



**Improving America's Workforce
Through Enhanced Collaboration between the
Public Workforce System and Community Colleges**

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All views expressed in this report are those of the authors and do not necessarily represent the views and positions of, and should not be attributed to, the U.S. Department Labor.

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LIST OF COMMONLY USED ACRONYMS

ARRA	American Recovery and Reinvestment Act
CBJT	Community-Based Job Training
CTE	Career and technical education
ED	U.S. Department of Education
ETA	Employment and Training Administration, U.S. Department of Labor
IES	Institute for Education Sciences
ITA	Individual Training Account
JSA	Job Search Assistance
JTPA	Job Training Partnership Act
NWLB	No Worker Left Behind
PY	Program Year
SWA	State Workforce Agency
TANF	Temporary Assistance to Needy Families
UI	Unemployment Insurance
USDOL	U.S. Department of Labor
WIA	Workforce Investment Act
WIASRD	Workforce Investment Act Standardized Record Data
WIB	Workforce Investment Board

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Dyersburg State Community College (Dyersburg, TN)
Falls Church SkillSource Center (Falls Church, VA)
Florida State College at Jacksonville (Jacksonville, FL)
FutureWorks Career Center (Springfield, MA)
Harrisonburg Virginia Employment Commission Office (Harrisonburg, VA)
Henry Ford Community College (Dearborn, MI)
Holyoke Community College (Holyoke, MA)
Macomb Community College (Warren, MI)
Michigan Works! Service Center (Warren, MI)
Middlesex Community College (Bedford, MA)
North Seattle Community College (Seattle, Washington)
Northern Region–Comprehensive One-Stop Center (Westminster, CA)
Pellissippi State Community College (Knoxville, TN)
Pueblo Community College (Pueblo, CO)
Pueblo Workforce Center (Pueblo, CO)
Richard J. Daly College (Chicago, IL)
San Jose/Evergreen Community College District, Workforce Institute (San Jose, CA)
Springfield Technical Community College (Springfield, MA)
Tennessee Career Center at Dyersburg (Dyersburg, TN)
Tennessee Career Center at University Avenue (Knoxville, TN)
Work2Future One-Stop–San Jose (San Jose, CA)
Workforce Solutions Panhandle–Amarillo (Amarillo, TX)
WorkSource Career Services–Jacksonville (Jacksonville, FL)
WorkSource Career Services–Yulee (Yulee, FL)
WorkSource North Seattle (Seattle, WA)

EXECUTIVE SUMMARY

This study describes the ways in which the public workforce system is collaborating with its community college partners to address the training needs of America's workforce. It also examines how collaborations between One-Stop Career Centers (One-Stops) and community colleges can be enhanced to benefit workers, employers, and society at large. Findings are based on what was learned from 15 site visits to pairs of One-Stops and community colleges. Throughout the report "site" refers to a One-Stop/ community college pair. In the main body of the report results are presented in four parts:

- Roles of One-Stops and community colleges
- Sites visited
- Lessons learned
- Suggestions for future research.

Appendices describe details of the site visits and review relevant literature.

The study's findings are summarized below.

Roles of One-Stop Career Centers and Community Colleges

The first part of this study examines the overall roles of One-Stops and community colleges, with special emphasis on the main areas of overlap between these two institutions. One key finding is that the major focus of One-Stop activities is helping job seekers and dislocated workers rapidly find and hold good jobs through a combination of training, case management, job search assistance (JSA), and other services. Community colleges also embrace the career-enhancement-through-training mission, but this is only one of four major missions, and not necessarily the primary one. Other missions of community colleges are (1) preparing students to transfer to four-year colleges; (2) providing remedial and basic education, including English as a second language; and (3) offering continuing education courses designed to help students enjoy life.

A second key finding is that the entire annual budget of One-Stops is only about \$6 billion, of which about half is derived from WIA allocations. Since about 40 percent of WIA funds are spent on providing Individual Training Account vouchers (ITAs) and support services, this translates to only about \$1.2 billion being spent on training-related services.¹ In contrast, the annual budget of community colleges is in the neighborhood of \$100 billion. Thus, even if all ITA funds were spent at community colleges, this would still represent only a small fraction of community colleges' total revenue. Nevertheless, community colleges often share the workforce development goal of wanting to ensure that workers are well prepared to meet the needs of the employers in their communities and provide the human capital needed to encourage existing firms to expand and new firms to locate facilities in their communities.

A third key finding is that America's more than 1,100 community colleges are highly heterogeneous having highly diverse organizational and funding structures, and differ greatly in enrollment, number of separate campuses, and physical appearance. Some are part of statewide systems, others are part of city systems, and still others are independently operated, with their own presidents and boards making key decisions. Of at least equal importance, some receive extensive state aid for both academic and career programs, while others receive aid only for academic programs, leaving career programs to operate like self-supporting small businesses.

Some community colleges receive substantial aid from local governmental sources, and some receive substantial revenues from providing training to local public and private employers. All large and most small community colleges have separate academic and workforce development divisions, but the distribution of career programs between the two divisions is variable. In general, two-year career-oriented programs leading to degrees such as those for registered

¹ These \$1.2 billion is an estimate for a "normal" year. As far as we are aware there are no published figures on the total amount of funds available to One-Stops from a various federal, state, and local sources. WIA allocations in FY09 were about \$3 billion dollars, plus an ARRA supplement of about an equal amount. [www.dol.gov/dol/budget/2011/PDF/bib.pdf (page 87)] The 40 percent expenditure on training-related services is derived from U.S. Department of Labor (DOL). 2005. "ETA Training and Employment Programs; Summary of Budget Authority, FY 1984 to 2004, by year of appropriations." Washington DC.

nurses (RNs) are in the academic division, while shorter programs leading to certificates are in the workforce development division. Some college presidents attach considerable importance to their institution's role in workforce and economic development, but others primarily see their mission as preparing students to transfer to four-year colleges and providing remedial and basic education.

In contrast, a single entity—the U.S. Department of Labor (USDOL)—plays a dominate role in funding, setting operational rules, and providing oversight of the One-Stops. Although the more than 520 local Workforce Investment Boards (WIBs) have considerable discretion to tailor programs to meet local needs, One-Stops tend to be highly homogenous. They are organized in very similar ways, focus on meeting a common set of performance standards, have similar funding sources, and have a similar physical appearance.

A fourth key finding is that the accountability systems set up by the states under mandates in the Workforce Investment Act (WIA) provide accurate and comprehensive information about the labor market outcomes (employment, retention, and earnings) of One-Stop customers. While the system has flaws, it provides highly useful information and creates powerful incentives to help customers obtain high-quality jobs. The community colleges' accountability systems primarily focus on enrollment, granting of credentials, and cost; this information is useful for deciding which programs to expand or contract to maximize net revenue, but less useful for ensuring students reach their career objectives.

The workforce development divisions of community colleges, however, would like to have the same type of data on the labor market outcomes of their students that the One-Stops have for their customers. There was exceptionally strong support by both community college and One-Stop officials for creating statewide integrated tracking systems similar to USDOL's Workforce Investment Act Standardized Record Data (WIASARD) system based on the use of unemployment insurance wage records that would provide uniform outcome information for participants from all types of training programs, not just those receiving ITAs. Key advantages

of such a system are that One-Stop counselors and customers could use the information to improve the selection of programs to enter, states could use the information to certify programs eligible to receive ITAs, and community colleges planners and students could use the information to assess performance, allocate resources, and choose programs of study.

Sites Visited

The second part of the report describes the methodology used to select the 15 sites that we visited—the 15 pairs of One-Stops and associated community colleges. For each site we provide an overview of the characteristics of the population, the One-Stop visited, and the community college visited. The first step in selecting the 15 sites was selecting states that had the following characteristics:

- Substantial employment in manufacturing and/or high-tech industries (where postsecondary training is important)
- One-Stops that make substantial use of ITAs
- Community colleges that place substantial emphasis on workforce training.

The application of these criteria resulted in the identification of nine states. Next, we identified 15 local sites representing a broad range of area types (large cities, suburbs, small cities, and rural areas) as well as a broad range of One-Stops and community colleges in terms of the extent and nature of their collaborations. Some sites had One-Stops or One-Stop staff colocated on college campuses, others had One-Stops run by colleges, but some had neither attribute. This mixture of sites provided an opportunity to develop a well-rounded representation of the factors that facilitate and inhibit collaborations between One-Stops and community colleges.

Lessons Learned

The third part of the report describes what we learned from the site visits. We discuss the strengths of One-Stop and community college career programs and the factors contributing

positively and negatively to strong collaborations. We then summarize the most important lessons learned from the visits about what can be done to strengthen these collaborations from the point of view of the One-Stops, the community colleges, and the state and Federal entities supporting them.

Lesson 1 is that the case-management services provided by One-Stops contribute importantly to the success of customers receiving ITAs and most community college students also would greatly benefit from receipt of these services. However, lack of resources precludes community colleges from providing these services to most students. **Pre-award screening and counseling** help customers select training programs that are right for them, by helping customers understand which types of training lead to better paying jobs, whether those jobs would be satisfying, what attributes are needed to complete those programs, whether they have those attributes, where it would be best to obtain the training, and whether they can afford to complete training. In particular, the One-Stops help their many customers with weak academic skills select programs that they can complete, as well as those with rusty skills improve test scores to avoid time-consuming remediation. **Monitoring while customers are in training** helps identify and resolve academic and personal problems that would otherwise prevent completion. **Post-program monitoring** provides job search assistance when needed that substantially increases the chances of obtaining a training-related job.

Lesson 2 is that community colleges and One-Stops find it valuable to have One-Stops or One-Stop case managers on campus. The colleges recognize that One-Stop customers receive exceptionally valuable services. They feel collocation extends the reach of these services because the colleges lack the resources to provide those services broadly. In addition, they recognize that provision of the ITAs and other financial support offered by One-Stops allows some students who could not otherwise afford to attend their college to complete high return programs. On balance, they like the honest broker role played by One-Stops because it (1) helps students make better use of community college resources; (2) makes students aware that community colleges can often provide the same or higher quality training than for-profits; and

(3) helps students find alternatives when community colleges lack the slots to provide certain types of training. One-Stops appreciate being on campus because it helps establish the personal contacts between college staff and students with ITAs that allow them to quickly identify and resolve problems. In every case where there was colocation, both sides were very pleased with the arrangement. The main factors inhibiting colocation are lack of the personal relationships needed to make the arrangements and lack of space available on the community college campus.

Lesson 3 is that fostering collaborations between One-Stops and community colleges have many benefits for the two organizations and the community at large. We observed several cases where One-Stops and community colleges worked together to obtain innovative grants that effectively used the resources of both organizations. More generally, cooperation was fostered by having key officials of the two organizations serve on workforce and economic development committees involving a broad range of interested parties. Members of the community that are unemployed or underemployed benefit from the collaboration by accessing funding for training and training for in-demand industries in a more streamlined model. Additionally, local businesses benefit from the collaboration. One-Stops and community colleges often collaborate to create training programs with employers' needs in mind.

Lesson 4 is that community colleges offer many high-quality career-oriented programs, but that they are not necessarily organized in a way that rapidly gets disadvantaged adults and dislocated workers into and out of the programs. This is especially true when the programs are in the academic for-credit division, where colleges lack flexibility to focus curricula on developing those skills required to perform on the job. Too often the colleges require completing a range of prerequisites, including entering remediation if reading, writing, or math tests are failed, as well as taking a series of academic courses before taking the career-related courses. While it is important to ensure that courses are rigorous and cover a range of material in order to make credits transferrable across two- and four-year institutions, these

requirements can seriously delay or prevent disadvantaged adults and dislocated workers from obtaining valuable training.

Lesson 5 is that One-Stops and community colleges felt it would be highly useful to have a reliable system in place to certify the eligibility for ITAs of individual training programs and providers. Both thought that, if properly maintained, the Eligible Training Provider List (ETPL) would be a valuable resource as we were repeatedly told that One-Stop customers did not have enough information about the types of training that would be valuable and the best institution to obtain the training. Thus, having an authoritative list of high-quality programs and providers would be of considerable help. However, there was widespread dissatisfaction with the way the states maintained the ELPLs. Most of these complaints related to not having the up-to-date data required to ensure quality was high and program completers were able to quickly enter well paying jobs. Other complaints related to the cumbersome process often required for providers to get on the ELPL. As a result we found that, while each community college had a few programs on the list, it was not unusual for high-return programs at the community colleges we visited to not be on the local ETPL. Colleges felt that it was costly for them to provide information about graduation and job placement rates, and the benefits were meager, especially when programs were already oversubscribed.

Suggestions for Future Research

The fourth and final element of the report provides suggestions for future research. Our first suggestion is to stimulate innovation through competitive grants that require collaboration between One-Stops and community colleges and also require rigorous evaluation so positive results can be verified and widely disseminated. The projects we observed that were funded under American Recovery and Reinvestment Act (ARRA) suggest that a permanent expansion of funding would generate exceptionally high returns. Several of USDOL's existing programs also have strong potential to foster productive collaborations. These programs include the Career Pathways Innovation Fund and the Green Jobs Innovation Fund. Alternatively, funding for competitive grants could come from allocating fewer funds by formula and more funds on merit. We were struck not just by the excellence of the community college – One-Stop

collaborations we observed that were stimulated by ARRA and other special grants, but by many ideas for excellent programs that were not directly funded through USDOL grants but could be funded from a variety of sources such as local economic development agencies and national foundations. Thus, as an adjunct to providing the grants it would be worthwhile to compile an annual list of exemplary projects and give awards to those that show the greatest merit.

Our second suggestion is to launch demonstrations designed to improve training outcome information to facilitate improved decision-making by program operators and their customers. We suggest providing grants to use databases that combine education and workforce data already funded by USDOL under the Workforce Data Quality Initiative, to develop measures suitable for assessing the strengths and weaknesses of specific programs. These demonstrations could bring to fruition the WIA mandate for states to create training “report cards” which provide information needed by training providers to make sound decisions about which programs to expand and contract, and by workers to decide which programs are best for them. In addition, the information could be used by states to improve the ETPLs. These demonstrations would provide large competitive grants that have a high probability of meeting clearly defined goals; require collaborations between One-Stops and community college workforce development divisions; and include rigorous evaluations to assess how well goals are met.

Our third suggestion is to fund demonstrations designed to assess the value of case management services received by virtually every ITA recipient when applied to a much larger number of career-oriented community college students. We suggest conducting experiments in which the same organizations providing One-Stop supportive services could be engaged to provide these services to adults and dislocated workers who are attending community colleges and have not received ITAs (and thus are not receiving One-Stop intensive services). It would be particularly valuable to focus this experiment on Pell Grant recipients since they are also a key target group for One-Stop ITAs. Pell Grant recipients often lack the information needed to

make sound choices, and rarely receive comprehensive supportive services unless enrolled in WIA intensive programs. This focus is attractive because large effects could provide a means, at low cost, to substantially increase the returns of Pell Grants and other forms of financial aid going to millions of students.

Our fourth suggestion is to rigorously evaluate the net impact of the \$2 billion Community College and Career Training Program (CCCTP). This new program provides an excellent opportunity to rigorously evaluate many of the concepts discussed in this report because the program's focus is stimulating development of new career-oriented programs that meet the needs of local employers. This particularly would be the case if the competition required rigorous evaluation; collaboration among One-Stops, economic development agencies, and community colleges; and provision of case management and other supportive services. Because the intent is to stimulate creation of highly effective new career programs it is likely that the new programs will be oversubscribed making it relatively easy to use random-assignment designs for the evaluations.

1. INTRODUCTION

This study describes the ways in which the public workforce system is collaborating with its community college partners to address the workforce and training needs of America's workforce and discusses how collaborations between One-Stop Career Centers (One-Stops) and community colleges can be enhanced to benefit workers, employers, and society at large.

USDOL administers a nationwide system of One-Stops, which were mandated to be put in place in every state by the Workforce Investment Act of 1998 (WIA). As their name implies, these centers provide a single point of access to employment and training services provided by a diverse group of separately funded social service organizations. The national public workforce system consists of 1,870 comprehensive and 1,129 affiliate One-Stops, which serve as a primary point of entry for dislocated and other workers to access public workforce system services.² One-Stops provide a broad range of services, including job search assistance, resume preparation, career counseling, and training.

There are about 1,100 community colleges in the United States, enrolling about 4.5 million students. About 45 percent of all postsecondary students attend community colleges, but because more than half of these students attend part-time, these students represent only about one-third of the full-time equivalent (FTE) attendees. The total budget of the community colleges is roughly \$100 billion, about one-quarter of the budget of four-year institutions. The reason that community college budgets are smaller than four-year institutions of higher education budgets is that salaries and tuition at four-year institutions are much greater than at community colleges, and many four-year institutions receive large research grants as well.

In recent years, policy-makers have increased their focus on the potential of community colleges to train America's workforce to compete effectively in the global economy. For example, in October 2010, the White House hosted the first-ever Summit on Community

² America's Service Locator, accessed December 20, 2010, <http://www.servicelocator.org/onestopcenters.asp>.

Colleges, which was chaired by Dr. Jill Biden, who herself is a community college educator. Another example is the Community College and Career Training Initiative (2010), which is part of the Health Care and Education Reconciliation Act of 2010. This initiative provides \$2 billion over four years to help increase completion of degrees, certificates, and other credentials at community colleges. This project continues the administration's emphasis on finding ways to improve collaborations between One-Stops and community colleges that can increase the effectiveness of training the American workforce.

The remaining sections of this report discuss the findings of this study, which consisted of site visits with 15 pairs of One-Stops and community colleges throughout the country. Section 2 of the report provides context for the study and includes an overview of the structure and purpose of One-Stops, their customers, and performance measures. This section also includes a summary of the structure and purpose of community colleges, factors that contribute to quality Career and Technical Education (CTE) programs, and describes the collaborations between One-Stops and community colleges.

In Section 3, the methodology for the project is presented. This includes a summary of the literature review that was conducted; the site selection criteria and site selection process; the processes used in planning and conducting the site visits; and the approach for conducting the data analysis.

Section 4 details the findings of the study. Specifically, the strengths of One-Stops and community colleges are discussed, as well as the factors that enhance and inhibit collaboration between these two entities. In Section 5, lessons learned in the field are presented, including methods for increasing the effectiveness of training. In Section 6 we present recommendations for future research that can increase the effectiveness of CTE programs. Research topics include competitive grants that foster collaboration, improving training outcome information to improve decision-making, improving accountability and payment systems, and assessing the value of supportive services.

Finally, the report contains three appendices. Appendix A presents case study descriptions of the sites included in the study. The description includes demographic and population information for each community, a brief description of the One-Stop and the community college, and a description of their collaboration. Appendix B and C contain a literature review and annotated bibliography, respectively, that were originally presented in the Evaluation Design Report.

2. BACKGROUND

Local One-Stop Career Centers are a primary point of entry for dislocated and other workers to access public workforce system services. In many cases, One-Stop customers seek opportunities to upgrade their skills through short-term training programs. Community colleges throughout the country provide a wide variety of career and technical training programs and often serve as an important workforce system partner. In this section, we establish the context in which our study was conducted and includes an overview of the structure and purpose of One-Stops and community colleges.

2.1 One-Stop Career Centers

USDOL administers a nationwide system of One-Stop Career Centers (One-Stops), whose establishment was mandated by the Workforce Investment Act of 1998 (WIA). As their name implies, these centers provide a single point of access to employment and training services provided by a diverse group of separately funded social service organizations. WIA is the primary funding source for the One-Stops, providing about \$3 billion annually. WIA funds are used to provide *intensive services* that include (a) various forms of personalized job search assistance (JSA) (often called case management) independent of training; (b) testing and counseling associated with the granting of Individual Training Accounts (ITAs); (c) granting of ITAs, which are vouchers for career-oriented training that transfer funds directly to training providers; (d) granting of additional WIA funds for transportation, childcare, and health-related services; (e) monitoring while in training; and (f) JSA after training is completed.

As will be discussed in much more detail later, ITAs are vouchers used for career-oriented training at community colleges and other training providers. WIBs set the priorities for the types of training to be provided to make sure that the training enhances the employability and earnings of customers and meets the needs of local employers; the duration and amount to be spent per person, and which customers should receive ITAs. Generally, ITAs only support short-term (less than one-year) training that is highly likely to lead to rapid placement at training-

related jobs. Customers have substantial discretion to select individual programs within the WIB's guidelines, but have to go through an elaborate screening process. It is the collaboration between the One-Stops granting the ITAs and the community colleges providing the training that is the focus of this study.

Some WIA funds are also used to provide low-cost JSA and other **core services** open to all job seekers. The state-federal Employment Service (ES) funded by the Wagner-Peyser Act is the primary provider of core services. The Wagner-Peyser Act provides about \$900 million annually for the ES. In a year with average rates of unemployment, about 15 million job seekers obtain core services from One-Stops. In contrast, only about 1 million individuals receive intensive services, of which about 10 percent receive ITAs. During the study period (2009–2010), the use of One-Stops was more than 50 percent greater than average. In addition, about twice as many ITAs were issued as in more normal times because funding for intensive services was expanded under the American Recovery and Reinvestment Act (ARRA). Intensive services and ITAs each cost about \$3,000 per person, while core services cost about \$50 per person. As a result, about 80 percent of all One-Stop funds are spent on intensive services, of which about 20 percent goes to customers with ITAs.

The structure and services provided by One-Stops are very similar across the United States because the program is administered by USDOL under a uniform set of rules. WIA funds are allocated to over 520 local WIBs using a formula based on short- and long-term unemployment, as well as on poverty rates. WIBs are required to have a majority of members from the employer community, but representatives of a range of social service agencies also are mandatory members. Community college representatives are not mandatory members, but very frequently serve on the boards. WIBs have considerable discretion to tailor programs to meet local needs, but USDOL sets the eligibility requirements for intensive services and mandates the performance measures and standards to be used as well as the requirements for setting up state data systems to produce the measures. USDOL also monitors performance through its regional offices.

States also have mandated roles to play under WIA. Most important for this study, they must set up a Eligible Training Provider List (ETPL) that certifies fields of study, service providers, and individual programs as eligible for ITA use. In addition, they are required to establish a system to produce USDOL mandated performance measures using unemployment insurance (UI) wage records. They also must have a Governor's WIB to help coordinate the activities of the One-Stops. States can require UI claimants to go to One-Stops to have their job search strategies reviewed and to attend JSA workshops. Most claimants are dislocated workers eligible for intensive services. Many of those claimants are referred to case managers to be screened for ITAs or to obtain JSA.

2.1.1 Structure and Services

There are more than 520 workforce investment areas and over 1,800 One-Stops in the United States. As noted above, USDOL specifies many of the rules and regulations for operating One-Stops. As a result, the operational and governance structure of the centers is remarkably similar across the country. The One-Stops tend to have very similar physical layouts and provide highly similar sets of services. One-Stops differ from each other mainly in the choices made concerning allocations of resources across core services (available to anyone) and intensive services (available only to specific groups), the priorities of who should receive intensive services, and the amount to be spent per person for intensive services.

Core services are open to all job-seekers and include:

- Use of computers in the resource room to look for job openings, apply for job openings, and create a resume;
- Access to phones and fax machines;
- Opportunities to attend workshops designed to make job search more effective, create high quality resumes, and improve interview skills; and
- Receipt of referrals to other supportive services.

Intensive services are restricted mainly to dislocated workers and economically disadvantaged adults (henceforth referred to as “adults”) and disadvantaged youth.

Intensive services for dislocated workers and adults include:

- Screening to determine eligibility for intensive services;
- Case management to develop and execute individualized job search plans;
- Case management to develop training plans that include aptitude and interest testing, career counseling, examination of employment opportunities, assessment of Labor Market Information (LMI), assessment of the customer’s abilities and interest in relation to the training program requirements, information on training providers, and development of a budget for the customer;
- Providing an ITA for use at a training provider of the customer’s choice;
- Monitoring while customers are in training, to identify and resolve problems; and
- Customized job search assistance once training is completed.

There are two types of One-Stops. Comprehensive One-Stops are generally large and provide the full range of services; affiliate centers are usually smaller, have fewer staff, and may not provide all services. One-Stops have staff from a wide range of social service agencies who, in addition to the mandatory partners funded by USDOL under WIA and the Wagner-Peyser Act, come from agencies that provide services to recipients of Temporary Assistance to Needy Families (TANF), individuals with disabilities, veterans, older individuals, etc.

WIBs usually provide intensive services through competitive contracts to local public or non-profit organizations. For example, in San Jose, California, the intensive services were provided by community college employees. Exhibit 1 displays the types of organizations that provide WIA services at the One-Stops we studied. To administer their contracts, WIBs have operating arms, with a director and a small staff.

Exhibit 1: Organizations Providing WIA Services

Site Visit Location	Organization Providing WIA Services	Organization Type
Amarillo, TX	Texas	Public
Chicago, IL	Employment and Employer Services	Private
Detroit, MI	Ross Innovative Employment Solutions	Private
Dyersburg, TN	Dyersburg State Community College	Public
Fairfax, VA	SkillSource Group	Non-profit
Holyoke, MA	Hampden County Career Center Inc.	Non-profit
Knoxville, TN	Knoxville/Knox County Community Action Committee	Public
Jacksonville, FL	WorkSource	Non-profit
Luray, VA	Workforce Investment Board*	Public
Pueblo, CO	Colorado	Public
San Jose, CA	San Jose/Evergreen Valley Community College District– Workforce Institute	Public
Seattle, WA	Pacific Associates and TRAC Associates	Private
Springfield, MA	Futureworks	Non-profit
Warren, MI	Macomb/St. Clair Employment and Training Agency	Public
Westminster, CA	Coastline Community College	Public
Woburn, MA	Middlesex Community College	Public

* In Luray, Virginia, Blue Ridge Community College is the fiscal WIA agent and passes the money to the WIB.

Core services, such as job listings and referral systems, are usually provided by merit-staffed state employees paid with Wagner-Peyser Act funds. In some cases, the WIA and Wagner-Peyser Act staffs at a given One-Stop are highly integrated and managed by a single person; in other cases, the two staffs largely operate independently. However, state workforce agencies (SWAs) maintain the computerized job-matching systems and are responsible for hiring and firing employment service staff. WIBs often play only a small role in the management of the core services. This study focuses on the ways in which One-Stops and community colleges collaborate in helping customers with ITAs, and, more broadly, in providing career-oriented training to help residents and firms.

WIBs provide guidance to the One-Stops on the emphasis to be placed on core versus intensive services, on which customers should be served with intensive services (high income, low income, and youth), and on the emphasis to be placed on training versus case management and job search assistance. One-Stops follow similar practices for awarding ITAs to interested customers. One-Stop case managers interviewed as part of this study agreed that the focus of

training is to quickly provide customers with new skills that will assist them in finding employment in high-demand, high-pay industries.

ITAs are vouchers that go directly to training providers to pay tuition, fees, and other mandatory expenses. Additional WIA funds often are made available for books, uniforms, transportation, health-related expenses such as eye glasses, and child care.³ In all cases WIA funds are used as a “last resort.” Pell and other types of grants must be used if they are available, before WIA funds are provided. The amount of WIA funds spent per customer differs for each One-Stop, as does the length of approved training programs. Exhibit 2 presents the maximum ITA amount per customer and the maximum length of a training program for WIA customers at the One-Stops in this study.

Exhibit 2: ITA Amount and Length of Training Program at One-Stop Career Centers

Site Visit Location	Maximum ITA Amount Per Customer	Maximum Length of Approved Training Program
Amarillo, TX	\$8,000	2 years
Chicago, IL	\$4,700	No limit
Detroit, MI	\$5,000	2 years
Dyersburg, TN	\$4,000	2 years
Fairfax, VA	\$3,500	1 year
Holyoke, MA	\$5,000	1 year
Knoxville, TN	\$5,000	2 years
Jacksonville, FL	\$7,000	2 years
Luray, VA	\$3,200	1 year
Pueblo, CO	\$4,000	No maximum
San Jose, CA	\$3,000	2 years
Seattle, WA	\$3,000	2 years
Springfield, MA	\$5,000 (\$7,000 if ABE, ESL, or GED is needed)	1 year (2.5 years if ABE, ESL, or GED needed)
Warren, MI	\$5,000	2 years
Westminster, CA	\$6,500	1 year
Woburn, MA	\$6,000	1 year

Note: ABE= Adult Basic Education; ESL = English as a Second Language; GED = General Educational Development.

³ Eligible applicants who are participating in Core, Intensive, or Training Services may receive payments of up to \$2,000 per program year for Supportive Services such as credentials testing, uniforms, clothing, public transportation costs or reimbursement for personal automobile mileage, or other allowable expense, if they do not qualify for these services through any other program/funding source.

One-Stops work with customers to develop comprehensive budgets for obtaining training that include all types of out-of-pocket expenses, and help them to determine how their living expenses will be met. All sources of income such as UI and TANF payments are factored in as well as Pell Grants and other sources of student financial aid. In general, the demand for training exceeds the capacity of One-Stops to provide ITAs, especially during a period of economic recession. Due to the large demand for training funds, most of the One-Stops we visited chose to maximize the reach of the program and put as many customers in short-term training programs as possible, as opposed to placing fewer customers in long-term training programs.

2.1.2 Customer Screening, Counseling, Monitoring, and Job Search Assistance

One-Stops screen their customers to ensure that they are eligible for intensive services and are likely to benefit from those services. The intake process involves informal discussions about eligibility criteria and service availability, participation in informational workshops, and working with individual case managers to establish eligibility and select the services to be provided, which may include only case management or case management plus training.

Once it has been decided that a customer should pursue an ITA, additional testing and counseling services are provided. This process is designed to determine the skills and interests of the customers, the training that would most likely lead to obtaining a high-demand high-wage job quickly, and the institution that would best provide the training. This process is remarkably similar across One-Stops. Basically, customers complete a series of documents that resemble college admission forms, which describe their eligibility, their interests, what they expect to get out of a given type of training, how well their qualifications meet the requirements to complete the training, what types of job they expect to obtain as a result of the training, and the advantages and disadvantages of obtaining the training (from at least three providers). Customers generally attend several workshops, undergo testing, have discussions with case managers, and do research on their own to provide the required information.

The majority of customers that are seeking training have weak academic skills. By far, the biggest impediment to completing earnings-enhancing training is a lack of adequate academic preparation. Thus, testing followed by counseling is a critical element in helping customers to reach their goals.

One-Stops generally do not allow ITA funds to be used for remediation. Given very limited WIA funds, remediation is time-consuming and has been found to have low returns. Instead, some One-Stops provide tutorials to help customers improve their test scores. However, for the majority of customers—those who never mastered a given set of academic skills—the primary goal of the counseling is to help them find short-term earnings-enhancing training programs that they can complete with existing skills. Sometimes a training plan will be developed in which the customer will first build basic education skills at community colleges or through referrals to community-based organizations (CBOs) which provide remedial courses at little or no cost to the customer. Later, if test scores improve sufficiently, ITAs would be made available for career-oriented skill-training. Some of the community college programs which have the greatest positive effects on earnings, such as Licensed Practical Nurse (LPN) programs, have substantial academic prerequisites. (See for example, Jacobson and Mokher 2008 for a description of the returns to various forms of community college training.) WIA-eligible (disadvantaged) adults are often encouraged to complete the prerequisites and gain admission to RPN and similar programs and then reapply for ITAs to pay for the career-oriented (rather than academic) courses.

During training and after the program is completed, case manager time is devoted to helping customers find training-related jobs. Usually, an initial assessment is made to determine if a job has been lined up or started, and, if not, what the customer intends to do to find a job. In many cases, customers are encouraged to develop a specific plan and submit their resumes for review. Depending on individual need, they might be encouraged to search job banks, attend resume writing and job search workshops, or participate in job-finding clubs. Case managers

generally check in with customers each month to continue to monitor job search progress and provide assistance.

2.1.3 Restrictions on Awarding ITAs

One-Stop customers' receipt of ITAs depends on:

- The customer meeting USDOL eligibility criteria for receiving intensive services,
- The customer meeting WIB-set eligibility criteria,
- One-Stops having sufficient funds to issue ITAs,
- The customer completing all of the required forms,
- The customer selecting training in a state-approved field with an approved provider, and
- Training slots being available.

About 90 percent of customers receiving ITAs must be in eligibility categories established by USDOL. For UI claimants who have lost jobs and individuals receiving TANF benefits or food stamps, establishing eligibility is not a major hurdle. Other groups of (disadvantaged) adults must demonstrate that they meet the income requirements. In addition to meeting USDOL eligibility criteria, WIBs establish their own priorities for awarding ITAs. In many cases preference is given to low-income, low-skill customers because it is thought that having a training credential will make more of a difference to their reemployment prospects than it would for other customers. However, the biggest impediment to providing ITAs is a lack of funds.

Because the demand for training is substantially greater than can be paid for with ITAs, One-Stops have to use their discretion with respect to the amount of funds allocated to ITAs and the criteria used to select customers for training. In addition, the customer has to adequately fill out the required forms and select an approved program of study. In about half the cases, customers do not complete the process, because they reach the conclusion that the training will not make a material difference. In some locations there is a lack of training slots, at least in

certain fields, or the One-Stop cannot identify an approved provider that will accept the applicant. One of the major reasons that slots at for-profit training organizations have grown substantially over the past 15 years is that community colleges lack the funding to provide training in high-return fields such as allied health, where training is expensive and requires clinical experience. Because the cost of training slots in for-profit organizations is very high compared to ITAs and the costs of community colleges, customers selecting that option need to be especially careful in determining whether they will have sufficient funds to complete those programs.

Once it is determined that customers meet all of the various criteria and they have selected a program on the ETPL, case managers do not have veto power over customers' choices in training providers or programs. We were told repeatedly that well over 80 percent of the time the screening and counseling ends up with case managers agreeing that customers have made sound choices. Sometimes case managers believe that customers have not selected the right type of training, because they probably will not like the resulting jobs or will have trouble completing the training. But most often the issue is whether the training provider will deliver on promises made or whether the same training can be obtained at a lower price.

Even when case managers provide accurate information about how to improve the chances outcomes will be positive or how to lower costs, the final choice lies with the customer. This system fosters case managers serving as honest brokers, especially when employed by a community college. But we were frequently told that a key problem is with "reverse referrals," where training providers send their clients to One-Stops to obtain ITAs after the clients are "sold" on entering the program. In these cases, case managers felt that it was very difficult for managers to help customers objectively examine their choices because for-profit organizations' marketing of their programs was so persuasive.

2.1.4 One-Stop Performance Measures and Standards

The focus of One Stops on improving career outcomes, and the triage system used to distribute customers to service providers with different specializations, are highly conducive to establishing a coherent set of mutually reinforcing performance measures and standards. By far the most important measures and standards are those mandated under WIA to be applied to intensive services. The three key WIA measures for adults and dislocated workers are (1) **The Entered Employment Rate**—the percent of exiters who are employed within the first quarter following exiting the program; (2) **The Job Retention Rate**—the percent of exiters employed in the quarter after exit also employed in the third quarter after exiting the program; and (3) **Average Earnings**—for exiters employed in the first quarter after exit average earnings in the second and third quarter following exit.

In some cases, WIBs apply these and other performance measures to customers receiving core services, but the focus of USDOL and state performance reviews is almost solely on meeting the standards applied to intensive services. In addition, the standards create reasonably high hurdles for the One-Stops to meet. As a result, the performance measures and standards have powerful effects on the organizations providing intensive services and ITAs. From the point of view of One-Stops collaborations with community colleges are highly focused on whether or not the training provided will meet the WIA performance standards. As would be expected, One-Stops are highly motivated to send customers to training programs where obtaining a relatively high-wage job is likely. Moreover, since ITA funding is limited and most clients want to complete programs quickly, the emphasis is on finding training providers that are both inexpensive and intensive (so the training can be completed in a short period).

Because performance measures and standards are such powerful drivers of what One-Stops do, there is a premium on setting measures and standards that are consistent with the underlying goals of helping customers get the training they need to find better jobs. On balance, performance measures focus attention on the goals of WIA programs, but they are far from perfect. The main shortcomings are (1) not accurately measuring the value-added of services

because a control or comparison group is not used to assess the difference in actual outcomes and what would have happened otherwise—this is especially problematic for the earnings measure; (2) not taking the value of core services into account; (3) not equating outcome to costs; (4) not closing loopholes that allow extensive gaming of the system—especially allowing One-Stops discretion to exit intensive customers only after they are reemployed; and (5) not taking local labor market conditions and customer characteristics into consideration when setting standards—this has been especially problematic during the current recession.⁴

2.2 Community Colleges

There are about 1,100 community colleges in the United States, enrolling about 4.5 million students. About 45 percent of all postsecondary students attend community colleges, but because more than half of these students attend part-time, they complete only about one-third of the credits earned at postsecondary institutions. The total budget of the community college system is roughly \$100 billion, about one-quarter of the budget of four-year institutions.

Community Colleges have four main missions:

- Preparing students to transfer to four-year institutions;
- Providing career-oriented instruction that sometimes leads to two-year degrees and certificates;
- Providing remediation to build college-level skills and building basic education skills, including English as a second language; and
- Providing vocational and other leisure study courses.

⁴ Papers that document the problems with WIA performance measures are: Barnow, Burt S., 2000. “Exploring the Relationship Between Performance Management and Program Impact: A Case Study of the Job Training Partnership Act.” *Journal of Policy Analysis and Management* 19(1): 118–141. Barnow, Burt S., and Jeffrey A. Smith. 2004. “Performance Management of U.S. Job Training Programs” in *Job Training Policy in the United States*, edited by Christopher J. O’Leary, Robert A. Straits, and Stephen A. Wandner. Kalamazoo, MI: W. E. Upjohn Institute for Employment Research. Jacobson, Louis, 2009, “Strengthening One-Stop Career Centers: Helping More Unemployed Workers Find Jobs and Build Skills,” Discussion Paper 2009-1, April 2009, for the Hamilton Project, Brookings Institution. Recently USDOL has taken steps to improve the setting of standards (item 5) by “regression adjusting” performance. It also is actively studying other aspects of WIA accountability to make further improvements in the future.

There is substantial variation across community colleges in the total number of students, the demographic and educational background of the students, the distribution of students across the four missions, the fields of study offered, and the proportion of students completing programs. These differences are closely tied to the characteristics of the population in the communities being served. For example, colleges serving low-income inner city neighborhoods, such as in Chicago or Detroit, have more students interested in vocational and basic education programs, and experience lower completion rates. Colleges serving middle or high income suburbs, such as in Seattle, Washington, or Orange County, California, have more students interested in transferring to four-year institutions and in leisure studies.

However, the way state public postsecondary education institutions are organized can strongly affect the size, programs offered, and other characteristics. In some states, such as Florida, there are relatively few four-year institutions; these institutions are highly selective and focus almost solely on academic programs. Thus, all basic education, including remediation, is conducted at community colleges. In other states, such as California, there are a few highly selective four-year institutions that focus on academic degrees, but many less selective, four-year institutions with a broader focus that include career-oriented programs and remediation, as well as many community colleges. As a result, community colleges in California tend to be smaller and more specialized in their offerings. Other states, such as Michigan and Tennessee, have two-year technical colleges that focus almost exclusively on career-oriented instruction.

2.2.1 Structure

In distinct contrast to the One-Stops, which are locally administered, but have strong federal oversight and largely federally funded, community colleges can be part of state systems, which strongly or weakly affect key aspects of the way they operate; part of a state regional system; part of a city system; or can be state chartered, but with their own governing boards and with wide discretion in operations. These differences in structure, coupled with differences in the populations being served, lead to major differences in what programs are offered, the rules for

adopting new programs and modifying existing ones, assigning students to remedial courses, and the ability of credits to be accepted at other institutions.

Additional levels of organizational complexity stem from (1) the way programs are distributed across the formal divisions providing academic preparation, career preparation, basic education, and leisure studies; and (2) whether specific courses in a given program are for-credit or non-credit. The for-credit/non-credit distinction is of major importance because, in general, for-credit programs receive state aid, while non-credit programs do not. Similarly, students enrolled in full-time for-credit programs generally qualify for federal student financial aid, but those enrolled in non-credit programs do not.

At one end of the spectrum, for-credit academic programs lead to two-year degrees and meet the requirements that allow their credits to be accepted at four-year institutions. For credits to be transferable to four-year institutions these programs must be accredited by regional or national boards and also meet the requirements of articulation agreements that specify what course material needs to be included. As a result, for-credit academic divisions cannot readily alter the content of courses or programs. They also require all students to meet minimum academic standards before taking for-credit courses. This is a formidable hurdle for many students and leads to students taking remedial courses that do not provide credits towards degrees. Taking remedial courses generally lengthens the time required to obtain a degree, but in many cases leads students to drop out of degree granting programs.

At the other extreme, basic education and leisure study programs are generally in self-supporting non-credit units. This means that individual colleges have wide discretion over which programs to offer in these areas, and the primary constraint is whether student fees can cover the costs of these classes.

Career and Technical Education (CTE) programs, the programs of interest in this study, lie between these two extremes. CTE programs can range in duration from a few weeks to two

years. Many programs award certificates, some grant associate's degrees, but many enhance career or professional skills without providing a formal credential. Most often, CTE programs are housed in CTE divisions that are usually run like for-profit organizations, in which fees must cover costs. Although many courses are non-credit, some are for-credit, and some CTE programs are housed in the academic division.

A major difference across states is the extent to which non-credit CTE programs receive state aid on par with academic for-credit programs. In all cases, for-credit courses receive a state subsidy, and in some cases non-credit courses do as well. These differences lead to considerable variation among colleges as to whether the CTE programs are for-credit or non-credit. Also, CTE programs leading to degrees, such as LPN programs, almost always are in the for-credit academic division, but programs leading to certificates, such as certified nursing assistants (CNAs), are usually in the CTE division. Nevertheless, it is common for CTE programs to offer transferable credits and also to require completion of courses in the academic division. Thus, the dividing line between academic and CTE programs tends to be amorphous and show a lot of variation across colleges.

As noted earlier, One-Stops are similar not only in organizational structure but also in their physical appearance. This is not the case with community colleges. Physically, they all have a mix of academic and vocational classrooms and laboratories, administrative and student service offices, and cafeterias, and most do not have on-campus housing. But the size and nature of their physical plants varies greatly, especially the space for CTE programs, which typically require a large amount of specialized equipment. Some of the colleges we visited look like city high schools and others look like suburban high schools, but many had extensive campuses that resembled those of four-year colleges, though generally without the dorms, and had large facilities for CTE programs. As noted earlier, however, community colleges vary in whether they offer for-credit CTE programs.

2.2.2 Student Screening and Supportive Services

Most community colleges offer a variety of student services such as:

- Initial testing to ensure students meet the minimum academic standards for for-credit courses;
- Academic advice to ensure students understand the prerequisites required to take specific courses and enter programs, and are taking the right courses in the proper sequence;
- Financial aid advice, which helps students understand what aid is available and how to apply;
- Academic assistance, which provides advice to students struggling to complete courses;
- General counseling to deal with non-academic problems affecting students' lives; and
- Career counseling, which is often rudimentary.

Although these student services exist, students tend to need to seek out these services on their own or because instructors suggest they do so. There is very little case management of students, except within certain cohort-style programs. Additionally, while community colleges are recognized as having some excellent programs that meet the needs of One-Stop customers, there is some question as to whether sufficient attention is given to helping student consider a wide range of options and to ensuring that students have the information needed to make sound choices. In particular, students may not be aware of what programs are available, the earnings and other attributes of jobs available to program completers, the skills needed to complete programs, and the extent to which they possess the needed skills.

Furthermore, community colleges often do not have tracking systems that provide accurate and comprehensive information about CTE workforce outcomes. Some community colleges have information about placements, but it often covers only the small segment of students who return surveys. More often, community colleges collect information on enrollment, course

completion, retention, and awarding of degrees and certificates, rather than measures related to obtaining training-related jobs and earnings.

2.2.3 College Performance Measures and Standards

Community colleges collect information on enrollment, course completion, retention, and awarding of degrees and certificates. They also have information on the cost of individual courses and the revenue obtained from them. This information allows the colleges to compute benefit-cost ratios, where the benefit is total revenue accruing to the college from an individual course, and cost is the cost of providing the course. These calculations can help colleges decide which courses to offer. They tend to increase slots for courses where benefits exceed costs and vice versa, but importantly, they also use these calculations to determine whether they can expand popular high-cost courses, where costs exceed revenues, by cross-subsidizing those courses with “excess” revenue from popular low-cost courses.

Community colleges also tend to have excellent information about the extent to which employers feel that students completing programs in different fields have the skills required to perform well on the job and whether curricula are keeping up with changes in what students need to know. The primary source of this information is joint employer-faculty committees that review course content. Some useful information also comes from national trade and education associations that review the strengths and weaknesses of curricula and make recommendations about what students need to know.

Community colleges also report information about student characteristics, student outcomes, and revenue as part of the Integrated Postsecondary Education Data System (IPEDS), established by the U.S. Department of Education (ED).

While most community colleges create and analyze various statistics, they do not have to meet common performance standards. The major standards they have to meet are those required for accreditation, which primarily affects the for-credit programs leading to degrees. These

standards focus on inputs such as the content of curricula, training of instructors, and physical infrastructure. Outputs such as course completion and the number of degrees granted traditionally play a lesser role.

Perhaps the most notable of all the differences between the points of view of One-Stops and community colleges is that community college staff took the viewpoint that it was up to the students to make intelligent choices and up to them to do what is necessary to meet their individual goals. The colleges' main role was to ensure that high-quality and relevant programs were available. In distinct contrasts, One-Stop staff was highly focused on ensuring that "their" customers would end-up rapidly complete training programs and then rapidly entering higher paying jobs. One-Stop staff, therefore, took much more responsibility for seeing successful outcomes. The difference in performance measures and standards clearly reflected these differences in focus and equally clearly created very different incentives for allocating each institution's resources.

3. METHODOLOGY

In this section, we present the methodology that we used to assess the collaboration between One-Stop Career Centers and community colleges. Specifically, we conducted a literature review, developed site selection criteria, selected a final list of sites, conducted site visits, and collected and analyzed data.

3.1 Literature Review

One of the first tasks was to conduct a thorough literature review of articles that addressed one of the following three topics:

- Individual Training Accounts at One-Stops,
- CTE/Continuing Education at community colleges, and
- How One-Stops and community colleges interact and collaborate.

This search yielded 34 pertinent articles. These articles were synthesized into a coherent literature review, which was presented in the Evaluation Design Report.⁵ The literature review and associated annotated bibliography are Appendices B and C, respectively. The objective of the literature review was to obtain a baseline understanding of how One-Stops and community colleges currently collaborate and to identify gaps in this collaboration.

The literature review revealed that the degree to which community colleges are involved in workforce development varies widely; however, there are a few common ways in which the two types of organizations collaborate:

- The community college serves as the operating agency of the WIB;
- One-Stops are colocated at a community college;
- Officials from the community college serve on the state or local WIB; and
- Community colleges serve as a training provider to One-Stop customers.

⁵ The Final Evaluation Design Report was submitted to USDOL on February 23, 2010.

The literature review identified some best practices for effective collaboration. For example, some promising strategies include sharing LMI and participating in joint strategic planning.

While these are promising strategies, there are impediments that hinder collaboration. A key barrier to collaboration is that community college goals are more diverse than those of One-Stops, and even within the CTE area the community college does not perfectly align with the needs of One-Stop customers. In particular, most One Stop customers are looking for short-term training programs that will allow them to quickly build skills and credentials to find new jobs or be promoted at current jobs. While community colleges offer some short-term programs, the bulk of their CTE programs require a year or more of full-time attendance. In addition, community colleges usually begin courses only at the start of their three semesters and do not always have slots available that meet customer needs.

This literature review enhanced our understanding of training at One-Stops, CTE at community colleges, current collaborations between One-Stops and community colleges, and areas for further collaborations.

3.2 Site Selection Criteria

To ensure that the selected site visits would yield a reasonably comprehensive picture of how One-Stops and community colleges interact, we selected sites across different local economic and organizational environments. Initially we selected states based on the following four criteria:

- The number of ITAs per state,
- The industrial mix of the state,
- The focus of community colleges on CTE, and
- Employment and Training Administration (ETA) Region.

Together, these criteria created a comprehensive, yet concise set of measures, which are described in the remainder of Section 3.2.

3.2.1 Number of ITAs per State

The rationale behind choosing the number of ITAs per state is that One-Stops vary widely in their use of ITAs, but use of ITAs is the primary arena where One-Stops need to use community college services and where community colleges are a major CTE provider. Thus, collaboration is most valuable and most likely to take place where the number of ITAs is large. We used the WIASRD system for Adult and Dislocated Exiters data (April 2007–March 2008) to identify states with the greatest number of ITAs.⁶ Exhibit 3 displays the number of ITAs per state during this time period. In the following exhibits, the nine states that were selected for site visits are highlighted. Note that, as shown in Exhibit 3, all of the selected states are in the top 20 in terms of the number of ITAs established.

Exhibit 3: Services Received by Adult and Dislocated Worker Exiters, by State (April 2007– March 2008)

Rank	State	Number of Exiters	Training	ITA Established	Percentage of Exiters Receiving ITAs	ITA Cumulative Percentage
	Nation	1,026,837	176,109	110,579		
1	Texas	52,353	13,748	9,355	18%	8%
2	Florida	21,764	16,462	6,871	32%	15%
3	Illinois	12,759	6,767	6,442	50%	20%
4	New York	482,010	9,502	6,411	1%	26%
5	California	39,919	19,998	5,762	14%	32%
6	Michigan	12,638	6,996	5,379	43%	36%
7	North Carolina	6,551	5,065	5,065	77%	41%
8	New Jersey	6,598	5,063	4,940	75%	45%
9	South Carolina	11,230	6,056	4,698	42%	50%
10	Pennsylvania	11,479	1,909	3,789	33%	53%
11	Tennessee	9,160	6,384	3,699	40%	56%
12	Mississippi	72,709	7,012	3,613	5%	60%
13	Louisiana	108,634	6,782	3,248	3%	63%

⁶ Social Policy Research Associates, *PY 2007 WIASRD Data Book*, December 2008.

Rank	State	Number of Exiters	Training	ITA Established	Percentage of Exiters Receiving ITAs	ITA Cumulative Percentage
14	Massachusetts	5,822	3,631	3,084	53%	65%
15	Georgia	5,189	3,362	2,983	57%	68%
16	Ohio	12,223	7,249	2,905	24%	71%
17	Indiana	13,878	3,497	2,741	20%	73%
18	Colorado	4,155	2,682	2,253	54%	75%
19	Wisconsin	4,694	2,783	2,169	46%	77%
20	Virginia	4,303	2,452	2,057	48%	79%
21	Kentucky	4,944	3,142	1,937	39%	81%
22	Missouri	7,428	3,027	1,921	26%	83%
23	Oklahoma	56,429	1,694	1,694	3%	84%
24	Kansas	2,373	1,608	1,607	68%	86%
25	Alabama	4,043	2,968	1,452	36%	87%
26	Arizona	7,171	2,312	1,224	17%	88%
27	Utah	2,190	2,109	1,159	53%	89%
28	Arkansas	1,334	1,026	1,025	77%	90%
29	Minnesota	4,489	1,064	873	19%	91%
30	Washington	7,136	3,455	867	12%	92%
31	Nevada	1,878	865	801	43%	92%
32	New Mexico	1,332	1,161	754	57%	93%
33	West Virginia	2,236	1,295	712	32%	94%
34	Maine	1,193	747	695	58%	94%
35	New Hampshire	1,032	661	654	63%	95%
36	Connecticut	1,985	1,310	637	32%	95%
37	Oregon	5,151	2,006	585	11%	96%
38	Delaware	565	532	532	94%	96%
39	Nebraska	604	551	523	87%	97%
40	Puerto Rico	3,970	1,537	442	11%	97%
41	Iowa	1,403	995	378	27%	98%
42	Rhode Island	922	399	350	38%	98%
43	Idaho	947	734	321	34%	98%
44	Maryland	2,450	926	312	13%	98%
45	South Dakota	1,091	473	287	26%	99%
46	Alaska	776	526	282	36%	99%
47	Hawaii	811	290	251	31%	99%
48	D.C.	609	344	242	40%	99%
49	Wyoming	339	216	163	48%	100%
50	Vermont	246	201	161	65%	100%
51	North Dakota	690	188	151	22%	100%
52	Virgin Islands	463	48	47	10%	100%
53	Montana	539	410	0	0%	100%

3.2.2 Industrial Mix

Next we looked at the industrial mix of each state using the American Community Survey (ACS) 2008 sample. Industrial mix is an important criterion because we wanted to select sites that represented the different proportions of employment in various industries across the country. We determined that most states have similar proportions of employment in industries such as trade, finance, education, and health, but vary widely in the concentration of manufacturing and high-tech jobs. Therefore, we focused on sites with high concentrations of manufacturing and high-tech employment. Additionally, many community college CTE programs are focused on training students for manufacturing and high-tech careers. We ranked states based on the proportion of employment in these two sectors using the following six groups:

- High Manufacturing/Low High-Tech,
- Moderate Manufacturing/Low High-Tech,
- Low Manufacturing/High High-Tech,
- Low Manufacturing/Moderate High-Tech,
- Moderate Manufacturing/Low High-Tech, and
- Low Manufacturing/Low High-Tech.

Exhibit 4 displays how the states fit into these six groups. Note that the nine selected states have high or moderate manufacturing and/or high or moderate high-tech employment.

Exhibit 4: States Grouped by Proportion of Manufacturing and High-Tech Employment

Industry Mix & States	Percent & Rank of Manufacturing Employment		Percent of High-Tech Employment		Ratio High-Tech to Manufacturing
	Rank	Percent	Rank	Percent	
High Manufacturing/Low High-Tech					
Wisconsin	1	19.2%	37	10.1%	0.53
Indiana	2	18.4%	36	10.2%	0.55
Michigan	3	17.8%	29	11.0%	0.62
Ohio	4	16.0%	26	11.3%	0.71
Moderate Manufacturing/Low High-Tech					
Kentucky	8	14.3%	42	9.7%	0.68
Alabama	7	14.5%	38	10.0%	0.69
Tennessee	9	14.0%	32	10.6%	0.76
South Carolina	10	13.6%	31	10.8%	0.79
Low Manufacturing/High High-Tech					
California	24	10.1%	7	14.8%	1.46
Massachusetts	31	9.6%	6	15.0%	1.56
New Jersey	35	9.1%	5	15.0%	1.65
Virginia	38	7.9%	4	15.8%	2.00
Colorado	41	7.2%	3	16.0%	2.22
Maryland	45	5.2%	2	16.6%	3.20
District of Columbia	51	1.8%	1	23.6%	13.32
Low Manufacturing/Moderate High-Tech					
New Hampshire	14	12.9%	18	12.5%	0.96
Illinois	17	12.8%	14	13.0%	1.02
Connecticut	19	11.7%	13	13.3%	1.14
Delaware	29	9.8%	20	11.9%	1.21
Georgia	23	11.1%	11	13.6%	1.22
Texas	33	9.5%	15	12.7%	1.34
Utah	32	9.5%	12	13.5%	1.42
Washington	28	9.9%	8	14.0%	1.42
Arizona	42	7.1%	16	12.6%	1.78
New York	40	7.3%	10	14.0%	1.90
New Mexico	44	5.9%	17	12.5%	2.12
Florida	43	5.9%	9	14.0%	2.36
Nevada	48	4.5%	19	12.2%	2.71
Moderate Manufacturing/Low High-Tech					
North Carolina	13	13.2%	33	10.5%	0.80
Kansas	16	12.9%	30	10.9%	0.84

Industry Mix & States	Percent & Rank of Manufacturing Employment		Percent of High-Tech Employment		Ratio High-Tech to Manufacturing
	Rank	Percent	Rank	Percent	
Minnesota	11	13.6%	21	11.7%	0.86
Nebraska	22	11.3%	39	9.9%	0.88
Pennsylvania	15	12.9%	22	11.7%	0.91
Rhode Island	18	12.1%	27	11.2%	0.92
Oklahoma	26	10.0%	40	9.8%	0.99
Missouri	20	11.6%	25	11.5%	0.99
Oregon	21	11.5%	23	11.7%	1.01
Vermont	25	10.1%	34	10.3%	1.02
Low Manufacturing/Low High Tech					
Mississippi	12	13.3%	51	7.5%	0.56
Arkansas	6	14.7%	48	8.7%	0.59
Iowa	5	15.1%	46	9.0%	0.59
South Dakota	27	9.9%	50	7.8%	0.78
West Virginia	36	8.8%	45	9.2%	1.05
Maine	34	9.2%	41	9.8%	1.06
Idaho	30	9.6%	28	11.0%	1.15
North Dakota	39	7.4%	47	9.0%	1.21
Louisiana	37	8.2%	35	10.3%	1.25
Wyoming	46	5.1%	49	8.0%	1.55
Montana	47	5.0%	44	9.3%	1.87
Alaska	49	3.8%	43	9.6%	2.55
Hawaii	50	3.0%	24	11.6%	3.86

Source: American Community Survey (ACS) 2008 sample.

3.2.3 CTE Focus of Community Colleges

The third site selection criterion was the extent to which the states have strong community college CTE programs focused on the development of workplace skills. One-Stops generally provide ITAs to their customers for short-term certificate programs. This made it likely that community colleges with multiple CTE programs and which issue many certificates would be especially attractive to One-Stop customers seeking short-term CTE programs. We used the number of certificates granted, as opposed to the number of associate's degrees granted, within a state as our indicator of relevant CTE program availability. Exhibit 5 displays the number of certificates awarded per state in column three and the ratio of certificates to

degrees plus certificates in the rightmost column. Note that the nine states that were selected are in the top half of the distribution.

Exhibit 5: Certifications and Associate Degrees Granted by Public Two-Year Institutions by State (2005–2006)

Rank by Number of Certificates	State	Number of Certificates	Percentage of Total Certificates	Cumulative Percentage	Number of AA Degrees Awarded	Certificates as Percentage of Total Certificates and AA Degrees Awarded
	Nation	314,789			498,287	38.7%
1	California	40,970	13.0%	13.0%	78,433	34.3%
2	Florida	29,734	9.4%	22.5%	31,409	48.6%
3	Georgia	26,701	8.5%	30.9%	8,530	75.8%
4	Illinois	23,691	7.5%	38.5%	25,740	47.9%
5	Texas	19,783	6.3%	44.8%	35,720	35.6%
6	Arizona	17,339	5.5%	50.3%	11,029	61.1%
7	North Carolina	14,401	4.6%	54.8%	17,360	45.3%
8	Wisconsin	14,248	4.5%	59.4%	10,652	57.2%
9	Kentucky	13,774	4.4%	63.7%	6,025	69.6%
10	Minnesota	10,338	3.3%	67.0%	11,638	47.0%
11	Washington	10,205	3.2%	70.3%	20,540	33.2%
12	Kansas	7,548	2.4%	72.7%	6,720	52.9%
13	Colorado	7,039	2.2%	74.9%	5,888	54.5%
14	Tennessee	6,882	2.2%	77.1%	6,828	50.2%
15	South Carolina	6,712	2.1%	79.2%	6,845	49.5%
16	Michigan	6,375	2.0%	81.2%	18,708	25.4%
17	Ohio	6,254	2.0%	83.2%	15,031	29.4%
18	Alabama	4,481	1.4%	84.7%	7,387	37.8%
19	Iowa	4,356	1.4%	86.0%	10,284	29.8%
20	Arkansas	4,309	1.4%	87.4%	4,009	51.8%
21	Virginia	3,870	1.2%	88.6%	11,563	25.1%
22	Oklahoma	3,015	1.0%	89.6%	7,298	29.2%
23	Utah	2,922	0.9%	90.5%	4,035	42.0%
24	Louisiana	2,832	0.9%	91.4%	2,504	53.1%
25	Massachusetts	2,413	0.8%	92.2%	8,472	22.2%
26	Maryland	2,232	0.7%	92.9%	9,464	19.1%
27	New Mexico	2,168	0.7%	93.6%	4,339	33.3%
28	Indiana	2,084	0.7%	94.2%	4,892	29.9%
29	Missouri	2,031	0.6%	94.9%	8,359	19.5%
30	Mississippi	1,994	0.6%	95.5%	8,002	19.9%
31	Pennsylvania	1,939	0.6%	96.1%	11,330	14.6%

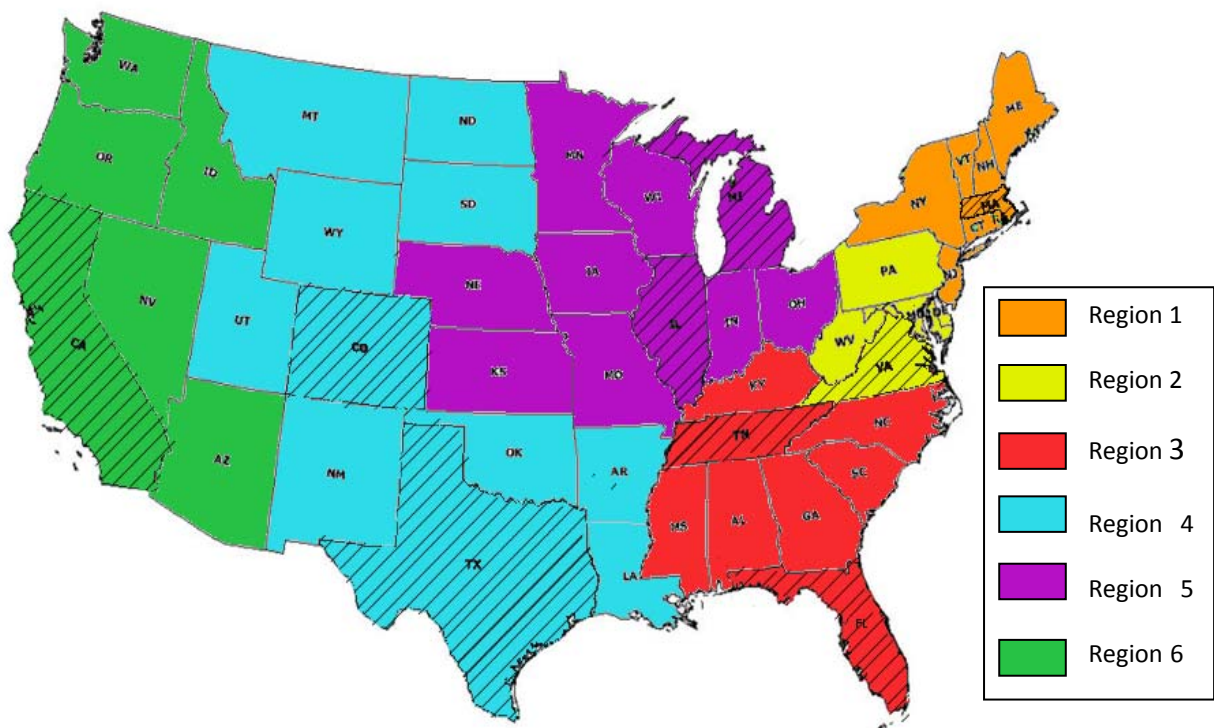
Rank by Number of Certificates	State	Number of Certificates	Percentage of Total Certificates	Cumulative Percentage	Number of AA Degrees Awarded	Certificates as Percentage of Total Certificates and AA Degrees Awarded
32	Nebraska	1,809	0.6%	96.7%	4,039	30.9%
33	New York	1,677	0.5%	97.2%	33,312	4.8%
34	Oregon	1,515	0.5%	97.7%	6,851	18.1%
34	Oregon	1,515	0.5%	97.7%	6,851	18.1%
35	New Jersey	963	0.3%	98.0%	13,513	6.7%
36	Delaware	936	0.3%	98.3%	1,045	47.2%
37	West Virginia	931	0.3%	98.6%	1,882	33.1%
38	Connecticut	793	0.3%	98.9%	3,646	17.9%
39	Wyoming	624	0.2%	99.1%	2,099	22.9%
40	South Dakota	576	0.2%	99.3%	1,266	31.3%
41	North Dakota	462	0.1%	99.4%	1,698	21.4%
42	New Hampshire	437	0.1%	99.5%	1,436	23.3%
43	Idaho	377	0.1%	99.7%	1,233	23.4%
44	Maine	371	0.1%	99.8%	1,582	19.0%
45	Hawaii	221	0.1%	99.9%	2,054	9.7%
46	Rhode Island	173	0.1%	99.9%	1,046	14.2%
47	Montana	138	0.0%	100.0%	1,161	10.6%
48	Nevada	106	0.0%	100.0%	943	10.1%
49	Vermont	28	0.0%	100.0%	428	6.1%
50	Alaska	12	0.0%	100.0%	19	38.7%
51	District of Columbia	-	0.0%	100.0%	-	-

Source: IPEDS

3.2.4 ETA Region

The last step was to ensure that the sites selected were representative of the nation as a whole. Therefore, the final criterion, ETA Region, was chosen to ensure geographic diversity. At least one state per region was chosen (see Exhibit 6). Within each region, the selected states can be identified by striping.

Exhibit 6: ETA Regions and Selected States



3.3 Selection of Sites within the Nine Chosen States

Based on the four criteria discussed above, nine states were chosen for inclusion in the project: California, Colorado, Florida, Illinois, Massachusetts, Michigan, Tennessee, Texas, and Virginia. Once the states were selected, the next step was to determine which cities and which One-Stop/community college pairs we would visit.

We began the site selection process by identifying the major and minor metropolitan areas within each state and then identifying suburban and rural areas in close proximity to these areas. We made a tentative selection of potential sites to obtain a diverse mixture of central cities, suburbs, and rural areas. We then used America's Service Locator (www.servicelocator.org) to identify comprehensive One-Stops in those areas. Next, we called the One-Stop and spoke with the director. Initially, we wanted to make sure that the One-Stop could accommodate a visit. In a few cases there were sound reasons for not making the visit,

so we identified a One-Stop in a nearby WIA or a similar site elsewhere in the state. Once the One-Stop agreed to participate in the study, we asked which local community college they partner with and the number of customers with ITAs that receive training at the community college. We also asked about the proportion of customers that are low-income, ethnic minorities, or immigrants. We used this demographic information to ensure that sites serving diverse populations were included in our sample. Finally, because many One-Stop customers require remedial education prior to pursuing certificates and/or degrees, we chose community colleges that had both basic and remedial education programs.

At this stage we identified 15 One-Stop/community college pairs in nine states. Exhibit 7 lists the pairs. This list was submitted to and approved by USDOL.

Exhibit 7: One-Stop Career Center/Community College Pairs

ETA Region	State	One-Stop Career Center Location	Community College
1	MA	Woburn	Middlesex Community College
1	MA	Springfield Holyoke	Springfield Technical Community College Holyoke Community College
2	VA	Luray/ Blue Ridge	Blue Ridge Community College
2	VA	Fairfax	Northern Virginia Community College
3	FL	Jacksonville	Florida State College at Jacksonville
3	TN	Dyersburg	Dyersburg Community College
3	TN	Knoxville	Pellissippi State Community College
4	CO	Pueblo	Pueblo Community College
4	TX	Amarillo	Amarillo College
4	TX	San Antonio	San Antonio College
5	IL	Chicago	Richard J. Daley College
5	MI	Warren	Macomb Community College
5	MI	Detroit South	Henry Ford Community College
6	CA	San Jose	San Jose City College
6	CA	Los Angeles	LA Trade-Technical College

For 13 of these sites, we were able to obtain agreement from One-Stop and community college officials and schedule a site visit. For two of these locations, Los Angeles and San Antonio, we were unable to connect with the correct officials. We then informed USDOL of our progress

and suggested two alternative locations, which are listed in Exhibit 8. USDOL approved these suggestions and we moved forward with contacting the One-Stops and community colleges to schedule the site visits.

Exhibit 8: Alternative Site Suggestions

ETA Region	State	One-Stop Career Center Location	Community College
6	CA	Westminster	Coastline Community College
6	WA	Seattle	North Seattle Community College

3.4 Site Visits

3.4.1 Planning and Logistics

The next step was to plan the site visits. Once USDOL approved the list of site visit locations, we informed the One-Stop that we would like to schedule the visit. Generally the director provided us with the contact information of the dean of CTE at the community college or placed a courtesy call to the college on our behalf, informing them of the project. Together, an IMPAQ researcher, the director of the One-Stop, and the dean of CTE at the community college discussed the logistics of the site visit and decided whom to interview at each location. At the One-Stop we scheduled interviews with:

- The One-Stop manager;
- The One-Stop director;
- The training manager;
- Two or three case managers who assisted customers in making decisions about training options; and
- Other individuals who worked with the community college on a regular basis, at the discretion of the One-Stop director.

At the community college we scheduled interviews with:

- The dean of CTE/Continuing Education/Workforce Development;
- The department heads of CTE programs;
- Staff who worked with the One-Stop on special grants or projects; and

- Other individuals who worked with the One-Stop on a regular basis, at the discretion of the dean of CTE.

Once the director and the dean were aware of the individuals we sought to interview, a two-day site visit was scheduled. We then created an itinerary and distributed it to the One-Stop and the community college.

3.4.2 Conducting the Site Visits

Two researchers from the IMPAQ team attended each site visit: an interviewer and a note taker. We met with individuals or small groups of 2–3 people for approximately one-hour interviews. During the sessions, the interviewer would lead the interviewee(s) through discussion guides while the note taker took comprehensive notes using a laptop computer. At the end of each site visit, the note taker would clean up the interview notes and send them to the interviewer for review. If anything was unclear in the notes, we followed up with the interviewees for clarification.

3.5 Data Analysis

Once all of the site visits were completed and the notes had been reviewed, we conducted a qualitative analysis using NVivo, a qualitative analysis software package. NVivo allows the user to upload site visit notes and code with themes and major trends. At the end of this process, several major themes emerged in the following topic areas:

- One-Stop Career Center strengths,
- Community college strengths,
- Factors that enhance collaboration, and
- Factors that inhibit collaboration.

Major themes and findings are discussed in Section 4 – Findings.

4. FINDINGS

In this section, we present the findings from our site visits. This section includes a discussion of One-Stop strengths, community college strengths, factors that enhance collaborations between the two organizational entities, and factors that inhibit collaborations. The discussion represents major themes that were found across multiple sites.

4.1 One-Stop Career Center Strengths

4.1.1 Providing Supportive Services Before, During, and After Training

One-Stop Career Centers require customers interested in training to develop a plan of action in which One-Stop staff acts as honest brokers, helping customers to make informed decisions that maximize their chances of employment at jobs they enjoy and at higher pay than they otherwise could obtain.

One-Stops require trainees to provide bi-weekly evidence that they are attending classes and making satisfactory progress. Most often customers have their instructors sign a document at every class meeting and then submit these documents to their One-Stop case managers. If reports are not satisfactory, One-Stop staff identifies and resolves problems. In addition to counseling and referring customers to additional services, funds are often made available to students to provided needed support for transportation, child care, and health care.

In addition, One-Stop staff monitor job search after training is completed and provide job search assistance as needed. Both One-Stop and community college staff acknowledged the following:

- The services made substantial contributions to One-Stop customers' ultimate success.
- These services were not routinely provided to customers who entered community colleges on their own.

- In general, similar services for non-One-Stop clients were provided by community colleges only when requested by students; many students needing help either did not know what services were available or were reluctant to use the services.
- Planning and problem resolution regarding community college services were not as thorough as services provided by the One-Stop and involved less interaction between students and staff. Placement services were not nearly as well organized or individualized as those at One-Stop Career Centers.

There was universal agreement that the services provided to One-Stop clients were highly valuable and would be beneficial if they could be extended to virtually all community college students interested in short-term, career-oriented training.

4.1.2 Tracking of Customers' Labor Market Outcomes using UI Wage Records

It is important to know how career-oriented program completers fare in the labor market in terms of speed of reemployment, initial wages, retention, and subsequent wage growth. This information, when coupled with WIA performance standards, creates powerful incentives for One-Stop staff to carefully review customer plans prior to issuing ITAs, to track progress while customers are in training to ensure completion, and to provide assistance to customers in finding training-related jobs, when needed, after training is completed. Moreover, evidence about how prior trainees fared provides the type of information counselors and prospective trainees can use in developing effective training plans.

Respondents indicated that expanding the WIA data collection system to include all trainees at all training providers would be of enormous value to helping One-Stop counselors and customers as well as community college counselors, managers, and students make informed choices about the type of training programs that will generate the highest returns. Only one state, Florida, provided information that came close to this ideal, but virtually everyone with whom we discussed the option was enthusiastic about having this information. In particular,

community college managers felt it would relieve them of the major burden of providing this information in order to become certified as eligible to receive ITAs. Also, if such a system were put in place, it could be used to help students receiving Pell Grants and other forms of federal student financial aid make better choices so that funds are used more effectively and institutions that provide instruction are held more accountable.

Importantly, every state has in place a system to match UI wage record data to records of participation in WIA intensive programs that include the required personal identifiers—Social Security Account Numbers. There also is a system for interstate matching in locations such as the New York City and the District of Columbia where taking jobs across state lines is common. One challenge is to develop a system similar to the one used for WIA performance measurement where data would be forwarded by training providers to the state for matching with UI wage records. A second challenge is to satisfy confidentiality requirements under the Family Educational Rights and Privacy Act (FERPA). The simplest approach would be to use the same approach as is used with WIA to grant use of UI wage record data for the purpose of providing information needed to improve the delivery of public services. This would be especially attractive to follow-up training paid for with Pell Grants, Stafford Loans, and other public funds. An alternative approach would be to request that students sign informed consent statements allowing their personal information be used for statistical purposes.

4.1.3 Focusing on the Enhancement of Customers' Careers

One-stop customers receiving ITAs almost exclusively are dislocated workers and (economically disadvantaged) adults whose main goal is to get sufficient training to quickly find jobs that advance their careers. In contrast, well more than half of the 60 percent of community college students primary interested in enhancing their careers without going on to attain four-year degrees enter programs lasting more than a year. Thus, One-Stops' focus on its customers goals is of substantial value in helping its customers select programs that best meet their own goals. The focus on employment outcomes is especially strong because One-Stop performance measures are all related to labor market outcomes. In contrast, community colleges tend to

use very different indicators of student success—measures that relate to what happens within the institution—obtaining credentials and completing individual courses, rather than workplace outcomes. As a result, many community college efforts are not tailored to the needs of One-Stop customers, rather they focus on the transfer function (helping mostly younger students transfer to four-year institutions and obtain bachelor’s degrees), remediation, basic education, and leisure studies.

In some cases, low cost JSA, including direct placement can help customers find jobs with advancement opportunities. This is especially likely in normal economic times. Sometimes intensive staff-assisted case management is needed. But, when lower cost services are insufficient to meet customers’ needs, training plus other forms of financial support are provided.

With respect to customers interested in training, the emphasis is on quickly getting those customers into and out of relatively low-cost training programs. As a result, One-Stops focus customer attention on programs that can be quickly completed at a modest cost, with an expectation of substantially raising the customers’ earnings. At the sites we visited, One-Stops are able to provide ITA vouchers worth on average about \$3,000, but they can be as high as \$8,000. Through testing, counseling, and the customer’s own research, a mutually acceptable plan is developed, and the ITA funds go directly to service providers to pay for skills training. If remediation or academic course prerequisites are required, those must be completed before the ITA funds can be used.

For example, an ITA may pay for LPN training, but the customer must be admitted into the program. Prerequisites must be completed before the ITA funds are made available. One-Stop counselors can assist customers in planning remediation and completing prerequisites as well as exploring continuing education beyond what the ITA can cover, but a budget needs to be put in place that describes the total cost and how the cost will be covered by a combination of ITAs, other forms of Federal student financial aid, and the customer’s own funds, or other sources.

4.1.4 Certifying Providers and Programs Qualified to Receive ITAs

Many respondents believed that having a state agency conduct effective periodic reviews to certify providers and programs for the ETPL would be beneficial. However, there was considerable variation across the states we visited as to the degree of satisfaction with the way states carried out this important effort. In many cases, there were complaints that programs were certified for the ETPL where local employer demand was weak (but might be strong in other locations). In other cases, programs where there was strong demand were not certified. There also was concern that the information used to decide which fields were considered high demand were out-of-date and did not adequately capture current and future demand. In at least one state, Washington, a system was in place to appeal certification decisions, but more often there was no effective means to take issue with certifications or tailor certifications to better reflect local conditions.

4.1.5 Collaborating with Economic and Workforce Development Organizations

Many One-Stops had effective collaborations with their local economic and workforce development organizations. Many One-Stop directors are members of the local workforce or economic development boards. When the One-Stop and the local economic or workforce development entity worked together, the two organizations often shared information, goals, and a common mission of improving the lives of community members. These relationships can result in effectively meeting community needs. For example, often the economic development organization shares LMI and information regarding new business with the One-Stop. This information helps the One-Stop know what industries will be hiring in the community and subsequently, better prepare their customers.

4.1.6 Providing Funding to Students who cannot Afford Training

Many One-Stop customers are unemployed or underemployed and do not have resources to spend on a training program. While UI recipients can continue to receive benefits while they

are in training, UI alone generally is insufficient to pay the out-of-pocket expenses of obtaining training as well as pay for basic necessities. It was repeatedly mentioned during the site visits that one of the One-Stops' greatest strengths is that they provide funding for training to individuals who could not afford the training on their own.

4.2 Community College Strengths

4.2.1 Providing High-Quality Career-Oriented Training in a Wide Range of Fields

One-Stop and community college staff agreed that community colleges had many excellent career-oriented programs that could quickly help One-Stop customers build skills that would make it easier for them to get hired at jobs that offered higher pay than they otherwise could obtain and could lead to further advancement. Programs in allied health and protective services tended to be especially highly regarded in the current economic climate. There also was considerable praise for programs that provided training in skilled crafts, such as welding and machining, which led to jobs in manufacturing. In some areas, information technology and logistics programs, such as truck driving, also were highly regarded. Often we were told that, even under current economic conditions, there are chronic shortages of trained workers in a number of fields because skilled workers are retiring or taking jobs in other areas.

There was less universal agreement about the effectiveness of community college programs that required more than two semesters of training. Because these programs usually required solid academic skills and had more prerequisites, respondents thought that fewer One-Stop customers could qualify for these programs. Also, respondents felt that many longer community college programs lack the intensity and level of organization offered by the best short-term community college programs and programs available from for-profit organizations (at much higher cost).

4.2.2 Quickly Developing New Training Programs

Some One-Stop respondents noted that their partner community college had the flexibility to meet new training needs quickly. Most often the CTE division at the community college has the ability to quickly develop and offer non-credit programs. Sometimes these programs were created after the One-Stop informed the community college of a need for the program. Community colleges that are able to promptly develop new programs once a need has been identified generally have a CTE or workforce development division that operates independently of the for-credit programs and is often run like a business, covering its own costs. Additionally, most CTE or workforce development programs are not run on a semester basis, and therefore once a program has been created, it can be offered immediately; the college doesn't need to wait for a semester break to offer the program. Community colleges that are flexible in this manner are a great partner for One-Stop customers, who generally want to attend training and get back to work as quickly as possible.

4.2.3 Having Support from College Leadership for the CTE Division

Often, community college administrators are focused on the transfer function of the college, as opposed to the CTE/workforce development function. However, some One-Stop respondents stated that when the community college had support from college leadership for their CTE programs, it was reflected in the quality and quantity of the programs offered. Often, the college leadership is personally committed to the CTE function or serves on workforce and economic development committees in the community.

4.3 Factors that Enhance Collaborations

Based on the results of the site visits, it was clear that certain factors enhance collaborations between One-Stops and community colleges. The following aspects of collaboration were highlighted during the site visits.

4.3.1 Service on Committees

Both One-Stop and community college interviewees noted that their relationships were enhanced by serving on local committees and boards together (e.g., WIB, regional employment boards, and local workforce/economic development committees). First, these committees allowed officials from both the One-Stop and the community college to see each other on a regular basis, which increased their familiarity with each other and improved communication. At some sites, if the One-Stop director is invited to join a local committee or meeting, s/he extends the invitation also to the community college workforce education dean, and vice versa. Furthermore, serving on committees together ensures that both officials are aware of local labor market conditions, employer needs, and community goals. For example, in Pueblo, Knoxville, Dyersburg, and Fairfax, a community college administrator served on the WIB. By serving on community boards and committees together, One-Stop and community colleges officials had better working relationships due to increased familiarity with the common goals for the community. From what we observed, it would be highly worthwhile for WIBs to ensure that they have representatives from the community colleges.

4.3.2 Development of Personal Relationships

Another key factor that led to quality collaborations is the development of personal relationships between One-Stop and community college staff. These relationships occurred on two levels. Administrators at both organizations developed personal relationships with each other through common committee memberships, as mentioned above. These relationships are important for collaboration in that officials are able to work together to resolve problems for the customers' benefit. In Amarillo, the personal relationship between the director of Workforce Solutions Panhandle and the dean of CTE at Amarillo College has allowed the director to call the dean directly and inform him of a need for a new program. Together, they can quickly create a new program customized for One-Stop customers.

Personal relationships are also beneficial at the ground level. Many One-Stop case managers stated that knowing the student services community college staff has allowed them to collaborate to best serve the customer. For example, case managers frequently noted that knowing the contact person in financial aid (or another student service) allowed them to quickly resolve any billing issues and ensure that the customer could attend the program. Instead of being passed around a community college phone system, case managers can make one call and immediately resolve a customer's problem. Some One-Stops and community colleges foster these personal relationships by having "meet-and-greets" at the beginning of each semester or academic year. The purpose of these meetings is to introduce the staff and discuss any changes in policies/programs at the community college or the One-Stop.

By creating personal relationships among all levels of staff at One-Stops and community colleges, problems are resolved faster and partnerships are facilitated.

4.3.3 Collaboration on Grant Applications

Many One-Stops and community colleges have collaborated on grant applications to foundations and Federal, state, and local governments. Some grants require that both organizations be included in the application, but others see the two as natural partners. In collaborating on grants, community colleges and One-Stops are able to share information and resources and become more aware of the services and abilities of the other organization. For example, in Pueblo, the two organizations applied for and won a Community-Based Job Training (CBJT) Grant. The One-Stop recruits applicants and assists with job placement while Pueblo Community College provides the training.

4.3.4 Colocation at the Community College

Another factor that greatly enhanced collaboration was colocation of a WIA case manager or a One-Stop at the community college. Colocation exists in several forms. One type is when a

comprehensive or affiliate One-Stop is on the community college campus. We saw this form of collaboration in Seattle and Springfield. Another form is when one or more One-Stop case managers work full-time on site at the community college. This type of collaboration was seen in Chicago, Dyersburg, and Jacksonville. A final form is when a One-Stop case manager works part-time on site at the community college. Often the case manager will come for a day or two each week. When case managers work on site at the community college, either full or part time, their offices are generally in or near student supportive offices, such as billing or advising.

When colocated, case managers were able to best serve their customers for several reasons. First, when located on campus, case managers are often seen as part of the college and are therefore invited to faculty/staff meetings and are on the college email distribution lists. As a result, they are aware of what is going on at the campus and also get to know community college staff. When case managers encounter a problem with a student services office, they can easily walk over to the office to quickly resolve the problem. Additionally, colocation makes it easier for customers to report problems and quickly get help to resolve them. When the One-Stop is located on campus, customers can easily stop by with questions or problems and inform the case manager about these as early as possible. This is especially true for customers who rely on public transportation. Since the customers are already on campus, they do not have to travel to another location to meet with their case manager. While it is not considered colocation, often a community college representative will work on site at the One-Stop one or two days a week. The college representative is available to answer questions that customers interested in training at the community college may have. For example, in Luray, Blue Ridge Community College (BRCC) had a representative work on site at the One-Stop one day a week. The representative met with customers interested in training and provided information on training programs, financial aid, etc. This arrangement increased collaborations between the One-Stop and BRCC and greatly benefited One-Stop customers.

4.4 Factors that Inhibit Collaboration

In addition to factors that enhance collaboration between One-Stops and community colleges, staff at both organizations discussed factors that inhibit collaborations. All of these factors stem from the fact that the goals and procedures of community college and One-Stop systems do not align in a number of ways.

As noted throughout this report, community colleges have a large academic function, which focuses on either preparing students to earn an associate's degree or transfer to a four-year college or university. Because of this focus, community colleges are structured like other institutions of higher education. For example, they offer courses on a semester basis, most programs take two years to complete, and their student support services (billing, advising, etc.) are set up around this structure. One-Stop customers, however, are not typical college students and have different needs, responsibilities, and preferences. Customers are generally not looking for an associate's degree or transfer to a four-year institution. Instead, they are seeking to start a training program quickly after unemployment, attend a short-term training program that will build skills, and return to work as quickly as possible. A few One-Stop respondents suggested that community colleges should alter their structure so they can serve One-Stop customers, as well as traditional community college students. For example, it was suggested that instead of the semester system, more entry points during the school year should be created. While for-credit programs are generally tied to the semester schedule, most non-credit certificate bearing programs have the flexibility to create multiple entry points during the academic year. Most of the community colleges we visited employed this practice. Another suggestion was to condense programs to less than two years. Finally, it was suggested that student support services, especially billing, should be adapted to serve One-Stop customers.

A few One-Stop respondents suggested that the community college should be able to work outside the normal process when working with One-Stop customers. For example, if a One-Stop customer is enrolled in a course that has been paid for with WIA funds and the student

fails to attend the course; some community colleges will not refund the WIA funds to the One-Stop because the college's policy is to not refund students' tuition if they fail to attend the course. However, some One-Stops feel that the WIA funds should be returned despite this policy. During the visits, we did not find any community colleges that employed this practice.

Because the community college system is designed to serve students seeking an academic goal, it is often difficult to serve One-Stop customers who are seeking an upgrade in skills and a quick return to work. This misalignment of systems often hinders collaboration between One-Stops and community colleges.

5. LESSONS LEARNED

This section summarizes the findings and lessons learned from the site visits that were conducted between April and November, 2010. In Section 5.1, we summarize what we learned that may be of use to One-Stop Career Centers in increasing the effectiveness of the training they provide, as well as in strengthening their relationship with community colleges. In Section 5.2, we summarize what we learned that may be of use to the workforce development divisions of community colleges to improve the effectiveness of training provided to economically disadvantaged adults and dislocated workers. In Section 5.3, we summarize what we learned that may be of use to the Employment and Training Administration and SWAs that administer WIA programs.

These subsections are primarily based on what we were told during our site visits and what we could directly observe. Because this study is not based on rigorous technical analyses, we cannot guarantee that respondents' comments are completely accurate, but by and large the comments are consistent with existing statistical evidence. Thus, while we believe the information we provide is sufficiently sound to act upon, it nevertheless would be worthwhile to more rigorously test the accuracy of the statements made to us. In Section 6 of this report, we propose additional studies that could be conducted by USDOL and/or ED to obtain the type of information that could be used to further improve WIA and other federally supported training programs administered by community colleges and other training providers.

5.1 Lessons Learned for Increasing the Effectiveness of One-Stop Career Center-Funded Training

5.1.1 Provide Assistance to Help Customers Enter Training Programs Quickly

All of the One-Stops that we visited provided similar screening and counseling before issuing ITAs, similar monitoring of recipients' progress while in training, and similar tracking and assistance for finding jobs after training was completed. One of the few noticeable differences

in the delivery of these services was the extent to which One-Stops provided help to customers to avoid having to enter remediation before taking the career-oriented courses that were most likely to improve earnings.

In all cases, customers were tested and, based on the test results, were counseled about how to find programs that matched their academic skills, work experience, and interests. However, in a few cases, an attempt was also made to determine if low test scores were due to lack of recent practice in using the skills being tested or to never having mastered those skills. If it was determined that low scores were due to simply being rusty, customers were given the opportunity to use a variety of software packages that would act as short-term refresher courses. In most cases, staff was available to give some assistance in using the software and provide extra tutoring, but most customers were able to make effective use of the software largely on their own.

These self-paced mini-courses were made available mainly at some One-Stops but also at some community colleges. There was close to unanimous agreement that this additional screening and assistance substantially reduced the amount of time and funds needed to complete career-oriented programs, without adversely affecting on-the-job performance. Most often the tutorials facilitated quicker entry into programs that had already been selected, but in some cases they made it practical for customers to select more rigorous programs than they otherwise would have entered.

At several sites, a major effort was made to survey what software was available and then acquire and test some of the most promising packages. Most notably, the Pueblo One-Stop obtained a special ARRA grant that included funds to conduct the survey and acquire software. It would be well worthwhile for all One-Stops to obtain information from other One-Stops that have acquired this kind of software about what works best for different individuals. USDOL also could compile this information for easy access.

5.1.2 Locate One-Stop Career Center Staff at Community Colleges

While the services provided by One-Stops were very similar, the location of where the services were provided differed substantially. In most cases One-Stop customers had to visit offices that were not located on college campuses to obtain various services, including applying for ITAs. In those cases, most of the customers knew of the One-Stop's existence because of information provided as part of the collection of UI benefits or TANF or as a result of referrals from other social service agencies. However, in several cases, One-Stops located offices or staff on community college campuses. In these cases, a broader range of students were able to find out about the services One-Stops offer and make use of them. Having more applicants would raise the effectiveness of training because more students would receive some valuable services that are in very short supply at community colleges, even if they did not get ITAs.

Having One-Stop staff on campus greatly facilitated constructive interactions between ITA recipients attending a community college and One-Stop staff. At the most basic level, it made it easy for ITA recipients to file bi-weekly attendance reports and take care of other routine business. But far more important, it made it easy for students who may have been having problems receiving the help they needed.

Another major advantage of having One-Stop staff on campus was that they could work with college administrators to deal with problems concerning registration for classes and payments for tuition or books. One-Stop staff also works with instructors to help them understand what paperwork they need to file and provide them with an easy way to report problems.

It was widely agreed that there were major benefits to having One-Stop staff on campus, but it also was felt that the benefits were greater the more heavily ITAs were used – and the greater the proportion of ITAs that were used at the specific community college where One-Stop staff were located. In some cases, too few ITAs were issued for use at any one community college to justify the cost of having One-Stop staff on campus. In addition, some One-Stops did not have

the resources to have an office on a college campus or even place staff there part-time. Similarly, some community colleges did not have the space to provide an office for a counselor, let alone an entire office. Nevertheless, it would be highly worthwhile for One-Stops that do not presently have staff on a community college campus, where there is a large number of ITA recipients, to investigate if that would be possible. Even having staff visit one afternoon every other week might be of considerable value, however we did not see this type of collaboration during the site visits.

5.1.3 Improve Collaborations with Community Colleges

Developing relationships with community colleges can go well beyond having One-Stop staff colocated at community colleges (or having community college staff routinely visit One-Stops). It can include working together to determine what types of career-oriented programs are needed to provide workers with the skills required by local employers to foster long-term growth; and also to develop and recruit individuals for specialized training programs. There is general recognition that developing these relationships is highly valuable and largely depends on making the personal contacts to foster cooperation. In some cases, these relationships were initiated by One-Stop or community college staff, but in other cases they were facilitated by broader coalitions that were convened by WIBs or by locally-led economic development agencies. There is no question that joint development of career programs led to improving course offerings with existing funds, but in several notable cases it also led to securing grants that permitted the creation of highly innovative programs that would not otherwise have been possible. In general, these programs required a concerted effort to identify local needs, local assets, and potential funding sources, which were of value even when grants were not obtained.

The grants for innovative programs were lauded as being exceptionally effective by the trainees and by the employers that needed skill workers. We saw several examples of such programs funded with ARRA grants. For example, a program in Knoxville helped community colleges to

save the jobs of industrial engineers, and a program in Pueblo offered training at diverse sites over an exceptionally large region using semi-trailers converted into mobile classrooms. Other programs were supported with state grants to provide training to meet highly specialized needs, such as a program to train automotive designers to design pipelines and refineries using software similar to that they were already familiar with.

We observed that when collaboration was present, the whole was substantially greater than the sum of its parts. One-Stops and community colleges were each able to use their expertise to make major contributions. One-Stops provided information about what types of workers were likely to want to participate in new programs, assist with recruiting those workers, and provide supportive services such as job search assistance. Community colleges provided the instructors, classrooms, and equipment needed for the training.

5.2 Lessons Learned for Increasing the Effectiveness of Community College Training

Community colleges provide programs to meet the needs of highly diverse sets of students. Providing short-term career-oriented training of the type needed by One-Stop customers is only one element of a community college's broader mission. Moreover, ITAs represent a small fraction of a typical college's revenue, even when community colleges receive the majority of One-Stop training funds.

Nevertheless, there was widespread agreement that the effectiveness of career-oriented community college programs can be substantially increased if care is taken to ensure that the programs are in high-demand fields where completers are likely to rapidly obtain good jobs. Thus, information about local demand, which is often provided by One-Stops (and SWAs), can

play an important role in deciding what courses should be offered. A notable example of using LMI provided by a One-Stop was in Jacksonville.⁷

Moreover, while community colleges have many long-standing programs that serve students and employers well, such as those in allied health and information technology, LMI provided by One-Stops and SWAs can greatly help the workforce development divisions of community colleges respond to rapid shifts in demand, such as those that recently occurred when there were widespread layoffs of experienced workers with particular skill sets or when a large new firm moves into an area or there is a major expansion of an existing firm.

There was strong support for having a cohort of students enter the program at one time and take all, or almost all, of the courses together. This type of program was lauded for establishing “learning communities,” where students can learn from each other and for eliminating the need for older students to navigate through a college registration system that often makes it difficult to get the courses needed at precisely the right time. It was widely agreed that this approach would be particularly beneficial to One-Stop clients who generally have been out of school for long periods and often have weak academic skills. We are not suggesting that One-Stops arrange for groups of customers to select the same program. It makes sense for customers to select the program that is right for them, but they should keep in mind that the way programs are organized matters a great deal. Many would best be served by programs that use the cohort or learning community approach.

⁷ The director of the career division of The Florida State College at Jacksonville routinely obtained information from Florida’s excellent data warehouse about the employment and earnings of students completing different community college programs. He used this information to expand programs where outcomes were especially positive and contract programs where outcomes disappointing. Over an 11-year period there were major shifts in course offerings and enrollment that were coupled with large increases in the percent of students obtaining credentials and obtain training-related jobs. While Florida was the only state we are aware of that routinely makes these data generally available other states have the capacity to provide this information. Moreover, there was exceptionally strong support from virtually all workforce divisions and chairs of career-oriented programs for gaining access to this information.

5.3 Steps USDOL and SWAs can take to Increase the Effectiveness of One-Stop Career Center-Funded Training

5.3.1 Improve Performance Measures and Standards

As noted above, while One-Stops are mostly federally funded, they are locally administered which provides a governance structure that allows the organization substantial discretion to carry out their mission and tailor their programs to meet local needs. Most commonly, a non-profit organization is responsible for providing training and other intensive services. These organizations are typically selected by WIBs based on a competitively awarded performance-based contract. WIBs, in turn, have substantial discretion to set goals for balancing core services, intensive case management, and intensive training, as well as balancing the priority given to serving workers with different characteristics. However, what was striking about our site visits was the importance attached to meeting USDOL's performance standards. Indeed, the single most striking differences between the way One-Stops and the career-oriented divisions of community colleges operate is that One-Stops were far more focused on ensuring that customers receive training-related jobs following training than were the career-oriented divisions of community colleges.

This difference in focus stems from the measures and standards that One-Stops are required to use versus the way the performance of career-oriented divisions of community colleges are evaluated. In general, community colleges know whether their curricula meet the needs of local employers, and whether program completers are able to perform on the job. Community colleges typically do not know the extent to which students obtained jobs or increased their earnings. Moreover, community colleges tend to decide what courses to offer based on a benefit-cost analysis, where the benefits are the revenues generated (not the benefits accruing to students) and the costs are the cost of providing the courses.

Thus, USDOL has a very powerful tool for ensuring that One-Stops provide the greatest amount of help to ITA recipients. But this powerful tool is a two-edged sword: if the measures and

standards are well crafted, they can dramatically reduce administrative costs and increase the value-added of WIA-supported training; but if the measures and standards are poorly crafted, they could do the reverse.

5.3.2 Reward Excellence

Once measures of true excellence in performance are available, it would make sense to create large monetary rewards and sanctions based on performance, much as is currently done in performance-based contracts that are awarded to the organizations providing intensive WIA services. The big difference in using accurate value-added measures rather than those currently employed is that current measures can create perverse incentives that prevent providing aid where it would do the most good. (See for example, Jacobson's *Strengthening One-Stop Career Centers: Helping More Unemployed Workers Find Jobs and Build Skills* for details description of perverse incentives and ways they can be removed.)

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Thus, a new system for allocating funds could create powerful incentives to serve customers well by rewarding One-Stops that substantially help their customers and sanctioning One-Stops that fail to help their customers. Instead, virtually all WIA funds are awarded based on the needs of the local residents. About 80 percent of the funding going to One-Stops is awarded by a formula that takes into account poverty rates and unemployment, and 10 percent is reserved for special circumstances, such as major plant closings. A small amount is awarded based on merit, but it is widely believed that losses due to poor performance generally are offset by use of the governor's discretionary funds.

In addition to substantially increasing the funds available to be allocated on the basis of effectiveness through use of accurate performance measures, our observations suggest that it would be highly worthwhile to reserve substantial sums for special projects based on competitive awards at the national and/or state level. While increasing the total amount of funds available to One-Stops offering innovative collaborations would generate high returns, we recognize that fiscal constraints might preclude doing this. Thus, a more realistic alternative

is to allocate more funds based on merit, especially through competitive grants, and less funds through need-based formula. We saw many highly innovative programs, but most of these were funded through special competitive grants, often made available using ARRA funds. It strikes us that having a large competitive grant program (with accountability provisions similar to those in Race-to-the-Top) would serve two highly useful purposes: (1) it would generate many good ideas for better serving WIA customers that otherwise could not be tested; and (2) it would foster close cooperation between One-Stops and community colleges by creating powerful incentives (cash rewards) for the two groups to work together to develop high-return training programs that otherwise would not exist.

5.3.3 Improve Certification of Fields and Specific Programs Where ITAs Can Be Used

There was widespread agreement among One-Stop and community college officials that it would be highly beneficial to have an effective system to certify programs and providers that provide high quality training as eligible to receive ITAs. However, we heard many complaints that the SWAs charged with the responsibility of making these certifications – adopted processes that were so cumbersome that some excellent service providers did not feel it was worthwhile to become certified; failed to adequately identify training that would lead to higher wages in high-demand occupations; and failed to avoid certifying training providers that did not perform well at the outset and to quickly remove those providers that subsequently did not perform well. Three of the key problems identified were that (1) insufficient attention was given to differences in employer demand across local labor markets; (2) data used to base decisions were not sufficiently up to date to drop fields that were no longer in demand and to add fields where demand had recently increased; and (3) insufficient data were used to identify training providers that did not perform well.

We suggest three possible fixes to these problems: (1) give greater discretion to One-Stops and community colleges to request waivers to allow specific customers to enter programs that are not generally certified (as we were told was possible for the Chicago WIB); (2) make feedback from One-Stops about certifications of fields, providers, and programs a key part of the

certification process; and (3) make better use of information from administrative records to determine completions, placements, and earnings of participants in specific programs (as we were told was made available to the Jacksonville WIB). In the longer run, it would be desirable for federal and state workforce agencies to work more closely with the organizations that accredit workforce training programs, to develop comprehensive measures and standards for accreditation.

6. RECOMMENDATIONS FOR FUTURE RESEARCH

In this section, we highlight potential future studies that we recommend be conducted by USDOL and/or ED to obtain the type of information that could be used to further improve WIA and other federally-supported training programs carried out by community colleges and by other training providers. Each of the four recommendations focuses on a strategy to obtain critically important information through a technically rigorous evaluation. In all four cases we advocate a strategy that takes advantage of the willingness of One-Stops and community colleges to voluntarily act as laboratories to identify ways to improve on-going activities as well as develop and test innovative ideas. The recommended approaches, including use of randomized control trials, are much in keeping with the approach that has been adopted by ED's the Institute of Education Sciences (IES) in conducting its large scale extramural research programs.⁸

6.1 Research that could further Increase the Effectiveness of Career-Oriented Training

In the preceding section, we presented action items that our site visits strongly suggest would substantially improve training outcomes and increase cost-effectiveness. Many of these items merit testing and evaluation by USDOL and ED through demonstration projects. Below, are our suggestions for four promising demonstration projects:

- Stimulating innovation through competitive grants that foster One-Stop and community college collaboration,
- Improving training outcome information to facilitate improved decision-making,
- Assessing the value of case management services and broadening their use, and
- Rigorously evaluating the community college career training programs.

⁸ See for example IES's Request for Applications—Evaluation of State and Local Education Programs and Policies CFDA #:84.305E February 1, 2010

In the following sections, we describe the benefits of these potential demonstration projects and sketch how these projects could be carried out.

6.2 Stimulating Innovation through Competitive Grants that Foster Collaboration

The basic notion here is that One-Stops and workforce training divisions of community colleges have a common interest in providing effective training but do not always work together effectively and often lack the funds to try out promising ideas. Offering substantial grants can stimulate these two organizations to pool their unique assets to develop innovative programs that have the potential to substantially increase the effectiveness of training. This idea is straightforward to implement and to some extent has already been tried using grants from the American Recovery and Reinvestment Act of 2009.

Importantly, the benefits of this grant program could go far beyond those accruing to the grantees. For example, by carefully evaluating the outcomes of these grants it should be possible to identify ideas worth expanding to other sites with similar needs. Also, by promoting collaborations on the grant applications among One-Stops, community colleges, and other local workforce development organizations, the grant competitions can stimulate the formation of mutually beneficial relationships that can carry over to other facets of workforce development. Finally, including evaluation components in these grant programs should stimulate developing data and analytic expertise that could be used to assess the merits of all of the individual components of One-Stop programs. In several cases we interviewed One-Stop accountability officials who felt that they could provide a lot of useful information for improved decision-making beyond that currently mandated for collection if they had additional resources to test alternative measures. Participation in a demonstration process could provide the flexibility to tailor measures for use in assessing the effectiveness of the demonstration as well as for other uses.

In short, a program that sets aside resources to competitively fund demonstration projects with clearly defined goals, that requires collaboration among One-Stops, community colleges, and other local groups interested in workforce development, and that has a research component which requires development and analysis of relevant data is highly likely to produce many ideas worth applying broadly. Even if many of the promising ideas cannot be funded immediately, the process of developing the proposals is likely to have very salutary effects by fostering cooperation among groups interested in workforce development and in making better use of the funds that are available. While ideally new funds would be made available for the grants, a more viable alternative might be to change the way available funds are allocated to provide more merit funding and less need-based formula funding.

6.3 Improving Training Outcome Information to Facilitate Improved Decision-Making

A demonstration program could be aimed at providing better information about the labor market outcomes of existing One-Stop and community college programs. The development of new information would build on efforts by USDOL and several grantee states (Workforce Data Quality Initiative⁹) to create databases that combine education and workforce data. The new grants would be aimed at having states and local entities actually use the data to develop measures suitable for assessing the strengths and weaknesses of specific programs. Such a program also could bring to fruition the WIA mandate for states to create training “report cards” that provide information needed by (1) training providers to make key decisions about which programs to expand and contract, (2) workers to decide which programs are best for them, and (3) employers to determine which programs provide training of value to their organization. In particular, use of benefit-cost measures typically used in net-impact

⁹ <http://www.dol.gov/opa/media/press/ETA/ETA20101511.htm>

evaluations would go a long way to providing the basic information policy makers would need for fact-based decision-making.¹⁰

We recommend that the training information demonstrations include the same components as the innovation grant demonstrations discussed above. The program would provide large competitive grants that have a high probability of meeting clearly defined goals; involve collaborations among One-Stops, community colleges' workforce development divisions, and other workforce development organizations; and include rigorous evaluations to assess how well goals were met.

The key difference compared with the innovation grants is that the information grants would describe (1) the goals that would be examined with new data, especially those related to labor market outcomes; (2) the measures that would developed; (3) how the measures would be created and used, and the strengths and weaknesses of the effort judged; and (4) how the evaluation would be executed.

In short, an information grant program would spur development of precisely the type of accurate information that should be the basis for making sound decisions by training providers and workers, but currently is not available, except in a few isolated cases. Moreover, filling this major gap is highly feasible by building on existing WIA and community college data systems. This information gap was identified as one of the most important steps that could be taken at the Federal and state level to improve training outcomes.

One-Stop and community college staff repeatedly noted that they can only do their jobs effectively if they have far more accurate and comprehensive information about the labor market outcomes of individuals completing training. In the few cases where high quality data

¹⁰ An example of how such a system could be developed is found in Hollenbeck, Kevin, Daniel Schroeder, Christopher T. King, and Wei-Jang Huang. 2005. "Net Impact Estimates for Services Provided through the Workforce Investment Act. Report to the Office of Policy and Research." October. Employment and Training Administration, U.S. Department of Labor, Washington, DC.

were available (e.g., Jacksonville), the data were used effectively. In many other cases, staff recognized that data systems were in place that could provide the required information, but felt the state was not doing nearly enough to make those data available. In some cases community college staff was not aware that data systems existed that could fill information gaps, but nevertheless expressed strong interest in acquiring high-quality labor market outcome information. Providing opportunities to rigorously demonstrate the value of having improved outcome measures, therefore, would stimulate interest in these efforts across the U.S. by making it clear how to develop those measures as well as by educating One-Stop and community college administrators and staff about their potential value.

6.4 Assessing the Value of Case Management Services for Community College Students

The potentially most potent demonstration program would examine the value extending the extensive case management services commonly provided to every One-Stop customer entering a training program to a broader group of career-oriented community college students, especially adults and dislocated workers, whose primary interest in attending a community college is to take short-term training designed to increase current and future earnings. We suggest that a demonstration program could be conducted where the same organizations providing One-Stop supportive services could be engaged to provide the same services to randomly selected disadvantaged adults and dislocated workers who attend community colleges and which did not receive ITAs (and thus are not receiving One-Stop intensive services). It would be particularly valuable to focus this experiment on Pell recipients since they are also a key target group for One-Stop ITAs and rarely receive comprehensive supportive services unless enrolled in WIA intensive programs.

Disadvantaged adults and dislocated workers would be an excellent target group for a number of reasons; specifically, they:

- usually benefit from case management services;
- tend to have no recent experience attending postsecondary institutions;

- frequently have to juggle school and family responsibilities,
- often did not do particularly well academically in high school but have career-oriented skills on which to build; and
- generally focus on completing career-oriented programs.

Thus, these groups are especially likely to benefit from selecting high-return career-oriented programs that can be completed rapidly.

In contrast, younger students who attend selective four-year colleges, or attend community colleges but have the qualifications to gain admission to four-year programs, have much more time to select courses of study, successfully complete a wide variety of programs, and have fewer financial and family responsibility constraints.

The Institute of Education Sciences already has a well-funded set of grant programs that could fund an evaluation of the type of experiment described above. But these programs do not fund the delivery of services. Some states or community colleges might be able to provide the resources, perhaps with help from foundations. Thus, it would be advantageous to specifically solicit proposals to assess the value of supportive services directed at community college students.

6.5 Rigorously Evaluating the Community College and Career Training Program

USDOL, working in partnership with ED, will issue a grant solicitation (SGA) for the \$2 billion Community College and Career Training Program (CCCTP). CCCTP is the Trade Adjustment Assistance Act program for community colleges and other institutions that received \$2 billion in funding in the Health Care and Education Reconciliation Act. Grants will be awarded by USDOL in the amount of \$500 million per year over a four-year period. USDOL is not expected to allow any of the funds to be used to pay tuition; instead grant funds would build the capacity of two-year colleges to reform their programs of instruction for adult learners.

These grants are expected to focus on the needs of employers in high-demand sectors, accelerated pathways, real-time training, and postsecondary programs that are offered and organized in ways that meet the needs of adults. The emphasis of these postsecondary programs must be on certificates and/or degrees that will result in meaningful employment based on local needs. More specifically, funds are to be used for development for degree programs that will have a benefit to trade-impacted workers if they choose to participate; however, programs will be open to all students. While partnerships are not the focus of the grants, there should be opportunities for partnering with community colleges in the development of these proposals for innovation and reform.

CCCTP provides USDOL with an excellent opportunity to rigorously evaluate many of the concepts discussed in this report. USDOL could require grantees to propose programs that meet the needs of the local environment (employers' needs, in-demand occupations, etc.), while at the same time requiring a rigorous experimental design where only a random sample of program applicants are selected to receive program services (treatment group). Furthermore, USDOL could require grantees to refrain from implementing their program until after an evaluation contractor has been selected by USDOL. This sequence will help ensure that the proposed experimental design suggested by the grantee meets the requirements of a rigorous experimental design evaluation. Given the expected timing of this SGA, USDOL is in an excellent position to rigorously address many of the issues discussed in this report.

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Appendix B – Literature Review

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APPENDIX A: CASE STUDIES

In this section, we provide detailed descriptions of the One-Stops and community colleges we visited. All statistics provided in this section were obtained from the U.S. Census Bureau. Information for each city was found using the following:

- Population from the 2009 population estimate,¹¹
- Race distribution from the 2006–2008 American Community Survey, unless otherwise noted,¹² and
- Poverty level from the 2006–2008 American Community Survey, unless otherwise noted.¹³

We summarize these demographic characteristics in Exhibit 9.

¹¹ http://factfinder.census.gov/servlet/SAFFPopulation?_submenuId=population_0&_sse=on

¹² http://factfinder.census.gov/servlet/ACSSAFFacts?_event=&geo_id=01000US&_geoContext=01000US&_street=&_county=&_cityTown=&_state=&_zip=&_lang=en&_sse=on&ActiveGeoDiv=&_useEV=&pctxt=fph&pgsl=010&_submenuId=factsheet_1&ds_name=null&_ci_nbr=null&qr_name=null®=null%3Anull&_keyword=&_industry=

¹³ http://factfinder.census.gov/servlet/ACSSAFFPeople?_event=&geo_id=01000US&_geoContext=01000US&_street=&_county=&_cityTown=&_state=&_zip=&_lang=en&_sse=on&ActiveGeoDiv=&_useEV=&pctxt=fph&pgsl=010&_submenuId=people_9&ds_name=null&_ci_nbr=null&qr_name=null®=null%3Anull&_keyword=&_industry=

Exhibit 9: Site Visit Characteristics

Site Number	Geographic Information		General Data		One-Stop Career Center Information		Community College Information		
	State	City	Unemployment Rate ¹	Number of CCs in Geographic Area ²	One-Stop Career Center Name	Number of ITAs/ Year ³	CC Name	Number Enrolled in CC Visited ⁴	Number of Certificates Awarded 2008–2009 ⁵
Site 1	TX	Amarillo	5.2%	1	Workforce Solutions Panhandle–Amarillo	525	Amarillo College	11,289	370
Site 2	IL	Chicago	9.4%	14	Chicago Workforce Center– Southwest Career Center	700	Richard J. Daly College	9,991	291
Site 3	MI	Detroit	22.6%	5	Detroit One-Stop Service Center–East	500	Henry Ford Community College	17,542	272
Site 4	TN	Dyersburg	11.6%	1	Tennessee Career Center at Dyersburg	not provided during visit	Dyersburg Community College	3,395	15
Site 5	VA	Fairfax	5.0%	2	Falls Church SkillSource Center	800	Northern Virginia Community College	46,619	249
Site 6	MA	Holyoke	11.8%	2	CareerPoint	not provided during visit	Holyoke Community College	7,473	184
Site 7	TN	Knoxville	8.1%	1	Tennessee Career Center at University Avenue	not provided during visit	Pellissippi State Community College	10,297	Data not available
Site 8	FL	Jacksonville	11.7%	1	WorkSource Career Services–Jacksonville	3,000	Florida State College at Jacksonville	28,877	Data not available
Site 9	VA	Luray/ Blue Ridge	6.7%	1	Harrisonburg Virginia Employment Commission Office	15	Blue Ridge Community College	4,883	45
Site 10	CO	Pueblo	10.6%	1	Pueblo Workforce Center	200	Pueblo Community College	6,592	563

Site Number	Geographic Information		General Data		One-Stop Career Center Information		Community College Information		
	State	City	Unemployment Rate ¹	Number of CCs in Geographic Area ²	One-Stop Career Center Name	Number of ITAs/ Year ³	CC Name	Number Enrolled in CC Visited ⁴	Number of Certificates Awarded 2008–2009 ⁵
Site 11	CA	San Jose	12.3%	9	Work2Future One-Stop–San Jose	400	San Jose City College	12,364	297
Site 12	WA	Seattle	8.7%	12	WorkSource North Seattle	not provided during visit	North Seattle Community College	6,524	596
Site 13	MA	Springfield	12.5%	2	FutureWorks Career Center	350	Springfield Technical Community College	6,782	171
Site 14	MA	Woburn	7.6%	7	CareerPlace	228	Middlesex Community College	9,516	120
Site 15	MI	Warren	15.6%	5	Michigan Works! Service Center	not provided during visit	Macomb Community College	24,376	819
Site 16	CA	Westminster	10.6%	20	Northern Region-Comprehensive One-Stop Center	800	Coastline Community College	11,231	90

CC= Community College

1 Preliminary Rate for September 2010. www.bls.gov

2 Indicated total public community colleges within 25 miles of site visit city.

3 These are estimates provided during the site visits.

4 Information from 2008-2009 school year from IPEDS.

5 Information from IPEDS.

AMARILLO, TEXAS. Amarillo is a medium-sized city in an otherwise rural area, located in ETA Region 4. The city has a population of 189,392, 74 percent of which is white and 12 percent Black/African American. A total of 15 percent of the population identifies as Hispanic. One in four people in Amarillo do not have a high school diploma; the city has a large low-income population, with 17 percent of individuals below the poverty level.

Workforce Solutions Panhandle is the administrator of nine One-Stops in the Texas Panhandle; we visited Workforce Solutions Panhandle-Amarillo. The average customer is a low-wage worker without a college degree. The Amarillo office we visited serves a highly diverse population that speaks languages including Spanish, Vietnamese, Laotian, and Farsi. Due to the recession, this One-Stop was serving more dislocated workers than previously. Many customers are interested in training; the One-Stop receives approximately 50 applications for training each month.

Amarillo College is a large community college that serves over 11,000 academic students per year. Most of the career programs are housed in the Career and Technical Education (CTE) division, but some are part of the Continuing Education division. The CTE programs are credit-bearing programs; the continuing education programs are non-credit. The CTE and continuing education student population is mostly white, with a growing Hispanic proportion.

Workforce Solutions Panhandle–Amarillo and Amarillo College have a strong partnership, mainly due to the personal relationships established between the staffs of the two organizations. In particular, if a problem with a customer who attends Amarillo College arises, the case managers know whom to call to resolve the problem at the college quickly and effectively. In addition, the dean of Career and Technical Education and the director of Workforce Solutions Panhandle have a good working relationship and serve on several boards together.

CHICAGO, ILLINOIS. Located in Region 5, Chicago has a population of over 2.8 million residents in ETA Region 5. Almost 40 percent of the population is white, 35 percent is Black/African American, and 28 percent identifies as Hispanic. Additionally, Chicago has a large immigrant population. Over 20 percent of Chicago residents live below the poverty line.

Chicago Workforce Center–Southwest Career Center is run by a non-profit organization that runs two of Chicago’s five comprehensive One-Stops. Four groups run One-Stops in Chicago. All have received competitive awards and all meet monthly with the city employees designated as the operating arm of the WIB. The Southwest Center is located in its own building on the campus of Richard J. Daley Community College. The population served is mainly lower income Hispanic and is a mixture of disadvantaged adults and dislocated workers. The One-Stop’s location greatly facilitates positive interactions with students, faculty, and administrators at Daley Community College. Many of its ITAs are used at Daley Community College, but there are over 1,300 certified training providers in Chicago, and customers are referred to a broad array of these providers, depending on customers’ attributes and interests.

Daley Community College is one of nine colleges in the Chicago city system. It has a president and advisory board, but many of the key decisions, such as which courses can be offered, what level of tuition and fees it can charge, and the level of salaries, are set by the chancellor for the system as a whole. The local WIB has representation from the city colleges. Daley Community College has a wide range of academic and career programs, but unlike many colleges does not have a separate CTE division and has a much smaller academic transfer program than most colleges we visited. The reason is that the academic preparation of its students is weak, and most students are interested in enhancing their career prospects.

DETROIT, MICHIGAN. Located in ETA Region 5, Detroit has a population of 910,921. The racial makeup of the city is 83 percent Black/African American, and about 10 percent white; 6 percent identifies as Hispanic. Detroit has many low-income individuals; over 33 percent of its residents are below the poverty level, which is the largest proportion in our study. Detroit is known for its large automotive industry, which has been especially hard hit by the recession.

One-Stop Service Center–East is one of four comprehensive One-Stops in Detroit and is the only One-Stop operated directly by the city. It serves a predominately low-income African American population, but it also provides services to nearby Dearborn, which has one of the largest concentrations of people from the Middle East in the nation.

Henry Ford Community College is located in Dearborn, which is the home of the International Headquarters of the Ford Motor Company. Henry Ford is unique among the colleges we visited because it is administered by the Dearborn Public School System. One of the oldest community colleges in the United States, Henry Ford originally provided continuing education and career-oriented courses to local residents, often to help them prepare for jobs with Ford or other automotive employers. Today, its course offerings are more typical of most community colleges, with a large number of students preparing to transfer to four-year institutions. However, the college still emphasizes career preparation and meeting the basic education needs of its immigrant population.

Collaboration between Henry Ford and One-Stops was not particularly close. In part this stems from the colleges association with the public school system and in part from One-Stop customers having an unusually wide range of training providers to choose from. As was always the case both organizations were aware of each other’s strengths and weaknesses and readily referred individuals using one organization to the other when appropriate.

DYERSBURG, TENNESSEE. Dyersburg is located in northwestern Tennessee, near the Arkansas border. It is a small town in a very rural area in ETA Region 3, with a population of 17,177 people. In 2000, 76 percent of residents were white, and 22 percent were Black/African American. In 2000, over 20 percent lived below the poverty line.

The Tennessee Career Center at Dyersburg is a small local office that serves a large number of customers. Last year, the center provided ITA training funds to 2,500 people. The One-Stop sees many customers with low education levels who are in need of retraining. The area used to have many industrial firms where individuals without high school degrees could earn a

sustainable wage. However, industrial jobs have been leaving the area, and former employees have few job opportunities. Unemployment is high in the area; it was about 10 percent when we visited.

Dyersburg State Community College (DSCC) is a small, rural campus that serves fewer than 3,500 students per year. The college does not have a Career and Technical Education division; rather, career-based certificate programs are woven into the academic programs. For example, there is a two-year EMT/Paramedic program that results in an associate's degree, and a one-year EMT/Paramedic program that awards a certificate. Similar certificate programs are found in other departments, such as Business and Technology. This department offers associate's degrees in all of its fields, but also offers certificates in many areas as well, for example, in electronic health records. The president of DSCC serves on the WIB.

DSCC is the administrative agency of WIA funds for the Tennessee Career Center at Dyersburg. Besides this administrative connection, the Tennessee Career Center and DSCC have a close relationship. The college president and One-Stop manager have both been in their positions for many years and have developed a very positive working relationship. The college president is very involved in workforce and economic development for the region and is committed to the One-Stop mission.

DSCC also seeks the One-Stop's input on new programs. For example, One-Stop employees provided feedback regarding program content and course curriculum throughout the creation of the EMT/Paramedic program. Case managers and One-Stop directors are most attuned to the challenges that One-Stop customers face and that information is valuable in developing a new program. Once the program had been established the One-Stop promoted the program to their customers. Additionally, local industry helped with the development of the EMT program; local EMTs were on the advisory board and provided some training equipment before DSCC could purchase their own.

One-Stop staff also noted that the Tennessee Technology Centers, which are public career and technical education providers that are part of the post-secondary education system in Tennessee, were used more often than local community colleges. The Tennessee Technology Centers have quality career and technical education programs and community colleges often do not feel the need to duplicate those programs. The Tennessee Technology Centers' system is set up to accommodate One-Stop customers' unique needs. The programs are short-term, they do not run on a semester basis, and they culminate in a certificate. Many customers and case managers find the Technology Centers to be a good fit for their needs.

FAIRFAX, VIRGINIA. Fairfax is a large suburb west of Washington, D.C., in ETA Region 2, with a population of about 25,000 people. More than 74 percent of the population is white, 16 percent is Asian, and 13 percent identifies as Hispanic. A total of four percent of the population is estimated to be living below the poverty line, which is the lowest proportion of the sites visited.

Falls Church SkillSource Center is a busy One-Stop that serves a diverse customer base. The area has a large immigrant population, and the One-Stop prepares by having materials in many languages, including Spanish, Farsi, Korean, Vietnamese, and Urdu. In 2009, SkillSource served over 60,000 customers and provided ITAs to 477 customers.

Northern Virginia Community College (NOVA) is one of the largest community colleges in the nation and has several campuses in Fairfax County, one of the nation's wealthiest counties, including one in Alexandria, which has a very diverse population. The academic division runs a large transfer program. There also are extensive basic education and leisure study programs which are housed in separate divisions. NOVA has a very large CTE division that is strongly focused on meeting the needs of local employers. A large expansion in allied health programs has occurred over the past 10 years, with the construction of a major clinic in Alexandria. Unlike some states, Virginia's community colleges are separately administered. NOVA receives substantial funds from the Commonwealth of Virginia for academic for-credit programs, but NOVA's president and board are responsible for all aspects of administration of the college.

Because CTE programs are not as generously funded by Virginia as are its academic programs, NOVA believes it is very important to gain the support of the employer community when developing its array of workforce programs. In addition, NOVA is heavily involved in Fairfax County economic development efforts, which are well funded and have been successful in attracting major companies such as Exxon-Mobil Corporation.

There was relatively little direct collaboration between NOVA and the One-Stop we visited. A key reason was that, unlike the situation in smaller cities and rural areas, the One-Stop was purely an operational arm of a larger network of One-Stops. The headquarters staff for One-Stop operations was collocated with Fairfax County Economic Development Agency in an office building several miles away. At the executive level there was considerable integration between economic and workforce development, but virtually all of the joint work was conducted at the executive office level.

HOLYOKE, MASSACHUSETTS. Holyoke is a small town in central Massachusetts, in ETA Region 1. Holyoke is located near Springfield (MA) and Hartford (CT), which are medium-sized cities. Holyoke's estimated 40,400 residents have a large Hispanic representation. While 89 percent of the population is white, over 46 percent of the population identifies as Hispanic. Almost 30 percent of the population is living below the poverty line.

CareerPoint was formed 15 years ago as a non-profit organization to run the One-Stop. It serves about 15,000 customers per year. Approximately 20 percent of its customers attend training programs. CareerPoint's articles of incorporation were written to include Holyoke Community College (HCC) as a partner; this framework has ensured that the college is continuously involved with the One-Stop.

HCC's Kittredge Center for Business and Workforce Development houses the non-credit workforce development programs. These are 1–2 year certificate-awarding programs in a variety of professional and technical areas. Approximately 4,000 students per year take courses in Business and Workforce Development. JumpStart, a program within the Kittredge Center,

provides short-term (12–16 weeks) training for unemployed individuals, but not One-Stop customers exclusively. Popular programs include Certified Nursing Assistant (CNA) and pharmacy technician programs. JumpStart works directly with local employers to create a program that will fulfill the employer’s needs and to place students in jobs upon completion. For a few programs, there are local employers that have committed to hiring all successful graduates of the program. Job placement at Holyoke Community College was typical of that at most of the colleges visited. The career-oriented programs at community colleges tend to have strong relationships with the relevant employer community and often provide internships and other contacts that directly lead to subsequent employment. However, these hiring arrangements tend to be informal and are not nearly as comprehensive as the case-management monitoring of job search and provision of services (such as review of resumes and job search strategies) that are commonly available to One-Stop customers.

CareerPoint and HCC have a good working relationship. Because HCC has been involved in CareerPoint since the establishment of the One-Stop, staffs at both organizations know whom to call to resolve problems quickly. Additionally, the two organizations frequently collaborate on grant applications.

KNOXVILLE, TENNESSEE. Knoxville is a small city located in northeast Tennessee, in ETA Region 3. The city has a population of approximately 185,100. The population of the city is 80 percent white and 16 percent Black/African American. Less than three percent of the population identifies as Hispanic. Over 23 percent lives below the poverty line.

The Tennessee Career Center at University Avenue is a One-Stop close to downtown Knoxville. During the 2008–2009 program year, the center had \$2.6 million in WIA funds for adult, dislocated, and youth services. The One-Stop has served a wide range of clients, especially in recent months due to the recession. The center saw an increasing number of dislocated workers who were previously making six-figure salaries and were laid off from major employers. When we visited in May 2010, Knox County had 8.4 percent unemployment, in

contrast to 10 percent unemployment for Tennessee as whole. At the time of our site visit, there were about 800 customers enrolled in intensive services.

Pellissippi State Community College (PSCC) is located outside of downtown Knoxville. The Business and Community Services Division provides non-credit/certificate programs, similar to a CTE division. One-Stop customers can take classes in either the Business and Community Services division or in the academic division. In 2008, the school served almost 1,600 certificate program students. Recently PSTCC received ARRA funding to create an industrial maintenance technology program. This is a two-year, full-time, cohort-style program, with tuition fully funded by ARRA, which leads to an associate's degree. This program is very popular with students who are looking to upgrade their skills and earn a degree. The president of PSCC serves on the WIB.

The Tennessee Career Center at University Avenue and PSTCC have recently worked together to create non-credit certificate programs. Often the One-Stop sees a need for a new program, and the Business and Community Services division can quickly put one together. For example, the Career Center asked the college to create a mechatronics program, which combines machinist and electrician skills. While the college covered the expense of creating the program, the Career Center provided valuable input regarding curriculum and program content throughout its development. Both organizations noted that personal relationships were key to their collaboration. Additionally, the One-Stop manager and the executive director of Business and Community Services work together on a number of economic development initiatives and ensure that the other is invited to new initiatives in the community. As in Dyersburg, many Career Center customers attend the Tennessee technology centers instead of the community college. The non-semester schedule and short-term certificate programs are ideal for many dislocated workers who wish to return to work quickly.

JACKSONVILLE, FLORIDA. Jacksonville is a large coastal city in northern Florida, in ETA Region 3. The 2009 population estimate was 813,518. Approximately 62 percent of the population is white, and 30 percent is Black/or African American. Over six percent of the population

identifies as Hispanic. Jacksonville also has a significant immigrant population. A total of 13 percent of the population lives below the poverty line.

WorkSource is the operating and fiscal agent for a six-county region around Jacksonville. We visited two WorkSource Career Services Centers in this area—the Jacksonville office, which is an urban location, and the Yulee office, which is a suburban location. WorkSource also has two or three case managers working full time on-site at each Florida State College at Jacksonville (FSCJ) campus. We met with the case managers on the North Campus, which houses most of the allied health programs. In program year (PY) 2010, WorkSource served more than 144,000 customers, 3,000 of whom received ITA funds to attend training. While these numbers are slightly inflated due to ARRA funding, all of the centers were busy prior to the additional funding.

FSCJ is a large community college with four campuses and three learning centers in the Jacksonville area. The college serves over 28,000 students per year. FSCJ has invested significantly in CTE programs; in fact, it is the fourth largest workforce development program in the country. FSCJ also has an atypical student population. Eighty-five (85) percent of its students are working adults, and less than 12 percent are first-time college students. The Florida Coast Career Tech division houses most of the CTE programs, which are divided among the four campuses. Each campus has its own career focus; for example, the North Campus, as mentioned earlier, houses the allied health programs.

Because FSCJ offers many CTE programs and caters to an older student population, it is a natural fit for the WorkSource Career Services Centers. In fact, about 85 percent of ITAs from WorkSource are used at FSCJ. The college has clearly found a way to serve One-Stop customers. Additionally, as mentioned above, One-Stop case managers are colocated at each FSCJ campus. In addition to providing visibility for WorkSource, this situation makes it easier for case managers to quickly resolve student problems. Because the case managers are a part of the college, they know whom to contact to resolve problems. Finally, students can easily contact their case managers while they are on campus; this helps to identify potential

problems. Together, FSCJ and WorkSource have created a collaboration that is helping One-Stop customers receive training for in-demand industries.

LURAY, VIRGINIA. Luray is a rural town in the Shenandoah Valley, in ETA Region 2. The 2009 population estimate is less than 5,000. In 2000, 92 percent of the population was white and six percent was Black/African American. Less than two percent of the population identifies as Hispanic. According to the 2000 Census, 13 percent of the population fell below the poverty line.

The Virginia Employment Commission (VEC) Office, located in Harrisonburg, has a small WIA component and is one of three comprehensive One-Stops within 50 miles of Luray. There is one WIA case manager who manages all of the WIA adult and dislocated customers. On average, about 15 customers attend training each year. The customer base has a low education level; most customers do not have high school diplomas. The customers are mostly white, but some are Hispanic or Black/African American. Blue Ridge Community College (BRCC) is a rural campus that serves fewer than 5,000 students per year. BRCC's Workforce Center houses the CTE courses and other non-credit certificate programs. These programs are ideal for One-Stop customers because they are short-term, do not run on a semester basis, and do not require remedial coursework.

The VEC and BRCC have a good working relationship. The WIA case manager has personal relationships with BRCC staff in many departments (Workforce Center, admissions, registrar, financial aid, etc.). The case manager knows whom to call to resolve problems quickly and can also call to check on the status of a customer. Additionally, a BRCC representative has an office at the One-Stop and visits once a week. The representative is available to answer questions customers may have about the college, such as financial aid and programs offered. Finally, the two organizations have started collaborating on grant applications. While funding is limited at the One-Stop, the case manager and BRCC staff has worked to cultivate a positive working relationship that best serves the customer.

PUEBLO, COLORADO. Pueblo is a small city in rural Colorado, in ETA Region 4. It is near Colorado Springs, south of Denver and just east of the Front Range of the Rocky Mountains. The 2009 population estimate is 104,877. A total of 74 percent of the population is white and 12 percent is Black/African American. Over 15 percent of the population identifies as Hispanic. Almost 22 percent of Pueblo residents are living below the poverty line. The workforce investment area that includes Pueblo is exceptionally large, extending west to the Utah border and south to the New Mexico border. The area served by Pueblo Community College also is very large, which is why the two organizations combined forces to develop training programs throughout the region and obtained a special grant to develop mobile labs (discussed below).

The Pueblo Workforce Center is an active One-Stop and is located in downtown Pueblo. The center provides ITA funding to approximately 200 adult and dislocated individuals per year. There is considerable need for employment services in the area. As we were told during our interviews, there are 13 job candidates for every open position in Pueblo. The Pueblo Workforce Center partnered with Pueblo Community College to obtain a three-year grant worth over a \$1 million to carry out several innovative programs. The Workforce Center was most heavily involved in developing integrated computer software designed to help customers (and staff) assess academic and vocational skills and then obtain on-line refresher courses that would help customers whose academic skills, especially in math, brush up their skills to the point they could pass the college entrance examines and avoid remediation.

There was widespread recognition in Pueblo and elsewhere that such a system made an enormous difference in terms of the ability of customers to rapidly complete career-oriented courses and obtain good jobs. In particular, it effectively overcame one of the central complaints voiced by One-Stop staff that was readily acknowledged as a problem by college career staff—requiring completion of prerequisites that delay or preclude obtaining training of value in the workplace, but do not materially affect performance on the job. One-Stops and community colleges would greatly benefit by adapting the system developed in Pueblo for their own use and the staff in Pueblo indicated that they would be happy to facilitate transferring the technology. It, therefore, would be well worthwhile for the USDOL to survey all One-Stops to

compile a list of similar innovations that would be readily transferable and widely disseminate this information.

Pueblo Community College is located outside of downtown Pueblo, in a suburban setting. The school enrolls over 6,500 students per year. The economic and workforce development division at Pueblo Community College is a fairly young program, less than 10 years old. The division aims to be a flexible entity that can quickly create non-credit customized CTE programs. Recently, PCC in conjunction with the One-Stop was awarded a Community Based Jobs Training (CBJT) grant. In addition to developing and enhancing existing curriculum programs, another goal of the grant was to increase capacity to delivery training. To meet this goal the division created a fleet of mobile learning labs, which are 48- foot trailers that are customized for different types of technical learning. For example, there is a welding mobile learning lab that contains all the essential equipment for teaching welding. The trailers are pulled to an employer's location when the college is providing contract training.

The Pueblo Workforce Center and Pueblo Community College have worked together most effectively on the CBJT Grant. This grant serves youth, underemployed and unemployed individuals, and incumbent workers. The grant focuses on job readiness, production skills training, and specialized skills training (welding, electrical maintenance, etc.). The Pueblo Workforce Center provides the job readiness piece, and Pueblo Community College provides the production skills and specialized skills training. The One-Stop also helps recruit and screen applicants for the grants.

SAN JOSE, CALIFORNIA. San Jose is a large city in northern California, just south of San Francisco Bay, in ETA Region 6. The 2009 population estimate is 964,695. San Jose has a large immigrant population. Approximately 49 percent of the population is white, and 31 percent is Asian. Over 31 percent of the population identifies as Hispanic. Less than 10 percent of the population is living below the poverty line.

Work2Future One-Stop—San Jose serves nine cities in Santa Clara County and seeks to upgrade the skills of its customers to become better job candidates. This area has experienced higher levels of unemployment compared to surrounding areas. Last year the One-Stop provided ITAs for approximately 400 adults and dislocated workers.

The San Jose/Evergreen Valley Community College District's Workforce Institute (Workforce Institute) is a unique organization. It is the entrepreneurial arm of the college district and provides CTE training and workforce solutions to the Silicon Valley area. In addition to providing contract training to employers, it also provides state-of-the-art training for One-Stop customers. For example, there is a simulation hospital at the Workforce Institute which contains medical simulation dummies, on which nursing and allied health students can practice medical procedures. After the simulation exercise is complete, students watch a recording of the exercise where instructors break down what happened. This post-simulation discussion is really beneficial to students as they can see how they react in high pressure situations. Furthermore, the Workforce Institute runs the workshops at the One-Stop and provides WIA services. At the Workforce Institute, CTE programs are organized exclusively for One-Stop customers and are tailored to their needs.

What makes the Workforce Institute unique is its level of collaboration with the One-Stop; the Workforce Institute is involved in almost every aspect of the One-Stop. In 2000, the Workforce Institute won a contract to run a few workshops at the One-Stop. Those were deemed very successful and now the Workforce Institute provides workshops to over 14,000 participants per year. The Workforce Institute ensures that the workshops it offers are of a high quality. The content is reviewed annually to ensure accuracy, the language is customized to the population within the workshop, and workshop instructors are reviewed on their performance annually.

A few years after the Workforce Institute won the workshop contract, it won a competitive bid to provide all of the case management and job placement assistance for adults and dislocated workers. Workforce Institute staff (viewed by the customer as One-Stop staff) provides all WIA services. Since the Workforce Institute was contracted, it has exceeded state performance

goals every year. The Workforce Institute and Work2Future One-Stop–San Jose have a level of collaboration that appears effortless and seamless.

SEATTLE, WASHINGTON. Seattle is a medium-sized city in ETA Region 6. The 2009 population estimate is 616,627. Seattle has a diverse population: 71 percent of the population is white, 13 percent is Asian, and eight percent is Black/African American. A total of 12 percent of the population lives below the poverty line.

WorkSource North Seattle is an affiliate One-Stop and is located at North Seattle Community College. Three years ago the One-Stop moved from a retail location four miles away to the community college campus as part of a pilot program to assess the value of collocation that, if successful, would be adopted statewide. The new space was smaller, and so the center changed from a comprehensive center to an affiliate center. Still, the center serves up to 400 core customers per day. The adult and dislocated worker WIA programs are contracted out to two local organizations, Pacific Associates and TRAC, which must meet certain performance measures in terms of customer job placement in order to maintain their contract.

North Seattle Community College (NSCC) is located north of downtown Seattle, in a suburban setting. More than 6,500 students attend NSCC each year. The NSCC Workforce Education office offers funding programs for people who need to enhance their basic skills or their professional/technical skills. The office screens students for eligibility for grant programs, provides funding, and offers assistance navigating the college system. One such grant is the WorkFirst program, a TANF-diversion program administered by the Washington Department of Social and Health Services (DSHS). TANF recipients that are eligible to go to school receive a referral from the DSHS representative and a member of the Workforce Education office brings in the TANF recipient to discuss their options. Together, the TANF recipient and the Workforce Education office create an education plan for the student. The ultimate goal of the program is to provide skills to TANF recipients so they can move off TANF.

There is a great deal of collaboration between WorkSource North Seattle and North Seattle Community College. First, as noted above, the One-Stop is colocated on the college campus. Second, the two organizations work together on grant programs. For example, in addition to meeting with the Workforce Education staff, TANF recipients enrolled in the WorkFirst grant also meet with their case manager at WorkSource North Seattle. Workforce Education staff and the case manager often work together to create the best plan for the student. Workforce Education staff also play a role in WorkSource workshops; a Workforce Education representative attends some of the workshops to discuss resources and programs available at local community colleges. Finally, Workforce Education, WorkSource North Seattle, and DSHS are working on a new integration model, and all three organizations plan to move into a new building called the Opportunity Center for Employment and Education, in May 2011. Although these organizations currently collaborate and work together in multiple areas, the goal of the new center is to create (what appears to be) one organization to the customer and integrate their services to improve efficiencies and best serve the customer.

SPRINGFIELD, MASSACHUSETTS. Springfield is a small city in central Massachusetts, in ETA Region 1, near the Connecticut border. The 2009 population estimate is 155,580. The town is diverse: 51 percent of the population is white, and 21 percent is Black/African American. Over 34 percent of the population identifies as Hispanic. More than 27 percent of the population lives below the poverty line. As we were told during our visit, FutureWorks serves more of the “hard to serve” population than any other One-Stop in Massachusetts.

FutureWorks Career Center is on the campus of Springfield Technical Community College (STCC) and has a high customer volume. The center has been in operation since 1996 and was the first One-Stop to open in Massachusetts. FutureWorks is run as a private non-profit organization. In 2009, the center served over 16,000 distinct customers and placed approximately 350 individuals in training.

Springfield Technical Community College (STCC) is the only technical community college in Massachusetts and offers many CTE programs. The Center for Business and Technology houses

the non-credit workforce development certificate programs. Approximately 3,000 students are enrolled each year. Most students are currently employed and are seeking to enhance their skills. Programs are not run on a semester basis, but start two or three times a year.

FutureWorks is colocated on STCC's campus, which is key to their collaboration. The two organizations have good working relationships and communicate on a regular basis. Additionally, STCC and FutureWorks have informational sessions in which each discusses new programs, financial aid information, and other updates. Staff at both organizations noted that location was important for their collaboration and for customers. When staff had questions, they knew the correct contact at the other organization. These organizations are working together to serve customers looking to upgrade their skills.

WARREN, MICHIGAN. Warren is a northern suburb of Detroit, in ETA Region 5. As in the case of Detroit, we were interested in Warren because of its large manufacturing industry. The 2009 population estimate is over 133,000. A total of 83 percent of the population is white, 10 percent is Black/African American, and four percent is Asian. Over 12 percent of the population lives below the poverty line, which is far less than in Detroit (33 percent).

Michigan Works! Service Center is one of five One-Stops in the Macomb/St. Clair Workforce Investment Area. It is one of the largest and the closest to Macomb Community College (MCC). Overall, the centers have about 200 employees. Thirty-five employees provide core services paid for with Wagner-Peyser Act funds and are contracted out to a non-profit organization. The remainder of the employees are employed by the WIB. About 25,000 customers registered with the One-Stops in 2000, and over 100,000 were registered in the past 12 months. About 5,000 customers are in training using ITAs and/or No Worker Left Behind (NWLB) grants. Each case manager usually oversees about 100 customers. Overall workload is especially large in this area because the NWLB program is administered through the One-Stops, and Michigan received a major increase in funding for training under ARRA. The One-Stops station two or three case managers at Macomb Community College to work with customers who have NWLB

or ITA grants, but individuals who want to receive core services or find out about intensive services have to go to the One-Stops that are located off-campus.

Macomb Community College (MCC), in Warren, is a large community college with enrollment of more than 20,000 students. It is nationally recognized for having an exceptionally large array of CTE programs, many of which are oriented to manufacturing, and a number specifically targeted to the automotive industry. MCC is located near the GM (General Motors) Technical Center, which prior to the recession employed 10,000 technically trained workers responsible for the overall design of GM cars and trucks, the components of the vehicles, and the associated production processes. Providing training for GM and its part suppliers as well as for several military logistics organizations in the area has been a major source of revenue. The recent recession has led to large declines in contract training and to huge increases in the number of laid-off workers taking courses at MCC. To a large extent, the declines in contract training were offset by Michigan's NWLB program, which provided up to \$10,000 each for tens of thousands of workers to develop new career-oriented skills. Macomb also operates one of Michigan's four technical colleges. In Macomb's case technical college funding was used to expand manufacturing-related programs. The college used these resources and special ARRA grants to establish a large "green jobs" program that covers refitting homes and offices to become more energy efficient as well as designing, building, and installing renewable energy sources such as windmills. In other cases the technical college was set up as part of an existing community college, but in at least one case it was a stand-alone entity.

Because of its long-standing capacity to provide high-tech manufacturing training of all sorts, this college had some of the most innovative dislocated worker programs we saw during the site visits. Besides the Green Jobs program noted above, a particularly striking program is one where former GM designers are taught to use computer software for designing petroleum refineries and pipelines. Finding workers with these skills has been a problem for the petroleum industry and was a skill the designers could rapidly pick up because the software was similar to that used to design cars and production processes.

WESTMINSTER, CALIFORNIA. Westminster is a small coastal city in Orange County, in ETA Region 6 about 35 miles south of Los Angeles. Westminster's population is just under 90,000. Almost 45 percent of the population is white, and 43 percent is Asian. Over 24 percent of the population identifies as Hispanic. About 10 percent of the population is living below the poverty line.

The Northern Region–Comprehensive One-Stop Center is one of two comprehensive One-Stops in the district. The office sees 1,000 new customers each month. In PY 2009, the One-Stops provided ITAs to nearly 800 customers. (This number is slightly inflated due to ARRA funding.) Coastline Community College (Coastline) is the administrative agency for the One-Stop. Under the Job Training Partnership Act (JTPA), Coastline was a training provider. Soon after, the WIB issued a Request for Proposal to administer the WIA program, which Coastline won. All WIA case managers that work at the One-Stop are Coastline employees who are funded through WIA.

Coastline is a medium-sized college, with five learning centers dispersed throughout its service area. Over 11,000 students attend the college each year. Coastline Community College started as a distance college in 1976 and since then has had a presence in the community, which makes it a natural partner for the One-Stop. CTE programs at Coastline are housed in the Career and Technical Education division and consist of for-credit courses.

Although Coastline is the operating agency for the One-Stop, the two organizations did not collaborate to an extensive degree. In order to be approved by the WIB to be on the ETPL, training providers are responsible for job placement of the students and must meet a placement rate each year. Both organizations noted that the process for getting a program approved for the ETPL is cumbersome and time consuming, which discourages the community college from seeking to get programs on the ETPL. Toward that end, only a few community college programs were on the ETPL.

WOBURN, MASSACHUSETTS. Woburn is a suburb north of Boston, located in ETA Region 1. Woburn's population is slightly below 40,000. Over 86 percent of the population is white, and

seven percent is Asian. A total of four percent of the population identifies as Hispanic. Just under six percent of residents are living below the poverty line.

The CareerPlace, a comprehensive One-Stop, has been in operation since 1996, when Middlesex Community College (Middlesex) applied to become the operating and fiscal agent. The CareerPlace is a high-volume center; in 2009 the center served 12,000 individuals. About 220 customers per year receive ITAs to attend training.

Middlesex is a suburban community college. Over 9,500 students attended Middlesex in 2009. The college's CTE programs are housed in the Community and Corporate Education division; this division offers contract training and career and professional training programs that lead to certificates. About 2,000 students per year enroll in a community education and training program. Because Middlesex is the operating agency of The CareerPlace, they are natural partners. At first, there were concerns that because of this relationship, all One-Stop customers would be sent to Middlesex for training. To respond to these concerns, an "integrity firewall" was created to ensure that the two entities remained separate. For example, The CareerPlace requires its customers who are interested in training to visit at least three training providers; this helps to ensure that the customer is choosing the best provider for his needs.

One benefit of this partnership is the ability to leverage resources. For example, the One-Stop noted that the key to their success is the One-Stops ability to use the administrative resources of the community college so that resources are not duplicated. The CareerPlace uses Middlesex's infrastructure (e.g., information technology, accounting, human resources). Additionally, the two organizations can easily and seamlessly share information on what is going on locally. For example, if the college is looking to develop a new program it can easily ask the One-Stop for LMI and other information that The CareerPlace has access to, but the community college does not. By sharing information, both sides are kept informed and the organizations can develop and plan for the future together. Recently, the two organizations have worked together for grant development and implementing grant-funded training programs.

APPENDIX B: LITERATURE REVIEW

One-Stop Career Centers

The Workforce Investment Act of 1998 (WIA) altered the workforce investment system by making it easier and less confusing for customers to access employment and training services. The new law created a less fragmented system in which job-seekers had a single point of access: One-Stop Career Centers. One-Stop Career Centers combine 17 programs from the Departments of Labor, Education, Health and Human Services, and Housing and Urban Development. One-Stop Career Centers provide a variety of core and intensive services to job-seekers, including: job search assistance, skills assessments, career planning and counseling, resume development, and training. The various programs at the One-Stop Career Centers cooperate and collaborate to develop a package of services that fit customers' needs. Currently, there are nearly 3,000 comprehensive and affiliate One-Stop Career Centers throughout the country.

In addition to serving the job-seeker, One-Stop Career Centers also work with local businesses and employers to help address their needs. Employers use centers mainly for job posting services; however, centers also provide such services as recruiting, pre-screening, testing, and training.¹⁴

While there is wide variation in the way One-Stop Career Centers operate, there is a growing literature on best practices that successful centers employ. These best practices include: consolidating case management, organizing services by function, cross-training staff, creating a common identity, ensuring access, and overcoming transportation barriers.¹⁵ By consolidating the intake process and case management, many centers have been able to reduce duplication of work. Centers have also been able to use information technology through shared networks

¹⁴ GAO Report. "Employers Found One-Stop Centers Useful in Hiring Low-Skilled Workers; Performance Information Could Help Gauge Employer Involvement." GAO-07-167. December 2006.

¹⁵ GAO, "One-Stop Centers Implemented Strategies to Strengthen Services and Partnerships, but More Research and Information Sharing is Needed," GAO-03-725 (2003), <http://www.gao.gov/new.items/d03725.pdf>. John J. Heldrich Center for Workforce Development, "One-Stop Innovations: Leading Change Under the WIA One-Stop System," (2002).

that store case management files. One-Stop Career Centers have also streamlined operations by organizing services by function. Many centers have created functional teams that consist of staff from different programs (i.e. a career resource team). A 2003 General Accountability Office (GAO) study on strengthening One-Stop Career Center services found that these functional teams improved service delivery by improving communication between programs.¹⁶ Effective centers have also cross-trained staff so that all employees are aware of the range of services that the One-Stop Career Centers provide.¹⁷

Community Colleges

In 2008, there were 1,045 community colleges in the United States enrolling millions of students, most of whom are different than students enrolled in four-year colleges.¹⁸ While it is generally assumed that four-year college enrollees all have graduation with a Bachelor's degree as their end goal, the same cannot be said for community college enrollees. Many community college students enroll after years in the workforce with a goal of obtaining specific workforce training. Other community college students enroll in order to transfer to a four-year educational institution. In terms of demographics, community colleges enroll larger percentages of non-traditional, low-income and minority students than four-year colleges. Additionally, community college students are more likely to take classes part-time and work during enrollment than their four-year college peers.

The faculty at community colleges also differs from their four-year counterparts. Community college faculty are more likely to be part-time or adjunct faculty, and have obtained a Master's degree as their highest level of educational attainment as opposed to four-year university staff (who generally have a Doctorate as their highest level of attainment).

¹⁶ GAO, "One-Stop Centers."

¹⁷ GAO, "One-Stop Centers." (2003). John J. Heldrich, "One-Stop Innovations."

¹⁸ Stephen Provasnik and Michael Planty, *Community Colleges: Special Supplement to the Condition of Education 2008* (NCES 2008-033), National Center for Education Statistics, Institute of Education Sciences, U.S. Department of Education, Washington, D.C., 2008.

Finally, community colleges tend to provide much greater coverage of different locations than four-year institutions. While many of the largest state universities are in small towns and rural areas, community colleges tend to be distributed roughly evenly with the population. Large cities tend to have a mix of public two-year and four-year institutions; it is much more likely that a resident of a suburb, small city, or rural area will have access to a community college than to a four-year college.¹⁹

Community colleges were first established with the goal of increasing access to higher education without burdening the existing four-year university system. Increasing access has remained a goal of community colleges, as evidenced by low tuition and unrestricted admissions policies. Since their creation, debate has existed about the effectiveness of community colleges in comparison to four-year institutions in increasing student outcomes, including labor market earnings. Some research has presented findings that community colleges do not increase earnings. However, other research has found that each year of credit at a community college equals a 5-8 percent increase in annual earnings.²⁰ These returns could be even higher for students who are trained and receive certificates or credentials in high-return fields (such as health related and professional programs).²¹

The earliest community colleges focused on transferring students to four-year colleges after they had completed basic education requirements. Over time, community colleges broadened their services to include vocational and workforce training, adult education, and contract training. This training role has expanded in more recent years as community colleges further develop their job placement and career development services. Each community college system operates its training program differently, however there are some commonalities. Many community colleges provide contract training, in which a local business can contract with the institution to provide a specified training curriculum. Other systems develop targeted occupations lists that are based upon local labor market shifts. Community colleges are in a

¹⁹ Provasnik, *Community Colleges*.

²⁰ Kane, "The Community College."

²¹ Louis Jacobson and Christine Mokher, "Pathways to Boosting the Earnings of Low-Income Students by Increasing Their Educational Attainment," Bill & Melinda Gates Foundation, 2008. Diana Furchtgott-Roth, Louis Jacobson, and Christine Mokher, "Strengthening Community Colleges' Influence on Economic Mobility," Economic Mobility Project, 2009.

unique position to address labor market shifts because they can offer non-credit courses which are easy to develop and deliver.²²

Intersection between One-Stop Career Centers and Community Colleges

For decades, federal job training programs have been created and implemented separately from education programs.²³ This disconnect has been harmful to the creation of a cohesive workforce development system. One-Stop Career Centers that partner with community colleges have the ability to create a comprehensive workforce development system. This section will address the interaction between One-Stop Career Centers and community colleges.

As a 2008 GAO study on community college and One-Stop Career Center collaboration noted, the degree to which community colleges are involved in the workforce development system varies.²⁴ One option is for community college officials to apply to a WIB and become the operator of the One-Stop Career Center. The study found that eleven percent of One-Stop Career Centers are run solely or jointly by a community college.²⁵ One advantage of this system is that community colleges that operate One-Stop Career Centers increase funding opportunities. Furthermore, community colleges already have an administrative infrastructure in place.²⁶ Community Colleges can also colocate staff at a One-Stop Career Center. This option improves communication between One-Stop Career Center and community college staff. Colocation is especially important in rural areas where public transportation is not readily available. The study found that 34 percent of community colleges co-locate staff at a One-Stop Career Center.²⁷

²² GAO, "Most Schools Use Both Credit and Noncredit Programs for Workforce Development," GAO-05-04, (2004), <http://www.gao.gov/new.items/d054.pdf>.

²³ Michael Gutierrez, "The Role of Community Colleges in One-Stop Career Center System. Four Case Studies," *National Coalition of Advanced Technology Centers Report 1*, 5(1997).

²⁴ GAO, "Community Colleges and One-Stop Centers Collaborate to Meet 21st Century Workforce Needs," 08-547, (2008), <http://www.gao.gov/new.items/d08547.pdf>.

²⁵ *Ibid.*

²⁶ Gutierrez, "Role of Community Colleges."

²⁷ GAO, "Community Colleges and One-Stop Centers Collaborate."

In addition to their direct involvement, the GAO study noted that community colleges are also indirectly involved with One-Stop Career Centers. Many community college officials sit on the state or local WIB. Additionally, community colleges often perform labor market analysis and outreach to ensure that programs are being created for high-need and high-return fields.²⁸

While many One-Stop Career Centers provide short-term training, they partner with intermediaries to provide the training lasting from two to nine months. Many successful centers partner with community colleges to deliver training programs and services.²⁹ In fact, community colleges are one of the most common training providers for Individual Training Accounts (ITA) clients; approximately 35 percent of individuals receiving job training through WIA are enrolled at a community college.³⁰ A 2003 report on partnerships for workforce investment noted that community colleges are suited to provide training for a variety of reasons. Some of these reasons include the fact that community colleges provide a large variety of programs, programs can be developed quickly in response to labor market fluctuations, students are eligible for the ETPL, and students can leverage their ITA funds to access Pell Grants.³¹

One-Stop Career Centers that successfully partner with community colleges often engage in a common set of best practices. Data sharing, especially of information on labor market fluctuations, and strategic planning help centers and community colleges create a common vision and goal.³² Additionally, partners that cross-train staff and create a “no-wrong door” approach (the idea that a customer could ask anyone in the center for assistance and be pointed towards appropriate services) generally have considerable success.³³

²⁸ *Ibid.*

²⁹ Bronwen Macro, Sherry Almandsmith and Megan Hague, “Creating Partnerships for Workforce Investment: How Services Are Provided Under WIA,” Final Report prepared for the U.S. Department of Labor by Berkley Policy Associates, (2003), http://www.berkeleypolicyassociates.com/index.php/work_project678.

³⁰ GAO, “Community Colleges and One-Stop Centers Collaborate to Meet 21st Century Workforce Needs.” Macro, “Creating Partnerships for Workforce Investment.” Executive office of the President Council of Economic Advisers, “Preparing the Workers of Today for the Jobs of Tomorrow,” 2009.

³¹ Macro, “Creating Partnerships for Workforce Investment.”

³² GAO, “Community Colleges and One-Stop Centers Collaborate to Meet 21st Century Workforce Needs.”

³³ *Ibid.*

While the current relationship between One-Stop Career Centers and community colleges is promising, a better relationship certainly needs to be developed. Several studies noted that federal and state adult education, job training and postsecondary education programs and policies are not adequately aligned.³⁴ A more comprehensive relationship between these intuitions is necessary for success. A key problem that reduces the ability of community colleges to provide career and technical education includes having a “capitation” system which provides fixed payments, usually from the state, for each person enrolled in a class without regard to the cost of creating that slot. Because CTE courses also involve use of well equipped labs for training in key fields such as health care, building trades, and computer science, the cost of a CTE slot is many times higher than the cost of an academic slot in the liberal arts or a remedial slot. (While engineering is considered a CTE field, science slots supporting technical training are not, but are equally expensive.)³⁵ To make matters worse, in some states CTE courses receive a lower capitation fee than academic courses.

Not providing funding proportional to cost leads community colleges to cross-subsidize their programs—encouraging students to sign up for low-return liberal arts courses in order to offer more high-return CTE or science courses. Not only do community colleges have perverse incentives to encourage low-return training, but they also lack resources and rewards for effectively counseling potential students so that they take high return courses that they are likely to complete.³⁶ A key contributing factor here is that the capitation fee is paid based on enrollment, not completion, and the fee is the same for basic and advanced courses.

Other problems affecting use of community colleges by One-Stop Career Center clients is that courses tend to start at only three points in each year and programs are not set up to make it easy to take a group of related courses at the same time. In contrast, for-profit CTE providers tend to start courses at more frequent intervals and, perhaps most importantly offer a sequence of inter-related courses that allow unemployed workers to quickly build sufficient skill

³⁴ Holzer, “Strong Students, Strong Workers.” Gutierrez, “Role of Community Colleges.” Julie Strawn, *Policies to Promote Adult Education and Postsecondary Alignment*, National Commission on Adult Literacy, 2007.

³⁵ Furchtgott-Roth, “Strengthening Community Colleges.”

³⁶ Furchtgott-Roth, “Strengthening Community Colleges.” Louis Jacobson, “Strengthening One-Stop CareerCenters: Helping More Unemployed Workers Find Jobs and Build Skills,” *The Brookings Institution Discussion Paper 2009-01*, 2009.

to enter new high paying fields. Finally, while unemployed and employed workers make up a substantial fraction of all community college students, only a small fraction of these students receive counseling and training vouchers from One-Stop Career Centers. Unfortunately, One-Stops lack the resources to increase the number of workers receiving these services. Thus, community colleges do not have all that much to gain from establishing strong relationships with One-Stops.

To date, only a handful of studies have examined the relationship between One-Stop Career Centers and community colleges. Given the potential importance of this relationship, our work will further illuminate best practices and lessons learned from One-Stop Career Center-community college partnerships.

Above, we provided a brief description of One-Stop Career Centers, community colleges, and the relationship between the two systems. In the following section, we provide a more comprehensive review of the available literature on this subject.

APPENDIX C: ANNOTED BIBLIOGRAPHY

In this section, we present an annotated bibliography of the literature on the public workforce development system, community colleges, and the interaction between One-Stop Career Centers and community colleges. First, we provide the literature on the workforce development and One-Stops. Next, we present the literature on community colleges. Finally, we present the literature on the interaction between One-Stops and community colleges. Where available, we present the abstract from the selected article/report; where an abstract is not available, we summarize the key findings of the article/report.

Workforce Development System and One-Stop Career Centers

Balducchi, D.E., and A.J. Pasternak. "One-Stop Statecraft: Restructuring Workforce Development Programs in the United States." In *OECD Prague Conference, July 2000, Proceedings on Labour Market Policies and the Public Employment Service*, Paris, France: OECD Publications, 2001.

This paper traced the administration of U.S. workforce federalism and statecraft of the One-Stop Career Center movement. For almost 30 years, the U.S. workforce development structure has consisted of two separate systems, each with distinct political masters and stakeholders: a state employment security system operated through state Employment Services (ES) offices and a local job training system operated by areas. The dual federalism of the Roosevelt and Nixon eras in administering workforce development policy created a legacy of rival government philosophies. The two delivery systems were disjointed and sometimes in competition for jobless workers. During the Clinton Administration, a "third-way" approach to workforce development federalism was devised. It weds the two delivery systems into a single One-Stop Career Center delivery system without reapportioning political control of state ES and Unemployment Insurance (UI) programs and local job training programs. A number of issues impacting the delivery of services are discussed. For example, the authors argue that UI services are becoming physically detached from the One-Stop Career Center. In addition, while centralized telephone claims and Internet UI services may be efficient, failure to coordinate

them with the provision of UI eligibility reviews and reemployment services may mar the luster of the One-Stop Career Center solution. Also, without an adequate level of staff-assisted labor exchange services, self-services may foster a technocracy that is unresponsive to the needs of some jobseekers and employers.

Cohen, A., J.C. Timmons, S.L. Fesko. "The Workforce Investment Act" *Journal of Disability Policy Studies* 15, no. 4 (2005).

WIA authorizes a new workforce investment system that is rooted in the One-Stop Career Center concept, enabling customers to access a wide array of training, education, and employment services from multiple agencies at a single location. Because of the organizational change required by the legislation, including the important collaborations it has sought to create, assessing its implementation in terms of the relationships that have developed between agencies mandated to work together is crucial, particularly in regard to the potential to expand employment for individuals with disabilities served by the One-Stop Career Center system. Using Matland's analytic framework for policy implementation, which considers policy conflict and ambiguity, this article addresses WIA implementation in 3 states. Case study research in Maine, Minnesota, and Kentucky provides the opportunity to examine how certain characteristics of the legislation have affected WIA implementation and the collaboration of its partners. Implications from the research can help inform future reauthorization of the legislation.

D'Amico, Ron, and Jeffrey Salzman. "An Evaluation of the Individual Training Account/Eligible Training Provider Demonstration." Department of Labor/Employment and Training Administration, 2004 <http://wdr.doleta.gov/opr/fulltext/document.cfm?docn=6164>

WIA requires that, with certain exceptions, training services be delivered through the use of ITAs, which participants can use to procure the training of their choice, so long as the training program is on a state's eligible training provider (ETP) list. The basic premise of this initiative is to empower adults and dislocated workers to take control of their own career and training choices while providing them with the information and other supports that they need to choose wisely. Some of the findings highlighted in the report include: the development of ITA and ETP

systems in the demonstration states represented a tremendous mobilization of effort and resources—for example, in reviewing and processing vendors’ applications for eligibility, establishing procedures to measure vendor performance and track ITA expenditures, and developing software to display Consumer Report Systems. For this reason, the extra resources represented by the demonstration grant funds were, if not indispensable, certainly very appreciated and were put to good use everywhere; state and local-area flexibility is a key tenet of WIA, and this principle seemed to be clearly on display in the systems that we studied. Thus, although there are obvious broad similarities in the systems that are developing, states and local areas are making unique decisions regarding key features of ITA policies and ETP systems; similarly, customer choice is clearly apparent in the way that sites are working with customers to help them select training programs and vendors. This choice is structured within a framework that requires that customers undertake a careful assessment of their skills and abilities and conduct labor market and other research. To this degree, customers are making choices only after being exposed to a range of good information; the quality of the choices that customers are ultimately making is unknown. Nor is it known whether customers would benefit from more or less structured progressions through pre-training services and greater guidance and direction from their case managers.

Duscha, Steve, and Wanda Lee Graves. "The Employer as the Client: State-Financed Customized Training." Employment and Training Occasional Paper 2007-14, 2006.http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_resultDetails&pub_id=2345&mp=y.

State-financed customized training programs are clear examples of employer-focused public training systems. The programs have disparate origins, administrative arrangements, budgets, sources of funding, and program rules; however, each one views training from the perspective of an employer and sees training as an economic development enterprise. *The Employer as the Client: State-Financed Customized Training* is an analysis of customized training activities funded by state governments for the years 1989-2006. It serves as an update to ETA’s previous report on customized training that was released in 1999. Stakeholders interested in leveraging

funds from different sources to train more workers would find useful information in this report.

The Employer as the Client: State-Financed Customized Training is intended to provide a better understanding of how and to what extent states have funded training through customized training programs. It provides a history and background of how the programs began and evolved, along with descriptions of the programs' size and structure, service providers, funding mechanisms, and links to economic development, colleges and WIA. The report includes an analysis of trends in total spending (by states and by region), two-page descriptions of each state, as well as a brief case study of how the program operates in the State of California.

Executive Office of the President Council of Economic Advisers. "Preparing the Workers of Today for the Jobs of Tomorrow." 2009.

This report presents a projection of developments in the U.S. labor market over the next ten years. Topics include high-growth fields, the post-secondary education system, and training programs. The report found that the healthcare industry is expected to remain a large source of employment, while manufacturing, construction, and clean energy jobs will increase. Additionally, employers value well-trained workers who can think critically and solve problems. The report also noted essentials to a more effective system. Some of these include a kindergarten-grade 12 system that provides students with strong skills, coordination between training providers, employers, and education programs, and a stronger financial aid system.

Jacobson, Louis S. "Strengthening One-Stop Career Centers: Helping More Unemployed Workers Find jobs and Build Skills." The Brookings Institution Discussion Paper 2009-01, 2009.

This paper explores the role that One-Stop Career Centers play in helping the unemployed build new skills and find new jobs. Each year, One-Stop Career Centers provide about 15 million workers with information about the characteristics of available jobs, strategies to land the best possible new jobs, and the benefits and costs of enrolling in training programs. Such services

help workers rebound from cyclical and structural job loss in ways that foster long-term growth.

Unfortunately, One-Stop Career Centers have been hobbled by sharp reductions in funding and counterproductive federal performance measures and regulations. Since 1990, funding for services now provided by One-Stop Career Centers has fallen by 33 percent, while the labor force has grown by 23 percent and the probability of job loss has increased by 33 percent. As a result, many workers fail to get the help they need from One-Stop Career Centers—help that would substantially reduce their adjustment costs.

This paper proposes introducing new performance measures that would make better use of existing resources and thereby expand One-Stop Career Center capacity to help more workers. In addition, the new accountability system, which could rapidly be put into place at low cost, would increase incentives to provide the most cost-effective services, as measured by higher worker wages, increased tax revenues, and reduced taxpayers' expenditures for UI benefits. It notes that a key problem is that the current system does not accurately measure the returns to different forms of training for workers with different characteristics. As a result, One-Stops are not held accountable for ensuring clients have the information needed to select high return training programs they are likely to complete.

This paper also recommends increasing One-Stop Career Center annual funding from \$4 billion to \$8 billion in two phases. These expenditures would provide high-quality job search assistance and training to an additional 5.6 million job seekers. Of the additional \$4 billion required, \$2.5 billion could come from UI trust funds if laws were changed to permit cost-effective investments in active labor market programs. The remainder could come from permanent increases in WIA funding. These investments, when accompanied by a new accountability system, are estimated to return \$3.9 for every \$1 spent. Not only would they increase labor market efficiency by reducing unemployment, but also they would provide the more highly skilled workforce needed to spur economic growth when the current recession ends.

Jacobson, L., I. Petta, A. Shimshak, & R. Yudd. "Evaluation of Labor Exchange Services in a One-Stop Delivery System Environment." U.S. Department of Labor, Employment and Training Administration Occasional Paper 2004-09, 2004.

This report examines how the organization of public labor exchanges (PLXs) funded under the Wagner-Peyser Act changed as they became integrated into One-Stop Career Centers mandated by WIA. It also assesses the benefits and costs of the key service provided by PLXs—the direct referral and placement of job seekers to openings employers list with PLXs. A total of six states were studied. Three of the states studied—Colorado, Massachusetts, and Michigan—were selected because, at the point the study began, they were the only states that integrated Wagner-Peyser Act and WIA services into a single organization with a single local funding stream. The other three states studied—North Carolina, Oregon, and Washington—also were selected because they made major efforts to integrate services into local One-Stop Career Centers, but maintained the *traditional* division between state-run and staffed Wagner-Peyser Act programs, and locally-run WIA programs. The findings indicate that PLXs continue to provide valuable job-matching services by referring job seekers to openings employers list with PLXs. This study also shows that One-Stop Career Centers' governance affects PLX service delivery. In particular, the most effective One-Stop Career Centers have single managers who unify operations and seamlessly deliver services. In most cases, these managers' effectiveness is aided by having the authority to select staff and evaluate their performance. The authors also show that accurately tracking PLX referrals and placements is a major, and growing, problem that may dramatically affect perceptions about the effectiveness of PLXs. They describe several highly feasible ways to remedy tracking problems by using computer systems, such as those developed by Oregon, and by initiating surveys to supplement existing data systems that exclusively track delivery of One-Stop Career Center intensive services.

John J. Heldrich Center for Workforce Development. "One Stop Innovations: Leading Change Under the WIA One-Stop System." U.S. Department of Labor/Employment and Training Administration/Office of Workforce Security, 2002.

In August of 1998, Congress and the President enacted WIA, the first major piece of federal employment and job training legislation in more than 15 years. The law recognizes the

dramatic workforce and workplace changes that have taken place in the U.S. economy and responds to these with a vision of a workforce development system that is comprehensive and customer-focused.

This new system is intended to help all members of the workforce access the assistance with training they need to manage their careers, and connect U.S. companies to workers they will need. The drafters of WIA made customer service a key ingredient of the system, requiring that agencies become more flexible and adaptable, because change can come at any time. The centerpiece of WIA is the creation of One-Stop Career Centers in every area of the country, which are to be certified and overseen by local WIBs. As implied in their name, these centers are intended to offer job seekers and employers ready access to the many workforce development resources available in a local area. WIBs are responsible for making arrangements for both "mandated" partners (e.g. public employment service, vocational rehabilitation services, public assistance programs, etc.) and other desirable partners (e.g. community colleges, public school systems) to offer services through the One-Stop Career Center system.

In seeking to streamline and improve the nation's workforce development system, WIA has set an ambitious agenda that is potentially very broad and far-reaching. It challenges states and local areas to develop workforce development services that appeal to a broad cross-section of Americans by using, manipulating, and assembling the many different pieces into a coherent whole that will provide high quality, customer-focused services.

The U.S. Congress set July 1, 2000 as the date by which WIA would be implemented in all areas. During the Act's first year of full program implementation, the U.S. Department of Labor/Employment and Training Administration asked the John J. Heldrich Center at Rutgers University to identify, document, and disseminate information on innovative and promising practices supporting One-Stop Career Center systems operating under WIA.

The Heldrich Center staff and consultants visited 25 sites across the country to gather information on positive and inventive developments within the emerging One-Stop Career Center system for the purpose of sharing this information with the entire workforce development community. WIA is still a young program and many states and local areas are just beginning to put the pieces of this complex puzzle together to form a new system. The grand vision of WIA challenges even local areas that have been making steady progress for years towards comprehensive quality systems.

Macro, Bronwen, Sherry Almandsmith, and Megan Hague. "Creating Partnerships for Workforce Investment: How Services Are Provided Under WIA. Revised Final Report for "Understanding the Role of Intermediaries Under WIA"." U.S. Department of Labor/ Employment and Training Administration/ Office of Policy and Research, 2003. http://www.doleta.gov/reports/searcheta/occ/papers/merged_final_report.pdf

WIA was the first major overhaul of the nation's workforce development system in more than 15 years. Among other things, the legislation expanded opportunities for public and private entities to deliver employment and training services through the public workforce investment system. This study explores local workforce investment system variation and how local boards use non-profit, for-profit, educational, and governmental agencies to deliver WIA services. Study findings are based on case studies of sixteen local boards across eight states conducted between December 2001 and September 2002.

Mazzeo, Christopher, Brandon Roberts, Christopher Spence, Julie Strawn. "Working Together: Aligning State Systems and Policies for Individual and Regional Prosperity." Workforce Strategy Center, 2006.

This report details the fact that states are looking to strengthen their education and training programs by utilizing several strategies. One strategy is to focus training on economic sectors that promise job growth and economic development. Another strategy involves creating partnerships across institutional lines between educators, employers, social service providers, and state and federal government. The last strategy employed was developing policies that create incentives for these stakeholders to align and cooperate. This report provides examples

of states (Kentucky, Ohio, Washington, Oregon, and California) that have used these strategies to create comprehensive, state-wide collaboration between education and training programs. The report ends by defining the challenges and possibilities that state-level policymakers will face when creating an aligned system.

Stack T. and Stevens D. "Anatomy of a One-Stop: Baltimore City Eastside Career Center." Report Submitted to U.S. Department of Labor Employment and Training Administration, Occasional Paper, 2007.

This study probed beyond what many national, regional and state decision-makers already know about the delivery of workforce development system services supported wholly or partially from U.S. Department of Labor revenue streams. This report includes findings from on-site observations conducted in the Baltimore City Eastside Career Center (ECC), one of four One-Stop Career Centers managed by the Mayor's Office of Employment Development (MOED). The researchers found that most of the ECC customers observed and interviewed are African American adults, with more women than men represented in this customer base. In addition, the study revealed that few Latinos seek ECC services. Also, fewer businesses are aware of the full portfolio of services provided by the ECC.

U.S. General Accountability Office. *Employers Found One-Stop Centers Useful in Hiring Low-Skilled Workers; Performance Information Could Help Gauge Employer Involvement.* Washington, D.C.: U.S. General Accountability Office, 2006. <http://www.gao.gov/new.items/d07167.pdf>.

WIA required that many federal workforce employment and training programs for low-income individuals, the unemployed, and other job seekers provide their services through a streamlined delivery system. WIA also promoted greater employer engagement in this delivery system by, among other things, calling for it to help meet employers' workforce needs with services provided through One-Stop Career Centers. In 2005, GAO found that about half of employers were aware of their local One-Stop Career Centers. However, questions remained about how employers use them. In this report, GAO addressed (1) the extent to which employers, both large and small, hire their employees through One-Stop Career Centers; (2) the

extent to which these employers view One-Stop Career Center services as useful; and (3) factors that may affect One-Stop Career Center service to employers. To answer these questions GAO surveyed employers who had used the One-Stop Career Center system, visited eight One-Stop Career Centers, and talked to One-Stop Career Center and Labor officials.

Regardless of size, employers completing GAO's survey hired a small percentage of their employees through One-Stop Career Centers, and two-thirds of those they hired were low-skilled. About 80 employers who could provide estimates reported hiring about nine percent of their new employees through the One-Stop Career Centers, roughly 1,300 of their 14,500 hires in 2005. They also reported that about two-thirds of those hired were low-skilled workers, in part because they thought the labor available from the One-Stop Career Centers was mostly low-skilled. Employers told GAO they would hire more job seekers from the One-Stop Career Centers labor pools if they had the skills for which they were looking. Employers primarily used only one of the seven services generally available through the One-Stop Career Centers, but they generally viewed whatever services they did use as helpful. Most employers used the centers' job-posting service. Fewer made use of the One-Stop Career Center's physical space or job applicant screening services. Still, when employers did take advantage of a service, they generally reported that it was useful because it produced positive results, such as reaching more job applicants than would have applied otherwise. When employers reported that they did not use a particular One-Stop Career Center service, in most cases they either were not aware that the One-Stop Career Center provided the service, obtained it elsewhere, or carried through on their own. At least three factors may affect One-Stop Career Centers' service to employers. The first of these is the skill set of the labor pool. One-Stop Career Center officials said that their job candidates generally had either low skills or lacked the specialized skills needed by employers. The second factor cited by One-Stop Career Center officials is the limited number of staff available to serve employers. Staff at One-Stop Career Centers must serve both employers and job seekers with the staff and funding available to them. GAO believes that the fact that the Department of Labor collects limited information on employer engagement in the One-Stop Career Centers system is a third factor that may affect the level of

service to employers. While Labor collects information on employer satisfaction, this measure does not provide information on how employers use the system. Labor has said its new data collection system will include such information, but this remains to be seen.

U.S. General Accountability Office. *One-Stop Centers Implemented Strategies to Strengthen Services and Partnerships, but More Research and Information Sharing is Needed*, GAO-03-725. Washington, D.C., 2003. <http://www.gao.gov/new.items/d03725.pdf>.

To create a more comprehensive workforce investment system, WIA requires states and localities to coordinate most federally funded employment and training services into a single system, called the One-Stop Career Center system. This report examines how selected One-Stop Career Center have used the law's flexibility to implement their own vision of WIA and provides information on promising practices for (1) streamlining services for job seekers, (2) engaging the employer community, (3) building a solid One-Stop Career Center infrastructure by strengthening partnerships across programs and raising additional funds. In addition, it provides information on the actions the Department of Labor is taking to collect and share information about what is working well for job seeker and employer customers in One-Stop Career Centers.

Of the 14 One-Stop Career Centers in GAO's study that were identified as exemplary by government officials and workforce development experts, all had implemented a range of promising practices to streamline services for jobseekers, engage the employer community, and built a solid One-Stop Career Center infrastructure. The One-Stop Career Center GAO visited streamlined services for job seekers by ensuring access to needed services, educating program staff about all of the One-Stop Career Center services available to job seekers, and consolidating case management and intake procedures. In addition, all of the One-Stop Career Centers GAO visited used at least one of the following three methods to engage employers--dedicating specialized staff to work with employers or industries, working with employers through intermediaries, such as Chambers of Commerce or economic development entities, or tailoring services to meet specific employers' needs. To provide the infrastructure to support

better services for job seekers and employers, many of the One-Stop Career Centers GAO visited found innovative ways to strengthen program partnerships and to raise additional funds beyond those provided under WIA. Center operators fostered the development of strong program partnerships by encouraging partner collaboration through functional work teams and joint projects, and they raised additional funds through fee-based services, grants, and contributions from partners and state or local governments. While Labor currently tracks outcome data—such as job placement, job seeker satisfaction and employer satisfaction—and funds several studies to evaluate workforce development programs and service delivery models, little is known about the impact of various One-Stop Career Center service delivery approaches on these and other outcomes. Labor's studies largely take a program-by-program approach rather than focusing on the impact on job seekers of various One-Stop Career Center integrated service delivery approaches, such as sharing customer intake forms across programs, or on employers, such as dedicating staff to focus on engaging and serving employers. Further, Labor's efforts to collaborate with other federal agencies to assess the effects of different strategies to integrate job seeker services or to serve employers through the One-Stop Career Center system have been limited. While USDOL has developed a promising practices Web site to facilitate such information sharing, it is unclear how well the site is meeting this objective.

U.S. Government Accountability Office. *Workforce Investment Act: One-Stop System Infrastructure Continues to Evolve, but Labor Should Take Action to Require That All Employment Service Offices Are Part of the System*, GAO-07-1096. Washington, D.C., 2007.

In 1998, Congress passed WIA, requiring states and localities to bring together employment and training programs into a single workforce system, the One-Stop Career Center system. States have flexibility in how they provide these services—located within the One-Stop Career Center—through electronic linkage or referral. WIA did not provide funds to pay for the infrastructure costs, but programs must share the costs of operating One-Stop Career Centers. As Congress considers reauthorization of WIA, GAO assessed (1) the current composition of states' One-Stop Career Center systems and how this has changed, (2) what funds are primarily used to support states' One-Stop Career Center system infrastructure and how this has changed, and (3) the

extent to which states are monitoring customer satisfaction. GAO's work was primarily based on a 50-state survey of state workforce officials, updating work they previously did in 2000 and 2001. According to the GAO report: over the last four years, 19 states reported a decrease in the number of One-Stop Career Centers; often citing a decrease in funds as one of the primary reasons. At the same time, 10 states reported an increase, citing an increase in demand for services and an increase in on-site programs; while DOL has taken steps to encourage states to provide all ES through the One-Stop Career Center system, states have made only modest progress in bringing these systems together; WIA and Employment Service were the largest funding sources for states to support the infrastructure—the non-personnel costs—of their One-Stop Career Center centers. Of the two programs, states reported that a greater percentage of Employment Service funds than WIA funds were used for infrastructure costs. States also reported less reliance on other programs to support the infrastructure costs than in the past; nearly all states reported that they submitted customer satisfaction data to Labor for program year 2005. In addition, 12 states reported that they have established additional customer satisfaction measures beyond those required by Labor.

U.S. General Accountability Office. *Substantial Funds Are Used for Training, but Little is Known Nationally about Training Outcomes*, GAO-05-650. Washington, D.C.: U.S. General Accountability Office, 2005. <http://www.gao.gov/new.items/d05650.pdf>.

Congress passed WIA seeking to create a system connecting employment, education, and training services to better match job seekers to labor market needs. However, questions have been raised about how WIA funds are being used and, in particular, how much is being spent on training. Contributing to the concern about the use of WIA funds is the lack of accurate information about the extent to which WIA participants are enrolled in training activities. GAO was asked to determine (1) the extent to which WIA funds are used for training, (2) how local workforce boards manage the use of ITA and what challenges they have encountered, and (3) what is known at the national level about outcomes of those being trained. In its comments, the USDOL noted that some of GAO's estimates on training conflicts with their estimates. Labor's estimate of the number of adults trained comes from their database and includes only

those who had exited from the program. GAO's estimates represent a more complete and accurate picture than USDOL's because they are based on information obtained directly from the local workforce areas, include all funds spent or obligated for training, and count all adults who received training in program year 2003, not just those who exited the program.

Local workforce boards used an estimated 40 percent of the WIA funds they had available in program year 2003 to obtain training services for WIA participants. Nationally, local boards had approximately \$2.4 billion in WIA funds that were available to serve adults and dislocated workers during program year 2003 and used about \$929 million for training activities. The remaining funds paid for other program costs as well as administrative costs. GAO estimates that 416,000 WIA participants received training during the year. However, because some individuals may have received more than one type of training, this count may include some individuals more than once. Most of the participants received occupational classroom training purchased with ITAs, which are established on behalf of an eligible participant to finance training services. Most local workforce boards have developed policies to manage the use of ITAs, but many boards have encountered challenges in trying to implement their use. Local boards often require participants to complete specified tasks prior to entering training, such as gathering additional information on their desired occupation. In addition, they generally limit the amount of money participants can spend on training using ITAs and how long the training can last. Among the challenges encountered by local boards was the lack of good performance data on training providers making it difficult to determine which providers were most effective. Local boards in rural areas faced a different challenge--lack of nearby training providers. Little is known on a national level about the outcomes of those being trained. Certain aspects of Labor's national participant database have been found to be incomplete and unverified. Additionally, data generally cannot be compared across states or local areas because of variations in data definitions. GAO stated that Labor is taking some steps to address these concerns, but that the findings from this study reaffirm the need for a continued focus on resolving reported data quality issues.

Community Colleges

Coley, Richard J. "The American Community College Turns 100: A Look at Its Students, Programs, and Prospects. Policy Information Report." Educational Testing Service, Princeton, NJ, 2000.

As the community college reaches the century mark, this report takes stock of their evolution towards the diverse institution it is today. The paper aims to depict the diversity of today's community college students and the myriad of programs and activities offered by these institutions. In addition, it outlines some of the challenges that must be faced as these institutions expand their agendas in response to the needs of our modern world. This paper contains the following sections: (1) "The Community College," which provides some basic data about the American community college enterprise; (2) "The Students," which looks at their background characteristics, educational aspirations and admissions test scores, educational risk, and college involvement; (3) "Community College Programs," which explores college transfer programs, occupational/technical programs, developmental education, community services, and support services; (4) "Transfer and Articulation," which examines the transfer function and articulation agreements; (5) "Examining the Impact and Effectiveness of the Community College"; and (6) "A Look Ahead," which summarizes data that demonstrate the demands for community college education and training in the future.

Center for Community College Engagement. *Making Connections: Dimensions of Student Engagement (2009 CCSSE findings)*. Austin, TX: The University of Texas at Austin, Community College Leadership Program, 2009.

This study utilizes data from the Community College Survey of Student Engagement to examine the role that student connections to the college play in contributing to student success and degree attainment. It also provides statistics on community college enrollment by key demographics, enrollment, and attendance. The authors find that community colleges that foster connections from students to faculty, staff, other students, have greater success in terms of attainment and completion.

Dougherty, Kevin J., Rachel Hare, and Rebecca S. Natow. "Performance Accountability Systems for Community Colleges: Lessons for the Voluntary Framework of Accountability for Community Colleges, Report to the College Board." Community College Research Center, Teachers College, Columbia University, 2009. <http://ccrc.tc.columbia.edu/Collection.asp?cid=9>

Policymakers, higher education associations, blue-ribbon commissions, and researchers are calling for a greater focus on institutional accountability. Thus, the American Association of Community Colleges and the Association of Community College Trustees, in partnership with the College Board, have launched an effort to develop a Voluntary Framework of Accountability (VFA) for Community Colleges to ensure that the effectiveness and contributions of these colleges are properly measured.

To facilitate the development of the VFA, the College Board commissioned the Community College Research Center (CCRC) to undertake a study that would identify the performance measures that states are already using for their community colleges, explore how well those measures articulate with the data demanded by the Integrated Postsecondary Education Data System and the regional accrediting associations, and shed light on the experiences of state higher education officials and local community college leaders with the collection and use of state performance data. CCRC researchers therefore conducted a survey of state higher education officials and local community college leaders in 10 states and also reviewed publications by state agencies and national higher education policy organizations. This report discusses the study's findings and implications.

Furchtogott-Roth, Diana, Louis Jacobson, and Christine Mokher. "Strengthening Community Colleges' Influence on Economic Mobility." Economic Mobility Project, 2009.

Community colleges are an important avenue to upward mobility no matter the students' background, income level, or high school accomplishments. This report finds that an associate degree is particularly meaningful for low-income, high-achieving high school students--over half of whom transfer to a four-year college, and, of those who transfer, three-quarters earn a

Bachelor degree. In a time of high unemployment, community colleges are a critical stepping stone for people to increase their skills and earnings potential. The colleges also provide resources, including career counseling, to educate students about the classes and fields of study that have the potential for higher returns, such as health care and computer science.

Jacobson, Louis; Robert LaLonde and Daniel G. Sullivan. "Should We Teach Old Dogs New Tricks? The impact of Community College Retraining on Older Displaced Workers." *Federal Reserve Bank of Chicago Working Paper 03-25 (2003)*.

This paper estimates the returns to retraining for older displaced workers--those 35 or older—by estimating the impact that community college schooling has on their subsequent earnings. The authors' analysis relies on longitudinal administrative data covering workers who were displaced from jobs in Washington State during the first half of the 1990s and who subsequently remained attached to the state's work force. Their database contains displaced workers' quarterly earnings records covering 14 years matched to the records of 25 of the state's community colleges. The authors find that older displaced workers participate in community college schooling at significantly lower rates than younger displaced workers. However, among those who participate in retraining, the per-period impact for older and younger displaced workers is similar. They estimate that one academic year of such schooling increases the long-term earnings by about eight percent for older males and by about 10 percent for older females. These per-period impacts are in line with those reported in the schooling literature. These percentages do not necessarily imply that retraining older workers is a sound social investment. The authors find that the social internal rates of return from investments in older displaced workers' retraining are less than for younger displaced workers and likely less than those reported for schooling of children. However, their internal rate of return estimates are very sensitive to how we measure the opportunity cost of retraining. If we assume that these opportunity costs are zero, the internal rate of return from retraining older displaced workers is about 11 percent. By contrast, if we rely on our estimates of the opportunity cost of retraining, the internal rate of return may be less than two percent for older men and as low as four percent for older women.

Jacobson, Louis; Robert LaLonde, and Daniel G. Sullivan. "Estimating the Returns to Community College Schooling for Displaced Workers." *Journal of Econometrics* 125 (2005).

Studies show that high-tenure displaced workers typically incur substantial long-term earnings losses. As these losses have become increasingly apparent, policy makers have significantly expanded resources for retraining, much of which takes place in regular community college classes. To analyze the effectiveness of such training, the authors link administrative earnings records with the community college transcript records of workers displaced from jobs during the first half of the 1990s in Washington State. They explore several issues of statistical specification for regression models quantifying the impact of community college credits on earnings. These include (i) the need to allow for a transition period immediately after the end of workers' schooling when their earnings may be temporarily depressed, (ii) whether earnings gains are strictly proportional to credits earned, and (iii) how to model worker-specific unobserved heterogeneity. In their preferred specification, the authors find that the equivalent of an academic year of community college schooling raises the long-term earnings of displaced workers by an average of about nine percent for men and about 13 percent for women. However, these average returns mask substantial variation in the returns associated with different types of courses. On the one hand, the authors estimate that an academic year of more technically oriented vocational and academic math and science courses raise earnings by about 14 percent for men and 29 percent for women. On the other hand, they estimate that less technically oriented courses yield very low and possibly zero returns. About one third of the increase in earnings associated with more technically oriented vocational and academic math and science courses is estimated to be due to increases in wage rates, with the remainder attributable to increased hours of work.

Provasnik, S. and Michael Planty. *Community Colleges: Special Supplement to the Conditions of Education 2008* (NCES 2008-033). National Center for Education Statistics, Institute for Education Sciences, U.S. Department of Education, Washington, D.C., 2008.

This report describes developments and trends in higher education, focusing on community colleges. It provides information on community college characteristics and demographics on

community college students. In the 2006-07 school year, there were 1,045 community colleges that enrolled 6.2 million students. The report finds that community colleges enroll a diverse group of students, with various reasons for attending college. Community colleges also have larger percentages of nontraditional, low-income and minority students than four-year colleges.

U.S. General Accountability Office. *Most Schools Use Both Credit and Noncredit Programs for Workforce Development*, GAO-05-04. Washington, D.C.: General Accountability Office, 2004. <http://www.gao.gov/new.items/d054.pdf>.

The goal of most American workers--a well-paying job--will be increasingly linked to adequate training in the coming years. Such training will be key to competing for the 21 million new jobs the Department of Labor projects will be created in the 2002 to 2012 period. People already in, or seeking to enter, the workforce often turn to the nation's more than 1,100 public community colleges and technical schools to obtain needed skills. Nearly six million students were enrolled in for-credit courses in the fall term 2000 and millions more participated in noncredit courses at these schools. GAO was asked to examine: (1) the extent to which community colleges and technical schools are involved in remedial education and workforce training efforts as well as academic preparation activities; (2) how state and federal funding support these academic and training efforts; and (3) what is known about schools' efforts to measure outcomes, including the rates at which students graduate, transfer to four-year institutions, pass occupational licensing exams, and gain employment. The scope of GAO's review included a Web-based survey of 1,070 public community colleges and technical schools, 758 (71 percent) of which completed the survey.

The majority of community colleges and technical schools are offering a broad spectrum of academic and training programs--everything from traditional courses for degree-seeking students to remedial education and contract training customized for individual employers. In addition, 61 percent of schools offer noncredit occupational, professional, or technical training. States have long provided the greatest share of funding for public community colleges between 40 and 45 percent of schools' total revenue, while federal funding, exclusive of student financial assistance, has been much smaller about five percent. Most states provide more funding for

credit programs than noncredit programs. Most community colleges and technical schools track some education and employment outcomes for their students, but differences in state reporting requirements preclude aggregating these outcomes nationally. However, national studies of representative samples or cohorts of students conducted by the National Center for Education Statistics show that between half and two-thirds of community college students seeking some type of academic or occupational credential succeed in transferring to a four-year institution or earning a degree, license, certificate, or diploma within six to eight years of initiating studies. GAO's survey indicated that more than half of students enrolled in remedial and three types of basic skills courses completed them successfully.

Jacobson, Louis & Christine Mokher. "Pathways to Boosting the Earnings of Low-Income Students by Increasing Their Educational Attainment." Prepared for the Bill & Melinda Gates Foundation. 2008.

Attaining a post-secondary credential has become increasingly important for securing opportunities to get high-return jobs in the United States in the 21st century. Students from low-income families are underrepresented at every milestone in the educational pipeline, limiting their ability to attain post-secondary credentials and break the intergenerational transmission of poverty. This study seeks to identify educational pathways to high-paying careers that may improve social mobility. The authors assess the extent to which successful transit of these pathways is contingent upon students' educational preparation and performance. This study uses comprehensive data on the high school, postsecondary, and workforce experiences of every public school student in the state of Florida belonging to a cohort of 144,545 students in the 9th grade in 1996. Florida has one of the lowest high school graduation rates in the country, and thus faces particular challenges to increasing the educational attainment of its students. Key findings are summarized in three sections: (1) Effect of Education on Earnings; (2) Postsecondary Outcomes; (3) Differences in Earnings and Postsecondary Outcomes by Family Income. Findings lead the authors to believe that low-cost informational services would be highly effective in increasing course completion, credential attainment and earnings, thereby boosting the earnings of low-income students.

Jenkins, Davis. "Institutional Effectiveness and Student Success: A Study of High and Low Impact Community Colleges." *Community College Journal of Research and Practice* 31 (2007).

There has been little research on institutional effectiveness at community colleges. A key challenge is how to compare colleges that serve students with widely varying characteristics. Using transcript-level data on over 150,000 Florida community college students, we estimated the effect on the graduation, transfer, and persistence rates of minority students at each of the 28 Florida community colleges as a proxy for institutional effectiveness. The authors ranked the colleges based on these estimated effects and selected six colleges for field research – three that had a high impact on minority student success and three that had a low impact. The authors' fieldwork focused on a set of seven elements of institutional policy, practice, and culture that they hypothesized is important for promoting student success. The authors found that the high-impact colleges were more likely than the low-impact colleges to coordinate their programs and services to support student success. They also found that minority students were generally more successful in colleges that had support services targeted specifically to their needs. The study suggests that a more important factor for institutional effectiveness than adopting particular policies or practices is how well a college manages and aligns its programs and services to support student success.

Kane, Thomas J., and Cecilia Elena Rouse. "Labor-Market Returns to Two- and Four-Year College." *The American Economic Review* 85, no. 3 (June 1995).

This article examines the differences between labor market returns of two and four year institutions of higher education. Prior to this research, little was known about the returns to community college, despite the fact that community college enroll more than half of first-time first-year students. This report uses the National Longitudinal Study of the High School Class of 1972 and the National Longitudinal Survey of Youth data to estimate the returns. The authors found a similarity of wage differentials for two-year and four-year colleges.

Kane, Thomas J., and Cecilia Elena Rouse. "The Community College: Educating Students at the Margin Between College and Work." *Journal of Economic Perspectives* 13, no. 1 (Winter 1999).

The authors provide background on the history and development of community colleges in the United States in the last half century and survey available evidence on the impacts of community colleges on educational attainment and earnings. They also weigh the evidence on the impact of public subsidies on enrollment *at* community colleges and explore some weaknesses in the current higher-education financing structure. Finally, the authors reflect on how students who have been responding to the rise in payoff to education are to be absorbed by our postsecondary training institutions.

Leigh, Duane E. and Andrew M. Gill. "Labor Market Returns to Community Colleges: Evidence for Returning Adults." *The Journal of Human Resources* 32, no. 2 (1997).

In 1993 Kane and Rouse furnished evidence that enrollment in a two-year-or four-year-college program increases earnings by five to eight percent per year of college credits, whether or not a degree is earned. This evidence has provided the intellectual basis for policy recommendations to increase access by adult workers to long-term education and training programs, such as those supplied by community colleges. Yet to be answered, however, is the question whether these favorable return estimates hold for experienced adult workers who return to school. And Gill addresses this issue and finds that for both Associates in Arts (A.A.) degree and non-degree community college programs, the authors' results indicate returns that are positive and of essentially the same size for returning adults as they are for continuing high school graduates. Among males in nondegree programs, in fact, returning adults enjoy an incremental earnings effect of eight to 10 percent above that received by continuing students.

Prince, David and Davis Jenkins. "Building Pathways to Success for Low-Skill Adult Students: Lessons for Community College Policy and Practice from a Statewide Longitudinal Tracking Study" Community College Research Center, Teachers College, Columbia University, 2005.

In this report, Prince and Jenkins provide results on the progress and outcomes of low-skill adults in community colleges. The study uses student record information from the Washington State Community and Technical College System to track two cohorts of adult students 25 or older with at most a high school education who entered one of the state's community or technical colleges for the first time in 1996-97 or 1997-98. The study examines the educational attainment of the students in both cohorts as well as their earnings five years after they enrolled.

Key findings from this study include the following. Attending college for at least a year and earning a credential provides a substantial boost in earnings for adults who begin with a high school diploma or less. Short-term training, such as that often provided to welfare recipients, may help individuals get into the labor market, but does not seem to help them advance beyond low-paying jobs. Neither adult basic skills education by itself nor a limited number of college-level courses provides much benefit in terms of earnings. These findings, which are consistent with previous research, suggest that community and technical colleges ought to make taking at least one year of college-level courses and earning a certificate or other credential a minimum goal for all of the many low-skill adults they serve.

The study also finds that while hundreds of the low-skill adult students who enter Washington State's community and technical colleges are able to achieve this goal in five years, many more do not. The authors suggest that, to enable low-skill adults to achieve at least the threshold level of a year of college plus a credential, community colleges in Washington State and elsewhere should rethink and in some cases redesign their programs and services. The study provides guidance on the sorts of services that can increase adult students' chances of success.

Intersection between One-Stop Career Centers and Community Colleges

Aspen Institute. *Sector Initiatives and Community Colleges: Working Together to Provide Education for Low-Wage Working Adults*. Workforce Strategies Initiative Update, Issue 4, 2007.

This report examined how community colleges and sector initiatives (regional, industry-focused approaches to workforce development) are collaborating to assist low-income adults seeking education that leads to higher-wage employment. The report found that community colleges are taking steps to address common barriers that low-income adults face, such as addressing admissions barriers, meeting non-academic needs, and financing direct and in-direct educational costs. Furthermore, the report noted that community colleges are interested in providing services to increase the success of low-income students.

Gutierrez, Michael. "The Role of Community Colleges in the One-Stop Career Center System. Four Case Studies." National Coalition of Advanced Technology Centers, Waco, Texas, 1997.

This report studies how public community colleges in different states are approaching and fitting into the One-Stop Career Center System (OSCCS). The comparison study analyzes state and federal legislation to determine the following: OSCCS development; how OSCCs are involving public community and technical colleges; the different roles these colleges can assume within the OSCCS; and the pros and cons of OSCCS for these colleges. Chapter 1 addresses what is wrong with the work force development system. It covers the work force development system bureaucracy and creation of an integrated delivery system. Chapter 2 paints an historical picture of the work force development system in the United States. Chapter 3 covers the composition of the OSCCS. Chapter 4 depicts the history of public community and technical colleges and their role as work force development entities. It also compares the services of public community and technical colleges with what is required to function as a U.S. Department of Labor-approved OSCCS. Chapter 5 presents case studies of four states: Iowa, North Carolina, Oregon, and Texas, analyzing the role of public community colleges within the OSCCS in each state. Chapter 6 concludes the report and lists the following recommendations: pass federal block grant legislation; allow a sliding scale for services; market the OSCCS; link the

One-Stop Career Center, school-to-work, and skill standards development initiatives; and make community colleges the preferred provider of training services for the OSCCS.

Holzer, Harry J., and Demetra S. Nightingale. "Strong Students, Strong Workers: Models for Student Success through Workforce Development and Community College Partnerships." Center for American Progress, 2009.

Low-income youth and adults have less access to and lower rates of completion in higher education in the US than do others. What are states and local community college systems doing to deal with these problems? In this paper, the authors' review a wide range of efforts by community colleges and the states, with funding from private foundation as well as the federal government, to improve enrollments and completion rates among disadvantaged students. They review the extent to which such efforts are "proven" (based on rigorous evaluation evidence) or "promising" (with impressive outcomes that require strong evaluation). They then consider policies by states and the federal government that can advance opportunities for the disadvantaged in this area.

Strawn, Julie. Policies to Promote Adult Education and Postsecondary Alignment. National Center on Adult Literacy. 2007.

This report examines the current relationship between postsecondary education and workforce development institutions. The author finds that low-skilled and low-paid workers may benefit from postsecondary credentials that will allow them to support a family. Additionally, federal and state adult education, job training and postsecondary education policies are not properly aligned. Furthermore, adult students face challenges regarding financial aid, personal decisions, and family obligations that education and training programs are not equipped to respond to. The report recommends the following changes to the postsecondary education and workforce development relationship. First, states should track adults that utilize postsecondary education or training through their experience and into the labor market. Second, adult education and English language services should be combined with postsecondary education and training to increase credential attainment. Finally, financial aid policies should

be created to better assist low-skilled adults and employers should be encouraged to support employees seeking postsecondary education or training.

U.S. General Accountability Office. *Community Colleges and One-Stop Centers Collaborate to Meet 21st Century Workforce Needs*, GAO-08-547. Washington, D.C.: General Accountability Office, 2008. <http://www.gao.gov/new.items/d08547.pdf>

In the future, businesses will demand workers with higher-level skills and more education. Community colleges are key providers of career and technical training as well as traditional academic education. These colleges can also play important roles in the One-Stop Career Center system created by WIA, through which a variety of federally funded employment and training programs provide services. Given the importance of community colleges to workforce development, GAO examined (1) how community colleges meet the workforce training needs of their communities; (2) what community colleges do to integrate with the nation's One-Stop Career Center system; (3) the conditions or practices that enhance or impede these efforts; and (4) the actions the Departments of Labor and Education have taken to encourage linkages between community colleges and the workforce investment system, including One-Stop Career Centers. To address these objectives, GAO visited 20 community colleges, surveyed One-Stop Career Centers and their associated WIB, and talked to Labor and Education officials. Some of the findings documented in the report include: the community colleges that GAO visited developed various approaches and programs for career and technical training to meet the needs of industry sectors, individual employers, and certain types of students and workers. Community college activities include providing contract or customized training to the employees of specific employers; working with small businesses; and targeting training and education programs to specific populations, such as disadvantaged adults, high-school students transitioning to college, and One-Stop Career Center clients; many of the community colleges that GAO visited integrate with their One-Stop Career Centers by operating the One-Stop Career Centers, co-locating college staff at the One-Stop Career Center, and participating on WIBs; community college and workforce officials cited state funding and leadership as factors that help integration between community colleges and the workforce system but identified WIA performance system measures and WIA funding issues as impediments.