

COORDINATION IN WISCONSIN'S ONE-STOP JOB CENTERS:
AN EFFECTIVE DELIVERY SYSTEM OF
EMPLOYMENT & TRAINING SERVICES

By

Phyllis M. Day

A Research Paper

Submitted in Partial Fulfillment of the
Requirements for the
Master of Science Degree
With a Major in

Guidance and Counseling

Approved: 2 Semester Credits

Investigation Advisor

The Graduate College
University of Wisconsin-Stout
May, 2000

The Graduate College
University of Wisconsin-Stout
Menomonie, Wisconsin 54751

ABSTRACT

(Writer) Day (Last Name) Phyllis (First) M. (Initial)

Coordination in Wisconsin's One-Stop Job Centers:
(Title)
An Effective Delivery System Of Employment & Training Services

Guidance & Counseling Robert Wurtz 5/00
(Graduate Major) (Research Advisor) (Month/Year) (Pages)

American Psychological Association (APA) Publication Manual
(Name of Style Manual Used in this Study)

The purpose of this study was to determine conditions which facilitate coordination in the delivery of employment and training services to clients/customers in a one-stop job center. The researcher interviewed three directors of three Wisconsin one-stop job centers. Additional data were derived from reading documents relating to the implementation of the new legislation, the Workforce Investment Act of 1998, informal discussions with Wisconsin staff from the Department of Workforce Excellence, and the literature review.

The Directors were asked specific questions about the planning and implementation of the one-stop job center as it related to coordination of the many agencies partnering in this endeavor. The findings indicated that where key coordinating/planning teams were in effect along with direction from the state of Wisconsin and using their standards and the 1998 Workforce Investment Act guidelines, there was an effective delivery system of employment and training services.

TABLE OF CONTENTS

	Page
Chapter I Introduction	1
Statement of the Problem	4
Definition of Terms	5
Chapter II Review of Literature	8
Chapter III Methodology	23
Chapter IV Results	25
Chapter V Summary, Conclusions & Recommendations	30
Summary.....	30
Conclusions	31
Recommendations	33
Selected References	35

Chapter I

Introduction

What is work? Work has been described in many ways. According to Terkel, (1972) "it is man's search for daily meaning as well as daily bread, for recognition as well as cash, for astonishment rather than torpor". Terkel has discovered in his interviews with working people that there is a common attribute that goes well above and beyond the reward of a paycheck.

If Freud is right - "man's work at least gives him a secure place in a portion of reality in the human community". Work has the same connotation as employment in today's society. (Terkel, 1992)

Human resource agencies, educational institutions and the private sector are increasingly evaluating their ability to produce a workforce able to improve the standard of living and quality of life of future generations. Feller had accurately predicted that finding, attracting and developing quality workers would remain a priority throughout the late 1990's and into the 2000's, as employers tried to combat skilled labor shortages, meet changing worker expectations, upgrade their workforce, and build innovation and creativity into all organization. (Feller, 1991).

There are a multitude of agencies in Wisconsin delivering employment and training services. For many high school students, unemployed, persons on welfare and people making a career change, there is a need to coordinate and not duplicate these services in our communities. These different agencies offer a variety of activities such as assessment, skill training, job placement and support services. Many of these programs are supported with federal and state dollars. Due to budget reductions there is an even greater need to form partnerships in delivery of these services. Given the current emphasis on welfare reform the new wave of increases in minorities, current plant

closings and the need for skilled workers, our workforce stands to be stymied if agencies do not plan, form collaborative teams and work together.

Wisconsin has taken the leadership role in the establishment of a new entity called a "Job Center" or a "One-Stop Job Center" or more currently referred to as a "Workforce Development Center". These centers help job seekers and employers identify problems, design solutions, without becoming entangled in program definitions and boundaries. The goal of these centers is to provide easy access to a comprehensive array of employment and training related services. The centers are a vehicle for simplifying the current maze of fragmented employment and training programs by creating a coordinated information and service delivery area for both job seeker and employer.

Two important steps toward that end have come to be called "coordination", and "job center". Job Centers are the beginning of inter-program relationships. It is not just moving into a building together but it starts with steps that build understanding and trust and then moves on to discovery and pursuit of mutual goals for clients. (Dept. of Industry, Labor and Human Relations, Wisconsin, 1993)

Getting together a group of people from different agencies, all who bring a solution to help solve the workforce issue, satisfy clients and employer needs, possessing expertise in their field and incorporating their resources is an ideal goal. Will this happen with little effort? The answer is definitely no. Joining agencies with different program goals, with different individuals, with different management structures is not easy.

There are barriers preventing this coordination: The uncertainty of future funding schemes for employment and training programs, the inability to form collaborative teams in local areas, turf issues and varying pay scales and fringe benefits among partner agencies and time restraints for planning.

Many program operators come to the planning table with baggage of past working relationships. Many lack information about each program. It is a diverse group of people trying to change the delivery system of these programs. It requires the migration from a parochial view to an environment that "we're all in this together." It is this collaborative effort that needs to be emphasized. (Parker, 1994)

Laying the foundation for success demands committed involvement of all the key players. "A logical core group of players," according to the state of Wisconsin, "would consist of JTPA (Job Training Partnership Act) Program Administrative Entity" and more recently called, "WIA Board (Workforce Investment Act of 1998), Welfare to work program administrative agency, Job Service district, Job Corps, where it exists, Division of Vocation Rehabilitation and the local technical college district." Each of the above mentioned programs have their own master, structure and set of legislative and regulatory requirements, and program boundaries. Maximum effectiveness requires a total and dedicated commitment and a coordinated effort.

A review of the literature shows that the stronger the commitment to coordination existing among independent agencies within a Job Center the more effective the delivery of employment and training services. Studies have also shown that there is more effective use of resources when true coordination and collaboration is in effect. Therefore, the research hypotheses for this study is that where there is a high level of commitment to delivering employment and training services in a Job Center setting there will be a high level of coordination.

Statement of Problem

There is nothing easy about the reform that is shaping our new delivery system of employment and training services. There are many changes and challenges presented by the new legislation, Workforce Investment Act of 1998, requiring linkages between

organizations and services. There is nothing in the new media technology that fosters coordination. Media technology is designed to mediate communication - not collaboration or coordination. We use media technology to share an experience rather than create a shared experience. The true potential of coordination and collaboration is in human resources.

Purpose of the Study

The purpose of this study was to identify and describe conditions which facilitate coordination in the delivery of employment and training services to clients/customers in a one-stop job center. This study focused on those elements that constitute coordination as defined in the literature search and as defined by the "functional standards" set by the state of Wisconsin and informal interviews. This research focused on what is the function of coordination in the development of one-stop job centers and what unique qualities make a one-stop job center so effective. Currently there are 78 one-stop job centers in Wisconsin. The state of Wisconsin helped with guidelines in the planning and implementation of these centers but coordination requires a concerted effort.

The study focused on the following objectives:

1. What is the function of coordination in the development of Wisconsin one-stop job centers?
2. To determine through a series of interviews with staff from three Wisconsin Job Centers, the extent of coordination that existed during three phases of development, planning, implementation and to the extent it is currently existing.
3. To determine what characteristics and services make a one-stop job center effective in its delivery of services for clients.
4. To determine how the 1998 WIA legislation changed the delivery system of employment and training programs to clients/customers.

Definition of Terms

<u>Employment:</u>	the state of being employed
<u>Client:</u>	one who secures the professional services of another
<u>Collaborate:</u>	to work jointly with others especially in an intellectual endeavor. To cooperate with an agency or instrumentality with which one is not immediately connected. To labor together.
<u>Collaboration:</u>	The process in which employees at all levels work together, build consensus, and establish alignment and ownership, thereby producing self-esteem, mutual respect, trust, integrity, and positive organization results. Believed by some destined to replace hierarchy as the organizing principle for managing and leading in the twenty-first century.
<u>Collaborative workplace:</u>	A work environment in which the organization is led and managed by people working in teams but without team bosses, although one team member is typically designated the contact person or spokesman for the team.
<u>Coordinate:</u>	To put in the same order - equal in rank, quality, or significance. To bring into a common action, movement or condition.
<u>Coordination:</u>	The overall management function that integrates planning, organizing, directing, and controlling into a unified total.
<u>Cooperate:</u>	To act or work together with another or others. To associate with another or others for mutual benefit.
<u>Cooperation:</u>	The action of cooperating, common effort. Association of persons for common benefit. A dynamic social process in a community

setting in which mutual benefits outweigh the disadvantages (as competition) of crowding.

Cooperative: Marked by a willingness and ability to work with others. An enterprise or organization owned by and operated for the benefit of those using its services.

Commitment: An act of committing to a charge or trust. An agreement or pledge to do something in the future. Something pledged. The state of being obligated or emotionally impelled.

Core Partners: Mandatory members of the Local Coordinating Planning Team and job center management teams. Core partners include Job Service, Private Industry Councils/Workforce Development Boards (PIC/WDB), Wisconsin Technical College System Districts, Division of Vocational Rehabilitation (DVR), and Wisconsin Works (W-2). The term core partner is used interchangeably with "participating fund sources" and refers to those organizations and programs required to participate in a coordinated workforce development system. "Participating partners" include the core partners listed above and other organizations that serve customers through the job center system or are in other ways involved in the development and implementation of the local and/or regional workforce development and implementation of the local and/or regional workforce development system.

Customer: An individual seeking employment, training, and support services (including employed, underemployed and other incumbent workers) and to employers seeking workers and workforce development services.

<u>Capacity:</u>	The most efficient level.
<u>Agencies:</u>	A business that represents or acts on behalf of others.
<u>Job Center:</u>	A local or regional service site and an entry point for the workforce Development system. Job centers provide the services described in the Job Center Standards. These services are delivered to customers in a coordinated and non-duplicative way.

Chapter II

Review of literature

The purpose of this study was to determine conditions which facilitate coordination in the delivery of employment and training services to clients/customers in a one-stop job center.

The topic of Job Center or One-stop Job Center was not readily found. However, in broadening the search to include collaboration in management, organization effectiveness, maximizing staff resources and team and employment, the review became more extensive and inclusive of the term coordination.

The systems that were used were varied and included Eric, InfoTrac, ABI Inform, FirstSearch, Ebsco and Alta-Vista. The search did not discover any thesis on the topic of Job Centers. Information was received on Job Centers from the state of Wisconsin and the U.S. Dept. of Labor. and the state of Georgia. Interviews were conducted with staff from the Wisconsin State Division of Jobs and Training and currently called Wisconsin Department of Workforce Development.

The outcome of the search included the following topics:

1. Elements of working together as a collaborative team or partnership
2. Community agencies' inter-relationships

3. Characteristics of coordination
4. State of Wisconsin's role in job center formation
5. Effective programming using elements of coordination

The effort put forth in delivery of employment and training services will affect our lives, as well as the lives of our children. How can this immediate need be accomplished?

"It requires a back-to-basics, low-technology, hands-on process of integrated planning - collectively creating a plan that not only defines the functional interfaces and quality and cost parameters, but a plan that serves as a vehicle for team involvement, communication and, subsequently, commitment. Laying the foundation for success demands front-end involvement of all the key players in the development of plans, schedules, reporting and controlling mechanisms." (Kreztbom, 1995)

All that year, the animals worked like slaves.

But they were happy in their work: they

Grudged no effort or sacrifice, well aware

That everything that they did was for the

Benefit of themselves and those of their kind

Who would come after them. (Orwell, 1946, p.63)

This important description of planning is critical for any group that will work together. A buy-in to the total mission is necessary before the group can even understand where they are headed. Communication is critical, according to Keztbom, as this communication starts with determining goals and expected outcomes and focusing on the mission and determining key tasks and responsibilities.

It is reasonable to expect that planning and communication are two key elements of coordination. Based on a study done in Texas on effects of coordination on JTPA services to AFDC recipients, it was noted that coordination can be a fragile process

that can deteriorate quickly due to a change in personnel or agency operating environment. (Schexnayder, 1992)

The success of any mission takes work from the team. Calling a group of workers a team doesn't make a team. Americans are raised in a society that values individualism. Even the athletic teams we so admire give trophies to the most valuable player. The goal of working together in making decisions that benefit everyone is to do the following: continually remind members to keep goals and mission in mind, empower all active partners, respect diversity and share in responsibilities and in outcomes. (Caudron, 1994)

These principles can be applied to the inter-relationships of agencies working together on getting the workforce ready for the 21st century.

According to Healthy Companies, a non-profit group founded by the MacArthur Foundation in 1991, the health of a group working together has 13 dimensions: Open communications, employee involvement, learning and renewal, valued diversity, institutional fairness, equitable rewards and recognition, common economic security, people-oriented technology, health-promoting work environment, meaningful work, family and work-life balance, social responsibility and environmental protection. Some of these dimensions can be directly applicable to inter-relationship of agencies.

The emergence of community-based quality initiatives has been spurred by the growing realization that no organization can exist in isolation and issues facing organizations within communities to beyond the ability of any one organization to solve single-handedly. Lasting solutions require the initiative, involvement and collaboration of all stake holders within the community. (MacBride-King, 1994)

When you move into a collaborative situation every person involved needs to know the total project including tasks and goals. Sharing these goals by

planning and talking is human communication and is subject to various self-deceptions among the group. The equation "effective communication equals effective collaboration is wrong", according to Schrage. (p.29, 1992) To collaborate there needs to be a deeper shared interest with an emotional commitment to solve a problem, create or discover something. (Schrage, 1992)

"Collaboration creates a shared meaning between a process, a product or an event. In this sense, there is nothing routine about it. Something is there that wasn't there before. Collaboration can occur by mail, over the phone lines and in person. But the true medium of collaboration is other people. Real innovation comes from this social matrix". (Schrage, P. 33, 1995) Collaboration is a creative process involving equals and constantly reacting and responding to each other's desire to solve a problem, create something or discover. All these elements are working within the constraints of the expertise, time, money, competition and conventional wisdom involved. People collaborate because they do not know how to work alone. A communal mind can accomplish a great deal - can get a project from here to there. True medium of collaboration is other people - social matrix. A well-crafted collaborative environment integrates the intellectual virtues of print, video (appeal of T.V.) and information-manipulating powers of the computer. A computer was first developed by two people working together. Beautiful works were created by artists sharing, talking, arguing, comparing, etc. with each other.

A recent research study on the relation between group cohesiveness and performance pointed a strong relationship to commitment (a component of cohesiveness) and performance. (Mullen & Copper, 1994)

There is a connection of seeing dramatic changes in agencies or organizations by building commitment to the organization and its mission. There needs to be a passion and excitement surrounding the start-up of a new organization. "True commitment is only

possible if there is an emotional connection to the work or the work context." (Ashforth and Humphrey)

Wisconsin's strategy to systemize the delivery of employment and training services boils down to the formation of Job Centers. Job Centers are different agencies that collaborate to provide easy access to a comprehensive array of employment and training related services for both job seekers and employers. According to the Federal Government and the State Government, Job Centers are the answer to simplifying the current maze of fragmented employment and training programs. One-stop Job Centers integrate separate programs and funding streams to provide single points of access to the range of available services in a community. Since 1988, when four model Job Centers opened as pilot projects, there has been a growth to a total of 78 centers in the year 2000.

Duplication of services, as well as limited resources are increasingly eminent motives for coordinating. Other advantages of job centering include 1) better service in terms of not having to refer clients from one agency to another, 2) increased consistency and continuity of operations, 3) shared resources, 4) improved job placements, 5) make best use of public tax dollars. (State of Wisconsin Human Resource Investment Council Bulletin)

What are one-stop Job Centers?

Job Centers are places where publicly funded employment and training services are delivered to employers and job seekers. Services in this "one stop" center include: assessment, career planning, job search classes, job listings, employer services and labor market information. These services are provided in either a self, lite or intensive track, depending on the needs of the job seeker and the employer.

Who are the Job Center's Customers?

Every Job Center serves job seekers and employers. Job seekers can include:

* people who are working but looking for a better job as well as those looking for their first job

* people who are out of work

* people who have been receiving public assistance

* workers looking to upgrade their job skills

* people who need to improve their basic reading, writing, or math skills

* people who want to obtain information about career option

Customers can include employers:

* needing assistance with recruiting qualified job applicants

* needing information and assistance on entering job orders on electronic systems

* needing assistance with planning for workforce expansion or downsizing

* needing to access labor market information

* needing information on retention and post-employment support services for employees

What are one-stop Job Systems?

The Federal Dept. of Labor's WIA (Workforce Investment Act) interim final regulations indicate that a "One-Stop delivery system is a system under which entities or agencies responsible for administering separate workforce investment, educational, and other human resource programs and funding streams (referred to as One-Stop partners) collaborate to create a seamless system of service delivery that will enhance access to the programs' services and improve long-term employment outcomes for individuals receiving assistance."

The Job Centers are meeting the challenges of statewide labor shortages and working with state and local leaders to support and sustain the collaborative system that

has been created. On the federal level, the new Workforce Investment Act is being implemented which finally recognizes Job Centers in law.

Who are the Partner Agencies?

- * Job Service
- * the local Technical College
- * the local Workforce Investment Board, formally called the Private Industry

Council

- * Vocational Rehabilitation
- * the W-2 (Welfare to Work) reform agency
- * all agencies that deliver WIA title I programs
- * Senior Community Service Employment Programs
- * HUD Employment and Training Programs
- * Unemployment Insurance
- * Veterans
- * Adult Education and Literacy
- * Job Corps
- * (The eleven federally recognized tribes in Wisconsin may wish to participate,

based on programs which a tribal government operates)

What are WIA Partner Responsibilities?

1. Make available to participants through the one-stop delivery system the core services that are applicable to the partner's programs.

2. Use of portion of funds made available to the partner's program, to the extent not inconsistent with Federal law authorizing the partner's program to:

- * Create and maintain the one-stop delivery system
- * Provide core services

3. Enter into a memorandum of understanding (MOU) with the local WIA board in relation to the operation of the one-stop system

- * Description of services

- * How the costs of the identified services and the operating costs of the system will be funded, and

- * Methods for referrals

4. Participate in the operation of the one-stop system consistent with the terms of the MOU and requirements of the authorizing law.

5. Serve as a representative on the Local Workforce Investment Board

The Workforce Investment Act (WIA) was signed into law by President Clinton on August 7, 1998. Under the act, every local area is required to have at least one physical "full-service" one-stop center. The act further explains that this comprehensive physical center can be augmented by additional "electronic access points." The WIA challenges include the delivery of employment services be changed to respond to customers and offer customer satisfaction - not just compliance, bring rigor to the terms "partner", "cost-sharing", and "access" -- at both the state and local levels, and finally build performance partnerships -- achieving continuous improvement results for programs and the system. The WIA one-stop delivery system must have at least one physical center in each local area. The system may make programs, services, activities available via a network of :

- affiliated sites that can provide one or more of the programs, services, and activities to individuals; and,

- eligible one-stop partners in which each partner provides one or more of the programs, services, and activities and is accessible at an affiliated site that consists of a physical location or a

- technologically linked access point; and provides individuals information on the availability of the core services regardless of where the individuals initially enter the statewide workforce investment system.

Under WIA - Who gets what services?

Out of a possible 100 clients, approximately 80% get the core services of a one-stop job center, 20% receive the intensive services and 50% of that 20% need education and training services. A client doesn't always know what they need.

The core services are:

- initial assessment
- outreach, intake and orientation
- job search and placement assistance
- job vacancy listings
- labor market information
- information of supportive services
- information on filing for unemployment compensation
- follow-up including counseling for not less than 12 months

Many of these core services can be handled through a self-service approach.

The core services use less money to administer.

The Intensive services include:

- all of core
- assessment (comprehensive)
- individual counseling
- employability planning
- in-depth career counseling
- case management
- group counseling

- short term pre-vocational counseling including the development of learning skills, communication skills, interviewing, punctuality, personal maintenance skills and professional conduct. These services are at the next level of costs. There could be multiple agencies involved and client definitely needs more career exploration. The client needing additional services would then need the education and training services:

- skill upgrading and retraining
- on the job training
- classroom
- literacy
- GED
- ESL
- customized
- vocational training
- entrepreneurial training
- job readiness training

This delivery of services has shifted to self-service, group, and one-on-one from one-on-one service, group and then self-service under WIA. The Georgia Department of Labor divides up their clients into three levels. A Level 1 person is a client who can handle job search on their own but need a resource. In this case, the Georgia Department of Labor provides a computerized system with 30,00 positions available everyday. A Level 2 person needs some sort of one-on-one help (job search workshop, some resume assistance), while a Level 3 person needs a lot of help and intensive services. All services for all types of clients are covered by the core services required by WIA.

Wisconsin is leading the nation in providing workforce development services to its citizens. With its Job Center system local tools are in place to implement workforce

strategies to deal with such challenges as labor shortages and the need for training and life-long learning. Wisconsin's approach is simple:

- Job seekers can visit any center and find the services they need, whether they are a young person new to the workforce, an employed person looking for a better job, a person with a disability, an older worker, or a former welfare recipient.

- Employers can find qualified, trained workers and receive customized professional staff assistance to help meet all of their workforce needs.

Job seekers use the customer friendly "touchscreen" computers available in Job Centers to search for jobs on JobNet, a home-grown Wisconsin tool which is also available 24 hours a day on the internet. Weekly usage figures show up to 40,000 sessions over the internet and 12,000 sessions in the Job Centers. Employers can enter job orders and select qualified workers from JobNet or America's Job Bank, a national job search tool.

What are Wisconsin's Job Center Standards?

The 1999 Job Center Standards define and describe the minimum services and activities which job centers are expected to provide to all customers. The Job Center Standards are broadly stated to allow maximum flexibility in regional program design and local implementation of services. The standards state "what" is to be done. It is up to regional and local groups responsible for planning and implementation of job center services to decide "how" local plans and activities will meet the objectives contained within the standards. The following nine standards for Wisconsin's Job Centers have been developed by a state-local workgroup that included representatives from the state Division of Workforce Excellence, Division of Vocational Rehabilitation, Division of Economic Support, Wisconsin Technical College System and Continuing Education To Work.

Standard 1. Workforce Development Area (WDA) planning is driven by employer and job seeker needs.

Standard 2. Each Workforce Development Area has a collaborative planning structure for planning and implementing integrated job center services. The structure includes a WDA-wide team with representation from all core job center partners and other organizations as locally determined. Team members have the authority to act on behalf of the agencies they represent. The team uses the following information provided by the partner agencies to engage in WDA-wide planning:

- a. Service providers
- b. Resources available
- c. Populations served
- d. Performance expectations and outcomes

WDA-level planning meetings are fully accessible consistent with the Americans with Disabilities Act.

Standard 3. Partner agencies work collaboratively with local economic development organizations. Information is shared between partner agencies and local economic development organizations for addressing future workforce development needs (e.g., number and type of jobs being created, required skill levels, etc.) and brought to the WDA-wide team for regional planning.

Standard 4. Job seekers have access to services that will meet their needs including:

- a. Information on education, employment and training services available
- b. A listing of local service providers and whether the services are available on-site or elsewhere in the local area
- c. Initial eligibility information on programs available in the community for which they are eligible

- d. Information on nontraditional occupations, which is made available to customers as part of their overall orientation
- e. Information on pre-and post-support services needed to maintain the employment situation
- f. Assessment
- g. Career guidance and occupational information
- h. Current job openings, the qualifications associated with these openings, and application instructions
- i. Assistance with job search, including resume writing, interviewing, seeking non-traditional employment positions, using labor market information and locating the "hidden job market"
- j. Information on the UI filing and claims update processes

Standard 5. Employers can access workforce development services by being provided a common menu of services that describe the employer services available through the local workforce development system.

Standard 6. Partner agencies provide for the management of the job center.

Standard 7. Partner agency staff share information and provide services in a non-duplicative manner to job seekers and employers.

Standard 8. Partner agency staff have the skills and knowledge to link customers with partners' programs and services, use job center technology and tools, assist customers with special needs, understand assessment tools used by all partners and work together in a job center environment.

Standard 9. Partner agencies evaluate the effectiveness of job center services through measures including:

- a. Customer satisfaction
- b. Outcomes set by the State

c. Other locally determined criteria

The Job Center System is the comprehensive, integrated service delivery model that serves youth, individuals, and employers called partnership for full employment. This system needs to be consistent with program funding sources, customers must be provided service through the job center regardless of race, gender, ethnicity, age, disability status, and in accordance with any other legal protections. The nine standards focus on collaboration and partnership to reduce duplication of service, regardless of whether partners are collocated.

Chapter III

Methodology

The purpose of this study was to determine conditions which facilitate coordination in the delivery of employment and training services to clients/customers in a one-stop job center. Wisconsin's job centers are outlets where employment and training services are delivered to employers and job seekers. It is a system - not just a series of programs - that build partnerships and offer continuous, quality and customer orientated services. The literature research shows the guidelines and standards for this optimum end result, but not just compliance showed effective results. The 1998 Workforce Investment Act is changing the system, - capturing the window of opportunity for real change - by supporting to create new effective local systems driven by a local vision - while maintaining statewide quality. This local vision is based on coordination and collaboration of many different partners and it's success depends on the rigor and emotional commitment of each partner or team member.

Design of the Study

This study focused on the coordination efforts as applied to Wisconsin's one-stop job centers. A literature search was done to determine how coordination can be achieved with many different partners, multiple programs and numerous funding sources. It was also necessary to investigate if this was indeed happening in the state. A series of visits and informal interviews, either in person or via the telephone, helped with this research. The sources of contact were very helpful in this endeavor.

Visits were made to a central-western center and a southeastern center. A telephone interview was used for a northern center. It was appropriate to ask the following questions as a guide for understanding if these centers had effective delivery

systems. It is interesting to note that each area had a different approach to their delivery system. Following are some of the questions used in the interviews:

1. What were your experiences during the planning process for this center?
2. What were your observations of coordination during the implementation of this center?
3. What is currently being done to strengthen this commitment of working together?
4. What levels of services and support are given to your customers in their job search?
5. Does this center have a coordinator, manager or leading agency or team directing the center's activities?

Also, interviews were made with the state coordinator at the state level from the Office of Workforce Excellence.

The interviews were structured with a confidentiality assurance and it was made clear that the interviewer was learning in this process. All visits and interviews were given with a helpful approach by the job center staff and the state staff. The interviews were an open-ended conversation. This informal approach provided more information than just the questions presented.

In light of the recent legislation changes made in the delivery of one-stop employment and training services, it may be difficult to predict how these changes will be evaluated. These changes are to take place July 1st or 2000, or at the latest, July 1st, 2001.

Chapter IV

Results

The purpose of this study was to identify and describe the degree to which coordination exists as it relates to the activities of agencies that deliver employment and training services within a Wisconsin Job Center.

Most of the literature pointed to a need for a strong commitment by all who are involved in working together on a goal or mission. Human resources have the true potential to collaborate, be attentive to challenges and accomplish more than working alone.

The four objectives presented in this research are answered in the narrative on the findings of each center. The findings that follow are preceded by a section giving a profile of each center. The center staff understood that when they agreed to be interviewed that their responses would be anonymous.

The following four objectives were the focus of this research:

1. What is the function of coordination in the development of Wisconsin one-stop job centers?
2. To determine through a series of interviews with staff from three Wisconsin Job Centers, the extent of coordination that existed during three phases of development, planning, implementation and to the extent it is currently existing.
3. To determine what characteristics and services make a one-stop job center effective in its delivery of services for clients.
4. To determine how the 1998 WIA legislation changed the delivery system of employment and training programs to clients/customers.

Profile and narrative:

One center, called a Workforce Development Center, had all the components that are required by law. It was an old vacant county building restored into an attractive building housing Human Services on one side and the one-stop service on the other side. It was user-friendly with an easy flow to its design. Its customers were the entire community. It had something for workers, non-workers, employers and a complete menu of services for young and old. It was observed that everyone had the same goal or mission. There was no indication of different agencies. Everyone was working for the same goal or mission. Coordination and collaboration were evident. It was a friendly atmosphere, where people came and went. Some could self-serve and some needed additional services. The core job seeking services included an employment resource room, career development area, job seeker workshops, academic improvement lab, short term vocational training and a child waiting area. All staff were geared to offer customer satisfaction and quality services. The center was not interested in numbers or complicated intakes, but in customer satisfaction. Some staff worked for different agencies, but the customers did not know this. They were integrated by function rather than agency. Their coordination in the planning and in its current operation had won them a National Award. The county, the local chamber of commerce and economic development were additional partners. They, too, showed a commitment to this delivery of services system by, not only contributing monies to the operating budget, but by staff being a part of the collaboration team. The local elected officials were a very important part of this collaborative team as they were able to speed up the vision for this center by their influence. Fourteen agencies add monies to the county operating budget for this center. Tax payers were happy because doors are open to everyone. County officials and elected officials were also involved. This center had a system in place and ready for new mandates from the WIA legislation.

Specialized job seeker services at this center included unemployment insurance, assistance to dislocated workers, JTPA funding programs for adults and youth, older workers, veterans, welfare families, child care assistance and food stamp employment and training programs.

This center had services to employers that added a quality to this delivery system. The services included listing of their job openings with local, state and national access, on-site interviewing and applications, job fairs, employer seminars, (i.e. Employing people with Disabilities), applicant testing service, employer based training opportunities and short term training programs.

As a result of the center's strategic planning efforts, a work group continues to meet monthly to develop strategies to address the future workforce needs of their community.

The state of Wisconsin had an advantage over other states in the development of one-stops as they received \$10 million in an Implementation Grant in 1994, along with 5 other states. Wisconsin began developing core documents for coordinating services before other states knew how to even go about it.

The 2nd center, through its local collaborative planning team, had a goal, had a mission, had the necessary partners, but the area still does not have a one-stop center. The importance of including local elected officials in the planning and coordination is evident with this center, as after years of planning and collaborating, a halt to build a new center was presented to the state by some local business people and public officials, so more research could be accomplished on the decision of the center's location. After years of planning with 15 agencies, representing 65 individuals, everything seemed in place. Every staff from these 15 agencies had a chance to be on a committee and work on the design of this system. Plans for a new building and a start construction date evolved from this planning and collaborating. One humanistic

element was missing from this planning group - no local business people or local government elected officials. As of this date, there is no physical location, other than the local job service, for a one-stop center. Their mission was to provide one-point access to integrated and effective employment, training, education and support services. Through the Partnership for Full Employment (PFE) teamwork systems, their mission also ensured that the services would be customer-focused, high quality and efficient in meeting the local and regional workforce development needs.

The 3rd center was in operation in a newly constructed building centrally located in the county. It had ample parking and easy access. This county's one-stop, workforce development center offered a variety of services to job seekers and employers. There are special services for a minority group which has a fairly large population in this area. This center evolved from the local collaborative planning team. The director admitted that if it were not for the state's direction and guidance in collaborating, this area would have not proceeded as fast. Turf issues were at stake and lack of no how on working together presented many challenges. Collaboration mandated and directed by the state did not ensure cooperation and coordination. It is a one-stop, but many agencies were not collocating at this time. On the positive side, the center represents 14 agencies, 60 individuals and its system is evolving in its design. With the advent of WIA, more changes are in progress, but it is too early to tell or predict how many more partners will join this system.

The implementation of Wisconsin's 78 one-stop centers/systems has varied greatly in terms of the extent to which (1) all partners are co-located in a single center, (2) staff and services are integrated, and (3) supplementary "satellite" offices and remote access are established.

Chapter V

Summary, Conclusions & Recommendations

Summary

This study was to determine conditions, which facilitate coordination in the delivery of employment and training services to clients/customers in a one-stop job center. The researcher interviewed three directors of three Wisconsin one-stop job centers. Additional data were derived from reading documents relating to the implementation of the new legislation, the Workforce Investment Act of 1998, informal discussions with Wisconsin staff from the Department of Workforce Excellence, and the literature review.

The findings indicated that where key coordinating/planning teams were in effect with committed partners that had a vision and mission to deliver one-stop services, along with direction from the state of Wisconsin and using their standards and the 1998 Workforce Investment Act guidelines, there was an effective delivery system of employment and training services.

In the delivery of Employment and Training services in the state of Wisconsin the need for coordination and collaboration among "core partners" is great. The Federal and State governments are mandating coordination in its delivery of these services. Wisconsin is one of the leading examples of this effort. This research focused on the conditions that are facilitating this in the state of Wisconsin, and in particular, how this is happening in several areas of the state with the one-stop job centers.

Coordination and more importantly collaboration are needed to build the one-stop system, where everyone can be served and have their needs met, where resources are shared, components relate to each other, multiple programs have a single customer

interface and mutual accountability for the system's performance. No matter who operates the one-stop center, the one-stop partners operate the one-stop system.

Conclusions

Wisconsin has done an outstanding job in building a statewide system with the development of the local collaborative planning teams, setting the nine standards for each one-stop center and having the state's service model deliver self, lite and intensive services for job seekers. The Governor appointed a Council on Workforce Development to guide the workforce development system.

The goal in Wisconsin is to have, at least, a one-stop delivery system in each local area, and make programs, services, activities available via a network of

- affiliated sites that can provide one or more of the programs, services, and activities to individuals: AND

- eligible one-stop partners in which each partner provides one or more of the programs, services, and activities and is accessible at an affiliated site that consists of a physical location or a

- technologically linked access point: and provides individuals information on the availability of core services regardless of where the individuals initially enter the statewide workforce investment system.

Some centers have a specialization in addressing special needs, such as the needs of dislocated workers. Ideally, this is defined in Memoranda of Understanding. These MOUs spell out each partner's role. Typically, included in this agreement is 1) services provided through the one-stop - 2) how costs of such services and operational costs will be funded - 3) methods for referrals of individuals between one-stop operators and one-stop partners - 4) duration and procedures for amending the MOU. Not all one-stop centers have these agreements in place.

Part of the solution for different partners to coordinate or collaborate is knowledge of all programs. There are over 21 different federal programs involving tons of information about each. The key in planning is to define what partners want and need in meeting the area's customers needs and design a system with quality service. At the heart of collaboration is a desire or need to solve the problem and create something new. Collaboration is the process of shared creation and in development of one-stop job system, partners, with complimentary skills, interacting and communicating to create a shared understanding that none had previously possessed or could have come to on their own.

The most successful job centers had a vision of a one-stop approach for employment and training designed by their planning teams with guidance from the state. All partners bought into this mission working toward same goals - no separate hats worn by partners. The planning and management teams were continuously improving services to customers by enhanced collaboration, collocation and integration into a seamless system. There are some areas without a one-stop job center and funding is still an issue. There are some areas where agencies are working close at hand, but not envisioning the same vision. There will be some small centers that will fall out of the main stream with the mandates of WIA.

The three centers discussed in this study showed good collaborative planning but implementation of the plan for one center has not transpired. One center is still working on getting all area partners to buy into the one-stop vision. The management of these centers depended on the size. One center had a manager funded by the state because it had a staff of 75-100. The smaller center designated a coordinator and sometimes rotated that position from agency to agency. The non-operating center has not implemented this position. All three centers concentrated on customer needs and this is one of the biggest key for success.

Recommendations

From this study the following recommendations are made on coordination in one-stop job centers.

1. One-stop job centers are continuously monitored and evaluated by state and/or a private agency.
2. Ongoing evaluation of coordination between staff and all partners.
3. Local ongoing research to see that the center is meeting the present and future workforce needs for the community.
4. Each center develop a system for enhancing staff skills and knowledge.
5. Each center develop and implement a comprehensive marketing program.
6. Evaluating customer satisfaction from feedback from center's customers.
7. Wisconsin is used as a model for other states starting this process.
8. Tours be given by centers that are operating.
9. All centers develop and implement a system to measure it's success.
10. Customer satisfaction surveys with indicators that enable comparisons across states, but allowing each state to design its own instrument.

Selected References

- Ashforth, Blake E. & Humphrey, Ronald H. (1995). Emotion in the Workplace. Human Relations, 48, 110-119.
- Caudron, Shari (1994). Teamwork takes work. Personnel Journal, 73, 41-44.
- Feller, R. (1991). Employment and Career Development in a World of Change: What is Ahead for the Next Twenty-five years? Journal of Employment Counseling, 28, 13-19.
- Gibbons, George, (1999). Job Corps Region IV Conference, Oct. 26, 1999. (Unpublished Manuscript).
- Healthy Companies, (1994). In Practice. Training & Development, 48, 9-10.
- Kezsbom, Deborah S. (1995). Making a Team Work: Techniques for building Successful cross-functional teams. Industrial Engineering, 27, 39-41.
- MacBride-King, Judith L. & Farquhar, Carolyn R. (1994). One Organization at a time. Canadian Business Review, 21, 14-17.
- Mullen, Brian & Copper, Carolyn (1994). The Relation between Group Cohesiveness And Performance: An Integration. Psychological Bulletin, 115, 210-225.
- Orwell, George (1954). Animal Farm. New York, Harcourt, Brace.
- Parker, Glenn M. (1994). Cross-functional Collaboration. Training & Development, 48, 49-53.
- Schexnayder, Deanna T. (1992). Effects of coordination on JTPA Services to AFDC Recipients and an Analysis of Rural Coordination Issues, Texas Univ., Austin (Center for the Study of Human Resources).
- Schrage, Michael (1990). Shared Minds, New York: Random House.
- Schrage, Michael (1995). No More Teams: Mastering the Dynamics of Creative Collaboration. New York, Currency Doubleday.
- Terkel, Studs (1974). Working, New York, Pantheon Books.
- U.S. Dept. of Labor (1998). Workforce Investment Act Document. Washington, D.C.
- Wisconsin Dept. of Workforce Excellence (1999). Nine Job Center Standards. Madison, WI.