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## SOCIAL POLICY RESEARCH ASSOCIATES

**EASTSIDE CENTER, INDIANAPOLIS NETWORK FOR  
EMPLOYMENT AND TRAINING  
INDIANAPOLIS, INDIANA  
One-Stop Profile**

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Based on a Site Visit Conducted During July 1996

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# **EASTSIDE CENTER, INDIANAPOLIS NETWORK FOR EMPLOYMENT AND TRAINING**

## **One Stop Local Profile**

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### **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 1987 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: (1) 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 and 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.<sup>1</sup>

- *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 of Workforce Development, which is responsible for UI and ES services, and the IPIC

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<sup>1</sup>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.

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: (1) 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 concerns 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 1990s, 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 down 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 15,000 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: (1) 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 addition 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 17 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 Workforce 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.