thunder" from local marketing efforts, since a key feature of the new workforce development system was increased local control. Third, since the workforce development centers were scheduled to open gradually over the course of two years, the state was concerned about marketing services that were not yet be available in all local sites. Finally, at the time of the site visit, the team was becoming aware of the need to coordinate marketing with parallel state-level marketing efforts around related services, such as the use of the ICN for remote learning activities. As a result of these challenges, the state has proceeded cautiously and in consultation with local sites in developing its marketing approach. Staff anticipated that setting state marketing priorities and developing specific marketing plans would become easier after the Department of Workforce Development was officially established in July 1996.

Assisting Local Sites in Marketing Centers. The Marketing Team has been active in assisting local One-Stop sites with their own marketing efforts. Each of the workforce development centers has held a well-publicized open house as a part of its "grand opening" activities. The state has helped local partners to plan these events by developing an event-planning manual—with step-by-step instructions—tailored to the needs of the local sites. In addition, the state has solicited the participation of senior state-level workforce development staff and state or congressional representatives in the local opening receptions. State staff have also conducted assessments of new products and services offered locally and helped local sites to develop a strategic marketing plan for these services. Among the topics that local partners have identified as One-Stop marketing issues are (1) how to market workforce development services to students in local primary and secondary schools and (2) how to develop and market new services to meet the needs of employer customers, job-changers, and individuals seeking information on education and training opportunities. Local One-Stop sites have also requested state-level assistance in developing brochures, press releases, and other informational materials for local consumption.

Marketing the One-Stop System to Internal Customers. The state Marketing Team has also identified a need to market the One-Stop initiative to the staff of the state

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Development. Since several key state One-Stop partners and programs are not included in the consolidated agency—most notably the Education Department, including the Vocational Rehabilitation Division, and the Department of Human Resources—it is important to find a marketing logo for One-Stop that is distinct from that of the new agency.

and local agencies that are partners in the One-Stop effort. Toward that end, the state is working on the following products: (1) a newsletter for the staff of state- and local-level partner agencies; (2) marketing products designed to bring in new partner agencies, departments, and programs; and (3) a systematic process for disseminating information on workforce development products and services to all One-Stop partners.

ASSESSMENT AND LESSONS LEARNED

Iowa has taken a bold and comprehensive approach to workforce development reform. Although One-Stop implementation is still in a formative stage in Iowa, the state has begun transitioning to a new system of education, employment, and training service delivery. This system is characterized by (1) a phased-in approach that emphasizes state-level administrative changes during the first implementation year; (2) planned coordination between a number of different public reform efforts, including the welfare-to-work and school-to-work initiatives; (3) coordination and eventual integration of local partners in workforce development centers supported by an integrated information management system; and (4) improved linkages between local workforce development and economic development entities.

The state included a broad range of agency, department, and program representatives in the planning and implementation of the One-Stop initiative well in-advance of the establishment of the consolidated Workforce Development Department. This joint planning, in combination with the state's early emphasis on internal marketing of the One-Stop initiative to agency staff, contributed to good will among many different agency partners who will be affected by the transition.

Inevitably, however, staff within agencies affected by reorganizations are affected by the uncertainty surrounding their individual and agency futures as well as by the need to adjust to the "culture changes" that accompany the One-Stop initiative. At the state level, uncertainty remains about whether and how the education, school-to-work, and vocational rehabilitation programs will be incorporated into integrated workforce development system over time. At the local level, the greatest unknown at the time of the site visit was whether the state would require local service providers to compete for contracts and how this would affect the relationships among the local One-Stop partners. The state Capacity Building Committee has recognized the importance of responding to culture change with training that helps staff from all participating agencies adjust to system change and strengthens team work skills.

However, it has taken time to develop internal support for the One-Stop transformation and to coordinate state-level planning and early local implementation efforts. Initially, the state wanted to spend the first year of the One-Stop implementation grant in state transformation and system-building and to move on to local implementation efforts during the second year. Ultimately, as a condition of the DOL One-Stop grant, state and local implementation efforts were undertaken simultaneously. This created some difficulties, because the state was still making important decisions at the same time that selected first-year sites were encouraged to move ahead with local One-Stop implementation. Staff in these sites were encouraged to develop their own One-Stop visions and design their own local systems without much detailed guidance from the state, which caused confusion. It also prevented the state from being as ready to meet the capacity-building needs of local staff as quickly as state and local partners would have liked.

Overall, Iowa has developed a comprehensive and sophisticated implementation plan, particularly in the development of an integrated information system and performance management system. The One-Stop initiative in Iowa has developed a unifying vision and appears to have broad-based support among key stakeholders at the state and local levels.

APPENDIX G

STATE OF IOWA
One-Stop Profile

Based on a Site Visit Conducted During May 1996

STATE OF IOWA
One-Stop Profile

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STATE OF IOWA
One-Stop Profile

DESCRIPTION OF THE STATE CONTEXT

The nation's farm crisis in the early and mid-1980s resulted in substantial dislocation among Iowa's farmers. Many of the affected individuals had been operating small family farms in rural areas and were unaccustomed to leaving their land to look for work. In order to conduct outreach to customers in need of support and assistance with reemployment, the employment and training community developed grassroots partnerships with ministries, health facilities, schools, and agricultural associations. In addition to widespread dislocation among farmers, nationwide economic shifts away from traditional manufacturing, the evolution of a more global labor market, and changes in the traditional workplace practices also prompted renewed interest in public workforce development services during the late 1980s and early 1990s. Because relatively large numbers of Iowa residents have been forced to seek assistance from state or federal programs during the last decade—as a result of economic shifts and natural disasters—there is a generally high level of support for public workforce development services.

The One-Stop initiative in Iowa has grown out of a broad effort, underway since the 1980s, to improve the quality and relevance of the workforce development services available to state residents. Another major objective of reform efforts has been to reduce costs by integrating administrative functions across multiple workforce development programs and coordinating the delivery of workforce development, economic development, and human services. The foundations for the development of the new workforce development system consist of an increasing consolidation of state programs and agencies and the creation of innovative partnerships among public agencies, community-based organizations, and the private sector.

Following a blueprint laid out by the state legislature in welfare reform legislation in 1993, and confirmed in 1996 legislation that consolidates workforce development agencies at the state level, Iowa is pursuing a systemic transformation of workforce development services. Systemwide goals include creating a statewide network of local interagency workforce development centers, developing an integrated information

system to facilitate interagency collaboration, and designing and delivering integrated services to center customers.

Although the state was in the early stages of implementation at the time of the site visit, significant progress had been made toward improving both the content of services available to customers and the means by which those services are delivered. Under the new system, all individuals—not just those eligible for particular categorical programs—will be eligible to receive services through the workforce development centers. The new centers will also be information-driven; that is, they will serve as local clearinghouses for information on all local employment, training, education, and supportive services in the areas they serve, and will provide access to quality labor market information relevant to other areas and other states. In an effort to promote local "ownership" of the workforce development centers, the state has required the individual centers to develop their own mission statements, consistent with the state vision, but tailored to local goals and conditions.

State-level respondents noted several factors that have spawned interest in reinventing workforce development services and continue to impact the evolution and development of the state design. These include (1) statewide demographic shifts, (2) shifts in employment and manufacturing trends, (3) overall reductions in state and federal revenues, and (4) efforts to implement welfare reform. Each of these are addressed briefly below.

- *Iowa's demographic profile has become more complex in recent years, resulting in different employment and training needs among Iowa residents*. Although overall population growth has been minimal, of particular concern are the increasing proportions of both older and younger residents as percentages of the total population. Currently, 25% of the state's population is under 18 years of age. More than 15% of the state's residents are over age 65; and more than 7% are 75 or older. Only Florida has a higher percentage of seniors. State policy makers fear that many Iowans of working age are moving out of the state to begin post-college careers or seek better career opportunities. One staff referred to the phenomenon as Iowa's "brain drain."

  Another changing feature of Iowa's demographic landscape is the increasing ethnic diversity of its urban areas. Although the state-wide population of 3 million residents is still fairly homogenous, workforce development staff in urban areas are serving increasing numbers of native Spanish-language speakers, as well as recent adult immigrants from other countries. This has impacted the nature and intensity of

services required in Iowa's urban centers, and rendered overt the need for locally relevant employment and training services.

- *Shifts in the state's traditional economy have increased the demand for employment and training services in the state*. First, the percentage of residents employed in the agricultural sector has dropped by 30% during the last two decades, Second, although manufacturing remains fairly strong in Iowa, employment in that sector dropped dramatically between 1980 and 1985, and again in the early 1990s, despite slight growth in the state's overall population.[1] These structural changes have created a need to train the labor force for life-long employability, rather than just for specific jobs, and have revealed the need to promote a diversified economy.
- *Significant declines have occurred in the level of public resources available to support employment and training programs in recent years*. This has provided an incentive for staff at all levels to seek opportunities to share resources and find new ways to approach their business, including consolidating staff with common functions, automating some business processes, and developing strategies for fee-for-service arrangements.
- *Welfare reform in the state of Iowa has been ongoing for several years through Promise JOBS, the state's welfare-to-work program*. In part fueled by federal welfare reform efforts, there is currently strong support for state programs to assist families in moving from dependency to work. This will continue to impact the demand for employment and training services throughout the state. Of particular relevance, given this context, are services to assist customers in becoming job-ready and access to information about entry-level jobs.

  Welfare reform efforts are also driving the formation of new partnerships among public and community-based organizations at the state and local levels. Because welfare customers typically face non-training-related employment barriers, such as limited child care or transportation issues, increased coordination with the organizations that provide these services will promote improved workforce development program performance and improved customer outcomes.

[1] Some of the decline in manufacturing employment from 1980 to 1985 was related to the decline in agriculture, since much of the manufacturing in Iowa was agriculture-related.

EVOLUTION AND DESIGN OF THE STATE ONE-STOP INITIATIVE

Evolution and General Description of the State Design

Efforts to consolidate government programs and render state government more efficient began in 1986, when state officials responded to a growing feeling that state and federal governments had created a maze of independent social programs whose bureaucracies had grown overly cumbersome. During that year, Iowa instituted major governmental reforms—state-level commissions and agencies were consolidated and the number of state departments was reduced by one-third. The government reform movement also began to impact employment and training programs directly with the implementation of a state welfare-to-work initiative involving the development of new partnerships between the Departments of Human Services, Employment Services, and Economic Development. As a result, the public employment and training communities and human resource agencies began working together to address common concerns.

In 1989, the governor established an advisory group—called Target Alliance—made up of representatives of labor, business, education and government to (1) assess the state of workforce development services in the state; (2) gather information about the employment and training needs of individual and employer customers in Iowa; and (3) develop recommendations for improved integration of public services. Among the trends that the Alliance identified were:

- an increased use of technology, resulting in changes in the way Iowa firms do business;
- increased evidence of non-traditional practices in the workplace, including the use of temporary or contract labor; and
- an increasing gap between the skills of the current workforce and the skills demanded by employers.

The Alliance submitted its findings to the state with an overall recommendation that state-level agencies be more attentive to horizontal connections between agencies, departments, and programs. A report entitled, "Iowa Workforce 2010" grew out of the efforts of the Target Alliance. It was widely publicized throughout the state and generated considerable grassroots interest in workforce development issues.

Based on the work of the Alliance, a committee representing six state departments[2] developed a list of recommendations. The five recommendations included (1) establishing a workforce development council to oversee all programs; (2) creating local interagency workforce development centers; (3) developing an integrated information system to facilitate interagency coordination; (4) working across agencies to influence federal regulations that inhibit collaboration; and (5) appointing a coordinator to oversee statewide workforce development reform efforts.

These recommendations were incorporated into the 1993 *Iowa Invests* legislation aimed at creating a comprehensive human resources investment policy throughout the state. The legislation mandated cross-agency partnerships in education and employment and training initiatives. The Council on Human Investment created by the Iowa Invests legislation in 1993 is responsible for providing policy oversight to the broad initiative to integrate human resources funds and programs and for establishing overall state objectives and benchmarks for the three goals of workforce development, economic development, and building strong families.

In 1994 the governor created a separate Workforce Development Council through executive order—with representation from business, labor, state agencies and secondary/post-secondary education institutions—to guide the transformation of workforce development services and oversee the creation of interagency workforce development centers. The availability of the federal One-Stop implementation grants provided an incentive for Workforce Development Council and state agencies to accelerate plans to implement the transformed workforce delivery systems at the state and local levels. As described in more detail under Organization and Governance, below, the first year One-Stop implementation efforts were accompanied by another major reorganization of state agencies to bring a number of relevant programs under the umbrella of a new state department, called the Iowa Department of Workforce Development.

The mission of the Iowa Workforce Development Council is to further a high performance Iowa workforce and high performance workplaces as well as a high standard of living for all Iowans. The One-Stop initiative is perceived as the "system-

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[2] These included: the Department of Economic Development, the Department of Education, the Department of Elder Affairs, the Department of Employment Services, the Department of Human Rights and the Department of Human Services.

building" effort to prepare for the delivery of improved services to state residents. The state of Iowa perceives its One-Stop initiative as closely linked to broader reforms of state government, as well as to educational reform and welfare reform. The One-Stop initiative is one means through which Iowa hopes to meet the workforce development needs of the 21st century.

State-level staff envision a system of local workforce development centers that offer access to all education, employment, and training services in their local areas, as well as to career information and labor market information. To qualify as a workforce development center, a local site must have a *single identity, joint administration* by a management team or designated center director, offer a set of required *core services* in a *customer-friendly facility* that is accessible and uses a unified and seamless process to make services available to customers. Workforce development centers are envisioned as having multiple electronic points of customer access for information and services including libraries, schools, community colleges, universities, and home computers via modem. Moreover, since many centers have already established quality linkages with local community based organizations and providers of social services, state staff members are confident that local sites will be able to successfully market their services to job-seekers, employer customers, and students and seekers of career information.

The state also envisions a close relationship between educational institutions in Iowa and the public workforce development agencies responsible for ES, UI, JTPA, Vocational Rehabilitation, and welfare-to-work services. This relationship will be supported in at least two ways. First, the community colleges in Iowa will serve as the community link to the Iowa Communications Network (ICN), a statewide fiber optics network that supports two-way information and data transmission throughout the state. As such, they will be able to support long-distance learning and training opportunities for Iowa residents by serving as points of access for courses and training programs offered through other colleges and delivered over the fiber-optic network. Second, in many local areas, the community colleges are expected to be actively involved in providing services—ranging from assessment to customized training—to individual and employer customers of workforce development centers.[3]

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[3]In most local service areas in Iowa, JTPA administrative entities are local community colleges. This was not true in the two local sites visited for this study. In one of the local areas visited for the evaluation, workforce development agency staff perceived the local community college as a full partner in the local One-Stop initiative. However, in the other local site, workforce development staff from the

Because Iowa was early in the One-Stop implementation process at the time of our visit, many changes were occurring at the state level. During the first year of One-Stop implementation, the state was concentrating much of its effort on plans for establishing a new consolidated Department of Workforce Development (which started up operations on July 1, 1996). To support local workforce development center implementation, state-level staff were also undertaking system development efforts in the following areas:

- Creating a business plan to support the design and delivery of services to customers at local workforce development centers.
- Developing an integrated information system to support the reporting and accountability functions for a consolidated workforce development system.
- Promoting coordination between the One-Stop, welfare reform, and school-to-work initiatives at the state level.

According to the state's plan, during the first year of One-Stop implementation, local sites were granted substantial discretion to begin the development of detailed designs for workforce development centers and the delivery of local services so long as they conformed to the overall state vision. Further articulation of local delivery systems, including the formation of local policy boards and the implementation of locally-driven processes to select service providers, was to be the primary focus during the second year of implementation.

Relevance of the State Design to the Four Federal Goals

Universal Access

State-level staff recognize that implementing the principle of universal access is a challenge. Ultimately, Iowa seeks to attract a broader customer base for workforce development center services, including students seeking career information, job-changers seeking new opportunities, and employers seeking a wider variety of services (e.g., referral, screening, and testing of job applicants). However few of the local One-Stop sites have yet had the opportunity to test strategies for promoting their services beyond the individual job-seeker customer base traditionally served by each of their partner agencies. Some state-level respondents expressed uncertainty about

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ES/UI and JTPA programs were afraid that the community college might decide to compete with them for designation as the local workforce development center operator.

whether the career centers would be able to successfully serve their traditional customer base as well as new customer groups, particularly in a resource-scarce environment.

To make workforce development services accessible throughout rural areas, some One-Stop centers have made arrangements for center staff to travel on a regular basis to satellite service sites operated by One-Stop partners or coordinating social service agencies. Customers can thus access workforce development services at sites close to their homes, rather than having to travel to the One-Stop center itself. The availability of information services via remote terminals or Internet access will also make services more accessible to customers in dispersed rural locations. However, although information technology will make some services accessible at a distance, staff acknowledged that many customers still want personal contact with agency staff.

Customer Choice

The state has emphasized customer choice in two primary areas: (1) new products for customer use; and (2) expanded access points for center products and services.

The state of Iowa has invested heavily in the development of self-service products for use in the resource rooms of workforce development centers state-wide. Although many of these products are related to core services that the public employment and training agencies have always provided, new automated products allow customers to explore career and employment options at their leisure, rather than having to make an appointment with an agency representative.[4]

The number of points of access for workforce development services has also increased dramatically. Customer with home computers, for example, may access the state's Data Center through a modem, or they may access the state's World Wide Web site from local libraries, universities, or from any home or institution with access to the Internet. There are also several stand-alone kiosks throughout the state that run a touch-screen version of ALEX (America's Labor Exchange) to which customers have convenient access.

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[4] For example, Iowa CHOICES is a CD-driven program that provides customers with information on various career areas and the skills needed to pursue careers in each area.

Integrated Services

Iowa seeks to lead by example in its efforts to integrate a wide variety of agencies, departments, and programs under an integrated state department of Workforce Development. At the local level, the state has mandated that the following programs be participants in all of the state's workforce development centers. Co-location is highly recommended, though not required for these programs:

- JTPA Titles II&III
- Employment Service
- Veterans Employment Services
- Senior Community Service Employment Programs (Title V of the Older Americans Act)
- Unemployment Insurance
- Food Stamps Employment and Training Program
- Promise JOBS
- Vocational Rehabilitation.

Local sites are also encouraged to include non-mandatory programs such as Migrant and Seasonal Farm Workers and the Indian and Native American Program.

The state has also strongly encouraged staff at each center to work toward the functional integration of services. Local sites are required to develop joint administrative processes and governance arrangements at local centers. The state's guidance to local areas calls for integrated delivery of basic services including reception, orientation, assessment, and access to career information. It is expected that technology will facilitate the integration of programs and services by providing all customers with new ways to access services and supporting an integrated information system with the information needed for individual program-based reporting requirements.

Performance-Driven/Outcome-Based

A state-level One-Stop Performance Management Committee has the responsibility of developing performance measures that will support shared accountability for outcomes among the partners in the local workforce development centers. The Committee has solicited input from local centers and is coordinating its activities with the Iowa Council on Human Investment (which is responsible for measuring goal attainment for the state's human resources investment system as a

whole). The Committee seeks to develop measures that (1) promote shared accountability among partners, (2) demand little time or effort on the part of local staff; (3) balance the needs of local sites with the needs of the state-level administrators, and (4) support system-wide continuous quality improvement strategies.

On the basis of these initiatives, the state has developed guidelines for the development of local performance measures for the workforce development centers. As part of this effort, the Committee has identified seven areas in which the development of specific measurements is required. Each of these is described below.

- *Equity and Access*. To ensure that services are provided equitably to individuals and employers, the committee has identified a wide range of customer characteristics—including race, socioeconomic status, gender, age, and education-level—that will be measured to ensure that groups of individuals are receiving services in proportion to their representation in local communities. A similar set of characteristics—including size and industry represented—have been identified to ensure equitable representation of different groups of employer customers.
- *Outcomes/Outputs*. The Performance Measurement Committee has recommended that the units of services provided be measured and compared to the impact of programs on communities to assess program effectiveness and inform continuous improvement processes.
- *Program Management*. The Committee has recommended that program management performance measures be established at the local level so that they will be consistent with local objectives.
- *Customer Value*. The Committee has recommended that a variety of customer feedback mechanisms, including surveys and focus groups, be implemented in order to determine how customers value the services they receive and how satisfied they are with the manner in which they receive them. This information will be compared to the economic cost of the services and used to inform continuous improvement efforts.
- *Community Value*. Although the Committee has not yet developed specific recommendations, it has suggested that performance measures be established to gauge the quality and value of the workforce development centers in relation to other community initiatives, such as economic development.
- *Analysis*. The Committee has recommended that specific methods of statistical analysis be developed and implemented to identify best practices and inform continuous improvement efforts.

- *Return on Investment*. The committee has recommended that the concept of return on investment be used to measure the effectiveness of the new system over time, but it has not identified specific indicators under this standard.

Although the committee has suggested specific measures under each category, at the time of the evaluation site visit, final decisions had not yet been made about whether or how to implement the Committee's suggestions.

ORGANIZATION AND GOVERNANCE OF THE STATE ONE-STOP INITIATIVE

State-Level Organization and Governance

Governance Structure. As described above, the Council on Human Investment, created as part of the "Iowa Invests" legislation in 1993, is responsible for overseeing broad state human service policy, setting program priorities, and measuring progress against the three goals of workforce development, economic development, and stronger families. Although the Council on Human Investment is not directly involved in the oversight of the One-Stop initiative, One-Stop planners and policymakers are being careful to conform to the overall policy goals established by this Council. More detailed coordination is occurring between the workforce development system and the Council on Human Investment regarding the design of specific One-Stop features, such as performance measures, the development of a technology infrastructure, and the design of integrated information and reporting systems.

The state Workforce Development Council (WDC)—created by executive order of the governor in 1994 and formalized by the 1996 state legislation that created a consolidated Iowa Workforce Development agency at the state level—is the state-level advisory board for employment and training services in Iowa. The sixteen members of the Workforce Development Council include four representatives each from business, labor, state agencies, and secondary/post-secondary education. The WDC is responsible for coordinating workforce development services and agencies, setting priorities, and identifying strategies that will further its mission of promoting a high-performance Iowa workforce, high performance workplaces, and a high standard of living for all Iowans. The Workforce Development Council is responsible for approving major aspects of One-Stop system design, including state workforce development plans and budgets, plans for integration of workforce development services under the One-Stop initiative, and the designation of local service areas.

Formal oversight of specific categorical programs is provided by subcommittees of the WDC.

The early stages of the state Workforce Development planning process in Iowa were clearly based on a model of broad interagency collaboration. Over six major state agencies with responsibilities for workforce development programs were involved in collaborative One-Stop planning efforts. The State Workforce Development Coordinator was selected for his experience and expertise in coordinating interagency relations. Interagency work teams comprised of JTPA and Department of Employment Services staff were created to implement reforms in education and employment and training services consistent with the state's new Workforce Development legislation. These teams included: the Center Guidelines and Implementation Team, the Marketing Team, the Labor Market Information Team, the Iowa Management Information Systems Team, the Capacity Building Team, and the Communications Team.

As implementation plans have matured, however, the state-level organizational model for the workforce development system has shifted from an emphasis on interagency collaboration to an emphasis on state agency consolidation, with a new Department of Workforce Development emerging as the lead agency responsible for One-Stop planning and implementation. State legislation passed during the 1995-96 legislative session called for a major governmental reorganization (effective July 1, 1996) that merged workforce development programs from the departments of Economic Development, Employment Services, and Human Rights under the new consolidated Iowa Department of Workforce Development. Programs administered by the new agency include JTPA Titles II and III, Employment Service, Unemployment Insurance, Veterans Employment Services, and a state-funded Volunteer Mentor Program.

At the time of the evaluation site visit, it was not yet apparent how this organizational change would affect the level and type of participation in One-Stop planning by the state agencies and programs not initially included within the consolidated workforce development department. Additional state-level agencies involved as partners in planning for the One-Stop workforce development system both before and after the creation of the consolidated Department of Workforce Development include the following:

- *The Department of Human Services* is responsible for public assistance and welfare-to-work programs. This agency has a long history of collaboration with workforce development agencies. Since 1986, the

Department of Human Resources has contracted with the workforce development system, including both ES and JTPA providers, for the delivery of employment-related services to AFDC recipients under the state's Promise JOBS program. This was not expected to change dramatically under federal welfare reform legislation.

In one workforce development center under development in Iowa, local DHR staff will be fully co-located at the workforce development center and will share reception and child care services with other center partners. In other local service areas, DHR income maintenance workers are not co-located at workforce development centers.

- *The Division of Vocational Rehabilitation* (a division within the state Department of Education) is one of three partners in Iowa's local workforce development centers—together with the Department of Workforce Development and the local community college system. Although VR can benefit from closer coordination with other workforce development partners and vice versa, VR staff are hampered in their ability to integrate services with other partners by categorical funding requirements. The state VR spokesperson explained, "We can only work with disabled individuals."
- *The Iowa Department of Education* oversees both primary and secondary education, the community college system, adult education programs, Carl Perkins vocational education programs, and business and industry services to private employers. The Department of Education is interested in how workforce development centers can coordinate with the school-to-work initiative in making use of electronic tools for career education and well as in involving employers.

A newly established Workforce Development Project Office played a key role in state-level planning and administration of the One-Stop initiative at the time of the site visit. The project office was established in April 1996 for the purpose of coordinating the various initiatives in which the Department of Workforce Development is involved. The staff assigned to this office—recruited from a number of different state agency partners—serve as the implementation or "system-building" arm for the seven state-level transition committees. The Project Office works closely with two additional entities—the Management Team and the Project Planning Team. The responsibilities of each of these entities are described below.

- *The Workforce Development Project Office* is responsible for overall coordination of various tasks associated with the consolidation of state administrative functions and the integration of services provided at local workforce development centers. As part of an overall effort to make

the new Department of Workforce Development's operations effective and efficient, the Project Office has also been charged with eliminating overlap, preventing duplication of effort, and systematizing ongoing operations using the state's business plan. Staff of this office serve as liaisons between the seven transition committees, the Management Team, and the Project Planning Team.

At the time of the site visit, the staff within the Workforce Development Project Office had divided into two planning teams to undertake two major tasks. The "business plan" team was responsible for refining a business process analysis of tasks associated with the design and delivery of workforce development services developed by an outside contractor. As part of the business plan, the state is developing a matrix identifying the different "lines of business" associated with workforce development services. This framework is being used to guide local areas in developing and planning for the integration of One-Stop services.

The "information systems" team was responsible for overseeing the state's involvement in the development of a common intake system, and an integrated case management/program management system.

- *The Management Team* comprises the Director of the new Department of Workforce Development, as well as the directors of each of the five divisions in the new Department—Policy, Customer and Administrative Services, Workforce Development Center Administration, Job Insurance, and Research and Information. This team is responsible for implementing workforce development policy, setting priorities, and providing general direction to the Project Office.
- *The Project Planning Team* is a temporary work team charged with identifying specific needs and developing requests for proposals to solicit outside vendors to meet those needs. Outside vendors have been solicited to (1) assist in the development of a common intake system, (2) establish a state-wide workforce development electronic network, and (3) develop a uniform data collection and reporting system or an interface between preexisting systems. The Project Planning Team coordinates closely with the Management Team and the Workforce Development Project Office. Once a process is in place for selecting all needed vendors, the Project Planning Team will be dissolved and the Project Office will absorb any remaining responsibilities.

State Framework for Local Governance

The state framework for local governance of One-Stop workforce development centers was still in the process of development at the time of the evaluation site visit. The 1996 legislation that created a consolidated Workforce Development Department

and formalized the structure of the state's Workforce Development Council also called for the creation of local workforce development boards, with representatives—from business, labor, elected officials, and educational institutions—appointed by the governor. As described in the legislation, the function of local workforce development boards will be to identify local workforce development needs, advise the state Department of Workforce Development and the state Council on the selection of local service providers and help monitor the performance of local workforce development center operators. These boards had not yet been constituted at the time of the site visit.

The state envisions a statewide workforce development system with "state leadership and local ownership." Although individual centers are encouraged to develop programs and delivery systems that best meet the needs of their local communities, the state has taken an active role in both planning and implementing these centers. The state is involved in (1) assisting local areas in developing workforce development center plans; (2) setting the criteria centers must meet to achieve "Workforce Development Center" status; (3) addressing the capacity-building needs of the local sites; (4) identifying state performance measures; and (5) providing technical assistance during the transition process.

To meet the state requirements to become an official Workforce Development Center, a local center must include participation by each of the federally mandated DOL-funded programs (JTPA Titles II and III, Employment Services, Veterans Employment Services, Senior Community Service Employment Program, and Unemployment Insurance). In addition, the state requires local sites to involve partners responsible for the Food Stamp Employment and Training Program and the state's Promise JOBS program for AFDC recipients.[5] Participation by additional partners—such as those responsible for Vocational Rehabilitation, the Migrant and Seasonal Farm Workers Program, Homeless Training, the Indian and Native American Program, the School-to-Work Opportunities program, Job Corps, Apprenticeships, adult education, Carl Perkin's Act post-secondary programs, and student financial assistance programs—is "strongly encouraged."

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[5] Although each of these programs is supposed to be included in center operations and available to center customers, the state is interested in implementing a competitive local process to select the actual entity or entities that will provide services to center customers. The paradigm described by state staff as the model for service delivery in the long-term is "decentralized and competitively determined" service delivery arrangements.

The state has not prescribed a specific structure for managing day-to-day center operations and the management structures used in local workforce development centers vary from locality to locality. However, state guidelines for the development of local workforce development centers emphasize the importance of developing a *single center identity* supported by a *joint administration* to deliver core basic services to customers through a seamless workflow. In a document providing local actors with guidelines for the development of workforce development centers, the state defined joint administration as a structure that permits all center partners to "participate in Center operations and management through a shared mission and goals, contribution of resources, and shared oversight of the center facility and its functions." Features that were identified by the state as demonstrating a joint administration include the establishment of a center plan, the development of a center budget showing fiscal support from all partners, and the identification of a management team or designation of a single center manager approved by all partners.

COMMUNICATION AND COORDINATION

At the level of state policy makers, the Human Resources Investment Council and the Workforce Development Council play important roles in coordinating the different human services initiatives underway in the state (e.g., welfare reform, workforce development centers, and school-to-work efforts) and ensuring that the performance measures and technology tools developed to support these initiatives and promote system-wide accountability are mutually supportive and compatible.

State-level staff have identified communication and coordination as crucial to One-Stop implementation. Staff-level communication and coordination vehicles developed to support the One-Stop implementation process include: (1) cross-agency transition and special project teams and (2) the development of improved communication and information-sharing mechanisms for use by One-Stop partners. The inter-agency Workforce Development Management Team—led by the state Workforce Development Coordinator and with representation from all state-level partner agencies—has overall responsibility for setting state workforce development policy and supporting system transformation efforts. In addition, the Workforce Development Project Office (described above under Organization and Governance) plays an important role in the day-to-day coordination of efforts to promote consolidation and integration of services under the One-Stop initiative.

During the initial formation of the Department of Workforce Development, the state established seven inter-agency teams to address different aspects of the state-level transition and design the new workforce development system. As described below, these teams addressed issues associated with the creation of the consolidated state workforce development agency as well as with the establishment of local workforce development centers.

- The *Personnel Team* was charged with developing new job descriptions and procedures to merge Merit and non-Merit staff in the consolidated Workforce Development Department. The team was also responsible for conducting skills assessments and identifying staff training needs to inform the development of a capacity-building strategy for staff of the new Department.
- The *Staff Development Team* was responsible for addressing the training needs of staff transitioning to the new Department, as well as developing services for staff who are laid-off as a result of the reorganization.
- The *Substate Boundary Team* was responsible for coordinating with the Workforce Development Council to identify criteria with which to determine service delivery boundaries.[6]
- The *Administrative Processes Team* was responsible for evaluating administrative processes—from accounting procedures to procurement systems—and suggesting ways to streamline them that will allow continuity in the delivery of services to customers (i.e., the local sites).
- The *Information Systems Team* was charged with identifying the range of systems in place and recommending ways to streamline the information management process, with a view toward integrating all systems. This team is expected to coordinate closely with staff involved in parallel MIS efforts.
- The *Competitive Service Delivery Team* was asked to draft the design for a competitive bidding process to be used to select local service providers. This includes gathering information on assessing effectiveness and developing evaluation criteria to be used in selecting

[6] Where to draw the boundaries of service delivery areas is an important issue in Iowa. The geographic service areas associated with the Area Education Agency (AEA) areas, the JTPA Title II service delivery areas (SDAs), and the substate areas for JTPA Title III are not identical. Because the community college system is expected to play a greater role in providing workforce development services than in the past, as are the local school districts (through school-to-work initiatives), local workforce development centers have expressed great interest in aligning these boundaries to ease their administrative processes.

bidders. This team is also responsible for recommending strategies for building the capacity of public sector staff to successfully compete in such processes.

- The *Regional Issues Team* was assigned to identify the new roles and responsibilities of various state and local stakeholders—such as regional board members, local elected officials, and formerly separate service providers—under an integrated system. This team was also charged with recommendation the formation of new inter-agency teams to deal with additional issues as they emerged.

As the overall design for the state's workforce development system started to take shape, the state established a number of working committees to address different details of One-Stop implementation. Iowa envisions a flexible management structure for its new workforce development system, wherein project teams will be established and dissolved as needed. At the time of the site visit, the committees described below were operational. The state anticipates that the committees, as well as the content of committee tasks, will change over time.

- The *Business Plan Committee* is responsible for recommending a menu of core services that should be available to all center customers. The committee will also examine the potential for fee-for-service arrangements.
- The *Center Guidelines Committee* is responsible for the planning and implementation of services and products in all of Iowa's workforce development centers. This includes activities such as identifying services and products that will be common to all centers, establishing skills-based assessment methods, and developing strategies for soliciting employer participation in the planning of local workforce development centers. This committee is expected to coordinate with other committees on a regular basis to prevent duplication of efforts.
- The *Integrated Information Systems Technical Committee* is responsible for providing guidance on the design of the integrated information systems plan, and providing input at various points of implementation. This committee is intended to work closely with the users committee described below.
- The *Integrated Information Systems Users Committee* was developed to "check" the activities of the Technical Committee (see above). The two committees work in concert to insure that new technologies under development meet the needs of center customers and line staff, and that any new products are user-friendly.

- The *Labor Market Information Committee* is responsible for the development and or implementation of LMI products that meet the needs of center customers and are easy to use.
- The *Capacity Building Committee* is tasked with identifying the training needs of staff at various levels of the workforce development system, recommending appropriate training programs to meet those needs, and establishing a system of credentialing whereby staff who have completed training are certified to perform specific functions.
- The *Performance Management Committee* is the designated liaison to the Iowa Council on Human Investment. It is responsible for providing guidance and input on the development of new performance measures and of establishing performance benchmarks. It is also charged with developing recommendations for a system of incentives and sanctions to govern the continuous quality improvement of the local sites.
- The *Marketing Committee* is responsible for developing a plan for helping local workforce development centers market their services to local job-seekers and employers. The committee will also facilitate the "Grand Opening" celebration in the local sites.
- The *Local Liaison Workgroup* is made up of a representative body of local workforce development stakeholders who will act as a communications link between the state- and local-level workforce development partners.
- The *Congressional/Legislative Committee* seeks to identify areas of potential legislative support for workforce development-related issues in Iowa. The committee monitors state and federal legislation, informs key state and local stakeholders of important legislative initiatives, and makes recommendations for action on the part of workforce development staff.
- The *Resource Development Committee* is concerned with developing additional or alternative sources of support for Iowa's workforce development system. Recognizing the limited availability of public funds, this committee seeks additional resources to support workforce development initiatives in Iowa.

The second approach used to support the One-Stop system-building process is the development of improved mechanisms for communication and information-sharing. The state has identified improved management information systems as important tools to support communication among partner agencies and between the state and local sites. Building the technology infrastructure and developing integrated information systems to support One-Stop operations have received high priority activity during the first year of One-Stop implementation. (See also the section on Labor Market Information and

Related Technology Improvements). Because the state's integrated MIS system is not available immediately, the state requires each local site to include a section in its local center plan on how staff of the various programs within the center will communicate with each other and share data until the state system is completed.

To promote communication between the state and local levels on One-Stop implementation issues, the state has identified a local workforce development liaison in each service delivery area. This individual receives memoranda prepared by the state to guide local system development and is intended to serve as the coordinator for local-level communication on One Stop issues. At the outset of the One-Stop planning process, the state also requested that each service delivery area convene a local implementation team to begin conversations on the building of local One-Stop partnerships. A staff member of the state Workforce Development Project Office was designated as a liaison to local sites to support their system development efforts. Every effort has been made to encourage local sites to design and take ownership of their own workforce development system, within the guidelines established by the state.

FUNDING ARRANGEMENTS, BUDGETING, AND FISCAL ISSUES

As described above under Local Governance Structures, Iowa has encouraged local workforce development centers to develop integrated budgets showing how the resources from multiple partner agencies are being used to support consolidated center operations. At the time of the local evaluation site visits, however, neither of the local sites visited had completed formal consolidated center budgets, despite efforts to coordinate and co-locate staff from a wide variety of employment and training programs. Instead, informal cost-sharing agreements were being used to pay for shared facilities, equipment, and jointly-operated services. The continued existence of categorical programs at the federal level was perceived as a major barrier to consolidated budgeting. However, staff at all levels anticipated that the integration of state-level agencies, departments, and programs under the single Department of Workforce Development—together with changes in federal workforce development legislation—would result in the eventual integration of funding streams for all education, employment, and training programs in the state.

As the one source of funds allocated to the development of the workforce development system as a whole, One-Stop Implementation Grant funds from the U.S. Department of Labor have been an important catalyst for large-scale changes in the building of a statewide One-Stop system. The state of Iowa received $6.5 million in

federal support for its One-Stop initiative, and an additional $1 million to support LMI development. The state has allocated the grant funds to support improvements in four main areas, including (1) state administration, (2) local implementation, (3) management information systems, and (4) labor market information. Each of these areas is discussed below.

State Administration. Approximately $600,000 of the implementation grant was allocated for activities to support state-level administration of workforce development services, including the transition to a consolidated Workforce Development agency on July 1, 1996. Budgeted activities included staff development, marketing, and networking/ communications with staff from other states.

Local Implementation. Approximately one-third of the DOL Implementation Grant was allocated to support the development of local workforce development centers. After requesting formal One-Stop implementation plans from all 16 service delivery areas, the state selected ten sites to receive implementation grant funds each of the first and second grant years, based on each site's demonstrated readiness and willingness to implement reform. The ten sites selected for funding during the first year, received levels of support ranging from $25,000 to $190,000. During the second year, five of the first-round grantees received repeat awards to continue their system-building efforts, and five new sites received funds. Although funding priorities were established locally, state-level respondents indicated that most sites planned to use the majority of their grant awards to upgrade physical facilities or purchase hardware that would support the state's new MIS system. Although information system development is seen as a state-level function, many local sites required technology upgrading in preparation for implementing the planned integrated MIS system and using new LMI products under development at the state level.

Labor Market Information Development. The state has devoted its $1 million LMI grant to the development of new consumer products for use in the workforce development centers. Among the products the state seeks to develop or improve are (1) the area wage survey, (2) the Data Center—an electronic bulletin board that lists job openings, labor market information, and recent employment news—and (3) a wage tracking system. The LMI grant, together with state funds, has also supported the development of a survey to determine customer needs that will inform strategic planning for local- and state-level staff capacity-building efforts.

Development of an Integrated Management Information System. Approximately one-third of the DOL Implementation Grant was used to support MIS development efforts. A new statewide integrated management information system (IMIS) is seen by staff at all levels as a key component of One-Stop system transformation in Iowa. State-level staff worked with outside private sector consultants as part of an interdepartmental task force to develop recommendations for Iowa's new system. The task force recommended that Iowa adopt an integrated information system in three phases: (1) first, creating access to information by establishing links between current programs and agencies; (2) developing a common intake system and employment and training database; and (3) creating a fully integrated system of case management, tracking, and automated eligibility determination.

Iowa is also supporting its MIS development efforts through its participation in a multi-state consortium that received an ALMIS grant to develop a common access and intake system for One-Stop systems. Within Iowa, Employment Service, JOBS, and JTPA are expected to be the first customers of the new system. The Vocational Rehabilitation program, which is also involved in MIS development, is expected to join the system at a later date. State staff hope to continue to support Iowa's MIS development efforts by playing a key role in the multi-state consortium—known as "George"—formed to develop an automated One-Stop case management/case tracking system.

IMPLEMENTATION OF STATE SUPPORT MECHANISMS

Capacity Building and Technical Assistance

The state of Iowa has identified capacity building as a clear priority during One-Stop system implementation throughout the state. The Capacity Building Committee has identified two primary areas of focus within capacity building during the first implementation grant year: (1) technology training and (2) training in "systems change." Staff assigned to develop a state capacity-building approach believe that training and staff development efforts have an important role to play in helping people "feel safe in the change process" as organizational systems and cultural systems are transformed.

To date, the state's role in capacity-building has included efforts to identify staff training needs, develop curricula to address those needs, identify training providers, and make training available to state staff as well as to local sites to support local capacity building plans. Where appropriate, the Capacity Building Committee attempts

to make use of already existing effective training materials rather than duplicating existing resources.[7] The state capacity-building staff prefer to begin with technology training, rather than team-building training, because technology training is more concrete and raises fewer staff fears about culture change. The state has also found that if staff from different agencies receive technology training together, there will be positive team-building side effects from the rapport developed during training.

To address the immediate need for technology training at the state level, the state contracted with the Iowa Community College System to provide training in the Windows program to state-level staff. An assessment of additional technology-training needs among state-level staff was underway at the time of the site visit. Capacity building efforts are being carefully coordinated with other system-building initiatives, such as MIS development. For example, as the Information Systems team prepares to implement a Windows-driven management information system, the capacity building team is working with outside vendors to provide training on the new system.

In developing local center plans, each local area is required to describe staff development and training needs and indicate how these needs will be met. State-level staff involved in capacity building have identified several characteristics, or "benchmarks," against which local training plans will be evaluated. Planned training programs plans will be assessed based on how they (1) meet specific staff needs, (2) promote skill-building over time, (3) identify measurable outcomes, (4) demonstrate cost-effectiveness, and (5) support enhanced customer service. The capacity-building team has shared these benchmarks with cross-agency staff who will be participating in training so that their internal evaluations of capacity-building efforts will be better informed.

To measure local technology training needs, the Capacity Building Committee developed an assessment tool. The Committee also solicited input from state MIS staff, as well as representatives from local One-Stop sites in identifying local training needs. After conducting surveys of core partner staff in each of the local sites, and conducting face-to-face discussions with staff in some sites, state-level staff responsible for capacity building were convinced that the local-level staff were "way out in front" of

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[7] For example, capacity building staff seek to use effective products developed in other states or local areas or through the Department of Labor's *Simply Better* initiative.

state-level staff in their desire for training because they deal with One-Stop customers. As a result, local-level staff require immediate training in the use of basic technology (e.g., computer literacy, word processing, and spread sheet applications) as well as familiarity with technology-based customer products in order to provide quality services to One-Stop customers. This is particularly crucial during the start-up period when the centers are introducing new products and services to their communities. Local technology training piloted at one local site at the time of the site visit included approximately ten hours of training for all center staff in computer literacy, Windows, and beginning word processing.

Managers of the local sites also expressed great interest in instruction in team-building so that program and agency identities can be integrated within workforce development centers. State capacity-building staff recognize that addressing organizational change and training in continuous quality improvement strategies, team building, and collective decision-making will be a complex, long-term project. Consistent with this view, they plan to develop staff capacities gradually over time rather than in more concentrated doses during a short time period. Capacity-building staff seek to generate solid state- and local-level commitments of time and resources prior to such training. The team also seeks to integrate One-Stop training efforts with capacity building for school-to-work staff since both groups will be working through the new workforce development centers.

Labor Market Information and Technology-Based Customer Products

The state of Iowa seeks to use technology to support improved customer service by developing new products that facilitate customer access to information, services, and instruction. Independently of the One-Stop initiative, the state has invested heavily in its state-wide fiber optics network called the Iowa Communications Network or ICN. The ICN offers the capability of conducting two-way information sharing and data transmission, including voice, video, and teleconferencing. Although originally conceived as a means to link rural Iowans to educational and professional opportunities, as well as remote access to services such as medical care, the ICN plays a critical role in supporting state-wide data transmission and access to the Internet. For job seekers and students, the ICN provides alternatives to traditional classroom instruction, and creates new possibilities for remote learning/training activities.

As part of the One-Stop initiative, the state has reviewed its LMI products to identify how they can be improved to be more useful to One-Stop staff and customers. The objective of the LMI improvement effort is to ensure that information is available in a timely and user-friendly format that will help customers make informed choices about their futures. In addition, the state would like to develop a "consumer report card system" that will help program operators and customers review the employment outcomes that are likely to follow from participation in various education and training programs.

Although the state encourages local sites to explore new LMI products and services, it has taken the lead in the development of new products designed for customer use. The development of new consumer products for use in the workforce development centers throughout the state is largely the responsibility of the Labor Market Information Committee. This committee was established in 1995, prior to the creation of the other One-Stop committees. The committee works closely with the inter-agency Information Systems Team. Early on, the Committee identified five priority areas and has been pursuing innovations in each of them since the Spring of 1995. These areas include: (1) a regional occupational wage database, (2) products or linkages that improve the quality and accessibility of the state's Data Center,[8] (3) a pilot project involving the assessment of customer information needs and staff training needs in the area of labor market information, (4) a pilot project to identify LMI products that can support a "state-of-the-art" resource room in a One-Stop center, and (5) the development of state-wide and regional versions of a publication that identifies employment trends and expected growth areas.

Although the Committee anticipates being involved in ongoing continuous improvement efforts, it has already met several objectives. Among the major milestones that staff identified during the site visit were the development of the state's Web site,[9] the introduction of new self-contained consumer products intended for use in

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[8] The Data Center is an electronic bulletin board that lists job openings, labor market information, and recent employment news. It can be accessed remotely via a personal computer and modem or through the workforce development center computers.

[9] The state Web site is linked to America's Job Bank, Iowa's Job Bank, and Iowa LMI. However, since not all local sites are linked to the Internet, these services are available through the Internet in only a limited number of service areas. All workforce development centers also offer access to job listings via local terminals connected to the ALEX system.

the centers—including CD-based programs to provide job search, help with resume development, and basic career information—and participation in several multi-state initiatives around LMI product-development.[10] In addition, the state has contracted with the state of North Carolina for the development of a version of that state's PC-based LMI system customized to Iowa's labor market information needs.

Management Information Systems

From the outset, the development of integrated information systems has been a high priority for One-Stop system development in Iowa. The Information Systems Team formed to develop recommendations for improved information management adopted four design principles, including (1) *customer choice*—customers should be able to select the services that best meet their needs; (2) *proportional data collection*—information collected for service delivery will be proportional to the level of service provided; (3) *cumulative data collection*—data will be gathered cumulatively to avoid duplication of efforts; and (4) *confidentiality*—data collection efforts will reflect a high level of respect for customer privacy.[11] State-level respondents in Iowa repeatedly emphasized that "customers" exist both inside and outside of the workforce development system. That is, state-level agencies and staff are each other's customers in terms of data transmission and reporting.

The task force has planned a three-stage implementation process for the new MIS system. The first stage involves connecting existing information systems—electronic linkages will be established and interfaces developed that will permit easier transmission of existing data. The second stage revolves around the development of a common information intake system for use in the centers themselves. The new system will be linked to existing information systems but will also serve as the centerpiece of the Department of Workforce Development's new integrated employment and training database. The third stage will emphasize full-scale integration—the creation of an information system integrated by function (not program or department), and capable of collecting and managing client information as well as assisting in eligibility determinations.

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[10] The state is involved in a consortium developing statewide Talent Banks and is working with the state of Texas on the Consumer Report Card project.

[11] Several external consultants have also been involved in the MIS design project.

At the time of the site visit, the first stage of implementation was well underway—electronic linkages, including local area networks (LANs) had been established linking the state to local sites and offering the opportunity to link local partners to each other. Iowa had also made progress in completing the second stage—developing its common intake system. As a result of its participation in the multi-state Common Intake consortium, Iowa has assisted in the development of the Common Intake Prototype. This system, driven by Lotus Notes, has been designed to support the ability of multiple users (including agency staff and workforce development center customers) to access differing levels and types of data according to their individual needs/clearance codes. At the time of the site visit, Iowa planned to customize and pilot the common intake prototype in its individual centers by the end of 1996.

Marketing

An inter-agency Marketing Team has identified three critical areas in which One-Stop marketing efforts will be concentrated during the initial implementation of local workforce development centers. These include (1) marketing the statewide transformation of workforce development services to customers and potential customers, (2) assisting the local sites in marketing their services to their local communities, and (3) marketing the One-Stop initiative to state-level staff of the agencies and departments involved in workforce development.

Marketing the Transformed System to Current and Potential Customers. Planned changes in the design and delivery of workforce development services in Iowa are significant. State-level staff indicated that the planned "roll-out" of One-Stop centers provided them with opportunities both to inform current customers of coming changes in the system and to market new services to customers who were not frequent users of the old system, particularly employers. At the time of the site visit, the team faced several marketing challenges. First, because the integrated Department of Workforce Development had not yet been established, state-level staff were uncertain about the details of the planned state-level administrative structure, and were hesitant to market a change that had not yet occurred. Moreover, key decisions about how to distinguish between the new Workforce Development department and the One-Stop system as a whole in marketing efforts had not yet been made.[12]

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[12] For example, it was unclear whether a logo originally developed to represent the One-Stop initiative as a whole would be taken over as the logo of the new Department of Workforce

Second, the state Marketing Team had to determine how to assist local marketing efforts without "stealing the thunder" from local marketing efforts, since a key feature of the new workforce development system was increased local control. Third, since the workforce development centers were scheduled to open gradually over the course of two years, the state was concerned about marketing services that were not yet be available in all local sites. Finally, at the time of the site visit, the team was becoming aware of the need to coordinate marketing with parallel state-level marketing efforts around related services, such as the use of the ICN for remote learning activities. As a result of these challenges, the state has proceeded cautiously and in consultation with local sites in developing its marketing approach. Staff anticipated that setting state marketing priorities and developing specific marketing plans would become easier after the Department of Workforce Development was officially established in July 1996.

Assisting Local Sites in Marketing Centers. The Marketing Team has been active in assisting local One-Stop sites with their own marketing efforts. Each of the workforce development centers has held a well-publicized open house as a part of its "grand opening" activities. The state has helped local partners to plan these events by developing an event-planning manual—with step-by-step instructions—tailored to the needs of the local sites. In addition, the state has solicited the participation of senior state-level workforce development staff and state or congressional representatives in the local opening receptions. State staff have also conducted assessments of new products and services offered locally and helped local sites to develop a strategic marketing plan for these services. Among the topics that local partners have identified as One-Stop marketing issues are (1) how to market workforce development services to students in local primary and secondary schools and (2) how to develop and market new services to meet the needs of employer customers, job-changers, and individuals seeking information on education and training opportunities. Local One-Stop sites have also requested state-level assistance in developing brochures, press releases, and other informational materials for local consumption.

Marketing the One-Stop System to Internal Customers. The state Marketing Team has also identified a need to market the One-Stop initiative to the staff of the state

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Development. Since several key state One-Stop partners and programs are not included in the consolidated agency—most notably the Education Department, including the Vocational Rehabilitation Division, and the Department of Human Resources—it is important to find a marketing logo for One-Stop that is distinct from that of the new agency.

and local agencies that are partners in the One-Stop effort. Toward that end, the state is working on the following products: (1) a newsletter for the staff of state- and local-level partner agencies; (2) marketing products designed to bring in new partner agencies, departments, and programs; and (3) a systematic process for disseminating information on workforce development products and services to all One-Stop partners.

ASSESSMENT AND LESSONS LEARNED

Iowa has taken a bold and comprehensive approach to workforce development reform. Although One-Stop implementation is still in a formative stage in Iowa, the state has begun transitioning to a new system of education, employment, and training service delivery. This system is characterized by (1) a phased-in approach that emphasizes state-level administrative changes during the first implementation year; (2) planned coordination between a number of different public reform efforts, including the welfare-to-work and school-to-work initiatives; (3) coordination and eventual integration of local partners in workforce development centers supported by an integrated information management system; and (4) improved linkages between local workforce development and economic development entities.

The state included a broad range of agency, department, and program representatives in the planning and implementation of the One-Stop initiative well in-advance of the establishment of the consolidated Workforce Development Department. This joint planning, in combination with the state's early emphasis on internal marketing of the One-Stop initiative to agency staff, contributed to good will among many different agency partners who will be affected by the transition.

Inevitably, however, staff within agencies affected by reorganizations are affected by the uncertainty surrounding their individual and agency futures as well as by the need to adjust to the "culture changes" that accompany the One-Stop initiative. At the state level, uncertainty remains about whether and how the education, school-to-work, and vocational rehabilitation programs will be incorporated into integrated workforce development system over time. At the local level, the greatest unknown at the time of the site visit was whether the state would require local service providers to compete for contracts and how this would affect the relationships among the local One-Stop partners. The state Capacity Building Committee has recognized the importance of responding to culture change with training that helps staff from all participating agencies adjust to system change and strengthens team work skills.

However, it has taken time to develop internal support for the One-Stop transformation and to coordinate state-level planning and early local implementation efforts. Initially, the state wanted to spend the first year of the One-Stop implementation grant in state transformation and system-building and to move on to local implementation efforts during the second year. Ultimately, as a condition of the DOL One-Stop grant, state and local implementation efforts were undertaken simultaneously. This created some difficulties, because the state was still making important decisions at the same time that selected first-year sites were encouraged to move ahead with local One-Stop implementation. Staff in these sites were encouraged to develop their own One-Stop visions and design their own local systems without much detailed guidance from the state, which caused confusion. It also prevented the state from being as ready to meet the capacity-building needs of local staff as quickly as state and local partners would have liked.

Overall, Iowa has developed a comprehensive and sophisticated implementation plan, particularly in the development of an integrated information system and performance management system. The One-Stop initiative in Iowa has developed a unifying vision and appears to have broad-based support among key stakeholders at the state and local levels.

APPENDIX H

WORKFORCE DEVELOPMENT CENTER
CRESTON, IOWA
One-Stop Profile

Based on a Site Visit Conducted During May 1996

WORKFORCE DEVELOPMENT CENTER
CRESTON, IOWA
One-Stop Profile

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WORKFORCE DEVELOPMENT CENTER
CRESTON, IOWA
One-Stop Profile

DESCRIPTION OF THE LOCAL CONTEXT

The Workforce Development Center (Center) in Creston is the designated One-Stop center serving SDA 14, a predominantly rural area in southwestern Iowa. Although Center staff provide workforce development services throughout the region by traveling regularly to satellite or "itinerant" locations hosted by a variety of social service agencies, this profile focuses on the Creston Center.

The Creston Workforce Development Center is located in downtown Creston, a small town of 3,000 people in the heart of Union County about 70 miles southeast of Des Moines. The official Center service area covers seven counties (Adair, Adams, Clarke, Decatur, Ringgold, Taylor, and Union) with a combined population of about 55,000 residents. Center staff indicated that they often provide services to residents of Madison and Warren counties as well.[1]

The employment outlook in the seven-county region is somewhat bleak. Structural dislocation in both agriculture and manufacturing has led to a substantial erosion of the local economic base over the last fifteen years. During the past three years, the largest employer in six of the seven counties has closed, moved, or downsized. As a result, there are few large employers left in the SDA and remaining employers are able to draw employees from the entire region. The official unemployment rate stands at about 7%, but staff indicated that this figure is a significant underestimate and that *under*employment is also a serious problem.

Because so many local residents have been affected by economic dislocations caused by the failure of family farms, the downsizing or closure of manufacturing plants, or natural disasters (e.g. floods, tornadoes), there is little stigma attached to receiving assistance from taxpayer-supported programs. Thus the Creston Workforce

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[1] These two counties, although officially part of the Des Moines service delivery area, share the largely rural character of SDA 14. Local respondents said that customers from these counties feel more comfortable seeking services in Creston than in downtown Des Moines.

Development Center has an easier time marketing its services to local residents than do centers in areas where the local culture discourages participation in public programs.

The Creston Center is still in the early stages of efforts to establish consolidated workforce development services. Although partners agree on the benefits to be obtained from co-location and closer coordination of services, agreement has not yet been reached on whether or how to integrate service delivery across participating partners. The local vision of One-Stop service delivery is focused on (1) simplifying and coordinating program services; (2) creating more flexible service-delivery structures; (3) ensuring high standards of service for individual and employer customers; and (4) planning for consolidation, and possible eventual integration, of common functions among partner agencies and programs. Among the local partners, some staff are reluctant to relinquish individual program identities and be subsumed under a single workforce development entity; others see such integration as an important means of providing high quality customer service; still others express a desire for a middle-ground wherein some functions would be integrated and others would remain program-based.

Two types of contextual variables have influenced the development of the One-Stop approach in Creston: *state and federal initiatives* that affect local decision-making with regard to workforce development issues, and factors associated with the *local context*. Among the federal- and state-level factors are: (1) an expectation of funding reductions in federal budget allocations to local sites under block grants; and (2) uncertainty, at least in the short term, about the structures for organization and governance of state and local workforce development programs. Local factors that impact the emergence of the One-Stop system include: (3) strong local support for welfare reform efforts; (4) limited employment opportunities in the local economy; (5) the large size and rural nature of the local service delivery area; and (6) the personalized small-town/rural culture of the community served by the Creston Center. Each of these factors is briefly described below:

- *A number of the partner programs and agencies, including ES, UI, and VETS, have experienced substantial funding cuts in recent years. At the time of the site visit it was expected that the transition to block grants would be accompanied by further reductions in overall budget allocations*. The threat of budget cutbacks causes local respondents to have mixed feelings about the One-Stop initiative. On the one hand, Center staff fear that the One-Stop initiative will disguise the impact of the funding reductions to the general public and create unrealistic

expectations that staff can "do more with less." On the other hand, Center staff perceive the importance of developing more cost-effective ways to provide high-quality services to larger numbers of customers.

- *At the time of the site visit, there was considerable uncertainty over the organizational and governance arrangements for One-Stop at both the state and local levels*. State policymakers were in the midst of a major reorganization of state government that unified a number of different workforce development programs in a single state agency. During the transition to the integrated state agency, state staff were not always ready to provide policy guidance on a number of issues ranging from the use of the state's logo for One-Stop centers to the selection of local service providers under One-Stop. Local staff are concerned about job security, wages, benefits, and overall issues of control among the local partners. Furthermore, local partners are concerned that they will be required to compete among themselves for future contracts to operate the Center. These issues have the potential to undermine efforts to develop integrated service delivery and team-oriented approaches to service design and Center management.
- *There is strong local support for PROMISE JOBS, the state's welfare-to-work initiative, which calls for participants to move rapidly toward full-time employment*. To encourage the transition from welfare to work, the program offers transitional benefits and supportive services to assist families in leaving public assistance programs. Because of the strong work philosophy guiding this program, extended post-secondary training prior to employment is no longer encouraged for JOBS customers. The initiative increases the pressure on Workforce Development Centers to assist customers with direct placement, rather than to develop expanded opportunities to enroll customers in training programs.
- *The local service area has experienced both major economic shifts and serious natural disasters during recent years, causing widespread economic hardship*. The farm crisis of the mid-1980s, dislocations resulting from the foreign relocation or closure of local manufacturing firms, and the floods of 1993 were among the most frequently cited reasons for the chronically high unemployment rates and stagnant regional economy. In this environment, the objective of helping customers prepare for and find high-quality employment is very difficult to realize. It is also difficult for Center staff to market public services to employers in a labor market environment in which numerous applicants for most job openings can be recruited by word-of-mouth.
- *The geographic area served by the Creston Workforce Development Center is large—covering 3,000 square miles—and rural. Few roads, long distances between towns, and poor public transportation make it*

difficult for many potential customers to travel to the Creston Center. Because of this difficulty, participating partner agencies have developed a service delivery strategy that encourages staff travel to out-stationed service sites. Representatives from programs such as the Older Workers Program or Veterans Employment Program travel from town to town during the week, occupying space provided by county agencies or other public and private social service providers.

- *The local political culture and the multiple social relationships among small-town residents increases the probability that staff from the participating agencies know each other personally and/or know their customers*. This personalized nature of relationships among partners and between service providers and customers tends to increase the accountability and responsiveness of staff to customer needs. Additionally, it has assisted in the development of informal coordination efforts across partner agencies. Ironically, it may also impede the development of formal memoranda of understanding among partners.[2]

In the local environment described above, the development of a One-Stop workforce development system faces serious design and implementation challenges. For the most part, the partners at the Creston Workforce Development Center are addressing these challenges with good will and enthusiasm.

ORGANIZATION AND GOVERNANCE OF THE LOCAL ONE-STOP INITIATIVE

Oversight and Administration. To guide One-Stop planning efforts, local partners initially convened an informal planning group with broad representation from workforce development, education, and human service agencies. Members included representatives from the agencies responsible for JTPA, Wagner-Peyser, welfare, vocational rehabilitation, the community college system, the Iowa State University, local primary and secondary education providers, as well as local community action agencies and local employers. Over time, this group has evolved into a 13-member "regional work group" that serves as the formal advisory body to the emerging One-Stop initiative. Eight different agencies are represented on the current regional work group. The work group coordinates services across the partner agencies and supervises the sharing of office space within the Creston facility. In addition, the JTPA Private

[2] Respondents suggested that the development of formal agreements in a small-town culture would be interpreted as a sign that the local partners did not trust each other.

Industry Council, because of its important role in overseeing local JTPA programs, has also been influential in providing policy guidance to the emerging One-Stop initiative.

The local governance structure for One-Stop services is expected to change as a result of state legislation passed in the spring of 1996, although the scope and specific nature of the changes were not yet apparent at the time of the site visit. The state legislation calls for the creation of a *Regional Advisory Board* to advise the state Workforce Development Department and Workforce Development Board about regional workforce development needs, assist in decisions about the state award of grants or contracts for the delivery of regional workforce development services, and monitor the performance of local service providers. According to the new legislation, Regional Advisory Board members will be appointed by the governor based on recommendations submitted by local elected officials. Regional boards are slated to include representatives from business and labor, county and municipal elected officials, and representatives from local community colleges. Local respondents expect that there will be some continuity between the current makeup of the JTPA Private Industry Council and/or the regional work group and the Regional Advisory Board.

The vision described in the recent state legislation calls for the state to become a "broker" rather than a direct provider of local workforce development services. [3] Under the competitive model articulated in the legislation and promoted by the new state Workforce Development Department director, existing public workforce development agencies, such as local Wagner-Peyser and JTPA administrative entities, will be encouraged to compete for service contracts with other non-governmental entities. Thus, in the future, local partners may be able to compete against each other or form a consortium to become the designated local One-Stop provider.

At the present time, however, the key providers of public workforce development services in SDA 14 include Job Service, staffed by state employees who recently became part of an integrated state Workforce Development Department,[4] and MATURA, a local community action agency which is the local JTPA administrative

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[3] This vision presumed the passage of federal block grant legislation for workforce development services.

[4] At the time of the site visit, WDD was about to be created as an integrated state agency responsible for overseeing Job Service, JTPA, and other workforce development programs previously housed in separate agencies.

entity for SDA 14 and employs local JTPA staff. These two agencies, along with the three additional "core" partners (described below), provide services at the Creston Workforce Development Center.

Currently, the Creston Center is managed by a Center Director, who is the SDA director for the local JTPA program. The SDA director and the local Job Service office manager coordinate in administering the Center's day-to-day functions. The Center Director, selected with the agreement of the state's regional Job Service manager, is responsible for overall management of the shared physical facility and day-to-day operations of the Creston Workforce Development Center partners. He also serves as the primary liaison between the various state agencies, departments, and programs represented at the center.

The Center Director is clearly interested in emphasizing a team-based, participatory management style. Since the local staff of the Creston Center is relatively small, *all* staff are involved in weekly planning meetings at which issues affecting the operation and future of the Center are discussed. The Center Director views such grassroots staff involvement as an important capacity-building tool for local staff. As the various partners jointly plan and administer the Center, they increase their familiarity with the range of services offered at the Center, and begin to think of themselves as Center representatives, rather than as representatives of their individual programs and agencies. Such familiarity is also crucial in supporting the Center's community outreach and "itinerant" services efforts. Because so many of the partners provide services off-site, they must be able to field questions and inquiries about Center operations and activities and provide referral information, as well as deliver services on behalf of their own individual programs or agencies.

Core Partners. Five agencies are "core" partners in the Creston Workforce Development Center. Each of these agencies has staff housed in the Creston Center and each is an active participant in Center planning and administration. Core partners include:

- *The Job Service Division of the Iowa Workforce Development Department (WDD)*—formerly the Department of Employment Security (DES). Job Service employees provide UI, Wagner-Peyser-funded activities (ES), and VETS services to Center customers. Job Service is also a contractor for the state's PROMISE JOBS program for AFDC recipients, which it operates jointly with the local JTPA program staff, and the Food Stamp Employment and Training program.

- *MATURA*, a community action agency that is the administrative entity for the Job Training Partnership Act in SDA 14. MATURA staff provide services under JTPA programs for economically disadvantaged and dislocated workers. They also administer discretionary grants received from federal and state departments after a series of recent floods, tornadoes, and other natural disasters to support disaster clean-up initiatives. MATURA is also a contractor for training services to PROMISE JOBS participants, but, at the time of the site visit, had no funds available to enroll new customers in this program.
- *Iowa Division of Vocational Rehabilitation Services (DVR)*. Two DVR staff are housed at the Center. Although interested in participating in One-Stop services as a strategy to improve services for all customers, these individuals have been prevented by legislative/regulatory barriers from working with customers who are not eligible for DVR services.
- *Area 14 Agency on Aging*. This agency maintains a half-time older worker specialist at the Center, funded under the state's Retired Iowan Community Employment Program (RICEP) to administer older worker programs. She is housed with the Job Service staff at the Center and participates in planning meetings when she is on-site.

In addition to sharing the physical space at the Center, each of the core partners is participating, although to varying degrees, in plans for the consolidation of some common functions.

Non-Core Partners. The Center staff is also in the process of establishing policies and procedures governing the participation of partners who are not co-located in the Center, but who offer complementary services. Additional "non-core" partners, with whom the Center coordinates through agency representation on formal and informal planning groups, include the following:

- *The Iowa Department of Human Services (DHS)*, which is responsible for cash assistance and other family support services and is represented on the regional work group. Although DHS has been an active partner in One-Stop planning at the state level, this agency has been less active in local planning efforts for the Creston site. The local DHS office is located only a short distance from the Center and staff are usually able to coordinate services to clients receiving services from both systems. At the present time, Center partners do not have the ability to access electronic information from the DHS system. Once this barrier is overcome, increased coordination will be more feasible.
- *Southwestern Community College*. Representatives from the College participate on the regional work group and are actively involved in local

planning and administration of the One-Stop initiative. Referral linkages between JTPA and the College are also strong, since approximately one-third of the community college's student population of 1,200 are enrolled in JTPA programs. Some respondents fear that the College may choose to compete with the current core partners for future One-Stop service delivery contracts.

- *The extension campuses of Iowa State University and the University of Iowa*. These educational institutions participated in the initial planning group for the local One-Stop initiative but are not currently participating on the regional work group. Center staff expect the two universities to become increasingly important providers of training services to Center customers as the state develops its new fiber-optic network and creates new opportunities for remote learning.
- *Local primary and secondary school systems*. Although K-12 schools were involved in early informal planning meetings, they are not represented on the current regional work group. Core partners have invited the primary and secondary schools into the One-Stop initiative because of increasing interest in coordinating One-Stop and school-to-work strategies at the local level. Potential connections include coordinated regional planning efforts as well as recruitment of local students and educators as customers of the information services available in the Center's Resource Room.

The Local Council of Governments, the JTPA Private Industry Council, and two local community action agencies have also been involved in planning the new workforce development initiative and are likely to maintain an important role through participation on local advisory boards. They have also played an important role in linking workforce development programs and staff to economic development agencies and initiatives. These varied stakeholders are beginning to recognize the benefits to be obtained from marketing the region as a whole to potential new employers, rather than competing with each other to attract new businesses.

In summary, the local organization of the One-Stop initiative in the Creston Workforce Development Center is characterized by (1) recent co-location of core workforce development partners; (2) commitment to a common interagency planning process; and (3) varying levels of support among "core partners" in planning for the consolidation or integration of services. Future state-level decisions may transform the local delivery framework by introducing a competitive process for selecting which agencies will deliver local workforce development services.

COMMUNICATION AND COORDINATION

Local communication and coordination mechanisms for supporting One-Stop development include weekly staff planning meetings, as well as regular meetings of the regional work group. To date, the primary focus of these planning groups has been on physically integrating the space of the Creston Center, and transforming the center into a single shared office, rather than on coordinating the several programs housed side-by-side in the same physical structure.

Only after co-location of the core partners was accomplished in January 1996 did the various planning meetings begin to strategize about the potential for new services and improved service delivery. Uncertainty and fear of change in such basic areas as job security, wages and benefits, and the need for flexible staff schedules to support expanded office hours have hampered efforts by One-Stop facilitators to focus staff attention on these issues. All of the partners indicated that the process of co-location and the regular Center-wide staff meetings have provided staff with opportunities to better understand the roles of other partner agencies and programs, but many staff still find it difficult to relinquish individual program identities in favor of a single shared Center identity.

The Center Director sees improved daily communication among Center staff as one way to overcome this challenge and support the development of a unified Center identity among staff. To support improved communication across Center partners, the Center recently installed an integrated phone system that allows for the transfer of calls between employees of different programs housed at the Center. Staff were generally positive about the degree to which the system has rendered intra-office communication more efficient and effective, although individual staff indicated that they required additional training to be able to use the system to its full capacity.[5]

Direct communication between the Creston Center and the state One-Stop team has generally occurred through the Center Director, who then shares information with the rest of the staff. Although this strategy ensures that local staff have access to the identical information, it has limited the opportunities for staff to discuss issues related

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[5] Customers of the Center were not so positive about the new phone system, because it offered a self-driven menu of recorded messages as the initial screen to inform customers about available services. Customers much preferred the previous system in which they were connected to a "real person" when they called one of the Center partners.

to One-Stop service design with workforce development staff outside the local area. Most local respondents indicated that they would like to have broadened day-to-day communication between state and local staff of different programs or agencies.

FUNDING ARRANGEMENTS, BUDGETING AND FISCAL ISSUES

To support the creation of an integrated workforce development center by the local One-Stop partners, SDA 14 received $190,000 from the state's first year Implementation Grant funds. Most of the local One-Stop funds were used to remodel the new Center facility so that it would support coordinated services among the agencies located at the Center. At a cost of $150,000, local partners had a contractor remove a wall that formerly divided the Center space into two separate halves in order to create an attractive unified office space. Additional One-Stop funds in the amount of $22,000 were used to select and install a shared telephone system to be used by all on-site partners. Additionally, the Iowa General Services Administration contributed $29,000 on behalf of Job Service for the purchase of new shared fax and copy machines for use by all Center partners. These shared purchases, in combination with the new spatial arrangement at the Creston Center, are laying the groundwork for increasing coordination, and eventual integration of services among Center partners.

At the time of the site visit, no formal cost-sharing arrangements had been developed to support consolidated Center services using categorical funding streams. The Center space is still paid for by two separate leases maintained by the state Workforce Development Department (for Job Service) and MATURA (for the JTPA program staff).

DESIGN OF THE LOCAL ONE-STOP INITIATIVE

Evolution and General Description of Local Design

When local partners first started planning for a One-Stop approach to the delivery of workforce development services, Job Service and JTPA were located in different buildings. Although JTPA and Job Service were interested in co-locating, DES had signed a ten-year lease on its space only two years before the planning process began. Partners were originally under the impression that the state of Iowa would support lease buy-outs that would enable core partners to relocate. However, after the planning process had begun, local partners learned that the state would *not* provide such funds. So, to achieve co-location, the JTPA program finally arranged to "swap" its leased

space with the local Social Security Administration office, which had been housed in the same building as Job Service.

The move took place during the winter of 1995-96. Remodeling of the combined space began shortly thereafter. Although co-location is only a small part of the long-term One-Stop vision of local partners, it was a crucial first step in that (1) co-location was a tangible symbol of the shift to workforce development as a single initiative, rather than a complicated maze of categorical programs, and (2) until co-location was accomplished, partners were hampered in their ability to plan for coordination/ integration of services.

More recently, core partners have begun to focus on new services that the Center, as a single entity, could provide employer and individual customers. The local planners are aware that the state will need to take the lead on many of the changes that will influence One-Stop service delivery at the local level—from decisions about the selection of and relationships between contracted service providers at the local level, to designs for integrated customer information systems and intake procedures. Nevertheless, the local partners have attempted to define customer service improvements that can be accomplished at the local level without being contradicted by subsequent state design initiatives. Current areas of interest for coordinated/integrated services include shared outreach and marketing of the services available from all core partners as well as the development of an integrated intake and referral process for all partners.

The local partners representing vocational rehabilitation and older worker services are clear about wanting to be involved in planning for integrated services from the "ground up," so that One-Stop services will be as responsive as possible to the special needs of their particular target groups. They also believe that consolidated services, if designed from a customer service perspective, can improve service quality for all customers. In addition, all partners see a potential benefit for the workforce development system as a whole from improved coordination between workforce development services and economic development and school-to-work initiatives.

Relevance of the Local Design to the Four Federal Goals

Universal Access

Among the challenges faced by staff of the Creston Center in operationalizing the concept of universal access are: (1) how to maintain high quality services for customers

eligible for enhanced services through various categorical programs; and (2) how to develop new services that will appeal to a wide range of employer and individual customers (including "value-added" services for which the center might charge).

Each of these issues is being discussed on a regular basis by the core Center partners as well as among the planning partners. At the time of the site visit, however, local staff indicated that little tangible progress could be made until the state implemented its integrated Department of Workforce Development[6] and provided clearer policy directives to local areas.

Although there is widespread general support among Center staff for the concept of universal access, some partners expressed a concern about how to preserve the quality of services offered to the current customers of categorical programs. For example, staff serving Division of Vocational Rehabilitation (DVR) customers indicated that they liked the fact that their customers would be less likely to be perceived as having "special needs" and would have improved access to a wide array of services. However, they were concerned that the service priority and service intensity granted DVR customers might diminish under a One-Stop system. They also worried that staff serving DVR customers under a One-Stop system would not have the same high level of specialized training and counseling credentials as current DVR staff. Similar concerns were expressed by the Veterans Employment Services staff on behalf of their customers.

Center staff have only recently begun to strategize about how to reach a broader range of job seeker and employer customers and what how to ensure that services will be attractive to this expanded customer population. Like the state One-Stop staff, staff in the Creston Center look to technology to support the process of universal services. Staff are aware that the state of Iowa is investing heavily in the development of new technology and technology-based products and services. For example, the Iowa Communications Network, a fiber optics network, will ultimately create opportunities for remote classroom training for Iowa residents throughout the state. The state is also investing in the development of automated self-service labor market information products. However, there is skepticism among some Center staff who feel that such

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[6] This took place on July 1, 1996.

new services, particularly self-driven services, will not appeal to many customers within SDA 14.

Center staff have also discussed extending or adjusting center hours so that job-seekers who are already employed or in training programs have more opportunities to access services. Among the options being discussed are Saturday hours and extended evening hours once or twice per week. To date, however, state merit employees have been reluctant to commit to such changes without consulting their union representatives about what is and is not permissible under current regulations.

Finally, to make Center services accessible to residents throughout the seven-county region, Center staff have developed an elaborate network of remote service locations throughout the region. These locations include offices of government agencies, community-based organizations, and schools. Individual Center staff travel to these locations on a regular basis to meet with customers who cannot travel to Creston for services.

Customer Choice

The Center offers customers considerable choice in terms of *where* they can access services as well as *how* they may access services. All respondents emphasized the importance of providing customers with the opportunity to make informed and meaningful choices. In addition to the services provided by staff at the Creston Center or at outstationed service sites, customers may receive some services through a small number of kiosks located in public places such as the local shopping center. These have not been popular among customers, however, and have required considerable maintenance. As a result, staff did not think highly of them.

The Center Director envisions that technology-based products available in the Center's Resource Room will eventually offer customers a variety of assessment, job search, and resume support services, including self-driven and assisted services. With few exceptions, however, Center staff were ambivalent about the technology-based services offered or planned for the Resource Room, in part because they had not yet been trained in how to use these new applications, and in part because they feared that such automation would undermine the personal quality of services. Staff felt that the latter issue was particularly important in a rural area like Creston. "People expect

personal service here," one staff person said, "and we need to be attentive to that when we design computer-driven forms of assistance." [7]

Integrated Services

Although there is increasing coordination between staff of partner agencies in the Creston Center, the only functions that have been integrated to date are customer reception, the management of the consolidated physical facility, and the provision of self-service automated information and training services in the Resource Room.

With the removal of the physical barrier that divided Job Service from JTPA, the partners established a common reception area to support the eventual goal of integrated services. This makes it possible for customers to inquire about Center services from a single receptionist, rather than having to navigate their way through a series of separate reception areas. Moreover, the common reception/waiting area is near the Resource Room and the Center staff encourage customers to explore the area while they are waiting to receive staffed services.

The Center is still assessing the need for a full- or part-time Resource Room specialist who could market the services available in the Resource Room and assist customers in using these services. Currently, the receptionist answers some questions, and other staff fill-in with customer support as needed. However, since many of the technology-based tools are new to the staff as well as to the customers, most staff need to be trained in their use before they can assist Center customers.

At the time of the site visit, the staff at the Center had many questions about how much discretion they would be allowed in integrating services across different funding streams. Partners felt burdened by agency or program regulations that they perceived as barriers to serving a broad range of customers or sharing funds across programs. Center staff hoped that the state would begin to assist local sites in breaking down some of these barriers, once the integrated Iowa Workforce Development Department was established at the state level.

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[7] This staff person reported that customers frustrated with the impersonal nature of the Center's new menu-driven telephone system had confronted her with complaints at her home and in the local supermarket.

Performance-Driven/Outcome-Based

Local partners emphasized customer satisfaction as a key performance standard, at least partly because the limited job opportunities in the local economy preclude stellar performance on job placement measures. Providing high-quality customer service is a clear priority among all individual program or agency staff housed at the Center. Some staff attributed the importance of customer satisfaction to the "small-town" character of rural Iowa. If customer satisfaction is a problem, staff know that they will hear about it from friends, relatives, and neighbors. Most respondents felt that there is a higher level of accountability between Creston Center staff and customers than there would be in a more urban area because of the small-scale social networks. Moreover, precisely because of these close personal relationships, staff generally take a great deal of pride in their work because the customers that they are helping may also be friends and neighbors.

Center staff have not yet developed Center-wide performance measures. Rather, in the absence of a uniform Center identity, staff are still relying on program-based performance measures to assess their performance. Two reasons were cited for the decision not to emphasize performance measurement at this time: (1) the absence of an integrated information system than could track outcomes across partner programs; and (2) the desire to establish a more integrated system before implementing accountability mechanisms.

Center staff perceive the development of an integrated information system to support Center-wide accountability measures to be a state-level task. Furthermore, local staff indicated, this task must be accomplished before a local performance measurement system can be designed or implemented. Staff are aware that the state of Iowa is investing heavily in the development of a management information system that will vastly improve the ability of state and local agencies and programs to document services and outcomes and share information. Moreover, customer satisfaction tools and measures of customer utilization of self-service offerings are expected to comprise an important part of new accountability systems. Once the information systems necessary to support new accountability measures are established, Center staff expect to provide input into the development of specific reporting measures.

Individual staff members are wary of establishing performance measures too soon. They recognize that the Creston Center is still in the early stages of developing an integrated approach to customer services and feel that they need more time to assess

local needs and develop new and improved services. They expressed concern that the premature implementation of a uniform set of performance measures, even one reflecting a new customer service orientation and encouraging new employer services, will stifle innovation and experimentation among local sites. Local staff in Creston indicated that the Center required more time to "grow into its vision" before staff will be ready to implement performance measurement and continuous quality improvement mechanisms.

Physical Facilities

The Creston Workforce Development Center is located in a single-story office building on a main street in downtown Creston. The partners are pleased that an additional 2,000 square feet of unoccupied (and unrenovated) space adjoins the 8,000 square-foot Center space. Thus, if new partners join the Center or if the space needs of the current partners increases, expansion will be possible. To prepare the Center for shared occupancy by the current partners, the majority of the local One-Stop implementation grant funds was used to remove a wall and remodel the entire space. The facility is now clean, neat, modern, open, and ideal for shared operations that need to appeal to a broad range of individual and employer customers.

The integrated reception area is a key feature of the Workforce Development Center. As customers enter the Center, they are greeted at the reception area, and either directed to the appropriate office or asked to wait in the entrance area, where there are several new chairs, and a table stocked with the daily local paper and weekly regional papers. Customers are also encouraged to use the self-service offerings in the Resource Room (directly across from the reception area) while they wait. Although the current arrangement is aesthetically pleasing, partners are considering moving the reception area inside the Resource Room to encourage more customers to use the facilities there. Currently, although the Resource Room is in plain view of the waiting area, few customers are choosing to use it on their own initiative. Most sit or stand in the reception area while awaiting staffed services. When the appropriate staff member is available, customers are escorted or directed to the relevant office to receive services.

Since individual program/agency identities remain fairly strong at the Creston Center, customers received service only from staff employed by the agency or program funding the service. All JTPA program staff are housed in one half of the Center, along with staff employed by the Division of Vocational Rehabilitation. All Job

Service staff occupy the other half of the office, along with the older worker program representative and the veterans' services representative. The cubicles in the middle of the office are shared by staff representing additional programs, including the PROMISE JOBS program, Worker Profiling and Reemployment Services, and the dislocated farmworkers program. A shared set of file drawers are centrally located in the rear of the office. Shared production and supply rooms and an employee cafeteria are located on the JTPA side of the facility. A shared classroom/workshop room is located on the Job Service side.

Although the integrated reception function is seen as key to supporting the further integration of functions among Center staff, the current receptionist is also assigned other responsibilities and is not always available to greet customers when they enter the Center. Despite the program-specific allocation of space within the Center, individual offices do not have signs indicating the location of different programs. This makes it difficult for customers to find where they need to go when the receptionist is not at her desk. Customers who are not greeted at the door may end up walking around the Center searching for their case manager. To remedy the problem of lack of formal program signs, the PROMISE JOBS staff have hung temporary paper signs over their individual offices.

Partners are currently in the process of figuring out how to make decisions about a variety of issues related to sharing the physical facility. These issues include allocating desks and offices to staff who are present at the Center only part of the week; purchasing Center-wide equipment, supplies, and furniture; scheduling use of the single classroom space; sharing file space; and, in some cases, sharing individual case files. Currently there is no common lunchroom or conference room space outside of the classroom. Staff also are wrestling with whether and how to make additional Center space available for use by job seekers or employers (e.g., for employer interviews with prospective workers).

IMPLEMENTATION OF LOCAL SUPPORT MECHANISMS

Staffing Arrangements

Prior to the One-Stop initiative, the core partners were housed in different buildings. Although the partners are currently co-located, the program and agency divisions that existed under the old system still manifest themselves in the shared office space: Job Service occupies one side of the building and JTPA the other. Although coordination among the core partners is a strong feature of the Creston Center, current

job assignments still follow programmatic, rather than functional, lines. With the exception of the reception staff and an administrative assistant/MIS liaison, both of whom are engaged in Center-wide operations, staff have not been cross-trained or assigned to perform integrated job functions across programs.

Initial planning efforts have attempted to identify areas of expertise associated with the different Center partners with a view toward eventual specialization by functional area when and if further cross-agency integration occurs. For example, staff have identified Job Service as having expertise in placement, labor market information, and unemployment compensation. JTPA has been identified as having expertise in rapid response to dislocations, job development, and on-the-job training. Ultimately, staff may be assigned to new positions by function rather than by program, in keeping with the assessment of expertise.

Capacity Building

The Center Director and the majority of the Center staff are aware of the state's efforts to support the transformation of individual employment and training programs into integrated workforce development centers through a coordinated capacity-building effort. Although the development of One-Stop training curricula was perceived as an appropriate state-level function, local staff in Creston expressed a desire to be more regularly informed about the state's training plans.

In Creston, local staff indicated two areas in which staff training is critically needed: (1) team building; and (2) use of technology. Study respondents indicated a high level of interest in formal training about the roles of different Center partners and how to work in teams. Staff training in team building would clearly support the long-term transformation of individual programs into integrated Center operations.

Training in new technologies, ranging from basic computer literacy to use of the Internet, new information systems, and the resources available in the Resource Room, is another critical need area. Currently, many staff are reluctant to refer customers to the Resource Room because the Center lacks the staff support to assist customers in using the available resources. Moreover, although staff are aware of the state's emphasis on technology-based services as a key component of its One-Stop vision, many staff at the Creston Center expressed skepticism that technology-based products could revitalize the public employment and training system. Clearly, local staff require

more information about the new technology-based products they will be receiving from the state so that they will be effective in sharing the technology with customers.

Management Information Systems (MIS)

Local respondents view management information systems as important tools to support developing integrated workforce development services. Early in the local One-Stop planning process, local partners identified developing an integrated intake form and process as a high priority for supporting the operation of the Center. The Creston partners requested funding from the state's second year One-Stop Implementation Grant to support the development of an integrated intake process that could be used by all local partners including the Division of Vocational Rehabilitation. However, this request was turned down by the state, because the state did not want to support the development of a different integrated intake process for each of the 16 local areas in the state.

Most staff at the Creston Center are now aware of Iowa's participation in a multi-state consortium developing integrated intake and case management systems for use across different workforce development programs. Fewer local staff are aware of the comprehensive nature of the state's information technology plan, which includes the construction of a statewide state-administered fiber optics network called the Iowa Communications Network.[8]

At the local level, the need for improved information exchange among local partners is evident. At the present time, although there are information-sharing agreements in place between some partners and programs, including agreements between Job Service and JTPA to share the case files of common customers, not all local staff have access to information that would help them serve shared customers. For example, the Center partners lack an automated information system to support coordinated services for employer customers. Currently informal communication channels are the only mechanism for insuring that different job developers do not contact the same employer.

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[8] The ICN is on its way to becoming operational, having achieved at least one point of presence in every county. In the Creston area, Southwestern Community College maintains the connection.

Labor Market Information and Related Information Technology Improvements

At the state level, Iowa is investing in the creation of new automated user-friendly databases of information on careers, labor markets, and training opportunities. However, Creston staff are not yet convinced that these new products will be viewed as useful resources by employers or individual job-seeking customers. Perceived barriers to their use include the small number of local employers and an apparent customer aversion to the impersonal nature of automated services.[9] Responses by Creston staff, described below, reveal that the state of Iowa needs to devote substantial energy to marketing its LMI products to the staff of local Centers such as Creston.

Local staff also expressed concern over the accuracy of existing LMI data. For example, there is widespread perception among staff that reported local unemployment rates are highly inaccurate. This perception encourages a high level of skepticism about other labor market information as well. Staff expressed concern that the increasing sophistication of the new automated information systems will obscure the questionable quality of the data.

In addition, there was great concern among staff that new products being developed by the state would be skewed toward serving *highly* skilled job seekers, even though the state welfare-to-work initiative is expected to vastly increase the number of *low*-skilled job-seekers. Staff also indicated that customers at the Creston Center would find the information provided by these systems less useful than customers at other Centers because most job seekers in the Creston area are unwilling to relocate for new jobs. Moreover, because the community is relatively small, and the number of employers few, most job-seekers are aware of the major employers already. Staff doubt that customers will use new LMI products to locate potential employers.

Staff did express mild enthusiasm however, for a particular application of new LMI products: to support local school-to-work initiatives. The Creston Center hopes to evolve into a resource for local schools and vocational education programs. New LMI products would support this initiative in two ways: (1) the data could assist young

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[9] Although the Center has automated ALEX job listings, customers still use the hard copy "paper" job boards to get information about available jobs. Almost no one currently uses the computers to look up job descriptions, even though it would be far more efficient for customers to review these descriptions before asking a staff person for help.

people in developing career plans; and (2) high-tech delivery mechanisms will be likely to appeal to these young customers.

Marketing

Marketing is a new activity for the staff of the Creston Center. Local staff have responded positively to One-Stop marketing advice and technical assistance from the state staff. However, before engaging in a large-scale marketing campaign, local partners want to create a more stable and cohesive internal Center environment. Although the core partners currently collaborate extensively, a number of partners expressed concern about marketing an integrated Center before full-scale integration had actually occurred.

At the time of the site visit, marketing efforts were also on hold because local staff were still waiting for the state to make some final decisions about the use of the state One-Stop logo. There was some question about whether the state logo developed for One-Stop was going to be used to represent the multi-agency One-Stop initiative or the newly established Department of Workforce Development. At the time of the site visit, the state logo was being used in the signage identifying the Creston Workforce Development Center. The logo was also used on some Center letterhead, but not yet on all of the fax cover sheets and other business forms. Until the state clarifies the appropriate use of the state logo, the Creston Center staff do not want to confuse potential customers by making widespread use of the logo to represent the Creston Center.

DELIVERY OF ONE-STOP SERVICES TO CUSTOMERS

Services for Individual Customers

"Core" services currently available to customers at the Creston Workforce Development Center include:

- *Access to job listings and job matching services* through the ALEX system, using on-site terminals. Access to ALEX is also available through a kiosk in a local grocery store.
- *Application for and receipt of UI benefits*.
- *Access to self-service labor market information*, through written and automated information in the Resource Center.
- *Testing/assessment*. Customers eligible for categorical programs may receive a formal battery of tests. In addition, a self-driven assessment program called Jumpstart is available in the Resource Room.

- *Self-service career planning activities* within the Resource Room, including CHOICES, which includes career interest information as well as information about local training providers, and a library of career-related videos.
- *Self-service training and job search training* activities within the Resource Room, including use of resume preparation software and keyboarding training.
- *Written information on local employers and training providers*, through CHOICES software, as well as through brochures and assorted materials available within the Resource Room.
- *Information about and referral to available community services* including training resources and family support services. Information and referral is provided by reception staff and through written materials in the Resource Room.

Many of these services, particularly the self-driven services, have been developed as part of the One-Stop initiative. The staff of the individual partner programs still require training on the self-driven services in order to direct their customers to the programs from which they would benefit most.

At the time of the site visit, there was considerable uncertainty among Center staff about which services were available to the general public and which were limited to customers of specific categorical programs. Services currently limited to selected customers based on individual eligibility include the following:

- *Individualized service planning, counseling, and case management services* are reserved for participants in Worker Profiling and Reemployment Services, JTPA economically disadvantaged or dislocated worker programs, older worker programs, and PROMISE JOBS (welfare to work).
- *Group job search training/job clubs* are reserved for participants in the PROMISE JOBS program.
- *Placement in on-the-job training* is reserved for participants in JTPA programs.
- *Tuition and supportive service payments* is reserved for participants enrolled in training through PROMISE JOBS and JTPA. However, due to funding shortages, no new customers have been enrolled in occupational training in PROMISE JOBS for the last two years.

Services for Employer Customers

Local staff at the Creston Center have not yet developed new services for employer customers. Although such services have been discussed among staff, and staff of different categorical programs have begun to share information about local employers on a more regular basis in order to prevent duplication of services, the Center has not yet developed a clear strategy about what new services to develop for employers or how to market them to employers.

Currently, Center staff post job listings and provide referrals, initial screening, and testing for employers when appropriate. However, over the long term, Center staff hope to serve employers better as a result of increased Center participation in local economic development initiatives and school-to-work initiatives. Staff associated with the Center feel that improved regional linkages with school-to-work and economic development initiatives offer tremendous promise to transform the Center from a resource for job seekers into a resource for labor exchange and training more broadly. By marketing job seekers on a regional basis and encouraging local K-12 schools to include career education as an important element of primary and secondary education, the Center hopes to help both existing and new employers locate job seekers that meet their needs.

CUSTOMER RESPONSE

Individuals

Because many of the planned changes to the workforce development service system had not yet occurred at the time of the site visit, the customers to whom we spoke still considered themselves the clients of a particular agency and program, rather than of an integrated workforce development system. As part of the One-Stop evaluation site visit, informal discussions were held with customers of Job Service's job placement services and participants in the PROMISE JOBS program for AFDC recipients.

All customers praised the services they were receiving. Most indicated that they were treated with respect and that staff were helpful and supportive. However, customers did not seem to have very high expectations about the quality or sophistication of the services they received. Most were unaware, prior to enrolling in their respective programs, that such services were available at all through the public sector. They were, therefore, grateful for whatever assistance they received and hesitant to request additional services.

Customers enrolled in intensive services through targeted programs expressed particularly high levels of enthusiasm for their case managers. Customers enrolled in long-term training programs greatly appreciated the case managers' thoughtfulness, patience, and support.

Customers who had had contact with workforce development services over an extended period commented favorably on the new decor and remodeling process, but most were unaware of the Center's effort to "reinvent" its services and service-delivery strategies. This is not surprising, because the Creston Center is still early in this transformation process. However, customers who were aware of the Center's transformation efforts understood the reforms to be the result of federal and state budget reductions rather than part of an overall strategy to improve workforce development services to individual and employer customers.

Employers

Several employers who participated in a focus group discussion during the evaluation site visit expressed interest in the development of new employer-oriented services. However, respondents were not aware of the intended statewide transformation of public workforce development services as part of the One-Stop initiative. They reported "being asked more questions" by Workforce Development staff, but were unaware of any substantial changes in the available services. Because many local firms have recently downsized, private sector human resources staff often lack the capacity they once had to recruit new employees. As a result, employers have become more interested in receiving assistance in the hiring process from the public sector. The fact that the Center will provide screened referrals free of charge was cited as a major incentive for local employers to use the public system.

Additionally, employers expressed enthusiasm for public involvement in school-to-work initiatives, to address the difficulty they are currently having in finding new recruits with good work-readiness skills. Employers also indicated their interest in attracting hard-working young people into their firms so they could train them and "move [them] up through the ranks." They indicated that the Center might play an important role in the local labor exchange by facilitating career education and internship/externship opportunities for students leaving high school.

ASSESSMENT AND LESSONS LEARNED

The federal One-Stop Implementation Grant was a clear catalyst in getting state and local One-Stop planners to begin redesigning workforce development services and service delivery mechanisms in the state of Iowa. However, because the state has promised to implement large-scale change in a relatively short length of time, local Workforce Development Centers are springing up throughout the state even though the concept of service integration and transformed services is not well understood and is highly controversial at the local level. Marketing the One-Stop vision internally and overcoming internal staff resistance to the One-Stop initiative will be a challenge for both the state and local sites in the coming months. In Creston, the solid personal relationships among local partners and the close-knit nature of the community provide a foundation upon which agreement about transformed services can be achieved.

Confusion about the relative roles of the state and the local partners in the design of One-Stop centers has also influenced the evolution of the Creston Workforce Development Center. Although the state has encouraged local sites to develop local One Stop systems that are responsive to their particular needs, local areas are dependent on the state for many of the self-service technologies and management information systems upon which One-Stop services will be built. Where state control ends and local discretion begins is not yet well established.

The staff of the Creston Workforce Development Center have approached the One-Stop initiative with varying levels of enthusiasm. Although good communication and coordination are strong features of the Creston Center, staff have not yet achieved a well-developed blueprint for integrated workforce development services. To further support the next stages of service transformation, all staff would benefit from capacity building in the areas of teamwork and technology use, both of which have the potential to assist the partners in identifying common objectives and moving toward integrated services.

APPENDIX I

WORKFORCE DEVELOPMENT CENTER
DES MOINES, IOWA
One-Stop Profile

Based on a Site Visit Conducted During May 1996

WORKFORCE DEVELOPMENT CENTER
DES MOINES, IOWA
One-Stop Profile

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WORKFORCE DEVELOPMENT CENTER
DES MOINES, IOWA
One-Stop Profile

DESCRIPTION OF THE LOCAL CONTEXT

As part of its One-Stop initiative, the state of Iowa has set a goal of developing a One-Stop center within each of the state's 16 SDAs. The Workforce Development Center in Des Moines (Des Moines WDC) was designated as the official One-Stop center within SDA 11, an 8-county service delivery area. The Center received funding from both the first and second year federal One-Stop implementation grant to further One-Stop development.

The planning and development of a One-Stop center in Des Moines builds on the pre-existing co-location of many workforce development partners and programs in a single facility in downtown Des Moines. Among the early goals of the One-Stop center were *increasing the flow of information among partners* to increase each agency's familiarity with what other agencies do and *facilitating inter-agency coordination on behalf of common clients*. However, the current One-Stop initiative has evolved far beyond physical co-location and coordination of services to individual clients to include *coordination of planning and budget initiatives* among workforce development partners throughout the region (whether or not the partners have a physical presence within the One-Stop center) as well as *consolidation and integration of selected functions* among the co-located partners.

Several key variables are influencing the context within which the local One-Stop vision is emerging and taking shape. These include: (1) an extremely low unemployment rate; (2) support for a strong work ethic within the state's welfare-to-work initiative; (3) a decline in funding for the individual agencies participating in the One-Stop initiative; and (4) uncertainty about the organizational structures that will ultimately emerge for workforce development programs at the state and local levels. Each of these is briefly described below.

- *Polk County, which contains Des Moines, has an extremely low unemployment rate, under 3%*. This influences both the types of customers seeking assistance from the public workforce development system and the needs of local employers. In this tight labor market, the

clientele that has traditionally sought public employment services are low-wage, low-skill manual laborers. Job seekers with more attractive skills are likely to have little difficulty finding new jobs. On the other hand, employers have difficulty finding qualified workers and complain of high rates of employee turnover.

One of the questions raised by the One-Stop initiative is whether the public system can design services that will attract a broader range of job seekers and employers. More recently, as a result of corporate downsizing, the public workforce development system is beginning to serve professional workers who are seeking assistance in finding new jobs. These customers are requesting a broader range of services, including help with career planning and development, rather than "just a job." These more highly skilled workers are very attractive to local employers.

- *There is strong public and agency support for the state's welfare-to-work initiative—PROMISE JOBS— which calls for participants to move rapidly toward full-time employment*. To encourage the transition from welfare to work, the program offers transitional benefits and supportive services to assist families to leave public assistance. Because of the strong work philosophy guiding this program, extended post-secondary training prior to employment is no longer encouraged for the welfare population, although basic education to complete high school equivalency is strongly urged.
- *A number of the partner programs and agencies, including ES, UI, and VETS have experienced substantial funding cuts in recent years*. Staff responsible for the ES, UI, and VETS functions feel overwhelmed by the high volume of customers they are expected to serve with ever-reduced levels of staff. As a result, staff are very interested in consolidating staffing for common functions shared with other workforce development partners (e.g., job development and employer services) and reducing duplication of effort.
- *There is currently considerable uncertainty over the organizational arrangements for the planning and delivery of One-Stop services at both the state and local levels*. Staff concerns about job security, wages, benefits, and overall control issues among the local partners make it difficult for the different entities participating in the Des Moines WDC to focus on an integrated team effort. If local partners are required to compete for local workforce development dollars (as suggested by the director of the new state Workforce Development Department), it is not yet clear which local partners would join a consortium and which would choose to compete against each other.

These factors have helped to shape a local One-Stop initiative that is attempting to provide improved labor exchange services to employers and job seekers alike by looking for overlapping functions across the participating workforce development partners. As described below, the common functions selected for initial consolidation efforts include: customer reception, testing/assessment, employer services, and job placement. Although integration of services is driven strongly by a desire to achieve economies of scale in the face of reduced funding levels, improved customer service is also a clear local objective, as expressed by the Center's vision statement:

> "The Workforce Development Center's mission is to assist individuals in meeting their economic and social needs."

This vision does not yet encompass the forging of a single Center identity or the development of detailed goals and objectives for the Workforce Development Center as a whole. However, some partners recognize that the vision may ultimately evolve into "total functional integration" and an integrated workforce development business identity.

ORGANIZATION AND GOVERNANCE OF THE LOCAL ONE-STOP INITIATIVE

Recent state legislation creating an integrated state Workforce Development Department(WDD) and Workforce Development Board (WDB) also calls for the creation of *Regional Advisory Boards* to (1) advise the state WDD and WDB about regional workforce development needs, (2) assist in decisions about the state award of grants or contracts for the delivery of regional workforce development services, and (3) monitor the performance of local service providers. Regional Advisory Board members will be appointed by the governor based on recommendations submitted by local elected officials. Regional boards will include business and labor representatives, as well as a county elected official, municipal elected official, and a community college representative.

The role planned for Regional Advisory Boards is consistent with the state's plan to become a "broker" rather than a direct provider of local workforce development services in the future. Under the competitive model laid out in the legislation and promoted by the new WDD director, existing public workforce development agencies such as local Wagner-Peyser and JTPA administrative entities will be able to compete for service contracts with other non-governmental entities. Local partners could

compete against each other or form a consortium to apply for designation as the local workforce development service provider.

At the level of day-to-day program planning and administration, the partners in the Des Moines WDC have responded to the state's encouragement of an *inclusive* process for local One-Stop planning and administration. A "*Partners' Group*," including senior staff from all local agencies that operate one or more major public workforce development program, is responsible for joint administration of the Center. The Partners' Group currently meets every other week to address issues of common concern and plan for the integration of selected core services. All workforce development agencies participating in the Partner's Group are committed to an integrated local planning process. "Core partners" are moving rapidly beyond coordinated planning to the development of integrated service functions. Partners that are not yet ready to participate in integrated service functions (because of philosophical, practical, or legislative/regulatory barriers) are welcome to participate as "non-core partners" in common planning and coordination efforts.

There are eight core partners in the Des Moines Workforce Development Center, as follows:

- *Iowa Department of Employment Security (DES)* is about to become part of the new integrated Workforce Development Department. Programs operated by DES in the local Des Moines office include UI, Wagner-Peyser-funded activities (ES), and VETS services. DES is also a contractor for the state's PROMISE JOBS program for AFDC recipients (which it operates jointly with the local JTPA Title II administrative entity).
- *The Central Iowa Employment and Training Consortium (CIETC)* is the local administrative entity for the delivery of services under JTPA Title II. This agency is currently a local contractor of the State Department of Economic Development but will soon become a contractor of the new integrated Workforce Development Department when it takes over state-level administration of JTPA services. CIETC is also a partner with DES in the operation of the PROMISE JOBS program for AFDC recipients. All CIETC staff are housed at the WDC.
- *United Way* operates the local Dislocated Worker Center, as the designated JTPA Title III administrative entity. United Way also shares responsibility for the delivery of reemployment services to UI profiles in combination with DES. The Dislocated Worker Center is not co-located at the WDC because its staff needs room to grow and shrink

(through accessing discretionary grants) as the need for dislocated worker services changes, but one staff responsible for reemployment services to UI profiles is outstationed at the WDC.

- *The Des Moines Area Community College (DMACC)* covers 11 counties and has multiple campuses within the Des Moines metropolitan area as well as in outlying counties. At the One-Stop Center, DMACC leases classroom space for two ABE/GED classes. At the main DMACC campus, the college houses an *Economic Development Group* that provides employee retraining services to expanding and relocating businesses.
- *Iowa Division of Vocational Rehabilitation Services (DVR)*. Although DVR has a staff person outstationed at the Center part-time and is represented on the Partners' Group, DVR has been prevented by legislative/regulatory barriers from participating in plans for consolidated staffing of core services.
- *Green Thumb* is a private non-profit agency that operates Iowa's federally-funded Senior Community Service Employment Program (Title V, Older Americans Act). Agency staff are housed at the Center.
- *Goodwill Industries* is a private non-profit agency that serves individuals with serious barriers to employment using funding from the state Division of Vocational Rehabilitation and the state Department of Human Services. Services administered by staff located at the Center include work experience and job coaching.
- *Dynamic Educational Systems, Inc. (DESI)* is a private non-profit agency that operates several Job Corps Centers in Iowa. Administrative staff for this program are housed at the Center.

Each of the partners listed above has at least some staff housed at the Center and participates in the Partners' Group. Each of the core partners, with the exception of the Division of Vocational Rehabilitation, is participating in plans for the consolidation of one or more service functions.

Additional "non-core" partners with an on-site presence at the Center include:

- *Area Agency on Aging*. An older worker specialist with the state-funded Retired Iowan Community Employment Program (RICEP) is housed within the DES offices at the Center, but does not have separate representation on the Partners' Group.
- *Lyric Vocational Counseling Services*. This private for-profit agency receives referrals to serve DVR and Veterans' Administration rehabilitation clients. Although this business rents space at the Center, it is not a voting member of the Partners' Group.

- *The Volunteer Mentoring Program*. This statewide program is represented in the Center by a half-time Vista volunteer. The program matches PROMISE JOBS clients in need of support to volunteer mentors.

Affiliated agencies that coordinate activities with WDC partners but are not currently considered partners in the WDC include:

- *The Iowa Department of Human Services (DHS)*. This agency is active in One-Stop planning at the state level, but is not an active participant in the operation of the Des Moines Workforce Development Center. Although DHS contracts with DES and CIETC for the operation of the PROMISE JOBS program, no income maintenance case workers are located at the Center.
- *Iowa Department for the Blind*, the sister agency to DVR, provides blindness adjustment services to individuals with new visual impairments. While interested in coordinated planning with WDC partners, this agency is not co-located or represented on the local Partners' Group.
- *Polk County Social Services* and the *YWCA* each operate Family Development and Self Sufficiency (FaDSS) programs that provide intensive case management services to individuals with serious barriers to self-sufficiency. Although clients are referred to FaDSS from the PROMISE JOBS program, FaDSS providers are not co-located at the Center.

In summary, the organization of the One-Stop initiative in the Des Moines Workforce Development Center is characterized by (1) co-location of a wide variety of public and non-governmental workforce development agencies and organizations, (2) commitment to a common inter-agency planning process guided by a joint administrative steering committee referred to as the Partners' Group, and (3) participation by a group of "core partners" in planning for the consolidation of a selected set of core services. Future state-level decisions about the selection and certification of local workforce development service providers may transform the local delivery framework, if a competitive RFP process is used.

COMMUNICATION AND COORDINATION

Current mechanisms for local communication and coordination to support One-Stop development include bi-weekly Partners' Group meetings in which agency administrators participate, as well as meetings of four planning committees composed of agency administrators and some line staff. The key inter-agency planning

committees include: Customer Service, Assessment, Employer Services, and Job Development. Each of these committees are developing proposals for the integration of selected services across the participating agencies for consideration by the full Partners' Group.

Several respondents indicated that planning and communication about system transformation has been limited to a relative small number of key individuals from each of the participating partners. A group of partners concerned with marketing the WDC (described below) indicated that one of the most pressing marketing issues is how to "sell" the One-Stop concept to line staff within the partner agencies, many of whom are fearful of how One-Stop implementation will affect their job security, working conditions, and wages and benefits. Participation by line staff in reconnaissance trips to One-Stop centers in Wisconsin appeared to be an effective way for staff representing a variety of perspectives within the WDC to be exposed to the One-Stop concept.

All partners emphasized the need for improved day-to-day communication among staff in different partner agencies, including electronic mail and the sharing of client-level and administrative databases. In the absence of such communication tools, efforts to forge inter-agency trust and the sense of a common enterprise are hampered. Although all partners say they are now much more aware of what other partner agencies do, most staff are still primarily involved with their own agency's programs, rather than having a detailed overview of the Center as a whole. Even the DES Executive Officer for the PROMISE JOBS program, who coordinated the site visit, indicated it was extremely valuable for her to sit in on the local site interviews for the evaluation because they gave her a new understanding of everything that happens within the Center.

FUNDING ARRANGEMENTS, BUDGETING AND FISCAL ISSUES

The partners within the Des Moines WDC have approached the sharing of resources by making informal in-kind contributions of staff and equipment to operate shared functions, rather than by formally pooling funds. The cost of the shared facility is covered through sublease agreements between the co-located agencies and DES, which is the local leaseholder. Lease agreements cover the cost of the physical facility and operating costs (e.g. utilities, phones). For some agencies, the lease agreement also includes a fee to cover agency access to DES equipment, such as the copy machine.

To date, the only funds that have been formally earmarked for the WDC as a whole, rather than for one of its constituent programs or agencies, are the One-Stop Implementation Grant awards provided by the state for One-Stop system development. The Center received $25,000 from the state's first-year One-Stop grant for remodeling costs to create the physical infrastructure for an integrated "customer reception desk" for the entry area of the WDC. A second-year grant of $69,500 was received for the furbishing of an integrated Assessment Center to be staffed and used by all core partner agencies. The Central Iowa Employment and Training Consortium (CIETC) is the local fiscal agent for these funds, which are to be expended following plans developed and approved by the Partners' Group.

Additional in-kind contributions have been provided by the participating partners to support shared facilities. For example, DES has paid for the development and staffing of the Resource Center, which is available to customers from all agencies. DMACC has provided on-site ABE/GED classes using a combination of ABE and general college funds. For the staffing of the new Assessment Center, all partners are being asked to contribute staff to help operate the center. In exchange, all participating agencies will be able to refer their clients for a core set of tests at no additional per test charge. Partners that do not help staff the Assessment Center will be charged for use of all assessment services.

Thus, to date, the development of the WDC has been furthered through an informal bartering process, whereby each participating agency offers something of value in exchange for mutual benefits. For example, in the furbishing of the Assessment Center, the community college provided the carpeting, DESI (the Job Corps administrator) arranged for the carpet installation, DES provided the glue for the carpet, while CIETC traded in some old furniture to get the modular wall dividers that separate the Assessment Center from the surrounding space. Although this process has facilitated the development of shared resources, it has not been used to forge a unified Center identity among participating partners. Rather, each partner has retained its separate identity as well as its separate funding streams.

Following a different paradigm, DES and DMACC are working together to develop and market enhanced assessment/testing and placement services to local employers. Revenues obtained from these new lines of business (described in more detail later) will be retained on behalf of the Center as a whole, rather than allocated to any particular partner agency.

DESIGN OF THE LOCAL ONE-STOP INITIATIVE

Evolution and General Description of Local Design

When different workforce development agencies first co-located at 215 Keo Way in May 1994, the local design for a One-Stop center was described as a "career arcade" with co-located services for the ease of customers, but few expectations for consolidation of services across partner agencies. The PROMISE JOBS program was a precursor of inter-agency "partnering" between DES and CIETC, but even this co-administered program assigned each participating agency responsibility for a different aspect or phase of services to JOBS participants.

The catalyst for a new design for integrated service delivery was the preparation of the state's One-Stop Implementation Grant application in the summer of 1994. As part of the planning process, state and local partners began to conduct an analysis of common functions or "lines of business" shared across workforce development partners. As a result of this planning exercise, the state identified eleven different core services: career planning, career preparation, occupational skills development, job placement services, community services information and referral, employer technical assistance and training, UI services, labor market information dissemination, worker transition assistance, access to support services, and access to targeted workforce development programs.

After reviewing the potential for inter-agency integration of different lines of business, partners in the Des Moines WDC identified five activities in which there was commonality or overlap across multiple agency partners: customer reception, testing/assessment, case management, job development, and employer services.[1] Each of these activities except case management was selected for efforts to plan for integration of services across agency partners. Because it seemed too ambitious for the initial planning effort, integration of the case management function was deferred to a later date. Initial plans targeted July 1, 1996 as the target date for the implementation of integrated services in the Des MoinesWDC.

Relevance of the Local Design to the Four Federal Goals

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[1]These activities do not correspond exactly to the lines of business identified at the state level. Some services targeted for integration in the Des Moines WDC are narrower than the generic lines of business (e.g., testing/assessment is narrower than career planning); others, such as customer reception and case management are not considered lines of business according to the state framework.

Universal Access

Although they support the concept of *Universal Access*, staff involved in the One-Stop planning process are concerned about how to simultaneously preserve services to their current customer base and reach out to new customers, given cutbacks in partner agency staffing levels. They would, however, like to change the image of the Center in the minds of both employers and individual customers so that they are perceived as offering "value-added" services and employer access to a range of workers from lower- to higher-skilled.

Despite the stated goal of making services more attractive to a wider range of customers, the partners have not yet developed a clear service delivery strategy to reach additional customers. The Des Moines WDC has been slow to embrace self-service options as the key to providing services to an increasing volume and range of workforce development customers. Although large numbers of customers use the ALEX automated system to review available job listings, Center staff must screen the appropriateness of each referral before releasing the name of the employer and information about how to apply for the job. Self-service and guided-service opportunities are available on-site through the written and automated information in the DES Resource Center, as well as through dial-in access to the state's DES Data Center, an automated bulletin board that lists job openings and labor market information. However automated self-service options are not emphasized as the delivery mode for large numbers of workforce development customers in this Center. The Center estimates that approximately 150 customers use the Resource Center each week, compared to an estimated 400 to 450 customers who visit the Center for services every day.

Improving Center identification and visibility is also recognized as an important key to make Center services accessible to a broader customer base. Even if customers are aware of one of the partner's services and want to find the Center, the building is not currently well marked. Staff say customers have sometimes complained "I ran out of gas driving around looking for you." Other issues identified as relevant to improving accessibility are increased hours of operation, improved availability of parking, and improved ability to address the needs of non-English-speaking customers. The Center is currently open from 9:00 a.m. to 4:30 p.m. All partners agree that longer hours would be desirable. Limited parking is also currently an issue limiting ease of access by Center customers. In addition, DES staff have identified a need to develop additional Spanish language materials and services. For example, they

indicated that it would be very beneficial to develop a Spanish language recording on the telephone call-in line used by UI recipients to report wages earned during the previous week.

Customer Choice

The presence of a variety of partner agencies and programs on-site as well as in additional locations throughout the 8-county service delivery area provides WDC customers with some choices about where and how to access services. Upon arriving at the Des Moines WDC, customers are "guided" to appropriate services by Center staff. Initial reception staff at the customer service desk, case managers/counselors for individual categorical programs, and soon-to-be-integrated job placement staff are responsible for making sure that customers receive services appropriate to their needs. At the state level, Iowa is investing heavily in the improvement of automated, user-friendly menu-driven labor market information products and job listings/resume banks to support customer self-service options.

As described above, self-service delivery is not yet stressed as a way to increase customer choice at the local level. Nevertheless, the DES Resource Center offers a promising small-scale beginning in the provision of a variety of self-service resources, including access to computers and software applications for resume development, typing and 10-key data entry practice and testing/self-certification, as well as access to written, computer-based, and video-based information on careers and job search methods.

Integrated Services

In response to the federal goal of *Integrated Services*, the core partners in the Des Moines WDC are currently working on plans to integrate the common functions of customer reception, testing/assessment, job placement, and employer services. The integration of these functions is viewed as a strategy to reduce duplication of effort across partners. Ideally, integration of these services will enable individual partner agencies to enhance the content of other customer services, through the realization of cost savings.

The Customer Service Committee has developed plans for the integration of the customer reception function through the creation of an integrated "customer services desk" staffed by workers from each of the participating partners. These staff will be cross-trained in UI screening, ES registration, services available from other partners,

and will be able to perform the first stage of intake and referral for all incoming customers, including completion of ES/UI registration. Registration for other programs will continue to be performed by the staff of the individual categorical programs.

The Assessment Committee, under the leadership of DMACC, has prepared detailed plans for an integrated Assessment Center. This Center will be operated by staff assigned from each of the partner agencies, who will be cross-trained to conduct a common set of tests, including assessments of aptitudes, interests, general basic skills, work-related basic skills, and personality traits. The plan is for each participating agency to refer customers for specific tests. The referring agency will continue to provide test interpretation and ongoing service planning and case management to each customer. As long as the referring agency contributes staff to the operation of the Assessment Center, tests will be performed free of charge.

The Job Development Committee, representing individuals responsible for job development/placement functions in the different partner agencies have been wrestling with how to define and plan for an integrated job development function. The current plan is to create an integrated Job Development Team that will serve integrated caseloads of WDC customers identified as job ready. The primary function of these placement specialists will be to enter and service job orders provided by employers and match job applicants to available job orders.

The Employer Services Committee (which recognizes that the employer services function substantially overlaps the job development function) has identified an "account representative" system as a desirable way to organize employer contacts, so each employer feels that it has continuity of staff contacts over time. The Committee has also worked to design a "second tier" of employer services that are "value added" services to assist employers with particular worker recruitment, screening, and training needs. As described in more detail under the Employer Services section, these include: (1) expanded outsourced human resource functions provided by employer specialists on a fee-for-service basis, (2) development of an expanded Employers' Resource Center with information about hiring, training, and business consulting assistance and services; and (3) provision of assistance to firms interested in training groups of new or incumbent workers.

In addition to plans currently underway for sharing common functions, customers from all partner agencies are invited to use the Resource Center developed with Wagner-Peyser funds and staffed by DES.

Performance-Driven/Outcome-Based

To further the federal goal of a *Performance-Driven Outcome-Based* system, the local area is following the state's lead in documenting One-Stop accomplishments, establishing performance measures, and tracking improvements over time. However, because the WDC is not yet perceived as a single business enterprise in Des Moines, the issue of how to measure its joint accomplishments is not yet a relevant issue for most local partners.

Barriers to system-level accountability include the absence of an integrated identity for the partner agencies, as well as the absence of an integrated information system that can support the collection and analysis of information on services to "system" customers. The state is currently investing substantial energy in developing a prototype integrated client-level management information system.

Local staff expressed support for the principles of ongoing customer feedback and continuous improvement. The Des Moines area recently participated in a national customer satisfaction survey of ES customers and staff implemented as part of the ES Revitalization initiative. However, respondents indicated that, since they were still developing the local One-Stop system, investing heavily in customer feedback at this time might be "putting the cart before the horse."

Physical Facilities

The Des Moines Workforce Development Center is housed in a two-story office building in downtown Des Moines. The Department of Employment Security holds a ten-year lease to the building and rents space to the other local partners. When local workforce development agencies began to share this space in May 1994, they did not have plans to operate an integrated service center. Although the physical layout is not ideal for shared operations, local partners are making physical adaptations as they go along to support plans for consolidated functions.

An integrated customer service desk is key to the plan for integrated Center operations. Currently, customers seeking assistance with UI applications, ES registration, and/or assistance finding a job approach a unified ES/UI reception desk opposite the main entry on the first floor. On busy days, the line at the reception desk

extends out the door. Customers seeking services from PROMISE JOBS, JTPA, or the Food Stamp Employment and Training Program are referred to a separate reception desk on the second floor. Customers seeking services from another local partner agency are currently expected to go directly to the offices occupied by staff from that agency. As part of the integration of reception functions across agencies, the Center partners are planning to move the first-floor reception desk farther into the main reception room to accommodate the customer flow and cross-staff the reception function so that this desk will serve the initial reception and intake needs of all "first-time" Center customers.

Return customers are often able to go directly to the part of the building that is appropriate to their service needs. One of the physical design issues that Center staff are currently debating is whether to maintain the "open" nature of the entire building, or whether to maintain any "secure" areas where customers would need to be accompanied by staff. This is a particular problem in trying to plan for extended hours of operation of some functions on evenings or weekends.

Adjacent to the first-floor customer reception desk is a large room that doubles as the DES waiting room and job search room. Along one wall are comfortable chairs and couches. Along the opposite wall are tables and chairs in front of 9 computer terminals where individuals can look up information on available jobs within Iowa (via the ALEX database) and one terminal at which users can access information about jobs throughout the U.S. (via America's Job Bank). One corner of this room is a "kid's corner" with books and games for children and a large aquarium with tropical fish. ES/UI staff are housed in individual cubicles off the waiting room or down adjacent hallways.

Down the hallway from the reception desk is the Resource Center, a pleasant room with four computer work stations for use by all Center customers interested in using resume preparation software, taking self-administered typing or 10-key skills tests, or accessing automated information about careers. The Resource Center also has written materials on a variety of topics including career information, job search techniques, and training resources, as well as a multi-media center with video offerings on a variety of topics.

The remainder of the first floor includes offices for staff from other partner agencies, two spacious rooms remodeled by DMACC for use as ABE/GED classrooms,

and a large interior space (with no windows) designated as the new shared Assessment Center. Several conference rooms are also available on the first floor. Upstairs space includes offices for the staff associated with JTPA and PROMISE JOBS. Two upstairs classrooms are used for PROMISE JOBS orientations, job clubs, and weekly "job fairs." Interviewing rooms are available for use by employers who want to conduct on-site interviews with prospective employees.

Among the challenges faced by Center partners with respect to the current facility are a limited amount of free parking for use by customers and some difficulties with interior noise control, due to the use of modular partitions to separate the new Assessment Center operations from existing staff offices. Despite these challenges, most partners appear to be enthusiastic about the benefits of co-location and the potential for integrated functions. Nevertheless, at present, the Center is more accurately described as a facility within which partners operate closely coordinated services, rather than as a fully integrated service center.

IMPLEMENTATION OF LOCAL SUPPORT MECHANISMS

Staffing Arrangements

Prior to the One-Stop initiative, major staff divisions within the WDC were between the JTPA and PROMISE JOBS program staff (located "upstairs") and the ES and UI program staff (located "downstairs.") The ES and UI functions have historically been highly integrated functions within the Department of Employment Security. Within PROMISE JOBS, staff from the local JTPA administrative entity and ES staff meet in joint weekly staff meetings as part of their joint responsibility for JOBS program operation, but the operational responsibilities of each agency are distinct. To date, staffing of other co-located programs, such as the Senior Community Service Employment Program, DVR, and Goodwill's services to homeless workers have been entirely separate from ES, UI, and JTPA.

As a result of the planning process for integrating Center services, plans are being developed for cross-agency "teams" to perform the integrated functions of customer service desk/reception, assessment, job development/placement, and employer service representative. Through an inter-agency planning process, a standardized job description and consolidated staff training will be developed for each of the core functions. At present, the hiring process will not be integrated; rather, each core partner agency will contribute its equitable staffing share to the integrated team. (For example, the Job Development Team will have fifteen staff, five contributed by

ES, five contributed by the local JTPA/PROMISE JOBS contractor, and five contributed by other agency partners.) Integrated placement staff will be relocated within the facility so that members of the team are housed together.

Despite plans for integrated service delivery by the present local agency partners, the entire staffing plan for the delivery of local One-Stop services might be completely transformed if the state moves to a competitive RFP process for the selection of local service providers.

Capacity Building

Cross-training of staff, which has begun in the case of specific integrated or shared resources, is proving to be an effective tool for giving WDC staff a detailed understanding of the resources available within the Center. Cross-training is also an essential part of building cross-agency work teams for shared functions. Two areas in which formal cross-training curricula have been developed are for staffing the Resource Center and the Assessment Center.

Local respondents were not familiar with the capacity building efforts currently being planned by the state One-Stop team. As discussed in the state profile, topics for which training is being developed at the state level include supports for organizational and cultural change and training to support the use of new technology-based products. In discussions with local respondents at the Des Moines WDC, staff evidenced a strong interest in team-building training. There would probably also be strong local support for technology training related to system-level accountability and communication functions (e.g., such as sending electronic mail across partners and exchanging or merging client-level information across programs). However, some local staff were not very enthusiastic about expanded technology-based labor market information products, because they did not think that individual customers would be interested in these products.

Management Information Systems (MIS)

Local staff are aware of Iowa's participation in multi-state initiatives to develop integrated intake and case management systems across different workforce development programs. Although a few local respondents are participating in state-level MIS planning teams, One-Stop MIS development is perceived as a state-level function.

At the local level, the need for improved information exchange and communications systems among local partners is evident. At the present time, although

there are information-sharing agreements in place between some partners and programs (e.g., between PROMISE JOBS and DHS for information on the income maintenance status of AFDC clients), not all local staff have access to case management information and job listings maintained by other agencies. Staff working for the local JTPA administrative entity do not yet have computers available at their individual work stations. Clearly standardization of MIS hardware and software remains a major implementation challenge for both the state and, ultimately, the local levels. However, at the present time, questions about what organizational structure will be used for the delivery of local workforce development services appears to take precedence over questions about the design and implementation of MIS support systems.

Labor Market Information and Related Information Technology Improvements

Customers of the Des Moines WDC appear to be comfortable using the automated ALEX and America's Job Bank systems from terminals located within the Center to locate information about available jobs. In addition, interested customers are informed about the state's electronic bulletin board called the "DES Data Center," which individuals and businesses may access from remote personal computers via modem for information about job listings and local labor markets. Since job listings available from in-house ALEX terminals and the DES Data Center use suppressed job orders, customers must still contact an ES Job Placement Specialist for information about the identity of the employer for a specific job listing.

At the state level, Iowa is investing in the creation of new automated user-friendly databases with information on careers, labor markets, and training opportunities. However, local respondents were not particularly interested in these new products as resources for employers or individual job-seeking customers. One respondent noted that, "Local job seekers with good educational skills already know who the good local employers are and where the good jobs are. Local job seekers with poor educational preparation or more limited job histories don't care about career paths—they just want a job." This highlights a serious implementation challenge for Iowa—how to create a demand among both local workforce development staff and individual employer and job-seeker customers for new and more sophisticated LMI products.

Marketing

The local Partners' Group has identified areas of common marketing interests among Center partners, as well as the need for each participating agency to continue marketing its specific or unique products or programs to its own customers. Marketing the Center to internal customers (e.g., staff of different partner agencies) was also identified as a major priority for the coming months, since there is significant resistance to an integrated Center among line staff of some partner entities. Although partners believe it is somewhat early to develop a fully articulated marketing plan, shared marketing activities will target: (1) the general public; (2) the schools; and (3) employers.

The goal of marketing the Center to the general public is to improve overall visibility of the WDC as a place where employers and workers of all skill levels can get their needs met. Immediate marketing needs include improved name recognition and public awareness of the Center location. The need for an exterior sign identifying the Center is recognized by all local partners as a priority.[2] In addition, marketing through the schools is being pursued as a strategy to increase awareness of Center operations by young people about to enter the labor market, by arranging for a "Workforce for Teens" career awareness course to be offered at the Center for local high school credit. Marketing the Center to local employers includes two distinct efforts: providing information about the core services available free of charge, and marketing enhanced assistance with recruiting, screening, and training employees on a fee-for-service basis. One strategy being considered for marketing services to employers is to establish an "account representative" system, with one member of the inter-agency Job Development Team assigned to each employer account.

DELIVERY OF ONE-STOP SERVICES TO CUSTOMERS

Services for Individual Customers

"Core" services currently available to all customers at the Des Moines Workforce Development Center include:

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[2]After investing substantial cross-agency effort in developing the design for signage, the state requested that the project be put on hold until after the development of a logo for the merged state Workforce Development Department.

- *Access to job listings and job matching services* through ALEX and America's Job Bank using on-site terminals as well as remote access to the state's DES Data Center.
- *Application for and receipt of UI benefits*. Initial applications are processed by UI staff. Continuation requests (wage reports) may be filed over an automated telephone line.
- *Self-service access to labor market information*, through written and automated information in the Resource Center and the DES Data Center.
- *Testing/assessment*. All participating partner agencies may now refer individual customers to the Assessment Center for specified tests (from a menu that includes interests, aptitudes, general basic skills, work-related basic skills, and personality traits.)
- *Self-service career planning activities* within the Resource Center, including a CD-based program called *Choices* that describes different occupations, self-assessment software to practice and certify skills in typing and 10-key data entry, career planning videos, written career planning information for different occupations, and referral to information on starting a business.
- *Career preparation information for high school students*, provided through an 8-week curriculum offered one hour each afternoon at the Center for high school students.
- *Self-service job search training* activities within the Resource Center, including videos, written and automated job search materials, and use of resume preparation software. Resource Center staff often assist customers with resume preparation by reviewing and critiquing completed resumes.
- *Written information on local employers and training providers*, through brochures and assorted materials available within the Resource Center.
- *Access to on-site ABE/GED classes* offered 3 hours per day, 5 days per week by the local community college.
- *Referral to available community services*, including training resources and family support services by reception staff and through written materials in the Resource Center.

One of the design issues that the Partner's Group is considering is whether and how the Center might offer case management, assessment/testing, and staffed job search assistance to interested members of the general public or whether these services will be available only to participants eligible for categorical programs.

Services currently reserved for particular target groups eligible for funding from categorical programs include:

- *Individual service planning, counseling, and case management services* for participants in programs reserved for UI profiles, dislocated workers, older workers, PROMISE JOBS participants, and JTPA participants.
- *Group job search training/job clubs* for participants in PROMISE JOBS and the Food Stamp Employment and Training Program.
- *Placement in work experience and/or on-the-job training*, through JTPA or the program administered by Goodwill Industries for individuals with disabilities.
- *Financial assistance and supportive services* for skills training or basic educational services for PROMISE JOBS, dislocated workers, and JTPA Title II participants. However, occupational training funds for PROMISE JOBS have been exhausted since 1994; participants are put on a waiting list.

In addition, categorical programs such as PROMISE JOBS coordinate with several community agencies offering more intensive family support services to participants who have serious employment barriers.

Services for Employer Customers

In planning for integrated services to employers, the local Employer Services Committee has identified core "first tier" services as well as enhanced "second tier" services. First tier services include entering employer job openings into the automated job banks and making appropriate referrals. Partners plan to improve employer relations and increase the quality of first tier services by implementing an "account representative" system and conducting follow-up with employers after placement to review the appropriateness of the applicants referred.

The second tier of employer services, which is still under development, will consist of "value-added" services to employers to assist them with particular challenges in the hiring process. For instance, as a result of corporate downsizing, companies' human resources departments are very short-staffed. As a result, employers have tended to be more receptive to ideas about how public agencies could assist them in the hiring process. Partners believe that employers will be willing to pay for such assistance. Therefore the Employer Services Committee has identified several different value-added services for development:

- *An Employers' Resource Center*. This service would offer employers information about all aspects of the hiring process, including information about hiring laws and rules, information about "best practices" in recruiting, screening, and hiring new employers, and referral to technical assistance and training resources.
- *Enhanced staff support for recruiting and screening new job applicants*. This staffing service is being piloted on a fee-for-service basis with one firm that is opening a new facility in Des Moines.
- *Participation in the Work Keys*[3] *system*, which "profiles" the foundation skills required to do a particular job and assesses job applicants against the required skills. Employers participating in this system pay a fee to have staff "profile" a job and assess applicants' skills in up to 8 skill areas. So far four large local employers have purchased this service from the WDC.
- *Assistance with workforce training* for employers planning to expand or relocate in Iowa, through a state-funded "New Jobs" incentive program administered by the Economic Development Group at the Des Moines Area Community College. Another "value-added" service to assist employers with workforce training is a "train the trainers" program operated by the community college with participation by the local Chamber of Commerce to teach work supervisors to be effective trainers.

CUSTOMER RESPONSE

Individuals

Because many of the planned changes to the delivery of workforce development services have yet to be made, customers still consider themselves the clients of a particular agency and program, rather than of an integrated workforce development system. As part of the One-Stop evaluation site visit, informal discussions were held with customers of ES job placement services, UI profiling reemployment services, customers using the Resource Center, participants in the PROMISE JOBS program, and students in the ABE/GED class.

All customers sounded appreciative of the services they were receiving. Across the board, customers indicated that they were treated with respect and that staff were helpful. However, customers' expectations about the quality or sophistication of the

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[3]*Work Keys* is a proprietary system developed by American College Testing (ACT) in Iowa City and licensed to organizations that are trained by ACT in its use.

services they received did not seem to be very high. For example, customers did not generally expect to receive individualized attention or support through the job search process.

Where the customer response was particularly enthusiastic, it was due in large part to staff who were both caring and skilled in their personal interactions with customers. The services provided by the Resource Center manager were perceived to be of notably high quality. Customers responded positively to the cheerful, courteous, and helpful demeanor of this individual. Her first comment to customers who may be fearful of using the computer-based materials is "Go ahead! You can't break it." Drawing on her past experiences as a teacher, this staff member empowers Center users to help themselves. Customers were also particularly enthusiastic about the ABE/GED classes, in which teachers work with students to further their individual learning goals but also encourage class members to develop strong and supportive personal relationships with each other.

Employers

Employers who participated in a focus group discussion during the evaluation site visit expressed strong interest in having the Center help them overcome the difficult challenges of finding qualified workers in the tight local labor market. Employer respondents expressed frustration at their inability to locate drug-free workers who would stay more than six weeks before leaving their new jobs. This was identified as a difficult challenge due both to the low local unemployment rate ("It's a job seeker's market") and a perceived bias in the educational system that discourages students from seeking employment in the manufacturing sector. Employers at this meeting expressed strong interest in having a designated "account representative" that they could call with job orders, in the hopes that this might increase the proportion of appropriate job applicants referred.

Although they were not represented at the employer meeting, employers participating in the second tier of employer services are reported to be pleased with the more intensive services they are receiving on a fee-for-service basis from DES or through funding streams administered by the Economic Development Group at the community college.

INFLUENCES ON LOCAL DESIGN

The federal One-Stop Implementation Grant was a clear catalyst in getting state and local One-Stop planners to move from an approach involving *co-location* and *coordination* to *integration of services*. State goals established as part of the One-Stop planning process included a "fast track" schedule for the creation of a One-Stop center in each SDA by the end of 1996, despite the fact that not all SDAs appear to have fully bought into an integrated services approach.

The state has been highly influential in its clear policy support for the development of integrated local One-Stop centers, but has not prescribed what local One-stop centers should look like, preferring to encourage local partners to develop one-stop systems that are responsive to their particular local needs and priorities. Instead, the state has devoted much of its staff time and energy to the development of an integrated MIS and accountability system as well as the technological infrastructure to support self-service products. Key one-stop players at the state level are looking for local One-Stop partnerships to provide guidance about how actual service design and delivery should be transformed as a result of the new emphasis on customer-responsive services.

At the local level, concerns among current workforce development agency staff about their organizational future and individual job security are impeding planning for the transformation of workforce development services. Until the "dust settles" around the issues of selecting local service providers, it will be difficult for the participating partners to concentrate on improving customer services.

ASSESSMENT AND LESSONS LEARNED

The Des Moines Workforce Development Center has made extremely rapid progress from a model of co-location and coordinated referral among workforce development partners toward a model of integration of selected services. The strengths of the local One-Stop system include good communication and coordination among the key staff of participating partner agencies, a greatly improved understanding of what each local partner contributes to the system, and an emerging planning framework that considers how shared and integrated services can be used to address customer needs. A clear understanding of how to enrich employer services, in particular, appear to be emerging from the local partnership.

To further develop the One-Stop vision, local actors might do well do pay more attention to the services that would be valued by more highly educated and skilled job

seekers. Rather than envisioning how workforce development services might be enriched and revitalized for individual job seeker customers, Center staff appear to be emphasizing the staff-intensive delivery of job development services characteristic of ES services in the recent past (e.g. managing job orders for local employers), rather than considering how group-based or self-service modes of service could be used to expand the availability and richness of career planning and job search assistance provided to an expanded customer base.

APPENDIX J

STATE OF MARYLAND
One-Stop Profile

Based on a Site Visit Conducted During March 1996

STATE OF MARYLAND
One-Stop Profile

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STATE OF MARYLAND
One-Stop Profile

DESCRIPTION OF THE STATE CONTEXT

The state of Maryland has come into the One-Stop demonstration with a history of interagency cooperation and the joint administration and operation of specific programs and initiatives. These collaborative efforts will facilitate the implementation of the state's One-Stop service delivery system, which is called *CareerNet*. Statewide efforts during the first year of the USDOL implementation grant have focused primarily on developmental and planning activities to support a clearly articulated and ambitious statewide One-Stop vision, which is enumerated as follows:

All One-Stop Career Centers will be part of a state and local community system providing quality service to both employers and citizens through the enhanced use of existing technology.

The vision incorporates what key players believe to be a fundamental paradigm shift that includes the following dynamics:

- from individuals preparing for a career, to individuals preparing for lifelong learning;
- from specific programs for targeted groups, to an array of services, many of which are available to anyone;
- from public workforce development targeted to disadvantaged populations, to One-Stop Centers that are viewed as similar to public libraries, with no stigma attached, an emphasis on self-service, and personal assistance based upon need.

Technology is perceived as an "enabler," supporting a clear business vision of a One-Stop service delivery system predicated upon the provision of high-quality information and services to a universal customer base. Within this clearly-defined schema, local areas have the flexibility to design and deliver services that meet local needs and demands. State respondents viewed *CareerNet* as part of an integrated service system, an initiative that can support, and be supported by, other critical initiatives, including School-to-Work, ES Revitalization, and welfare reform.

There are several contextual variables that have influenced, and continue to influence, One-Stop planning, design, implementation, and progress in the state of Maryland. The primary federal-level influence is clearly the national One-Stop vision, with its four broad outcome objectives to which the state has responded with a clear and distinct statewide One-Stop vision and design.

At the state level, there are two primary contextual variables that exert particularly strong influences on One-Stop implementation and progress: 1) a dynamic political and organizational environment; and 2) a vision with a strong technological component. Each is briefly described below.

- *There are significant changes taking place at the state level, so that Maryland's One-Stop system is moving forward amidst a dynamic political and organizational environment*. For example, within the Department of Labor, Licensing & Regulation (DoLLaR), a key state-level agency, JTPA and ES are expected to merge by the beginning of the program year in order to increase effectiveness as part of the state's organizational restructuring process. Additionally, the state Department of Human Resources (DHR) is expected to assume complete administrative and operational control of the JOBS program as of 10/1/96 after jointly administering the program with DoLLaR since the program's inception. Therefore, the JTPA program will no longer be the presumptive deliverer of many services for customers of the JOBS program. State-level respondents believe this change to be related to impending welfare reform, although it is still being designed and debated in the state legislature. These and other instances of a changing organizational and political landscape have caused uncertainty among key One-Stop players as to how agency policies, roles, and staff functions will be influenced.
- *The fact that Maryland's One-Stop system has a clear technological backbone developed at the state level will enable CareerNet to offer a consistent and well-developed menu of services throughout the state, yet presents a host of additional design and implementation issues*. For example, keeping hardware and software development and installation on schedule and within the constraints of procurement rules and regulations has been a significant challenge. This has impacted the state's ability to be responsive to both state and local needs and timeframes. Moreover, although the technological infrastructure for *CareerNet* is still being developed and refined, the state is nevertheless pushing forward with statewide implementation of its One-Stop vision.

Maryland's One-Stop system continues to face rapid change from numerous directions. As characterized by one high-level state respondent, a major challenge of

One-Stop implementation is having "several balls in the air at the same time." At the time of the One-Stop site visit, many local sites were preparing to come on-line. The nine sites that were operational had been so for less than five months.

ORGANIZATION AND GOVERNANCE OF THE STATE ONE-STOP INITIATIVE

State-Level Organization and Governance

There are two prominent state-level entities with respect to One-Stop governance in the state of Maryland. The *Governor's Workforce Investment Board* (GWIB) was established by state law in 1993 as the state's Human Resource Investment Council, replacing the former council mandated by JTPA. This entity holds a primary place in One-Stop governance as "the original convener" of the work to develop the statewide One-Stop concept, as the chief architect of the state's original One-Stop proposal, and as the One-Stop grant recipient. The *Department of Labor, Licensing & Regulation* (DoLLaR) is another key player, acting as fiscal manager for the One-Stop grant. DoLLaR is also the entity responsible for the Job Service, UI, JTPA, Veterans' programs, the state's apprenticeship program, TAA and, currently in partnership with the state Department of Human Resources, the JOBS program (called "Project Independence").

Both entities in partnership are responsible for the planning, development, and implementation of One-Stop Centers, although their respective roles are shifting in response to One-Stop progress. GWIB's role, for instance, was more intensive at the outset of the grant, during the planning and development phase. With the state having recently entered its operational phase, the primary responsibility for One-Stop implementation has shifted to DoLLaR and, more specifically, to its Division of Employment & Training (DET).

The *local community college system* is another key partner entity in the statewide initiative. The community college system, which is governed by local boards, has historically been involved in workforce development as the primary vendor of training services throughout the state.

Additional agencies are involved in the statewide One-Stop initiative to the extent that they are represented on the GWIB, have authority over initiatives that support or complement the emerging workforce development system, and to the extent that these agencies are represented on the *CareerNet Steering Committee*. This is a broad-based

One-Stop policy committee drawing representation from state and local agencies and organizations, including community-based organizations and major employers. It was established at the start of the One-Stop grant and is the primary vehicle through which stakeholders have the opportunity to influence and impact One-Stop implementation and progress. Aside from the three primary players, state partner agencies represented on the *CareerNet* Steering Committee are:

- *Department of Human Resources* (DHR), which has primary responsibility for the JOBS program.
- *Maryland State Department of Education* (MSDE), which has authority over K-12 education and is responsible for administration of Maryland's School-to-Work initiative (called "Career Connections"), as well as the state-funded "Maryland's Tomorrow," a dropout prevention program. MSDE also contains a division related to adult career and technology programs.
- *The Division of Rehabilitation Service* (DORS), which is a separate division of the MSDE.
- *Maryland Higher Education Commission* (MHEC), which coordinates reporting and other activities across autonomous community college districts.
- *The Department of Business & Economic Development* (DBED), a recently formed state-level entity that provides training and other services to new and expanding businesses.

These agencies are generally considered "coordinating partners," functioning more in advisory rather than operational roles at present. The involvement of these partners is expected to increase, however, as the state moves forward with other features and priorities of the *CareerNet* system. Respondents from both GWIB and DoLLaR stressed that the state's first-year focus had been on developing a technological infrastructure and bringing local *CareerNet* Centers on-line in order to respond to individual job-seeker interests. Second-year priorities, including employer services, remote access and the establishment of Career Information Centers (described later) are believed to have more of an impact on coordinating partners' roles and customers.

Although respondents from coordinating agencies were generally pleased with their level of involvement and believed the One-Stop system to represent a "win-win" scenario for the state as well as for their respective agencies, some reservations were expressed. Particularly in the case of targeted populations, some respondents expressed

concern over a system that places self-service options at a premium. Ultimately, however, respondents believed that technology was crucial as a means of universal access. As these entities become more directly involved in One-Stop design and implementation, it is reasonable to expect that they will be negotiating appropriate roles within the overall One-Stop system to the benefit of their agencies and customers.

State Framework for Local Governance

The framework for local governance consists of a *Planning & Management Team*, which represents both the planning group and the local management team that provides accountability and policy guidance for all One-Stop centers in the community. This local team is convened by the Chairperson of the Private Industry Council and consists of a core of "critical stakeholders" as follows:

- PIC Chair or representative;
- Job Service Manager;
- SDA Director;
- Local community college representative; and
- One additional employer.

State One-Stop actors believed this framework to be the least contentious, building upon existing administrative structures, as opposed to creating an entirely new governance arrangement. Each of Maryland's 12 SDAs were given $21,000 planning grants in May 1995 to establish these local teams and to begin a One-Stop dialogue process among partners. Membership on these local teams is reflective of the mandatory "core partners," which are believed to provide the preponderance of workforce development services and represent key funding streams: the Job Service (which is co-located with UI throughout the state), JTPA, and the local community college. (Although JOBS represents a key funding stream, the program has historically been jointly administered by DHR and DoLLaR; thus, JTPA has, in effect, been linked with this funding stream.) These three entities represent candidate "host sites" for local One-Stop Centers. In addition, management and administration of the One-Stop/*CareerNet* investment and equipment at each local site is the responsibility of the respective host agency, which is required to sign an agreement with the state. Notwithstanding these formal requirements, local teams can expand their membership to include other entities and are encouraged to do so (e.g., local education agencies, local providers, local DSS offices).

COMMUNICATION AND COORDINATION

The primary formal means through which agencies communicate and coordinate is the *CareerNet* Steering Committee and various workgroups related thereto. Although the Steering Committee meets on a monthly basis, workgroups pertaining to specific issues and priorities draw representation or nominations from the committee and meet on a more frequent basis. During the first year of the implementation grant, five workgroups were charged with guiding the specification of the core features and services to be offered at One-Stop/*CareerNet* Centers. These included Job Entry Assistance, Participant Record System, Career Exploration Assistance, Customer Development, and Employer Access. During this second year, four new workgroups and one continuing workgroup are also planned (i.e., Employer Access, Consumer Reports, Performance Management, Integrated Intake/Case Management, Remote Job Seeker Access/Career Information Centers). In addition to these formal mechanisms, partner agencies also communicate on a frequent and informal basis, primarily through a key staffmember of the GWIB, who has an "open door" to all of the partner entities and whose role as general facilitator and One-Stop liaison was highly lauded by various respondents.

Communication and coordination mechanisms between state and local One-Stop staff are evolving as the state continues through the operational phase of *CareerNet*. Early in the implementation period, "*CareerNet* Newsletters" were transmitted on a monthly basis by DoLLaR to ensure consistent communication of information and guidance as implementation progressed. These newsletters were more accurately described as policy issuances that focused on One-Stop/*CareerNet* implementation in the initial local sites. When the first nine sites became operational shortly before the end of the first year of the grant period, the series was discontinued. Subsequently, there was a gap in formal One-Stop communication mechanisms. Respondents regretted this lapse, which was attributed to other pressing priorities. However, plans have been made for new approaches to maintain open lines of communication between state and local One-Stop actors, including the establishment of "Local Liaisons" and monthly meetings, each described below.

A new job classification is being created within DoLLaR for "Local Liaisons," who will interface with local One-Stop staff as facilitators and consultants responsible for general "workforce development." Each will be responsible for specific territories and will not focus on compliance monitoring, which is a function carried out separately and by different staff. At the time of the site visit, the state's training institute had

begun providing training for Local Liaisons, augmenting the training that had taken place within DoLLaR.

Additional plans include monthly meetings with key DoLLaR staff, including the *CareerNet* Operations Director, managers of local sites that are operational, and "Resource Area Specialists." (The latter is a new job title established as a direct result of One-Stop/*CareerNet* implementation. These individuals, who can be employed by either of the three mandatory core partners, are responsible for assisting customers in utilizing the technology and other resources at local sites). One meeting had already been held at the time of the site visit, at which it was decided that Resource Area Specialists around the state needed to meet on a frequent and ongoing basis, especially during early implementation efforts in order to share experiences and ideas.

FUNDING ARRANGEMENTS, BUDGETING, AND FISCAL ISSUES

The state has used One-Stop implementation funding to move forward in the realization of its vision of a statewide system supported by a state-of-the-art technological underpinning. A 1994 ES Revitalization grant of $500,000 was the catalyst for what would evolve into One-Stop/*CareerNet* efforts. The first-year One-Stop implementation grant of nearly $3.5M, a separate LMI grant of approximately $1.1M, and a second year implementation grant of over $3.5M are significantly expanding upon efforts to provide customer-responsive information and services that were originally conceptualized through the ES Revitalization initiative.

Consistent with the state's plan, the major investment of the first year's grant was in *CareerNet* infrastructure. Implementation funds were principally used for the direct costs of equipment and software. Specifically, out of nearly $3.5M in first-year funding, almost $1.4M was spent on hardware, and more than $1M was spent on technical support. Other funded activities and products include software, local support, training, and personnel. State-level respondents believed that the high rate of expenditure during the first year of the grant period, which exceeded 80% exclusive of LMI dollars, positively influenced second-year funding, resulting in a larger second-year grant. Second-year monies will focus on the purchase of equipment for additional local sites, funding for Internet and other remote access features, contractors for network management, and the purchase of a "mid-level server" to significantly enhance the capability and responsiveness of the system to state and local agency needs.

In terms of local One-Stop implementation funding, there is no regular form of allocation to local areas. Notwithstanding one-time early planning grants, each local area receives *CareerNet* hardware and software. Local respondents at the Columbia site raised some questions regarding the prudence of this approach, considering the need for local sites to address the "intangibles" involved with organizational change, such as the necessity of building partnerships and rapport with current and prospective local partner entities.

Although state-level One-Stop partners place a high premium on coordination among partners and initiatives, efforts to implement a One-Stop system have been undertaken within distinct and individual program funding streams and requirements. "Blending systems" is perceived as complicated and prohibitive in the current multi-program environment. Because of this strongly-held view (in addition to the recently operational status of the One-Stop/*CareerNet* system), state-level partners have not negotiated cost-sharing or similar financial agreements. However, respondents from various state-level partner entities believed that cost-sharing agreements were a viable option worthy of exploration in order to sustain the ongoing development and progress of Maryland's One-Stop system, particularly when the grant period ends.

The prospective block-granting of federal workforce development programs is generally perceived by state-level actors as providing greater opportunities for achieving integrated systems by allowing more flexibility. However, respondents were uncertain as to how much flexibility block-granted programs could realistically offer. In addition, concern was expressed by both state and local respondents that the advantages of block grants might be thwarted by an accompanying reduction in overall funding levels. Indeed, although it was too early to discuss the cost savings generated by One-Stop implementation, respondents believed that one way to ascertain cost savings was the extent to which agencies could serve the same number of customers with shrinking dollars.

DESIGN OF THE STATE ONE-STOP INITIATIVE

Evolution and General Description of State Design

Maryland's One-Stop initiative was originally predicated in the early 1990's upon the need to reengineer the delivery of workforce development services to improve customer service and responsiveness. Although several examples were cited of efforts and initiatives to increase collaboration and coordination toward this end, efforts were pushed to a new level in 1993 with an integrated planning process. This was the first

organized attempt to coordinate activities in the absence of a new or specific funding stream as facilitator. State-level entities began a process of engaging in a consultative dialogue that would further the statewide goal of a coordinated system of service delivery to better meet the needs of the Maryland's citizenry. The award of a USDOL "ES Revitalization" grant to reengineer Job Service operations facilitated the state's movement toward its emerging vision.

Thus, Maryland was working on the concept of coordinated and integrated customer service delivery for almost a year before the One-Stop grant proposal was written. The grant was an opportunity to move forward with what was becoming a statewide vision for integrated service delivery with a focus on customer responsiveness. What began as an ES Revitalization effort has been expanded. Consequently, ES Revitalization and One-Stop are very much intertwined.

The desire to provide universal access to customer-responsive information and services with three years of dedicated funding and otherwise falling resource sets, led key One-Stop players to focus on technology as a means to realize an industrious statewide vision. However, technology is but a means to an end. State-level respondents caution observers that "technology" is not *CareerNet*. More properly, *CareerNet* is reflective of defining and using staff differently. The One-Stop effort in Maryland is perceived most importantly as a structural and organizational means to the end of improved information and services for increasing numbers of individual and employer customers.

The elements of the state's conceptual framework for the One-Stop/*CareerNet* system include:

- A network of over 50 One-Stop *CareerNet* Centers across the state that provide a minimum core menu of services, delivered chiefly through automation and self-service technologies.
- A network of "Career Information Centers" that house *CareerNet* hardware and software. These centers may be located in libraries, high schools, local DORS or DSS offices, or other community organizations not representing a core partner entity. (Development of this component is a priority for the second year of the grant.)
- An "LMI Bank" for individual and employer customers that provides remote access to high-quality labor market and career information. (Development of this component is a priority for the second year of the grant.)

The *inverted pyramid* approach to service delivery is a key part of the state's conceptual framework. The majority of customers will access information and services through the self-directed use of computer technology. A smaller percentage of customers will receive information and services from Center staff in groups, and, for those customers in need of more intensive services, individualized services will be available.

The primary component of the state's conceptual framework is the One-Stop *CareerNet* Center, which can be "hosted" by either of the three core partners, or some combination thereof. It is envisioned that each local site will have identical core services and technology, resource areas that include standardized materials, and at least one Resource Area Specialist to assist customers, so that Maryland's One-Stop system was characterized by one state-level respondent as "unitarian" at its essence. Beyond this, local areas have the latitude of adding services, components and compatible technologies. Indeed, according to the state's conceptual framework, core services are but one *level* of service. "Enhanced Services" represents another level of service that is expected to vary across local areas beyond the satisfaction of minimum requirements (e.g., computer literacy packages and standard software tutorials). For instance, local sites are encouraged to develop and provide on-site workshops in response to local needs.

Local areas have the option of achieving a local vision that incorporates these key features by employing one of three approaches, perceived as successive phases from system coordination to consolidation. The *No-Wrong Door Approach* includes detailed "articulation agreements" signifying referral and service procedures among key service providers in a community. The *Coordinated Multi-Service Center Approach* includes detailed agreements as well as co-located services. The *Integrated Service Approach*, which is the most comprehensive and challenging approach in the current multi-program environment, includes co-located services and partners, "one chain of command" and fully integrated case management.

State respondents believe that the process of developing a core service package is ongoing and evolving. As new technologies and applications are incorporated, the core service package is expected to be expanded so that the transformation to a One-Stop service delivery system is never "done."

Relevance of the State Design to the Four Federal Goals

Universal Access

The achievement of the federal goal of *Universality* is a clear and distinct objective of Maryland's One-Stop/*CareerNet* system. According to the state's vision, the core service package will be available to a universal customer base that includes both individuals and employers. In fact, one of the reasons for the system's emphasis on self-directed services is to enable the emerging One-Stop system to handle increased customer flow, particularly in an environment of shrinking dollars. Additionally, it is envisioned that the large network of One-Stop Centers will be perceived as a professional environment where customers can access high-quality information and services without stigma or eligibility for a particular program. A network of Career Information Centers, in addition to other forms of remote access, are also means to achieve this federal goal. According to the state's design, in order to achieve universality, individual customer empowerment is a key concept.

Despite clarity of vision, several challenges pertaining to universal access have emerged as key policy issues. For example, whether and to what extent the provision of universally available services drains resources and opportunity from targeted populations is a key issue according to various respondents. In addition, considering that direct access to at least the information portions of the *CareerNet* system have been promised to home users and organizations, there are challenges for these linkages if fee-for-service arrangements are explored at a later date. Furthermore, the public response to this transition from individual services to a more self-service/group service system is yet to be determined.

Customer Choice

Improving the customer focus of workforce development services was the principal catalyst for the statewide One-Stop system. The primary response to the federal objective of *Customer Choice* has been the development of self-service options under the leadership of key state-level One-Stop partners. In addition, *CareerNet* will provide multiple full-service One-Stop Centers across the state to assist jobseekers, students, and employers. A network of Career Information Centers, as well as remote access options are also part of the state's design framework. Moreover, local sites are encouraged to develop "enhanced" services that meet the needs and demands of the local labor market.

Although customer-directed access to services and individual empowerment are primary tenets of Maryland's One-Stop system, both state and local-level respondents agree that personal services provided by local staff are also necessary components of a responsive service delivery system. Actually, a basic premise behind the development of technology-driven, user-directed service options was freeing up staff time in order to provide more personal assistance for those customers with a need for more intensive services.

Integrated Services

According to the state vision, the federal objective of *Integrated Services* will be accomplished through a continuous process of minimizing duplication and incorporating additional services within local One-Stop Centers. Partners also believe that, to integrate services successfully, cross-training of staff will be necessary to ensure general knowledge of programs within the One-Stop service delivery system. At present, statewide One-Stop system integration in Maryland is based upon shared information and the coordination of activities and services among individual programs. Respondents from separate entities at both the state level and at the Columbia local site believed that, although integration was a viable goal, collaboration and coordination might be more realistic in the current multi-program environment that precludes the "mingling" of funds.

In order to respond to the challenges of implementing integrated intake and services with multiple partner entities, an interagency, state-local workgroup was in the process of being formed at the time of the site visit. Consistent with the state's original plan, "Integrated Services" will be a priority of the second year of the implementation period.

Performance-Driven/Outcome-Based

State-level respondents are committed to the establishment of a system that is *Performance-Driven* and *Outcome-Based*. Because the One-Stop/*CareerNet* system had only recently become operational, however, efforts in this area are in their infancy. First-year priorities were more properly concentrated on bringing local sites on-line and developing core services for individuals. In general, state-level respondents believe One-Stop system performance measurement to be a conceptual challenge for states and local areas that have traditionally focused on performance measurement within distinct categorical programs—each with different priorities, requirements, reporting systems, and informational databases. Respondents expressed a desire to measure One-Stop

system performance, as opposed to "pieces" within the system. Six broad goals have been developed based upon the perception of what a One-Stop system should accomplish. Local areas are also encouraged to incorporate these goals in local planning efforts.

- Increased Customer Utilization
- Increased Employer Utilization
- Increased Customer Satisfaction
- Increased Labor Market Penetration
- Increased Life-Long Learning
- Greater Agency Participation and Coordination

Although first-year priorities have been otherwise focused, performance measurement is a stated priority for the second year of the grant period, with plans for an interagency, state-local workgroup to concentrate on performance measurement issues. It is envisioned that the workgroup will review these goals/measures for continued feasibility, establish appropriate definitions (e.g., "life-long learning"), and explore potential data sources, reporting arrangements, the potential for local site management, and systematic ways to measure customer satisfaction.

Although One-Stop actors believe performance-driven activities and services to be crucial components of the emerging system, it is clear that One-Stop accountability has emerged as a major policy issue with which the state is struggling. Key questions include: To what extent and how will the transition of services to more self-service and group service approaches impede developing greater accountability? What will constitute accountability when an agency isn't directly in control of a transaction? What agency(ies) will be held accountable? Perhaps due to these big-picture issues and questions in a system that is evolving and unfolding, current recommendations are to maintain the six current general goals.

IMPLEMENTATION OF STATE SUPPORT MECHANISMS

Capacity Building and Technical Assistance

The state of Maryland has placed a premium on capacity building initiatives to support statewide One-Stop implementation and continued progress. Primary responsibility for capacity building projects and related efforts resides with the state's training institute, the Maryland Institute for Employment & Training Professionals (MIETP). Thus, the state is utilizing an existing structure for capacity building to support One-Stop implementation. Although MIETP is the primary developer and

deliverer of One-Stop/*CareerNet* capacity building, a collaborative approach is used that involves state and local officials in both training design and delivery. Four key training areas have been identified to support the state's One-Stop vision:

- *Orientation for Local Staff*. This is currently the predominant training area, as statewide efforts have focused on increasing the number of local sites that are operational. This training uses a train-the-trainer approach, so that local staff recommended by local teams are directly involved in delivering training at local sites. The curriculum includes several topic areas, including "managing change" and the state's "inverted pyramid" approach to service delivery in a One-Stop environment.
- *Resource Area Specialist Training*. This is also expected to be a primary focus during 1996, with opened sites receiving priority. This 16-day training is divided into three separate modules and includes general training on the role of the specialist (e.g., components on customer service, interpersonal communication, etc.), as well as training on different software programs. Once the training is refined based on local feedback, it is the state's intention to issue certificates so that individuals can be "certified" Resource Area Specialists.
- *Technical Training*. This less-structured component is currently being handled by the *CareerNet* technical team, which is under the direction of the *CareerNet* Technology Director employed by DoLLaR. As more local sites come on-line, it is likely that this training component will need to become more structured and defined.
- *Cross-Functional Training*. This training area is the least developed and is based on the assumption that the One-Stop system requires staff to be familiar with a range of local programs and systems. Particularly because the state does not mandate co-located programs and services, this area is perceived as especially challenging. Promising ideas include "job shadowing" arrangements among partner entities and user-friendly "primer" manuals on agency programs.

In addition to these formally specified training areas, MIETP also provides a range of training on general topic areas (e.g., supervisory skills, marketing, counseling), as well as training for specific audiences (e.g., training for Local Liaisons on "Building Partnerships"). MIETP staff also play key roles as facilitators at state-level meetings, and there are designs to augment their role to include local-level facilitation as well. For instance, there are plans to engage all Resource Area Specialists across the state in periodic focus groups with MIETP staff as facilitators to moderate discussions and ascertain areas of potential future training.

Labor Market Information and Related Information Technology Improvements

The provision of customer-oriented labor market information (LMI) and related services is at the core of Maryland's One-Stop/*CareerNet* system. This goal is supported by an information technology (IT) framework that is expansive, ambitious and in a constant state of development. DoLLaR has a primary role with respect to LMI/IT development, but the agency works in close partnership with the Maryland Occupational Information Coordinating Committee (MOICC) to build upon agency strengths and minimize duplication.

Respondents believed the statewide One-Stop system to be wholly consistent with the vision promoted by ALMIS (America's Labor Market Information System). The one-time LMI infusion of $1.1M, in addition to general One-Stop implementation funding, are financing structures, projects, and initiatives intended to support the development of a statewide system.

The *CareerNet* computer system contains a variety of features and programs to inform decision-making and empower individuals. As mentioned earlier, the state's One-Stop design and conceptual framework includes different "levels" of service. The "Core Service Level" consists of four "clusters" of minimum core services for individuals and one "cluster" of core services for employers, each to be delivered predominantly through self-directed computer access. Clusters pertaining to individual services are:

- *Automated Personal Access Cluster*. The intent is to create a single automated record for each customer that all participating agencies can use. The state made limited progress, however, with this feature during first year One-Stop implementation. A workgroup will focus on this aspect of individual services during the second year of the grant.
- *Job Finding Cluster*. This multi-level service is designed to enable individuals to look for and secure a job. It includes ALEX (described below), on-line Job Search Assistance, and other labor exchange services (each of which can be augmented with local workshops, for instance). Plans for this cluster include a self-registration talent bank to market individuals to employers by skills/interests and interactive resume preparation.
- *Career Exploration Cluster*. This includes information on careers, demands and qualifications, occupations suited to individual skills, interests, abilities, etc. There is an automated self-assessment component and a computerized skill inventory feature. It is intended

that individual customers can map out appropriate career, employment, and learning plans with the appropriate level of staff assistance. Also included within this cluster is *CareerNet Visions*, the state's Career Information Delivery System (described below).

- *Customer Development Cluster*. This core service enables individuals to obtain information on education and training opportunities in the state and locality, as well as financial and other support. Information on certain eligibility requirements, costs, and graduate earnings is also included.

Two specific LMI/IT products that support Maryland's One-Stop vision are *ALEX* and *CareerNet Visions*. ALEX (and an employer version called *XELA*) are the state's automated labor exchange systems, described as the "core of the Job Service self-service capability." Both ALEX and XELA were functional prior to the receipt of the One-Stop implementation grant, having been developed by a multistate consortium that was chaired by Maryland and funded through an ES Automation Grant. ALEX is for individuals; XELA (the reverse of "ALEX") is for employers and is contained within the employer "cluster." With ALEX, individuals can search on-line for job information in a user-friendly, PC-based format; with XELA, employers can look through suppressed applicant files, contacting the Job Service to request referrals.

Maryland's Career Information Delivery System (CIDS) is called *CareerNet Visions*, which was developed by a contractor with funds from the state's LMI grant. In actuality, there are three versions geared for particular audiences, so that the state's CIDS is "developmentally-based." "*Visions*" is the middle school version. "*Visions+*" is for high school/college programs. "*CareerNet Visions*," which is part of the *CareerNet* software, is specifically for adults. It is a self-service career exploration and information system that is user-friendly and enjoyable, with both touch-screen and print capability. All three versions are linked; a conceptual framework has already been formulated for an elementary school version. For local One-Stop sites that are operational, computer workstations offer the *CareerNet Visions* software. For Job Service offices (one of the possible host sites) that are not yet fully recognized "One-Stop *CareerNet* Centers," *Visions+* is the system that is available. Although individual customers and local respondents at the Columbia site were enthusiastic about and supportive of the system and its present capabilities, there was also some frustration expressed regarding downtime and slowness of the system. However, there is clear recognition at both the state and local levels that this software is part of a huge system that is still being developed, refined, and enhanced.

In addition to these specific features of the state's LMI/IT framework, nine additional projects are presently financed by the LMI grant. One project, for instance, pertains to research on employer behavior and current employment dynamics; another pertains to occupational wages and is examining methods to disaggregate wage data to be more geographically specific; still another pertains to specified enhancements to the *CareerNet Visions* system. These and other projects are at different stages of development and extend throughout the implementation period. Projects have clear and distinct goals, timeframes, and are intended to support the statewide vision of making information more accurate, usable, understandable and meaningful for both individual and employer customers.

Marketing

State-level One-Stop actors clearly view marketing as crucial to the success of One-Stop/*CareerNet* implementation. However, the development of a formal statewide One-Stop marketing strategy has been delayed. Notwithstanding some notable activities and specific products, such as a *CareerNet* logo, One-Stop marketing during the first year of the implementation grant did not receive top priority, as the state concentrated on other more pressing concerns, such as increasing the number of local One-Stop sites.

State respondents expressed caution and concern with respect to "selling" a system that is not yet ready and that still requires improvements to basic system features. (Most of the initial systems throughout the state were not installed until October/November 1995.) Marketing a system perceived as performing less than optimally is believed to be costly, ineffective, and, generally, problematic. If customers are "driven away," it will be more difficult to "get them back." Furthermore, it was the perception of state-level respondents that there is some anxiety on the part of local area staff with respect to broadly marketing a system to which local areas are still adjusting.

Formal marketing efforts to date have, for the most part, pertained to the establishment of a statewide One-Stop "identity." For instance, a statewide *CareerNet* logo has been developed. There is also state-sanctioned (plexiglass) signage that includes the logo at each of the nine current One-Stop/*CareerNet* sites, in addition to small, adhesive-type labels that could be posted in storefront windows (such as the small "AMEX" or "VISA" labels used by restaurants). The latter would identify a site (either a full-fledged One-Stop/*CareerNet* Center or a Career Information Center) as

one that contained access to the *CareerNet* hardware and software. It is envisioned that Maryland's citizens will come to know *CareerNet* and its service locations partly through the use of these identifiers.

Related to the issue of identity, the "naming" of local sites was an area still in various stages of conceptualization. At present, operational sites can retain current names, but also have the *CareerNet* logo featured prominently. However, this policy was not fully satisfying to respondents at the Columbia local site. In addition to struggling with a viable name for their Center, both local respondents and individual customers believed the absence of a name to be unsettling.

State respondents caution that the One-Stop effort in Maryland is in a state of evolution. Any formal or informal marketing that takes place is in the context of a "work in progress." It is anticipated that a formal marketing strategy will be defined later on in the implementation period, probably by the end of the second year of the grant period when additional local sites have come on-line. State One-Stop actors expressed a desire to develop marketing materials that allow local flexibility within state parameters, recognized the need for different marketing strategies for different customer groups, and discussed tentative plans for the establishment of a marketing workgroup. However, designs are clearly in their infancy. Perhaps for this reason, and because the state recognizes that many local sites are already operational, local areas have been encouraged to proceed with marketing efforts that meet local needs and demands.

IMPLEMENTATION PROGRESS

The state of Maryland is striving to move forward to create and implement its vision of a One-Stop service delivery system. Statewide implementation is a "phased-in" approach, using a process begun with the receipt of nominations from local sites for either first, second, or third year implementation. Nominees are then evaluated against a series of site-specific criteria (e.g., site readiness, budget capacity, quality of the local plan), in addition to consistency with the broader state picture (e.g., ensuring distribution of sites across the state.) State respondents expressed a need to ensure that, by the end of the second year of the grant period (i.e., 11/96), every jurisdiction within the state is "covered" to some extent.

At the time of the One-Stop site visit, *CareerNet* equipment was installed and available in nine sites within six jurisdictions, well ahead of the three sites planned for

implementation prior to the end of the first year of the grant period. By the end of the second year, another 22 sites are expected to go on-line, for a total of 31. Nominations have already been received for close to 90 local sites, making the attainment of the state's goal of a network of over 50 sites appear likely. However, due to the high costs of equipment and system installation, in addition to the likelihood of decreased third-year One-Stop funding, the state may have to scale back implementation plans. Although the total number of expected One-Stop/*CareerNet* Centers would remain unchanged, smaller host sites previously planned for full One-Stop/*CareerNet* implementation may instead evolve into Career Information Centers because it is more cost-effective for system installation in larger sites.

Advancement is taking place in other areas as well, including capacity building and the evolving LMI/IT framework, although state-level respondents would prefer speedier One-Stop progress. However, it is logical to expect slower-than-anticipated progress with complex system-level changes, especially those involving the development and installation of a statewide technological system. Early progress was deferred to some extent until a Technology Director was hired to guide system development. The procurement of necessary staff did not occur until several months into the implementation period, slowing initial progress. Subsequently, in order to be responsive to the expectations of both USDOL and local areas, state-level One-Stop actors "knit together" existing products and added new features in order to roll out a system. Beta-testing is a continual process, as is the development of new and improved system capabilities. Therefore, although the state is "laying track while the train is coming," it is nevertheless moving forward, albeit in a less polished form than respondents would prefer.

INFLUENCES ON STATE DESIGN

In addition to the primary contextual factors mentioned earlier in this profile, other factors have also influenced One-Stop design, progress, and implementation in the state of Maryland. Increasingly flat budgets, with a real possibility of further budget cuts, has, in part, been precipitous in the conceptualization of a highly ambitious statewide One-Stop vision and design that, for instance, utilizes technology as an enabler. The clear desire to do more with less is omnipresent. This has resulted in a clearly-delineated statewide vision that has informed and impacted One-Stop design.

Another key influence is the ES Revitalization initiative, which has clearly been instrumental in the development of the state's One-Stop design. Finally, consistency with what is believed to be a predominant and necessary feature of private sector corporate culture is an additional influence: there is an emphasis on empowering individuals to take responsibility for their own development and careers.

ASSESSMENT AND LESSONS LEARNED

To summarize, Maryland's approach to One-Stop design and implementation is characterized by numerous features, such as: (1) strong state leadership and direction to guide the development of local One-Stop systems within clearly-delineated state parameters supported by a clear business vision, with latitude for local variants regarding organization, approach, and enhanced One-Stop services; (2) a state-developed system that utilizes a technological backbone to provide standardized core services, facilitating universal access and increased customer choice, while being responsive to declining resources; (3) a statewide local-level organizational structure that builds upon existing workforce development systems and structures; (4) a vision that incorporates an "inverted pyramid" service delivery paradigm, offering Maryland's residents tiered services ranging from self-service access to high-quality information and resources, to group services, to more intensive and individualized services; (5) a One-Stop approach that currently offers localities the option of different degrees of coordination among distinct programs and funding streams, from "no-wrong-door," to "co-location," to a more fully integrated approach; (6) planned strong coordination among workforce development initiatives, including ES Revitalization, Welfare-to-Work and School-to-Work; and (7) a strong interest in building support within the employer community.

As stated throughout this Profile, Maryland's approach to the design and implementation of a statewide One-Stop system is bold and enterprising. Although Maryland has only recently entered the operational phase of One-Stop implementation, considering the industrious design and enormity of the cultural change that is envisioned, it is not surprising that challenges have been encountered, and more can be expected. For example, as coordinating partner agencies become increasingly involved in One-Stop implementation and progress, it is likely that the One-Stop context may face additional challenges as partners negotiate roles, responsibilities and otherwise further enter the fray, particularly those agencies that have traditionally served hard-to-serve populations. Moreover, the dynamic nature of the political and organizational

environment further complicates the implementation context. Clarity of purpose, strong state leadership, and the continued support of varied stakeholders will likely be strong facilitators.

APPENDIX K

EASTSIDE CAREER CENTER
BALTIMORE, MARYLAND
One-Stop Profile

Based on a Site Visit Conducted During June 1996

EASTSIDE CAREER CENTER
BALTIMORE, MARYLAND
One-Stop Profile

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EASTSIDE CAREER CENTER
BALTIMORE, MARYLAND
One-Stop Profile

DESCRIPTION OF THE LOCAL CONTEXT

The Eastside Career Center is a "full-service" career center that is part of an extended network being developed to serve employers and job seekers throughout the Baltimore City service delivery area (SDA). The City of Baltimore—with 700,000 residents, 59% of whom are African-American—is surrounded by six suburban counties that are also part of the Baltimore primary metropolitan statistical area. Partly as the result of the out-migration of residents and city-based businesses to the surrounding suburban counties over the last 15 years, central city residents have significantly lower education levels, lower median incomes, higher unemployment rates, and higher poverty rates than residents in the surrounding urban counties. For example, the unemployment rate among Baltimore city residents was 8.7% in 1994, compared to 5.6% in surrounding Baltimore County. However, with 390,000 jobs within the city limits, the city is still a net importer of workers, many of whom come from nearby Baltimore County.

One of the themes of the local One-Stop initiative—as well as of the *Employ Baltimore* campaign with which One-Stop efforts are closely coordinated—is to close the education, employment, and earnings gaps between Baltimoreans and other metropolitan area residents by helping city residents compete successfully for local jobs. In addition, job creation strategies are being pursued by local elected officials and economic development planners. Recent efforts to stimulate downtown economic development have resulted in the development of a new downtown hotel and convention center. Efforts to stimulate economic growth have also been fortified by federal Empowerment Zone funding earmarked for business retention/job creation in targeted low-income neighborhoods.

The stated mission of the Baltimore Career Center Network is "to provide effective employment and training services to the entire Baltimore community through comprehensive integration and coordination of services among sites and funding

sources, a customer service approach, and state-of-the-art technology." The network combines co-location of staff with the implementation of integrated staff functions and delivery of an integrated menu of services in full-service centers with a "no wrong door" approach that links participating service providers throughout the city. When fully developed, the system will include:

- Three *full-service career centers* offering a comprehensive menu of staffed and self-service options, open to the general public as well as individuals qualifying for targeted services.
- A number of *specialized centers* offering a more limited set of services. Examples of specialized centers include free-standing Job Service offices with limited ES/UI services, centers specializing in youth services, and centers specializing in services to welfare-dependent families.
- A network of satellite "*village centers*" staffed by community-based organizations that will conduct outreach to residents of targeted low-income neighborhoods, provide counseling on education and employment, and refer interested residents to services available in other network locations.

Local One-Stop partners began planning for the development of an integrated menu of employment and training services that would transcend agency and program boundaries nearly a year before the state of Maryland received its One-Stop Implementation Grant. Initial discussions of how to integrate services focused on the transformation of services to meet the needs of dislocated workers. Previous Job Service and JTPA service models were not varied enough to meet the diverse needs of the dislocated worker population. Coordinated efforts by local Job Service and JTPA partners to develop "customer-driven" services for dislocated workers as well as early intervention services for UI recipients under the Worker Profiling and Reemployment Services Program were catalysts in the movement to reengineer and consolidate local workforce development services. Declining federal funding also made local partners realize that they needed to develop a coordinated service approach to achieve economies of scale in service delivery.

The design and implementation of the Eastside Center—as well as of the Baltimore One-Stop system as a whole—is being influenced by a number of local factors, including: (1) access to Maryland's well-developed technology-based CareerNet automated services; (2) strong interest in and support for workforce development and economic development issues by local elected officials and city

administrators; (3) a commitment to involving community-based organizations in the design and delivery of One-Stop services; (4) the need to address the employment-related needs of 40,000 individuals currently on the AFDC caseload; and (5) an entrepreneurial approach to securing funding to further local economic development and workforce development objectives. These factors are discussed in more detail below:

- *Maryland's CareerNet hardware and software is a key element in the design and delivery of services within the Baltimore Career Center Network*. As a licensed recipient of the CareerNet system products, the partners in the local career center network have benefited from the extensive technology-based products already developed at the state level. The partners in local full-service centers, such as the Eastside Career Center, have been able to focus their design efforts on further development of self-service options, plus developing a diverse menu of enhanced services to supplement the self-service tier.
- *The mayoral administration and city agencies are strongly committed to workforce development services as a tool to improve the educational and employment status of city residents, particularly those residing in low-income and minority neighborhoods*. As a result of strong political and staff support for these issues, the One-Stop initiative in Baltimore has enjoyed high visibility, a strong emphasis on collaboration among local partners, and the coordination of multiple funding streams on behalf of a common vision.
- *Community-based organizations have historically played important roles in Baltimore in developing neighborhood-oriented improvement initiatives and providing services to local residents*. The local One-Stop planning process has recognized the important contribution of community-based organizations and included them as key partners in the Career Center Network. Community-based organizations have been designated as the contracted managers of two of the three full-service career centers in the city. In addition, the One-Stop centers will be closely affiliated with the network of six "village centers" that will be operated by neighborhood-based organizations as part of the Empowerment Zone initiative, described below.
- *Under welfare reform, the local partners will have to design a system for serving the 40,000 individuals currently on the AFDC caseload*. Since 1994, the local JTPA administrative entity has served welfare recipients at distinct "Project Independence" service centers. Although the Department of Social Services has indicated that it wants to be "inside the tent" in the CareerNet delivery system, it is likely that welfare-to-work services will continue to be provided through a distinct

service network, because of the high customer volume and distinct service approach mandated for welfare recipients. (Although welfare recipients are eligible for JTPA services, the state's welfare reform initiative emphasizes job search assistance and work experience as the two primary services and discourages participation in long-term training.) However, to the extent possible, CareerNet services will be provided to welfare customers and the delivery of customer-centered services will be attempted.

- *The local One-Stop partners have secured funds from a number of different sources to support local economic development and workforce development objectives*. The One-Stop initiative is supported by and coordinated with these multiple initiatives, which include:
  - *Employ Baltimore*, a city-wide campaign to support the development of Baltimore businesses and encourage employers to hire Baltimore residents.
  - A federally-funded *Empowerment Zone (EZ)* initiative, underway in six U.S. cities including Baltimore since December of 1994, to create incentives for job retention and new job creation in high poverty areas. Baltimore's Empowerment Zone project has a total budget of $100 million to invest in six low-income neighborhoods over a 5-year period.
  - *Career Connections*, Baltimore's school-to-work initiative. The City of Baltimore received a local school-to-work grant (from DOL/DOE) in the amount of $482,000, which targets career preparation and skills/training for youth in West Baltimore.
  - *East Baltimore Youth Fair Chance*, a DOL-funded initiative with a total budget of $4.6 million to coordinate job training, educational, and community support services on behalf of young people age 14 to 30 in a targeted area in East Baltimore.
  - *Bridges to Work*, a foundation-funded initiative with a budget of $1.7 million to link job seekers in Baltimore City to jobs in suburban Maryland through the development of improved transportation linkages between the city and the suburbs.

  The entrepreneurial efforts of the local One-Stop partners have also resulted in Baltimore's receipt of two additional federal grants related to One-Stop system development.[1] The Eastside Career Center has played

[1]The Mayor's Office of Employment Development exemplifies the entrepreneurial spirit. The agency's 1996 budget of over $25 million was composed of 25 different funding streams, of which a number were discretionary grants.

a major role in fielding each of these initiatives and each has supported the further development of local services consistent with the One-Stop vision.

- A *One-Stop Local Learning Laboratory* grant of $350,000 from the Department of Labor's One-Stop office has helped staff from the Eastside Center and the Urban League Center to expand the One-Stop services available to the general public as well as to disseminate information about the local One-Stop approach.
- Receipt of a $780,000 Title III national demonstration grant and an additional $318,000 state grant to test "*Career Management Accounts*" has enabled the Center to reengineer the training assistance available to targeted customers to make these services responsive to individual customers' needs and interests.

Each of the multiple initiatives and funding streams associated with the One-Stop initiative is viewed as supportive of the others. However, the result is a very crowded playing field, with a need for close coordination among different initiatives to ensure that duplication of effort is not occurring. The respondents at the Eastside Career Center described the relationships between the Baltimore Career Center Network, CareerNet, and Employ Baltimore as follows: " 'Employ Baltimore' is the trademark for advertising integrated job seeker/employer services. CareerNet is the technology used to provide the services. The Baltimore Career Center Network is the service delivery structure for the employer and job seeker services advertised as part of the initiative."

ORGANIZATION AND GOVERNANCE OF THE LOCAL ONE-STOP INITIATIVE

Planning and Oversight. In the state of Maryland, local areas interested in becoming CareerNet implementation sites are required to form a local planning team and undergo a coordinated local planning process. Following the state blueprint, the chair of the local Private Industry Council designated the PIC's Business Services and Training Subcommittee as the local One-Stop planning team.[2] This committee had begun to deal with issues of integration of services across local workforce development agencies and service providers even prior to the development of a formal One-Stop

[2]The Business Services Subcommittee is one of four working committees of the Private Industry Council. The other three are: The Executive Committee (the PIC Chair and Chairs of the other three Subcommittees); the Youth and School-to-Work Subcommittee; and the Welfare Employment Policy Committee.

grant application. As the official One-Stop planning team, the committee participated in and oversaw the development of the Baltimore City local plan requesting that Baltimore be designated as a first-round CareerNet participant.

The 14 members of the local planning team include the PIC chair and three additional employer representatives, as well as high-level representatives from the Mayor's Office of Employment Development (MOED)—which is the local administrative entity for the JTPA program, the Job Service division of the Maryland Department of Labor Licensing and Regulation, and the Baltimore City Community College. Additional members include representatives of two organizations that had previously played a key role in the delivery of JTPA services as contractors to MOED—The Baltimore Urban League and the AFL-CIO of Metropolitan Baltimore.[3] Thus, the planning body responsible for the Baltimore One-Stop system included the entities responsible for the major federal funding streams as well as the key local service provider partners. MOED also provided a strong link to the mayoral administration as well as to the multiple associated initiatives that are underway in the city.

On-Site Center Partners. The three full-service career centers will each have their own configuration of on-site partners. At the Eastside Career Center, the delivery of JTPA services is undertaken directly by MOED staff.[4] The Job Service has three staff on-site at the Eastside Center and will also have staff outstationed at each of the other two full-service centers. Although Baltimore City Community College is a formal member of the local One-Stop planning team and is active as a vendor of occupational training and a provider of customized training to meet local employer needs, the college does not outstation college staff at other network sites.[5]

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[3]Under the previous system, the Urban League had operated a center serving JTPA Title IIA and dislocated worker participants and the AFL-CIO had operated the local center for dislocated workers. Under the new One-Stop design, each of these contractors will be responsible for managing a full-service center that serves a universal customer population.

[4]At the other two full-service centers, MOED will subcontract with the Baltimore Urban League and AFL-CIO Baltimore Metropolitan Council for the delivery of JTPA-funded services.

[5]At the time of the site visit, the community college was planning to participate as a Career Information Center, which would enable them to have CareerNet system hardware and software installed at the community college without committing a full-time resource area specialist to assist customers in using the automated system.

At the time of the site visit, the on-site service partners at the Eastside Career Center included the following:

- *Mayor's Office of Employment Development* (MOED) accounts for the majority of the staff housed at the Eastside Career Center. At the Eastside Career Center, MOED staff support core services to all One-Stop customers and provide JTPA-funded services to economically disadvantaged adults and dislocated workers.
- *Maryland Job Service* staff have been assigned to the Center as part of an integrated staffing team since February 1996. At the time of the site visit, three Job Service employees were assigned full-time to the Center, including a Job Service supervisor/interviewer, an interviewer and a veterans employment services representative. Job Service staff also participate in the delivery of core services to One-Stop customers.
- A nurse assistant funded by the Baltimore City Health Department has office hours at the Center once a week to provide blood pressure screening and assist Center customers with problems such a weight reduction or referrals for medical problems.
- Until May 1996, MOED also contracted for an on-site staff person to represent the local United Way's "Call for Help" program, which provides food, clothing, emergency services to homeless individuals, mental health counseling, and other supportive services. However cutbacks in the MOED budget forced the agency to eliminate the funding for this on-site position just before the site visit.

Center Governance. Ongoing governance at the Eastside Career Center is provided through a team structure. Although formal lines of staff supervision still follow agency lines, center plans as well as day-to-day staff assignments are developed by teams in which staff from all on-site partners participate. Overall guidance on the career center system philosophy and direction is provided by the MOED General Manager, housed at the Eastside Career Center, whose job includes management and oversight of the entire career center network. Because the Eastside Center is the most advanced local One-Stop pilot, decisions regarding its design tend to be discussed at the network level as well as at the center level.

Oversight of day-to-day Center operations is shared by two MOED supervisors and the local Job Service supervisor. Additional members of the local management team include a Program Operations Specialist supported by the Local Learning Laboratory grant. The Center management team meets monthly, with bi-weekly meetings of subcommittees. At the time of the site visit, the active subcommittees

included a group working on the plans for the local resource library and a group developing a protocol for coordinated job development activities across local partners.

Coordination with Additional Partners. As part of the Baltimore Career Center Network, the Eastside Center partners coordinate closely with additional agency partners not physically present at the Center, including welfare-to-work, school-to-work, and economic development partners.

MOED is currently a contractor to the Department of Social Services (DSS) for the delivery of welfare-to-work services at two separate "Project Independence" program centers. CareerNet hardware and software are also being installed in both Project Independence centers during the first phase of Baltimore's One-Stop implementation initiative. Although housed at different locations than the full-service centers, the specialized welfare-to-work centers will be part of a new electronic scheduling network that will facilitate individual customer referrals between all local service sites.

Youth-related initiatives in Baltimore, which include the JTPA-funded Summer Youth Employment Program, the Youth Fair Chance initiative in East Baltimore, and Baltimore's School-to-Work initiative—called Career Connections—are not directly represented by staff housed at the three full-service career centers. However, adult and youth initiatives are carefully coordinated at the agency level (e.g., within MOED, which oversees both youth and adult JTPA services), as well as through overlapping memberships on the local School-to-Work advisory board and the Private Industry Council. Integration of youth services with the One-Stop initiative—through the installation of CareerNet automated services at youth service sites and the encouragement of youth to use the full-service career centers—is currently a high priority for MOED managers. Furthermore, under the Employ Baltimore initiative, local partners are consolidating the marketing and delivery of services to employers on behalf of both adult and youth customers.

The One-Stop system is also designed to involve economic development partners in the design and delivery of services to local employers and to use job-seeker services to help promote local economic development efforts. State and local economic development partners currently meet on a monthly basis. Economic development objectives are at the heart of the Empowerment Zone initiative that is closely

coordinated with the Baltimore Career Center Network. The Private Industry Council was recently expanded to include local economic development agency representatives.

In summary, the organization of the One-Stop initiative in the Baltimore service delivery area is characterized by: (1) full cooperation and active support of integrated services among co-located JTPA and Job Service partners; (2) full cooperation by the third required local partner—the local community college—in network planning but a more limited participation by this partner in the direct delivery of career center services; (3) the use of a team structure with cross-agency functional teams making decisions about local Center operations and services; (4) active coordination among One-Stop, welfare-to-work, school-to-work, and economic development initiatives despite lack of co-location of these partners.

COMMUNICATION AND COORDINATION

Communication Within and Among Local Centers. Because the local partners are interested in having direct service delivery staff participate actively in teams to design One-Stop services and solve ongoing problems, supporting communication among Center staff is an important feature of the One-Stop design. Early in the planning for the Eastside Career Center, staff participated in several retreats that helped inform everyone about the philosophical underpinnings of the One-Stop system and involved them in discussions about the One-Stop design. MOED has also involved staff from its two subcontractors—Urban League and AFL-CIO, each of which will be operating additional full-service centers—in retreats and planning sessions on One-Stop service design.

At the Eastside Center, a variety of formal and informal communications tools are used to support the development of an integrated Center staff with a sense of common purpose. These include regular staff meetings and frequent informal communications among direct service staff. However, at the time of the site visits, it was not possible for staff within the Center to communicate with each other by electronic mail.

Communication among the local partners located throughout the Baltimore Career Center Network has also been identified as an important system-level need. To address this need, local partners are using most of the local One-Stop planning grant received from the state to develop an automated scheduling network linking different service sites. Staff at any networked site will be able to dial-in to the scheduling bulletin board

at any other site, pull up the schedule for any of the group workshops, counseling sessions, or training sessions offered at the site, and schedule a customer for an available time slot. At the time of the site visit, this electronic system was being piloted between the Eastside Center and the main Job Service office downtown.

In addition, it is planned that the scheduling system will also support a "Question and Answer" communication system among sites, to allow staff from any center to communicate with designated system experts for particular funding streams.

Communication between the Local Site and the State. Perhaps because they are located in the state capital, local respondents indicated that they work closely with the members of the state One-Stop steering committee[6] and participate on many of the state One-Stop work groups that meet on a monthly basis. Local respondents view the state and the Baltimore site as sharing leadership roles in the development of the One-Stop model for the state. As one respondent stated, "We don't wait for the state to tell us what to do. The state wants local sites to show leadership. We are testing a model that supplements the state's automated CareerNet system with local resources to achieve a more comprehensive menu of One-Stop services."

FUNDING ARRANGEMENTS, BUDGETING, AND FISCAL ISSUES

The Baltimore Career Center Network has been implemented primarily by coordinating existing funding streams. Only relatively small amounts of funding have been designated specifically for One-Stop system development. The most important of the contributions earmarked for One-Stop development include the receipt of CareerNet hardware and software from the state (paid for largely by Maryland's One-Stop Implementation Grant), the receipt of a small local One-Stop planning grant from the state, and the receipt of a Local Learning Laboratory grant from the U.S. Department of Labor.

Maryland retained most of its One-Stop Implementation Grant at the state level to develop and implement the hardware and software for the CareerNet system. Approval of Baltimore's local CareerNet plan by the state had resulted in the installation of 83 CareerNet workstations for customer use and 63 staff workstations across five local sites by the end of the second implementation year. During a planned third phase, the

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[6]Both the Director of MOED and MOED's General Manager of the One-Stop Career Center Network are on the state's One-Stop Steering Committee.

state will install CareerNet hardware and software in an additional nine network sites (a combination of full-service, specialized service, and satellite centers).

Beyond receipt of the CareerNet hardware and software, local sites received only a small amount—$21,000—from the state to support the development of local One-Stop systems. The majority of the local $21,000 planning grant was allocated to the development of a communications system to support integrated customer scheduling and promote consultations among network partners on different areas of expertise, as described above. The local planning team also received an additional $10,000 from the city to support system-wide electronic communications.

In July 1995, the Eastside Career Center and the Baltimore Urban League Center were selected to share a $350,000 Local Learning Lab grant from the U.S. Department of Labor. The award was made, in part, to show how a One-Stop functions when it has multiple connections to other initiatives and projects. Receipt of the learning lab grant provided another earmarked source of funds to develop an integrated One-Stop system. Activities covered with the learning lab grant have included the design and development of local resource libraries for each of the full-service centers in the network and the refinement of local learning laboratories through the acquisition of software to supplement the CareerNet software.

Beyond the funds earmarked for One-Stop development, the design and implementation of an integrated service package at the Eastside Center has depended on the co-location of staff and development of integrated staff functions by multiple agencies supported by multiple funding streams. Most of the ongoing costs of operating the Eastside Career Center, including the cost of rent and utilities, are being paid from funding streams administered by MOED. Programs offered by MOED staff housed at the Eastside Center include JTPA Title IIA services for economically disadvantaged adults and JTPA Title III services for dislocated workers. In addition, staff housed at the Eastside Center are managing a special demonstration grant from USDOL of $780,000 to test “career management accounts” as a way of providing retraining assistance to dislocated workers. Services provided by Job Service staff housed at the Center are supported by Wagner-Peyser and Veterans Employment Services funding.

Formal cost-sharing arrangements have not been developed among the participating partners. Rather, all Center staff share in providing the core One-Stop

services to the general public, including Center Information Sessions, staff support for the CareerNet room, the resource library, the resource laboratory, and Job Club and resume writing workshops available to the general public. When provided by JTPA-funded staff, these services are considered outreach and pre-enrollment services associated with the JTPA program. Job Service staff are able to provide more intensive services to the general public using Wagner-Peyser funds.

At the time of the site visit, local respondents had not found the DOL cost allocation technical assistance guide to be as useful as they had hoped and had decided not to request a waiver to pilot the TAG. They indicated that federal workforce development block grants "would make [accounting for the costs of integrated services] a lot easier, as long as there is strong local control, so that block grants could be used to address local needs."

Center staff have also begun discussing fee-for-service arrangements as a way to offer more intensive services to a broader range of customers. Possible services for which fees could be charged include job search/job retention seminars and publications developed by the Center.

DESIGN OF THE LOCAL ONE-STOP INITIATIVE

Evolution and General Description of Local Design

In preparation for the transition to integrated services, the local partners underwent a structured planning process to design a new network, based on "what each of the partners could bring to the table." They agreed to "bring the JTPA and Job Service infrastructures together in some way" so that they could offer a standardized set of services in a variety of different locations around the city, without "taking over each other's jobs." This local vision went substantially beyond the state's minimum requirements for a One-Stop system that would use electronic linkages to coordinate referrals while permitting each partner to remain in its own location and retain its own identity. Although their vision diverged somewhat from the state's One-Stop vision, local respondents indicated that the state has been very supportive in helping them realize their vision.

Local players have planned a series of distinct changes in the transition from the previous system to the Baltimore Career Center Network. As described in the local application for state One-Stop implementation funds and certification, the planned changes include the following transitions:

- from services limited to categorically eligible customers to services open to the public;
- from a service flow beginning with eligibility determination to one beginning with information sessions and access to self-service computers;
- from a primary activity of enrollment and placement to one of providing comprehensive on-site services;
- from few referrals between agencies to comprehensive collaboration among partner agencies and programs;
- from services that emphasize referral to class-size training to services that include a wide range of service options, including computerized self-service training, on-site class-size training, vouchers to attend training at a variety of public or private training providers, on-the-job training, and customized training;
- from basic skills remediation by referral to on-site computer-assisted remediation;
- from differentiated service sites each offering access to special funding streams to homogenized sites offering a common menu of services across centers;
- from a method of serving employers that encouraged competition among agencies to one encouraging coordination and collaboration;
- from an emphasis on client case management to an emphasis on customer choice and satisfaction;
- from a variety of centers with unique identities to a shared network identity;
- from distinct technologies at each center to a shared CareerNet technology.

With tactical support from the state's One-Stop Steering Committee, the Baltimore local partners proceeded to negotiate local site agreements for sharing staff and resources on a site-by-site basis. When the old MOED Eastside Center arranged to move to a new location and obtained state funds to rehabilitate an old warehouse facility that would have space to accommodate staff from additional partner agencies, it became the first site to operationalize the One-Stop vision. The Eastside Career Center officially opened as a One-Stop facility on January 1, 1996. Job Service staff joined the Center in February, 1996.

An Implementation Plan for the Baltimore Career Center Network for 1996 included three major objectives to ensure the development of a common approach

across all network sites and local partners: (1) coordinate job development efforts among local One-Stop partners; (2) provide universal access to integrated employment and training services; and (3) transition staff to a One-Stop system and establish economies of scale through integrated staff responsibilities.

To pursue the first objective of coordinated job development, the local partners have convened a cross-agency "job development team" assigned to develop a "job development protocol" that will clarify how local partners will conduct coordinated efforts to market each other's services/customers to employers without duplication of effort. In addition, the members of the job development team will establish procedures to set and monitor system-wide job development goals.

To achieve the second objective of universal access and integrated services, several strategies are being pursued. First, the local implementation grant funds are being used to develop an electronic referral system so that staff at any site have the ability to schedule services at other sites for customers. Second, a generic brochure and customer service sheets will be used to provide information about the One-Stop services to customers at all centers. Third, a resource library is being developed at each of the centers. Fourth, to make services truly universal, efforts are being made to coordinate career center activities with local youth-oriented activities.

To achieve the third objective of integrated staff responsibilities, several strategies are being pursued. First, training plans are being developed to make staff more knowledgeable about all network services. Second, the responsibility for providing UI profiling workshops will be decentralized to each center. Third, the responsibility for rapid response services will be assumed by the network as a whole, rather than being centralized in the dislocated worker program operated by AFL-CIO.

Relevance of the Local Design to the Four Federal Goals

Universal Access

Although the Eastside Center is clearly influenced by its history as a JTPA service center that targets services to categorically eligible customers, a new paradigm of universal access is taking root, thanks to the availability of the CareerNet technology and services. As staff indicated, "everybody who comes through this door is a CareerNet client." To supplement the CareerNet self-service options available to the general public, the Eastside Career Center has participated in acquiring and testing additional computer-assisted learning software (e.g., covering basic skills, typing skills,

computer software skills, and job search skills) for a local resource laboratory as well as developing a local multimedia library available for use by all customers.

In addition, the customer flow process has been redesigned to meet the needs of all One-Stop customers. The initial contact with the Center is designed to provide information about the range of services available at the Center and "tie customers immediately into the CareerNet." First year goals for the career center network include having at least 15% of the customers of full-service centers be individuals who are not eligible for targeted programs. To facilitate access by working customers, the Center is open Wednesday evenings until 8:00 p.m. Staff have developed flexible schedules to ensure staff coverage of the expanded Center hours. The state has arranged to have the mainframe computer on which CareerNet is housed operating during these hours, so that customers can use the CareerNet system on Wednesday evenings.

In Baltimore, universal access also requires outreach and the effective marketing of Center services to the residents in Baltimore's high poverty and minority neighborhoods. As part of the Empowerment Zone initiative, CareerNet equipment and software will be installed in six satellite village centers that will be staffed by community-based organizations. If they operate as envisioned, village centers will be a key link in making career center services accessible to all Baltimoreans.

The Implementation Plan for the Baltimore Career Center Network for 1996 also states, "as part of the universal access mission and given diminishing resources it is important the Career Centers serve Baltimore's youth population." To make sure that career center resources are available to youth, network partners will be coordinating with School-to-Work planning teams to develop ways to make the CareerNet technology accessible to youth and to host groups of youth at the career centers.

Customer Choice

Center staff were careful to explain that a more universal service approach does not, in their view, imply less intensive services. Rather, it requires a process for managing the client flow to ensure that customers receive the appropriate level of services. The mix of services at the Eastside Center is designed to offer a range of service content and intensity so that customers can choose the appropriate level of support.

Staff at the Eastside Career Center explained that the state's investment in the CareerNet technology has played a major role in enhancing customer choice.

However, they also indicated that "Career Centers must go well beyond technology." Technology-based products and self-paced computer labs and self-directed resources are viewed as extremely valuable for a high percentage of the population, because "not everybody needs hand-holding." However, the design of services at the Eastside Center is intended to supplement self-service offerings with a system of more intensive services "on the job training side" when appropriate. For individuals who need more help, the Eastside Center is designed to offer a variety of services that can be "wrapped around the customer."

Even the more intensive services offered using JTPA funds are now being designed to empower the customer. For example, instead of a single two-week-long employment preparation seminar, the Center offers JTPA participants a variety of short-term workshops on different employment-related topics. Additionally, the new model for supporting individualized retraining—Career Management Accounts—enables individuals to pursue self-directed training as long as they can document that the training will be effective in pursuing their career objectives.

Integrated Services

As described above, the Baltimore CareerNet System goes substantially beyond the state's minimum One-Stop requirements: designating a local agency(ies) to host the state's CareerNet system and coordinating referrals among local JTPA, ES/UI, and community college partners through electronic linkages. At the Eastside Career Center, the local JTPA staff have invited their ES/UI partners to join Center operations through *selective co-location of staff* and *participation in an integrated interagency service design process and the development of an integrated staffing plan for the delivery of services to Center customers*. This strategy has resulted in the development of additional One-Stop services, including a redesigned Information Session, locally-initiated computer-assisted training options, a series of cross-staffed workshops and seminars for job-seeker customers, and the beginnings of a consolidated system of account executives and services oriented to the needs of employer customers.

These services are presented to customers as part of an integrated service system. Involvement of all Center-based JTPA and ES/UI staff in functional teams to address Center management and service design issues has resulted in the forging of a common sense of purpose among all staff based at the Eastside Center.

Performance-Driven/Outcome-Based

Local MOED staff are active members of the performance measures work group of the state's CareerNet steering committee, which had held only two meetings at the time of the site visit. Respondents indicated that they were in general agreement with the six broad outcome goals established by the state (increased customer utilization, increased employer utilization, increased customer satisfaction, increased labor market penetration, increased life-long learning, and greater agency participation and coordination). However, they indicated that deciding how to measure progress toward realizing each of these goals, collecting relevant data, and deciding how to measure baseline conditions are formidable challenges.

In their local One-Stop application to the state, the partners in the Baltimore CareerNet System set several performance goals for the first year of the implementation period (to be compared to performance during Program Year 1994):

- *to increase the level of coordination and collaboration of services across sites and funding agencies*, as measured by a 10% increase in the number of individuals served by more than one program;
- *to increase the level of uniformity of services available across different sites and agencies* as measured by the number of similar services;
- *to maintain the existing service levels for the funding streams administered by system partners*, such as JTPA and Job Service;
- *to increase the number of customers receiving multiple services and the total number of services received by a typical Center customer;*
- *to increase the number of jobs listed* in the automated Job Bank by 5%;
- *to increase the number of customers from the "general public,"* such that 15% of Center customers will be beyond the pool eligible for JTPA and other categorical programs, and 2% of customers will be already employed at the time they receive services.

In an effort to establish integrated "production" goals for the CareerNet Centers, the local partners are measuring the following outcomes for Center customers on a monthly and annual basis: (1) the number of job placements for all customers as well as the number of job placements for JTPA customers; (2) the daily traffic flow through the Center; (3) the number of enrollments in the automated Job Bank; (4) the number of individuals attending a JTPA employment preparation seminar, participating in self-paced training in the local resource laboratory, or participating in GED training or a

skills brush-up class. Production statistics are reviewed monthly as part of a Center "performance review," which compares agency performance against goals.

The Eastside Center collects information about customer satisfaction after the initial Information Session as well as after the completion of each group workshop. In addition, a mail survey is used to assess customer satisfaction with Center services overall. One of the objectives of the mail survey is to identify additional services that customers would be interested in receiving. The emphasis on performance outcomes at the Eastside Center has also influenced the development of a performance evaluation system for individual staff including instructors, employer account executives, and workshop leaders. Staff performance is assessed, at least in part, by the production outcomes and level of customer satisfaction reported by customers receiving services from each staff member.

Local One-Stop partners expressed concern that the national accountability measures used to assess performance for the individual categorical programs making up the One-Stop partnerships are not changing to reflect the new system goals and objectives. For example, the traditional Job Service performance measures, which emphasize service and placement volume, are not designed to recognize the improvement of customer services that is taking place within One-Stop centers. This, respondents cautioned, has the potential to undermine the local One-Stop partnerships. Thus, local respondents identified unification of accountability systems at both the state and local level as a high priority issue, necessary to cement the foundation of local One-Stop partnerships.

Physical Facilities

The Eastside Center occupies a renovated warehouse on a street with mixed residential/warehouse uses in densely populated East Baltimore, about a mile from Johns Hopkins Medical Center. The modest exterior disguises a spacious and well laid-out interior space. The first room into which customers enter is a reception/waiting area. The waiting area is coordinated by Center clerical staff who assist new customers in understanding what services are available at the Center. In the reception area, leaflets are displayed describing the available Center services and a sign-in sheet is used to document customer arrivals. A "motivational" video can be viewed by waiting customers. Clerical staff also assist customers in using the copy machine and fax machines that are located in the reception/clerical area.

The Eastside Center has two different rooms with CareerNet workstations, with a total of 17 CareerNet workstations available for customer use. The main CareerNet resource room—with 12 workstations—has a resource area specialist on duty at all times. The second room—with 5 workstations—is an unstaffed room off the reception/waiting area, for use by customers who are already familiar with the system.

A portion of the larger CareerNet room is currently reserved for use as a "local resource laboratory" by customers interested in using computer-assisted instructional programs, such as self-paced basic skills and typing drills, a computer-assisted resume preparation program, and computer-assisted career exploration and instruction in job search skills. The 10 computers in the local resource laboratory were provided by the state as part of the CareerNet infrastructure, but are currently networked to a local server that provides access to the programs described above. The CareerNet room also has a resource library with written materials on local educational and training resources as well as a growing collection of books and articles on job search topics.

Staff offices are open to the general use areas, with staff organized by general functional area (e.g., Job Service/JTPA employer account representatives; JTPA case managers, who are referred to as "employment development specialists"). As a result, staff are generally accessible to customers who need to consult them.

Four classrooms/conference rooms are used for a variety of on-site classes and workshops, and are also available for use by employers wishing to conduct Center-based interviews with job applicants. A "phone bank" room is used for job clubs. Conference rooms are also used for meetings involving local CareerNet system partners. For a modest fee, conference rooms may also be used for community meetings involving other local agencies or organizations.

IMPLEMENTATION OF LOCAL SUPPORT MECHANISMS

Staffing Arrangements

Most of the 25 to 30 staff housed at the Eastside Center are employees of the Mayor's Office of Employment Development. Center staff also include three Maryland Job Service employees who volunteered to be located at the Eastside Center (they were previously assigned to the main Job Service office in downtown Baltimore).

All staff share a number of common One-Stop staff assignments, in addition to their particular job duties. The integrated staff assignments, shared among all Center staff, include: (1) helping customers in the CareerNet room use the automated services

and other resource materials, (2) teaching the Center's group workshops and seminars, and (3) leading the Information Sessions for new customers.[7] The decision to rotate the "resource area specialist" function rather than dedicate one staff position to this function was made for two reasons. First, Center staff have found this job extremely demanding. Second, it has been valuable to have all staff be cross-trained in the use of the CareerNet automated system and have a clear understanding of how these services can meet customer needs.

Specialized functional units at the Center include the following:

- Members of the *Clerical Pool* are responsible for providing reception services, providing information and referral services, and giving technical assistance to customers who are already familiar with the CareerNet or resource library through prior visits to the Center.
- Staff assigned to the *Program Development Unit* help to design and oversee several network-wide functions, as well as provide services to Eastside Center customers. Staff in this unit are responsible for managing on-the-job training and individual classroom training through the "career management account" demonstration as well as carrying out One-Stop system development and dissemination activities funded under the One-Stop learning laboratory grant from DOL.
- The *Employment Development Specialist Unit*, whose staff will soon be renamed "customer service representatives," provide enrollment and case management functions to individual JTPA enrollees. In addition, they participate in providing the core One-Stop functions. Under a planned citywide decentralization of dislocated worker services, staff within this unit will also be responsible for rapid response functions associated with large-scale layoffs.
- The *Job Service Unit* is staffed by a supervisor and two additional staff who provide Worker Profiling and Reemployment Services and veterans employment services. In addition, because these positions are funded with Wagner-Peyser funds, staff in the Job Service unit may provide individualized job search assistance to all Center customers , even if they are not JTPA-eligible.
- Staff in a final unit are responsible for a wide variety of job-seeker and employer customer services. The unit supervisor is responsible for the development of the local resource laboratory; two *employer account*

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[7]The Job Service staff responsible for Veterans Employment Services is excused from these integrated service functions, because the funding source requires her to serve only veterans.

executives develop jobs and coordinate closely with the Employ Baltimore initiative. Staff within this unit also provide on-site GED instruction and skills brush-up classes and facilitate the on-site job club.

According to local respondents, the Center managers encourage staff participation in decision-making, as well as shared responsibilities for setting and reaching common Center goals. The sense of a unified and empowered staff is further developed and supported by the integrated physical layout of Center staff and functions, and the scheduling of formal team-building events. These arrangements appear to have created and sustained a high level of morale among Center staff, even in the face of expected 25% cutbacks in MOED's budget for PY1996 and anticipated staff layoffs.

Capacity Building

As described in the Maryland state profile, the Maryland Institute for Employment and Training Professionals (MIETP) has been selected as the vehicle for training to support One-Stop implementation throughout the state. Because MIETP is supported by membership payments from state and local partners, staff employed by the welfare, JTPA, and Job Service systems may attend MIETP training sessions for a nominal fee ($10 per session).

During the first year of One-Stop implementation, the training emphasis for direct service staff was on use of the new computer technology. At the time of the evaluation site visit, direct service staff from the Eastside Center were in the process of attending the MIETP training that had been developed for resource area specialists, which included training on the role of the resource specialists and training on the different software programs within the CareerNet system. Eastside Center mangers had previously participated in the orientation to One-Stop for local managers. MIETP training offerings appear to have been well-received at the local level.

Recent staff development activities at the Eastside Center not directly associated with One-Stop implementation have included training on technical skills (Lotus, Word Perfect, use of the Internet) and problem solving skills. Local respondents commented that the implementation of the Career Center system has made staff want to be more knowledgeable about "the big picture" and how all the Center services relate to each other. Thus, "capacity building" at the Eastside Center has been associated not only with staff gaining discrete new skills, but with staff becoming more involved in trying new things and understanding how to make the system as a whole work better. As a result, staff are also sharing more information among themselves.

One of the major capacity-building challenges in the coming year will be training the small community-based staffs of the village centers to help neighborhood customers use the CareerNet equipment and software that will soon be housed at the village centers. Resources from the Learning Laboratory Grant will be used to train these staff.

Management Information Systems (MIS)

The institution of the One-Stop system has not yet resulted in the development of new information systems or integration of existing management information systems at the local level. The state's CareerNet system collects information from all users of the automated system via the automated job bank registration/eligibility determination screens. The JTPA system maintains a client-level MIS system of its own within the local service area that is not yet linked to the CareerNet system. Local partners have not yet made arrangements for sharing customer information (e.g., case management or service information) via electronic data exchange among different CareerNet sites.

One factor encouraging the development of an integrated information system at the local level is the desire to be able to measure system-wide performance based on a variety of output and outcome measures. Although the Baltimore network is beginning to develop consolidated performance objectives (e.g., for the total number of job placements to be achieved across all local partners), there is not currently an integrated MIS system that can be used to aggregate achievements by all partners. As a first step, both MOED and Job Service are beginning to produce monthly performance reports that summarize production statistics across all partner programs.

Labor Market Information and Related Information Technology Improvements

As described in the Maryland state profile, the state's automated CareerNet system includes three major customer-focused service clusters: (1) a *labor exchange cluster*, including an automated job bank and on-line job search assistance; (2) a *career exploration cluster*, including information on careers, labor market demand and qualifications, and occupations suited to individual skills, interests, and abilities; and (3) a *customer development cluster* that enables individuals to obtain information about education and training opportunities and sources of student financial support in the locality and statewide.

Local staff generally spoke very highly of these state-initiated products. However, they indicated that the listing of local employment and training providers in the CareerNet customer development cluster was not complete. To address this gap, local staff have developed a local menu to provide additional information on local providers and additional information on community resources. In addition, local staff indicated that a relatively high level of staff support is necessary to assist customers in their use of CareerNet services. Part of this need is due to "bugs" in the system that result from linking all local workstations to a single mainframe computer; these will be resolved after the state installs local area networks to support the CareerNet software. However, respondents indicated that, even after the "bugs" are corrected, CareerNet users are likely to require substantial support from Center staff. To address this situation, the local learning laboratory staff are developing a non-technical users' guide to CareerNet.

A local resource laboratory developed for the Eastside Center is testing ways to supplement the state's automated CareerNet services with additional computer-assisted instructional software. Services available on the ten computers used for the local resource laboratory include:

- a computer-assisted resume writing program;
- self-paced basic skills and GED instruction (*Plato*);
- self-paced job search instruction;
- career exploration and identification of transferable skills (*Oasys);*
- a typing tutorial (*Mavis*);
- a word-processing tutorial (*Word Perfect*).

Staff would like to add *Windows* and *Lotus* tutorials to the instructional programs available in the local resource laboratory.

Marketing

Marketing to Employers. In July, 1995, the Employ Baltimore campaign was initiated to advertise the services of the Career Center Network to local employers using television, radio, brochures, and public speakers. Additional marketing strategies included using the personal contacts of employer service representatives in agencies throughout the Career Center Network and "getting information out to community groups." Employers who respond to the marketing campaign are assisted with

immediate job referrals, as well as funneled to appropriate service sites throughout the Career Center network if they need more specialized services.

Through a "job development protocol" workgroup, all the local partners and service providers in the Baltimore Career Center network are currently working together to develop more detailed marketing materials for employers as well as a common protocol for the delivery of employer services. At the time of the evaluation site visit, the local partners had identified the need for a common marketing brochure and system of public service announcements to educate local employers about the integrated career center network and the services available to employers. In addition, partners identified a goal of establishing a home page on the Internet as a marketing vehicle for network services to employers.

Marketing to Job-Seekers. Marketing and outreach to job-seeker customers throughout the career center network include participation by MOED staff in community outreach events (block parties, job fairs, community and school events) and the distribution of brochures and flyers describing Career Center services. A one-page flyer advertising the Eastside Career Center announces: "Doors to Careers: One stop for your employment needs!" and lists the range of services available at the Center. To further educate customers about the services available at the Eastside Center, a series of one-page "customer services sheets" has been prepared for each of the services offered. Each sheet includes a description of the service, as well as scheduling and enrollment information. Job Service workers processing UI claims also have an important role to play in marketing Career Center services to UI applicants/beneficiaries.

One of the goals of marketing One-Stop Career Centers to the job-seeking public is to expand the pool of clients to include individuals with more diverse employment backgrounds and skills. However, the city decided to go for a "soft rollout" of universal One-Stop services, rather than a high profile advertising campaign, at least until they "were sure [they]…could deliver high quality services" to higher skilled workers.

The Baltimore Career Center Network will be participating in the use of a state-developed CareerNet logo and signage to identify sites with the CareerNet hardware and software. However, the state CareerNet logo will have lots of competition from identifying marks already used by local partners. For example, flyers currently used

by the Eastside Center display the Employ Baltimore logo as well as the logos of the City of Baltimore, the Private Industry Council, and the Mayor's Office of Employment Development. Given the proliferation of distinct but related initiatives in Baltimore, the use of multiple advertising logos will probably continue to be the rule, rather than the exception.

DELIVERY OF ONE-STOP SERVICES TO CUSTOMERS

Customers interested in using Center services are asked to sign up for an initial Information Session that provides an orientation to the Center. During the Information Session, customers:

- *view a video that provides an overview of the Center and its services*, using examples of how Center services have addressed the varying needs of different job-seeker and employer customers;
- *listen to a brief presentation and question-and-answer session by Center staff that highlights key services* that may be available to Center customers, including automated CareerNet services, job match/job referral services, on-site training workshops, on-the-job training opportunities, and classroom training offered by other educational institutions/training vendors;
- *go on a guided walk-through tour of the Center* to see the various service areas and get an idea of how the space is laid out for customer use;
- *review "customer service" sheets* that describe each different service offered at the Center and the times it is available;
- *sign on the CareerNet system* and receive an initial orientation to automated job bank and career information (part of the initial registration on CareerNet is a screen that asks for information to help determine what categorical programs, if any, a customer will qualify for).

A total of nine Information Sessions are scheduled each week. Actual attendance at each Information Session averages 15 to 20 individuals. The Center experiences a relative high "no show" rate among customers who sign up for Information Sessions.

After attending the group Information Session, individuals interested only in the automated CareerNet services (or in the job club or resume writing class, which are both open to the general public) are free to use these services. Individuals who are interested in additional services are scheduled for an individual assessment interview to check the accuracy of the eligibility information entered into the CareerNet system.

Individuals eligible for JTPA services who are interested in participating in intensive class-size classroom training or individual training through a "career management account" are given a referral to an employment development specialist who assists the customer in development an individual services plan. Customers interested in classroom training are also scheduled for a more intensive assessment, including administration of the Test of Adult Basic Education (TABE).

Services for Individual Customers

Services available to individual job seeker customers at the Eastside Center fall into several different categories.

Automated or self-directed options available to the general public include:

- access to the state's *CareerNet automated system* (17 workstations), which offers customers access to job registration, job listings, career interest inventories, information about local education and training resources, and an initial assessment of eligibility for different programs;
- services available in the *resource laboratory* (10 workstations), including a computer-assisted resume writing program; self-paced basic skills and GED instruction; self-paced job search instruction; computer-assisted career exploration and identification of transferable skills; typing and word processing tutorials;
- access to a *local resource library* containing written and multi-media materials pertaining to community services, employment and training services, training opportunities, labor market information, and job search methods.

Additional services available to the general public include assistance from Job Service interviewers on job search/placement issues. A veterans employment service representative is also available for individualized counseling/job search support for veterans. Job search counseling/assistance to UI profilees is about to be added to the menu of services available from Center staff.

Although application for UI benefits is currently available at full-service One-Stop centers, the long-range service objective is to centralize the management of UI services at the main office of the Job Service in downtown Baltimore. Ultimately, UI registration will be completed over the telephone. UI profiling will be used as a tool to "disperse the UI traffic" back to the different Career Centers that are part of the network.

A variety of *short-term seminars and workshops* are available at the Center. The Center is struggling with how to make these services available to the general public. Currently, only the job club and the resume preparation workshops are available to the general public. A 10-hour "early intervention" workshop is offered to profiled UI recipients. All other seminars are reserved for JTPA enrollees. Group workshops include the following:

- *Job Club* is offered in two- and three-hour sessions, four days a week. Participants in the job club receive peer support and staff assistance in exploring occupations and identifying and pursuing job leads. A phone bank and newspapers are provided to support job search efforts and participants are given the opportunity to update their resumes.
- *Career Exploration* is a workshop offered in two-hour sessions, three days a week. During this workshop, participants are assisted in identifying interests, skills, abilities, and values, and matching them to specific occupations. Participants are also provided with information about different training and apprenticeship opportunities.
- *Resume Writing* is a two-day workshop.
- *Setting Goals for Success* is a two-hour workshop offered once a week. Participants discuss values and setting long-term career goals, and learn how to explore career alternatives.
- *Communicating to Get the Job You Want* is a workshop scheduled twice a week that teaches participants how to communicate clearly and effectively. Topics cover verbal and non-verbal communication skills, listening skills, and writing skills related to completing effective job applications and interviews.
- A *Second Chance Workshop*, available twice a week in a two-hour session, is targeted to individuals who are encountering difficulty in their job search. Topics covered include identifying individual strengths and weaknesses and handling job interviews.
- *Workplace Skills* is a 12-hour workshop taking place over 4 days that is designed to give participants the skills needed to keep a job.
- *Early Intervention* is a 10-hour workshop offered to UI profilees. At the time of the site visit, this service was still being offered by AFL-CIO staff at the dislocated worker center. Plans were underway to decentralize this workshop to each Center.

Training in basic educational skills and occupational skills is reserved for Center customers enrolled in JTPA programs.

- *GED Training* is offered on-site three hours a day four days a week. Classroom instruction is linked with computer-assisted instruction in this intensive training activity.
- *Occupational training* funded under JTPA Titles II or III includes class-size training, on-the-job or customized training developed for specific employers, and individual training vouchers provided through the Career Management Accounts demonstration. Over time, MOED is evolving away from contracting for a series of "class-size" training programs (e.g., in clerical/computer, janitorial, cooking, etc.) and toward increased use of individual referrals to a large list of approved public and proprietary training vendors.

Under the Career Management Accounts demonstration, Career Center customers are able to research and develop individualized training plans. The burden of the responsibility for researching training providers is placed on the individual applicants. The application process requires applicants to interview training providers as well as two employers in the field to ensure that they are informed about the work environment and type of work involved.

Services for Employer Customers

Employer services are consolidated and coordinated under the Employ Baltimore initiative. Services advertised include: free listings on the computerized job bank, free screening and referral of job seekers that "match" the employer's description, access to services provided by a single "account executive," access to a variety of tax credits (e.g., for hiring Empowerment Zone residents), and free on-site or off-site customized training for targeted job seekers. Employers who respond to the marketing campaign are assisted with immediate job referrals, as well as funneled to appropriate service sites throughout the Career Center network if they need more specialized services.

CUSTOMER RESPONSE

Individuals

A focus group discussion was conducted with participants in a four-day workplace skills workshop. Individuals were all JTPA enrollees. Participants described a variety of individual experiences prior to coming to the Eastside Center. The common theme expressed by respondents about their experiences at the Eastside Center was "You feel like you are *someone* here and that your decisions are important." "It doesn't feel like you are wasting your time." One customer said, "I came in wanting a job. Now I want a job that fits my abilities and skill level." Another said, "It helped to learn about the different steps to getting a job."

Employers

No information was obtained from employer customers during the site visit.

ASSESSMENT AND LESSONS LEARNED

The One-Stop services developed at the Eastside Career Center reflect a balanced commitment to making workforce development services available to the general public and making sure that services continue to be accessible to and appropriate for residents of Baltimore's most disadvantaged communities. The successes of the Eastside Center demonstrate what can happen when a JTPA service provider with well-developed services for economically disadvantaged and dislocated workers joins forces with a Job Service partner that can help market services to employers and broaden the customer base to include a wider range of job-seekers.

Under the career center initiative, Center staff have developed a customer flow process that provides One-Stop customers with information about the range of available services and allows customers to request more intensive services if they are interested. Although staff are trying to create as few barriers as possible for access to more intensive services (e.g., by making the marketing materials for career management accounts appropriate to an audience with limited reading skills), they perceive that there will be a self-selection process under the current system that favors the more job-ready, or at least the more motivated among potential system users. For example, individuals who don't have the skills or initiative to research individual training options will not be able to receive training under the career management account system.

Some Center staff worry about what will happen to the "most at risk" under the emerging One-Stop system. Nevertheless, the Eastside Center reflects ongoing attention to comprehensive customer needs, including a broad range of basic skills, decision making skills, motivational/self-esteem issues, and occupational skills. Although the style of service delivery is changing, e.g., from "doing for" customers to providing information and supporting them to "do for themselves," the assessment of customers' needs and the desire to provide relevant services remains unchanged.

Local respondents identified the next logical stages in One-Stop development as making progress in generating revenues to support Center services, building a stronger relationship with local communities, identifying unmet needs (e.g., services targeted to ex-offenders), and developing resources to address those unmet needs. Respondents

identified having staff who are flexible as key to meeting the further system-building challenges.

APPENDIX L

COLUMBIA EMPLOYMENT & TRAINING CENTER
COLUMBIA, MARYLAND
One-Stop Profile

Based on a Site Visit Conducted During March 1996

COLUMBIA EMPLOYMENT & TRAINING CENTER
COLUMBIA, MARYLAND
One-Stop Profile

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COLUMBIA EMPLOYMENT & TRAINING CENTER
COLUMBIA, MARYLAND
One-Stop Profile

DESCRIPTION OF THE LOCAL CONTEXT

The "Columbia Employment & Training Center" ("Center") is located in a small strip mall in the town of Columbia. It is part of the "Mid-Maryland SDA," a two-county SDA that includes neighboring Carroll County. Columbia is a "planned" suburban community, originally designed to be a place that people "go *to* to get away *from*." For the most part, it is a bedroom community; the majority of its residents commute outside the area for employment. Although much has changed since the late 1940's when the community was planned, it is still a fairly affluent area, with a low unemployment rate relative to the remainder of the state.

According to the primary local partners, the Center's relatively new status as a state-recognized "One-Stop/*CareerNet* Center" represents a logical extension of years of working cooperatively and collaboratively, and continual movement towards an emerging vision of co-located services within a well-defined workforce development network. Partners believe that the vision of the Center incorporates fundamental cultural change—from "come in and we'll help you" to "come in and we'll help you help yourself." This is consistent with the state's One-Stop vision, which incorporates personal empowerment and individual decision-making supported by the provision of high-quality information and services delivered chiefly through the use of automation and technology. Ideally, local One-Stop players would like the Center to be the hub of workforce development services in Howard County. It is hoped that the One-Stop/*CareerNet* initiative will be the catalyst for increased coordination among numerous entities, activities, and initiatives.

Several factors are influencing the context within which the local One-Stop/ *CareerNet* vision is emerging and taking shape. Contextual variables that have significantly impacted local One-Stop design, implementation, and progress include: (1) the local demographics; (2) status as a One-Stop pilot site; and (3) a dynamic political and organizational context. Each is briefly described below.

- *The demographics of Howard County have precipitated a local One-Stop approach that is responsive to the needs of the local community,*

with an emphasis on services to the transitionally unemployed. The majority of Howard County residents are well-educated and employed in professional and technical occupations. The Center has evolved based on the needs of the local community. Hence, although the Center offers services to targeted populations both on-site and through referral, the overwhelming majority of Center customers are unemployed adults who need assistance transitioning from one job to another.

- *The Center is one of the first two One-Stop pilot sites in Maryland. This has significantly enhanced local efforts*. Having received an ES Revitalization grant in the fall of 1994 to create a "Resource Area" for individual customers, the Center was in an ideal position to become a local One-Stop pilot. Local respondents believed that being a pilot site was a "luxury" that afforded them numerous opportunities, including the chance to try out new equipment, system features, and processes. Moreover, being directly involved in statewide One-Stop design and implementation and, in general, "having the state's ear" were cited as both fortuitous and beneficial.
- *The dynamic context within which One-Stop is emerging offers many challenges. There is much "in limbo"—from budget crunches to personnel changes to organizational issues to welfare reform*. For example, as of 10/1/96, the state agency responsible for the JOBS program will no longer be jointly administering the program with the state agency responsible for JTPA. Therefore, the local JTPA entity will no longer be the presumptive deliverer of JOBS services. Even the local DSS manager was not certain to what extent the SDA would be involved in the delivery of services for JOBS clients. Additionally, the co-location of JTPA and Job Service staff within the Center represents a challenge in hard fiscal times because the JTPA entity currently leases space at the Center, although it could occupy free county space in another location. Moreover, there are several personnel changes that have taken place throughout the SDA. Indeed, shortly after the One-Stop site visit, due to budget cutbacks, the county-level JTPA Supervisor—a key One-Stop actor—was laid off.

Finally, it is important to note that the Howard County Employment & Training Center has only been "operational" since late October, 1995. Many activities, services and processes were still being conceptualized at the time of the site visit.

ORGANIZATION AND GOVERNANCE OF THE LOCAL ONE-STOP INITIATIVE

Consistent with state requirements, a *Local Planning & Management Team* was formed to guide One-Stop implementation and progress in the Mid-Maryland SDA. As

required by the state, the Local Team includes representation from the Private Industry Council, the SDA Director, the Job Service manager, a representative of the local community college, and an additional employer. Because the SDA consists of two counties, however, membership on the Local Team had to be "doubled" in some cases. For instance, a representative from Howard County Community College is a part of the Local Team, as is a representative from Carroll County Community College.

Despite formal status as an SDA-wide formal governing body, in actuality, there are two Local Planning and Management Teams: one that guides One-Stop progress in Howard County, and one that guides One-Stop progress in Carroll County. Partners believe this to be a necessary arrangement due to the differences between the counties, including different county governments, different demographics and, for some funding streams, largely independent workforce delivery systems.

Within Howard County, there are four primary partners involved in the local One-Stop initiative. Thus, the Local Team includes one more entity than is required by the state.

- The JTPA unit in Howard County;
- The local Job Service and Unemployment Insurance (which are co-located and jointly managed);
- The Howard County Community College; and
- The "Business Resource Center" of the local Economic Development Authority.

JTPA and Job Service staff are co-located at the Center. There is a strong history of cooperation between the two entities, which have been physically located within the same strip mall since 1994, and co-located in the Center's present integrated facility within the strip mall for the past year. Day-to-day management and operation of the Center is the responsibility of both partners, although responsibility for the *CareerNet* equipment resides with the Job Service, the entity initially located in the present facility.

The Howard County Community College (HCCC) and the Business Resource Center (BRC) are both housed in a nearby county facility. There is a strong historical relationship between JTPA and the HCCC. As a major JTPA contractor, the college currently administers various components of the JOBS program (e.g., job readiness skills).

The BRC is a private, non-profit entity established as part of the local Economic Development Authority nearly one year ago. Its primary purpose is to leverage economic development resources and coordinate business-related activities that may be provided by various entities, including the Small Business Development Center (affiliated with the U.S. Small Business Administration) and the Service Corps of Retired Executives (SCORE). Local respondents from various entities believed that the BRC represented an essential "piece" of the local One-Stop initiative—the business perspective.

Although respondents believe that increasing the number of partner entities on the Local Team would be beneficial, the recent operational status of the Center, in addition to other numerous priorities, mitigates against this at the present time. However, two additional entities are currently involved in Howard County's One-Stop initiative as "coordinating partners":

- The local Department of Social Services (DSS); and
- Careerscope, which is a private, non-profit entity providing customized on-site workshops for JTPA customers.

Local respondents believe that all partners operate in a "synergistic" fashion and "plug into" the resources of one another. For example, through its relationship with the Center, the BRC is able to offer relocating businesses access to skilled workers. BRC also provides various services either directly or through referral, including business counseling and entrepreneurship training, which is a primary training area for the Center's customers.

In addition, partners believe that including the local DSS as a coordinating partner is indicative of the county's proactive approach toward impending welfare reform. A locally-designed welfare reform program—called *Jobs First*—was initiated 1/1/96 and is fortuitously consistent with the statewide plans for welfare reform. Local partners believe that the One-Stop/*CareerNet* system will support welfare reform efforts by providing individuals with high-quality information and services to assist them in negotiating speedier labor force attachment.

Partner entities caution that the Center is "just beginning." Plans for further refinement and expansion of the local system include, for example, the establishment of "Career Information Centers" within the HCCC and the BRC over the next year. (Part of the state's conceptual framework for One-Stop includes a network of supplementary

sites from which *CareerNet* will be accessible.) Key local respondents also envision other agencies and entities outstationing staff at the Center on a periodic basis. At the present time, for instance, staff of the HCCC are at the Center once a week to provide on-site ABE and GED classes. Similarly, Careerscope staff spend much of their time at the Center providing job search and other workshops.

In summary, the organization of the One-Stop initiative in Howard County is characterized by: (1) a collaborative and cooperative network built around a state-recognized One-Stop/*CareerNet* Center that houses two key partner agencies and whose primary customer base is the transitionally unemployed; (2) two additional key partners co-located with each other, but in a separate facility; (3) the inclusion of a local economic development component to incorporate the business perspective; (4) a strong emphasis on referral arrangements among primary and coordinating partners; and (5) the desire to increase coordination and cooperative arrangements among additional community and public programs/initiatives.

COMMUNICATION AND COORDINATION

Although local One-Stop players perceive the establishment of formal communication and coordination mechanisms as crucial to future One-Stop progress, plans for structured mechanisms are not yet planned or in place due to the newly operational status of the Center and the local One-Stop system. As the Center continues through its "operational" phase, it is envisioned that there will be opportunities to enhance communication and coordination, including cross-training and regularly scheduled meetings among partner agency staff.

Currently, local partners have the opportunity to interact through regular PIC Board meetings. Additional opportunities to interact are offered by meetings related to the local welfare reform initiative, which involves many of the same agencies involved in the One-Stop initiative. There are also frequent and informal communications among the Center's JTPA Supervisor and other partner entities by virtue of contractual and other relationships. For instance, because JTPA is a key provider of JOBS services, the JTPA Supervisor regularly interacts with the local DSS Director. This also involves the local community college, as the primary training vendor for JTPA services. Moreover, the JTPA Supervisor regularly attends weekly meetings of the local Economic Development Authority to keep abreast of ways in which the Center can be responsive to the business community. Furthermore, the co-location of ES and JTPA facilitates communication between supervisors of the two partners, so that ES is

regularly kept informed of interactions with other players. JTPA, therefore, effectively serves as the center of an informal communications network through which partners are kept informed of activities related to the local One-Stop and other initiatives. Although this arrangement is currently satisfactory, an over-reliance on personal relationships may make the system vulnerable in the event of staff turnover.

FUNDING ARRANGEMENTS, BUDGETING AND FISCAL ISSUES

In addition to a 1994 ES Revitalization grant of $75,000, a $21,000 One-Stop planning grant, and the distribution of *CareerNet* hardware and software, the local One-Stop initiative is supported primarily by the distinct operational budgets of partner agencies. Although partners coordinate in terms of the planning and delivery of specific services (e.g., workshops), there is presently no consolidation or integration of funding, which is perceived as prohibitive in the current environment of multiple funding streams and requirements.

The physical Center facility is supported by two separate leases held by the JTPA entity and the ES/UI entity. The status of "county property" and "state property" is both omnipresent and frustrating for local staff, who perceive the "separation due to finances" as contrary to the One-Stop concept. Thus, the JTPA partner has a lease for space at the Center with the county and the building owner; the ES/UI partner has a lease with the state and building owner. Similarly, all of JTPA's supplies are county property and are ordered separately from ES/UI; JTPA staff have their own copy machine, as does the Job Service staff.

There are currently no written financial agreements between the two co-located partner agencies. Financial "arrangements" are informal and verbal in nature, primarily due to funding restrictions and the difficulty of mingling in any way "county" and "state" funds. For similar reasons, there are no jointly-funded projects. Indeed, funding requirements and restrictions that effectively preclude joint expenditures due to the complexity involved are perceived as both frustrating and constrictive, especially in a One-Stop context. Local One-Stop actors expressed a need to be both creative and resourceful within current requirements but found the level of effort this required to be unsettling. By way of example, the inability to purchase paint to enhance part of the facility was so problematic due to "bureaucatic red tape" that local staff used personal funds and time to purchase supplies and paint part of the Center. Because of its less restrictive requirements, Wagner-Peyser funds were cited as "a great plug for the peculiarities of other programs," affording partners some "financial wiggle room."

(For instance, a copy machine used by Center participants is paid for with ES funds, regardless of the participant's program eligibility.) ES respondents at both the state and local levels did not believe that this "benefit" of Wagner-Peyser funds to the One-Stop effort was sufficiently recognized nationally.

Although block grants are perceived as potentially facilitative of integration efforts (e.g., by minimizing "turf" issues), local respondents are also wary that the reduced funding associated with block grants may mean streamlining programs to the point of lowered effectiveness—concerns echoed at the state level as well. Regardless of the future, respondents believed that the state's One-Stop/*CareerNet* vision, and the local variant, would provide a supportive philosophy and delivery framework for whatever workforce development legislation is eventually passed.

DESIGN OF THE LOCAL ONE-STOP INITIATIVE

Evolution and General Description of Local Design

The primary catalyst for reengineered services and service delivery mechanisms in Howard County was the ES Revitalization initiative. In the fall of 1994, the local Job Service received a $75,000 ES Revitalization grant to create a "resource area" within its facility that would include an array of labor market information and related materials, in addition to a computer work area for use by self-directed customers. Shortly thereafter, staff of the Howard County JTPA unit relocated into space adjacent to the Job Service. Soon after these developments, the state of Maryland received a One-Stop implementation grant.

The site in Columbia was selected as a One-Stop pilot because it was clearly "ahead of the curve"—two primary partners were co-located there, and reengineering efforts were already significantly underway. Clearly, things "happened very quickly" in Howard County, with local players having input into the statewide One-Stop initiative from its inception. Indeed, various levels of Center staff felt that the statewide effort *started* in Howard County, accounting for a strong sense of pride among staff. Both JTPA and ES/UI staff believed that ES Revitalization was a "revolution." The state's One-Stop initiative—*CareerNet*—added to it.

The design of the local One-Stop/*CareerNet* initiative is predicated upon existing systems, consistent with the statewide tenet of system *reform*, as opposed to the establishment of new systems. Thus, according to a key local respondent, local design can be expressed as follows: "We combined our programs and kept what was working,

and we supplement it with *CareerNet* information." In addition, local One-Stop actors believed that the state-developed One-Stop/*CareerNet* system afforded partners the latitude necessary to incorporate additional features, such as locally-designed workshops tailored to customer needs. The local One-Stop conceptual framework also incorporates the "inverted pyramid" service delivery paradigm—consistent with the state's conceptual framework—whereby the majority of services are delivered through automation and the self-directed use of computer technology. The incorporation of this paradigm within the local vision and design framework makes sense to local One-Stop actors. According to the JTPA Supervisor, "The majority of [Center] customers don't really need one-on-one [assistance]." Because Howard County residents are typically "high-tech and highly paid," local players have created a One-Stop center that "…speaks to the needs of those people."

Relevance of the Local Design to the Four Federal Goals

Universal Access

Local One-Stop actors expect the federal goal of *Universal Access* to be achieved through the development of a workforce development network that includes a number of components, some of which are in early stages of development and implementation. For example, partners believe the Center will come to be viewed as a professional entity dedicated to comprehensive and high-quality information and services for individuals and employers where no stigma is attached, similar to public libraries. In addition, various services (or information about services) are or will be accessible within a local network that includes a One-Stop/*CareerNet* Center, two additional Career Information Centers hosted by the Howard County Community College and the Business Resource Center that will also permit access to *CareerNet* hardware and software, as well as other sites that will relate to the Center through detailed articulation and referral agreements (e.g., local DSS offices). Furthermore, in accordance with the state's plans, remote access to labor market and related information by organizations and home users is expected to be available by the end of the implementation grant period.

At present, individuals eligible for specific programs have access to a full range of services that can be accessed at the Center (e.g., workshops), off-site (e.g., community college or Business Resource Center classes), or both. Individuals not eligible for particular programs can access information and various career exploration, assessment, and other services offered through the *CareerNet* computer terminals at the

Center.[1] The inability to allow "general public" customers to access more intensive services due to program requirements and/or the unavailability of "slots" was not perceived as problematic, probably because of the magnitude of services and information that are, or are planned to be, offered on-line through *CareerNet*.

One particular challenge that has emerged with respect to the achievement of this federal objective is the lack of public transportation in Howard County. At the time of the site visit, the County Executive had created a "Transportation Committee." The Center is currently planned to be a stop on the first route of the new transportation system that will be developed.

Customer Choice

Individuals can presently access information and services by visiting the Center. It is also expected that, by November 1996, individuals and employers will be able to dial in and receive the same high-quality, up-to-date information currently offered at the Center. Thus, a local (and state) priority for this year of the implementation period includes various forms of remote access to facilitate the achievement of the federal goal of *Customer Choice*. This includes the planned establishment of the Howard County Community College and the Business Resource Center as state-recognized "Career Information Centers" that offer *CareerNet* services and information.

In addition, for individuals who may be uncomfortable using the self-service technologies, staff assistance is available at the Center from "Resource Area Specialists." This is a new job classification for individuals that specifically assist customers in accessing self-directed information and other resources.

Integrated Services

The automated *CareerNet* system offers high-quality, integrated core services to all system users, irrespective of their eligibility for categorical programs. Beyond these core services, the achievement of the federal objective of *Integrated Services* is currently predicated upon generally informal cooperation and coordination among primary and other partner entities. Customers eligible for categorical programs are referred to the partner entity best suited to provide needed services. For instance,

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[1] Although the state's intention is to offer completely unrestricted access to *CareerNet* core services, at the time of the site visit, local staff thought they were supposed to require formal Job Service registration of all system users.

within the Center there are appropriate "hand-offs" from ES/UI to JTPA if someone is in need of training. Similarly, job-ready JOBS customers or customers of the local Department of Rehabilitation Services (DORS) are referred to the Center for job search and similar types of assistance.

It is clear that partners place a premium on the *coordination* of services in order to achieve the local One-Stop vision of service design and delivery. The only example of true "integration," however, was the local planning process, which included a host of local players that developed the local *CareerNet* planning document. Local respondents did not perceive the lack of fully integrated services as problematic. Indeed, increasing the level of coordination through various means and processes was cited as a viable goal, especially given the recent status of the facility as a state-sanctioned One-Stop/*CareerNet* Center. In addition, consistent with the state's conceptual framework, coordination through a "no-wrong door" or "multi-service center" approach is a clear option for local areas.

Performance-Driven/Outcome-Based

Local respondents expressed a need for a *Performance-Driven* and *Outcome-Based* One-Stop system that incorporates outcome, process, and customer satisfaction measures and believed that changes in measurement systems should be "driven by what is important at the local level…" It was believed that current systems, despite differences in requirements and reporting mechanisms, are overly "numbers-driven" and "steeped in such minutae." One key respondent stated that a One-Stop performance measurement system should ideally capture *system-level* accomplishments. This respondent presented a metaphorical view of the current conflict, stating that the One-Stop vision of performance measurement should relate to "teaching a man to fish…." The current system was more akin to "telling us to measure how much you caught," however.

In general, aside from performance and accountability measures currently required under distinct programs, local efforts in this area are in their infancy. This is not surprising, considering that the statewide One-Stop/*CareerNet* system has only recently become operational in several sites, including the facility in Columbia. Thus, local respondents echoed state-level respondents in their contention that it was too soon to delve into complicated performance measurement issues in a system that is just beginning, when practical operational matters as pressing as minimizing system downtime require immediate attention. In addition, in keeping with a statewide system

that was developed centrally, local respondents are waiting for further state action in this area.

As described below, however, performance-related activities to further One-Stop progress and continuous improvement efforts are taking place. Although these activities are intended to support local efforts, they are also intended to inform statewide efforts in general. These include *CareerNet* performance reports, efforts to measure customer utilization, as well as some efforts to measure customer satisfaction.

CareerNet performance reports are local reports compiled by Center staff that are transmitted weekly to the state. These reports include specific data on the *CareerNet* system, including downtime, areas of difficulty, and related information. This current procedure is intended to support the state's efforts to continuously improve upon a system still being developed. The Center is also compiling *CareerNet* utilization numbers using customer "rating cards." Although there are plans for an on-line rating system, the current system employs the use of manual rating cards that each customer is expected to complete; these are periodically transmitted to the state. Therefore, this is a means to gather information on usage, as well as general information on how customers felt about using the system.

There are also some local efforts to measure customer satisfaction using surveys. However, these efforts are program- and activity-specific. There are currently no "Center" surveys or similar efforts to measure customers' overall experience. Key local respondents at the Center believed it would be difficult and misleading to use "Center" surveys because hardware and software difficulties are presently a consistent part of daily operations. It is believed that this factor would negatively skew any "Center" survey results. Indeed, respondents believed this also mitigated against the possibility of using current performance for benchmarking purposes.

Physical Facilities

The integrated Center occupies one of four units located in a strip mall. From left to right, there is a space leased by JTPA that partners refer to as the "End Unit." To its right is a convenience store, followed by the actual Center itself, and a restaurant is located on the far right of the mall. Thus, the two co-located partners—JTPA and ES/UI—lease two of the spaces in the strip mall, which are separated by a convenience store.

Current facilities are clearly the product of years of changes and negotiations. The local Job Service moved to what is now the Center "proper" in 1992. In 1994, JTPA staff moved into the End Unit. When the space adjacent to the Job Service facility became available in early 1995, JTPA staff relocated there without relinquishing the lease for the End Unit. Both partners agree that the best-case scenario would be occupying the entire strip mall, although this is probably unlikely. (JTPA also has the first option to lease the space now occupied by the restaurant, should the owners decide not to renew.)

The *End Unit* is the smallest portion of the strip mall and is currently used for a variety of classes and workshops. It conveniently has its own entrance so that classes can be held in the evening without disruption to the Center's office space. Howard County Community College, for instance, uses the space for ABE and GED classes two nights per week; Careerscope also uses this space for job search and related workshops. The End Unit also contains a bank of computer terminals used during classes and cubicle-style office space for staff from "visiting" entities. Presently, Careerscope staff use this space because of their frequency at the Center. Local respondents also envision this space being used by staff outsourced from other agencies (e.g., DSS, DORS).

The *Center* itself is the largest part of the strip mall. There is one entrance for individuals that opens into a reception area staffed by both a JTPA employee and a Job Service employee. A key feature of the Center is the "Resource Area," originally developed using ES Revitalization funds. This area contains two telephones for participant usage (with plans for a fax machine), 6 *CareerNet* terminals that deliver the automated core service package, and 10 separate computer terminals that can be used by individual customers to prepare resumes or fulfill other word processing needs. There is also a variety of printed labor market information, including publications, journals, magazines, newspapers, current books, and similar reference tools. "Resource Area Specialists" are located near the Resource Area to readily assist customers.

The Center also contains a large open area with desks in which individuals can fill out forms or simply sit and read the newspaper, an ALEX/Self-Registration area containing a bank of 8 terminals, and a small nearby area for Job Service orientations, which are delivered through video presentation every half hour. There is also one large classroom used for meetings and workshops that can be subdivided into two rooms

using a sliding wall. However, respondents mentioned "competing" for use of this limited space. Around the perimeter of the facility are staff offices, which are attractive and use modular furniture. Staff offices for JTPA employment counselors are somewhat different, however, with much higher walls to afford a greater level of privacy.

The reengineering of existing space to accommodate partners' needs in a One-Stop environment has been challenging. Rather than work "from the ground up" to create a facility, state and local One-Stop actors worked with what they had. Although perhaps lower in cost, this strategy necessitates a response to seemingly mundane but frustrating and formidable tasks, such as arranging an attractive and customer-responsive facility around existing water pipes. In addition, because JTPA staff relocated to the present facility subsequent to ES/UI staff, JTPA staff are located "on the right side" of the facility, and ES/UI staff are located "on the left side" of the facility, fostering a sense of "separateness" that individual customers in a focus group clearly recognized. However, despite the challenges and difficulties that have arisen with respect to relocating agency personnel and altering physical facilities, it is clear that staff and other respondents are thoroughly proud of the Center. Staff expressed that "We brainstormed this place!.... This was *our* idea."

IMPLEMENTATION OF LOCAL SUPPORT MECHANISMS

Staffing Arrangements

Partner entities not co-located at the Columbia site generally relate to the One-Stop initiative through a key staffperson who serves as a liaison and conduit of information. For example, in the case of the Howard County Community College, a Director in the Office of Continuing Education is the primary One-Stop liaison. In the case of the local Department of Social Services, the Assistant Director is the primary liaison. Although this arrangement is currently satisfactory, in order for the One-Stop/*CareerNet* initiative and the cultural change it represents to be "institutionalized," it is likely that additional staff from partner entities will need to be more directly involved in the future. The establishment of formal communication and coordination mechanisms will probably assist in this regard.

As previously indicated, staffing arrangements at the Center itself are such that ES/UI (state) employees are on one "side" of the facility, and JTPA (county) employees are on the other "side." Although not intentional, staff perform different functions so that a "functional integration" type of staffing arrangement—in which staff

are situated based on function and not agency affiliation—would not eliminate the separation. Indeed, *because* staff performed clearly different functions, the differences in the personnel policies of the two partners (e.g., county employees have more holidays) was not perceived as problematic. Staff agreed, however, that if they were to become more "generalists" and involved in similar functions, different personnel policies might become an issue.

In the year since staff have been co-located at the present facility, attitudes have changed, fears have been assuaged, and the "we" and "they" perception has dissipated. Initially, there was an understandable degree of trepidation among both partners when JTPA staff first co-located there. The fact that staff already knew each other was helpful, as were initial joint meetings that involved all staff. Care was also taken to make JTPA staff feel "at home." For instance, it was perceived as important for JTPA staff to have their own door to the facility, as well as higher cubicle walls to afford a greater level of privacy during counseling sessions. There was also a high level of staff involvement in daily planning and operations. And, for their "first Christmas together," staff from both partner entities adopted a Howard County family. These many instances of "making the effort" were perceived by staff as crucial. Presently, it is clear that there is a strong sense of ownership and pride where the Center is concerned and an unequivocal belief among staff that One-Stop is the wave of the future.

Capacity Building

In general, capacity building efforts supportive of the local One-Stop initiative are understood in the context of the state's training institute, the Maryland Institute for Employment & Training Professionals (MIETP), which is conveniently located less than two miles from the Center. Because MIETP provides a variety of workshops—both in general areas and areas specifically related to the statewide One-Stop initiative—local actors have not felt the need to devote time and resources to develop internal training at this time. Staff from the Center can readily access MIETP's workshops. Indeed, curricula related to the statewide One-Stop/*CareerNet* initiative were developed, in part, based upon the experience of the Center as a pilot site. Although it appears that ES/UI and JTPA staff have been directly involved in organized capacity building efforts, staff from other partner entities have not.

Additional capacity building efforts that involve the two co-located partners include joint staff meetings that appear to have engendered a strong sense of

involvement and commitment among staff (although formalized meetings have been discontinued due to other priorities); internal training on the "front desk" and the responsibilities of the two receptionists; as well as training on the Center's "Resource Area." It is clear that key respondents from the two partners value capacity building and training for all levels of staff. However, the newness of the One-Stop/*CareerNet* initiative in addition to other pressing priorities have had all levels of staff otherwise occupied. As a result, local desires (including retreats and the like) have necessarily taken a back seat at the present time.

Management Information Systems (MIS)

There are currently no locally-designed or initiated MIS projects, although there are extensive plans in various developmental stages at the state level. These include, for instance, automated/integrated intake and the establishment of an comprehensive participant tracking system. Local respondents were clearly supportive of statewide efforts and enthusiastic about future prospects. It is possible that the Center's status as a One-Stop pilot site—which affords local actors access to information in addition to a high level of involvement—accounts, at least in part, for the high degree of satisfaction and support.

Labor Market Information and Related Information Technology Improvements

Notwithstanding the Center's "Resource Area," which contains a variety of materials in print and electronic format initially developed as part of the ES Revitalization initiative, efforts in this area are clearly driven by the state's One-Stop efforts. One-Stop/*CareerNet* is an expansive state-developed system that delivers a core set of services using computer technology. The delivery of high-quality labor market and related information is at its essence. This includes career exploration information (e.g., through the state's Career Information Delivery system, called *Career Visions*), self-assessment and skill inventory software, information on training and educational programs, and more. Furthermore, despite system downtime, "bugs," and related frustration, all levels of local staff (in addition to Center customers) were quite impressed with the system's current and planned capabilities.

Marketing

Local efforts in this area are in various stages of conceptualization. Few specific activities or projects have been undertaken, however. Considering the relative newness of the facility as a state-recognized One-Stop/*CareerNet* Center, this is not surprising.

Indeed, although all levels of staff wanted to "show the world" what had been accomplished to date, there was also recognition that marketing a system still being refined was premature. As remarked by one key local respondent, "We're comfortable with waiting right now. We want the system to be almost foolproof, although we recognize it won't be perfect." These perceptions are similar to those echoed by state-level respondents.

Local One-Stop actors expect the state to establish a system-wide marketing campaign at a more timely juncture in statewide One-Stop implementation. Respondents were comfortable with supplementing statewide efforts with locally-initiated efforts. Plans include newspaper and local cable station advertising, in addition to a media-covered grand opening event. Although local players are anxious, the marketing that takes place as a result of partners' normal business operations is perceived as reasonably satisfactory at this time. For example, the Business Resource Center conducts its own marketing that incorporates the Center's resources and identifies access to skilled labor as benefits for employers. Similarly, the local PIC has a marketing committee for the JTPA program in the Mid-Maryland SDA, which has also been helpful.

The most significant challenge in this area is currently the lack of signage for the Center. Thus, although the need to postpone broader marketing efforts is acknowledged, local respondents expressed frustration regarding the lack of signage. Whereas state plans include large plexiglass signage with the *CareerNet* logo, it had not been received at the time of the site visit. Current signage relates to the local Job Service, which was located at the site initially. At present, there is nothing to identify the JTPA entity's presence at the Center. The only identifier signifying the Center as a site for various workforce development needs is the state-developed "*CareerNet* logo," a "sticker" that is affixed to the glass window in the front of the building. However, it is unlikely that customers are as yet familiar with this statewide logo. Indeed, individual customers participating in a focus group discussion specifically cited the lack of signage as unsettling. Employees of the Center concurred. Finally, there is still discussion regarding a *name* for the Center. Although this Profile references the "Columbia Employment & Training Center," that identification is for the purposes of convenience only.

DELIVERY OF ONE-STOP SERVICES TO CUSTOMERS

Services for Individual Customers

The Columbia site offers a range of on-site services to individual customers, generally those customers who are job ready and seeking employment. The Center itself is devoted almost exclusively to job search using predominantly a "self-directed computer-based approach" that has been developed at the state level. Indeed, the local design is predicated upon individuals conducting their own job search at their own pace, with staff assistance as needed. The majority of individuals visit the Center to file for unemployment insurance benefits. Typical customer flow then includes a video-based Job Service orientation, meeting with Job Service staff, registering on-line with "ALEX" and, if in need of training, customers are "handed off" to JTPA staff for eligibility determination, assessment, and service planning.

Because the One-Stop/*CareerNet* system in Maryland is state-developed and directed, services to individual customers are best understood within the context of the state's conceptual framework and One-Stop design. The state of Maryland envisions four levels of service: (1) *The Career Information Service Level*, which involves remote access to high-quality labor market and career information; (2) *The Core Service Level*, which is the heart of the *CareerNet* system, as described below; (3) *The Integrated Intake Level*, which is currently the least developed; and (4) *The Enhanced Service Level*, which is expected to vary across the state but which, at a minimum, includes computer tutorials, ABE packages, and similar software.

The "Core Service Level" is available to all customers regardless of program eligibility. It represents a combination of on-line customer services described in terms of four "clusters" that are in a continuous state of evolution and refinement. In addition, staff dedicated to assisting customers in accessing on-line information and services are present at all times.

- *The Automated Personal Access Cluster* involves a single automated record for each customer so that individuals using the *CareerNet* system need only input basic information once.
- *The Job Finding Cluster* currently includes several levels of on-line services to enable individuals to look for and secure a job. It includes ALEX, Job Search Assistance through computer-assisted learning, and other labor exchange services (which are expanded with local workshops as described below).

- *The Career Exploration Cluster* currently includes information on careers, demands and qualifications, occupations suited to individual skills, interests, abilities, etc. There is also a user-friendly automated self-assessment component and a computerized skill inventory feature to enable individual customers to plan appropriate career, employment, and learning plans. *CareerNet Visions*, the state's Career Information Delivery System, is also a component of this cluster.
- *The Customer Development Cluster* enables individuals to obtain and print out information on education and training opportunities in the state and local area, as well as financial and other support (e.g., PELL and loan programs). Information on certain eligibility requirements, costs, and graduate earnings is also included.

Local areas are encouraged to expand upon the Core Service Level by, for instance, offering workshops as part of the "Enhanced Service Level." Indeed, this is the primary way in which the Columbia site has expanded upon the state's minimum required services. There are presently a variety of locally-designed on-site workshops that are offered by different partner entities. For instance, Careerscope provides a broad range of job search-related workshops generally for JTPA participants (typically Title III-eligible dislocated workers). If slots are available, ES/UI participants can also attend. Customized workshops include: "Personal Empowerment," "Researching the Job Market," "Coping with Job Loss," "Networking," and "Advanced Interviewing." Careerscope staff also facilitate a "Job Club" at the Center, which is called the "Employment Circle."

Job Service staff also conduct "Early Intervention Workshops" as part of local UI Profiling efforts. (Although this workshop is required of UI profilees, it is open to all Center customers.) In addition, the Business Resource Center offers on-site workshops for individuals interested in starting their own business (e.g., franchising) and, as stated earlier, the Howard County Community College offers evening classes at the Center and is the primary vendor of classroom training services.

Services for Employer Customers

Consistent with the state's One-Stop design, core services for employers are expected to be delivered chiefly through automation and the use of sophisticated computer technology through the "Employer Cluster" portion of the "Core Service Level." However, employer services are a second-year priority for the state. Plans include remote access to a broad range of labor market information to be phased in based upon employer priorities ascertained through statewide employer surveys,

including employer access to suppressed applicant files, legislative and regulatory information (e.g., pertaining to WARN or ADA), and a statewide "calendars of events."

In addition to on-line information and services that are planned, the local One-Stop system currently offers a range of recruitment and outplacement services that can be accessed through any of the four primary partner entities, as well as more intensive services available through the Howard County Community College and the Business Resource Center of the local Economic Development Authority. Both partners offer a range of employer services, including business planning, business counseling, employer seminars, customized training, and relocation information and assistance. Although partners endeavor to coordinate employer referrals, a single integrated system of employer contacts (e.g., using a single account representative system) has not yet been developed.

CUSTOMER RESPONSE

Individuals

A focus group discussion was held with individuals participating in the Center's Job Club, which is called "The Employment Circle." Individuals were predominantly JTPA Title III participants who were generally well-experienced and highly educated. Overall, participants thought that the services and the service delivery framework represented a significant and positive departure from "traditional" services and service delivery—a "good investment of taxpayer dollars."

Participants' general view of the Center was captured by one middle-aged gentleman who was the former Vice President of Human Resources for a medium-sized company that recently moved out of state. In his former position, he was thoroughly acquainted with outplacement services and agencies. However, costs were typically high, and the services only short-term. His perception that, "This is the mirror image of an outplacement program that *continues*" was strongly reiterated by others in the focus group.

Individuals specifically noted many benefits that the Center offered. For example, several participants discussed the importance of having case managers, who are called "counselors." (Once considered eligible for Title III, each individual is assigned a counselor who works one-on-one with a customer based on a "50-minute hour.") It was believed that having "someone you can talk to" was generally

important, but was absolutely crucial for those individuals laid off after several years of "secure" and well-paying employment.

Other stated benefits included access to a variety of training programs ("I was pleasantly surprised when I looked at the types of training skills that are offered."); access to the latest on-line job search technologies, such as job search via the Internet, as well as other technologies ("These guys are really where they need to be!" And, from another participant, "They're ahead of the curve based on what I've seen."); having a variety of resources in one location ("I don't have to go to four different offices and deal with the job search and the training and the UI. It's boom. It's right here."); facilities that were attractive and more professional than "traditional" government offices ("The facilities here are much nicer. In [other areas] you felt like you took your life into your hands."); greater awareness of area resources ("I'm aware more of things in the community. I heard about the Business Womens' Network and joined that."); and "practical" workshops and information that included the Employment Circle ("This is a great service because, in the past, when I've attended career types of things…I don't think a lot of the classes had a realistic approach to them. It was a lot of theory.")

Although participants had a lot of praise for the "new system," there were criticisms as well. For example, several disapproving comments pertained to the Center's lack of clear signage. One individual stated, for instance, "It says something to you when there's no clear signage." Another mentioned that, "You have to think of this more like a retail operation and you're providing a product."

An additional area that drew criticism was related to negative first impressions based upon what was perceived to be disorganized entry procedures and confusion over the services individuals could use. Several participants remarked that they "couldn't get a straight answer unless [they] registered [with the Job Service]," although the *CareerNet* system is intended to be accessible by anyone. Participants were under the impression that they "had to" go through the Job Service in order to receive any Center services. One individual added that, "Everyone here is under the assumption that if you need one side, you need the other. I needed the training side, but I don't need the employment side." (It was interesting that focus group participants clearly detected two distinct "sides" of the building, noting clear "cultural differences" between ES/UI and JTPA staff that extended beyond what participants referred to as obvious "county culture" and "state culture.")

Finally, it was not surprising that individuals perceived the slowness and downtime of the *CareerNet* system to be frustrating. This particular complaint, however, appeared to be taken more in stride. Participants appeared to demonstrate a level of "understanding" regarding the new system that did not extend to other areas.

Generally, participants believed that most of their less-than-positive experiences had to do with the "newness" of the Center—the arrangement itself, as well as the technology. They clearly believed that "things are improving," and were supportive of what the local area was attempting to do, noting that it was "still better than [the] government services" with which they were familiar. Indeed, participants had a variety of feasible suggestions for the Center, including rotating receptionist staff and having a Center "greeter." All in all, participants certainly saw a bright future for the Center and believed it was worthwhile for them and for the community.

Employers

As mentioned earlier, employer services delivered through the newly operational One-Stop/*CareerNet* system are a focus for the second year of the implementation period. Therefore, the One-Stop site visit did not incorporate employer focus groups or similar modalities of inquiry. However, separate discussions with the current Chair and Vice-Chair of the PIC, representatives of two area employers, offered both insight and perspective. Comments on the current and planned One-Stop/*CareerNet* system were overwhelmingly positive. In particular, the importance the state clearly placed on employer input was perceived as paramount in designing a state-of-the-art technological system intended to support the employer community. What has been accomplished thus far was perceived as "a great beginning."

Each representative believed "getting the right kinds of people" were primary concerns of employers. The Center (and others like it) was perceived as a necessary response to a system perceived as less than adequate. "One-Stop" is clearly what the future holds, including the emphasis on technology. The One-Stop/*CareerNet* system will allow individuals to enter personal/professional data into a system that can be accessed from an employer's office. "Already one step is eliminated. It will save time, which means money." Both employer representatives noted the importance of "seamless" employer services and service delivery and that "having everyone here makes it better…. It's speed, it's accuracy, and it's streamlining." It was believed that the Center's arrangement appealed to the "bottom line" of businesses, particularly in the case of recent downsizings and the need for outplacement services.

Although the technology was perceived as particularly impressive, and although both representatives believed that the focus on technology and electronic access was necessary and prudent, it was also emphatically voiced that that should not be misinterpreted as "human touch" is unnecessary. Indeed, it was believed that human interaction was crucial. One representative, who is the Senior Vice President of a local bank, stated, for instance, "We have on-line services at our bank, but we've *yet* to get a loan on-line. People will do *everything* on-line but not a loan. Technology is there, but they won't use it." In other words, with respect to some needs in particular, people want "touch and feel." Neither individual saw the current or planned system conflicting with this in any way.

INFLUENCES ON LOCAL DESIGN

In addition to the key factors mentioned earlier in this Profile—local demographics, status of the Center as a One-Stop pilot, and a rapidly changing political and organizational landscape—there are additional factors that have impacted One-Stop design and implementation in Howard County. ES Revitalization has been a distinct influence on local One-Stop design, as intimated earlier. This federal-level initiative is, in fact, the precursor for both state efforts and local efforts in Columbia, establishing a baseline for future reengineering efforts that were later supported by the One-Stop grant. The state's well-articulated vision, with its emphasis on technology and clear parameters established for local areas, has been an additional influence on local One-Stop design and implementation. Local respondents from various entities believed the state's vision and efforts to be both ambitious and praiseworthy, noting that *clarity of purpose* facilitated local efforts.

Relationships among partner entities has also impacted local efforts and progress in positive ways. The strong history between specific partner agencies such as the community college and the JTPA entity have facilitated local efforts and increased coordination, despite the lack of formalized coordination mechanisms. Moreover, the addition of an economic development component to the local One-Stop initiative has incorporated the business perspective and is likely to support future implementation and progress. The inclusion of the local Department of Social Services as a coordinating partner is also meaningful. Although perhaps not a significant local influence at this time, it is likely that this inclusion and the positive relationship with the local DSS will decidedly impact local efforts when the state entity responsible for the JOBS program

takes back full reins of the program later this year, and as welfare reform becomes a legislative reality.

ASSESSMENT AND LESSONS LEARNED

The site in Columbia has made forward strides in creating a One-Stop Center and network in a relatively short period of time that offers responsive and comprehensive services clearly targeted to the demographics of the local population. It is particularly well-suited to providing job search and related services and activities for individuals who are job-ready. The Center itself is clearly part of a local network that is supported by historical relationships and referral arrangements with a broad range of partners and entities.

The local One-Stop system exemplifies aspects of different One-Stop delivery models. For users of the automated *CareerNet* information system, the Center represents fully integrated One-Stop core services. For users of enhanced services available from ES, UI, JTPA and JOBS, the local system exemplifies coordinated services among co-located partners. For local partners not physically co-located at the *CareerNet* Center (i.e., the community college and Business Resource Center), the Center exemplifies a no-wrong-door approach, with articulated referral arrangements and coordinated local planning. As these partners begin to support electronic linkages to the *CareerNet* information network, they will become more active partners in the delivery of One-Stop services.

Because the site had been operational for less than five months at the time of the site visit, many activities and processes were still in various stages of development or conceptualization. As various respondents stated, "We're just beginning." Thus, the local system is clearly in a normative stage of development with much happening, seemingly all at once. What can be said at this time is that it is uncertain to what extent the tenuous nature of the JTPA leasing arrangement will impact further plans and progress, or to what extent the potentially destabilizing effect of numerous changes taking place will have on emerging efforts. Moreover, although it was reiterated that "individual players are key," the reliance on specific individuals may be more of a short-term facilitator than a long-term solution. Although the establishment of a system through cultural change efforts is surely strengthened by strong relationships among individuals, there will be a growing need to institutionalize the cultural change that is intended across agencies and partners. Despite the current state of flux, it is likely that

the experiences in Howard County will offer both insight and lessons for the emerging national One-Stop system.