California
Integrated Service Delivery
Final Evaluation Report

August, 2011

California Integrated Service Delivery Final Evaluation Report

Acknowledgements

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Executive Summary

In January 2010 the California Workforce Investment Board (CWIB) contracted with researchers at California State University, Northridge to evaluate the "Integrated Service Delivery" (ISD) initiative. This initiative was designed to integrate the work of local Workforce Investment Act Programs with Wagner-Peyser programs inside California OneStops. At the time this study began 12 local WIA areas had joined the initiative and integrated their programs in the 2008-09 program year. These sites, which were called "Learning Labs", were halfway through their second year of operation as ISD sites when our evaluation began; they have just completed their third year of ISD implementation. Our evaluation project had two phases. In Phase I a formative evaluation of the program examined the implementation of ISD[1]; in Phase II a summative evaluation of the program measured ISD's impact. This report provides the results of the summative evaluation which measured the impact of the ISD initiative on four aspects of OneStop Centers' performance: the volume of clients served, the performance on federal measures, the cost and volume of services produced by OneStops, and the client satisfaction with services received.

Based on our analysis we recommend that CWIB take the following strategic actions:

1. Encourage but not mandate the existing ISD model.
2. Have all local areas enroll all clients.

To implement these strategies we recommend the following policies:

3. Over a five year period locate a substantial EDD presence in all comprehensive OneStops.
4. State should establish shared performance measures for local WIA and EDD operations, and evaluate them through an integrated data management system.
5. Incent local areas to integrate with EDD by providing preference to integrated OneStops in the award of discretionary funds.
6. Continue to support identification, evaluation and the dissemination of best practices among OneStops, local WIA areas and EDD.

Research Approach

This study set out to answer five evaluation questions about the Integrated Service Delivery as it was implemented in California.

1. To what degree have specific features of the ISD model been implemented at ISD and non-ISD local areas?
2. What impact has the ISD model had on the volume of clients served?
3. What impact has the ISD model had on performance on federal performance measures?
4. What impact has the ISD model had on the cost and volume of services produced?
5. What impact has the ISD model had on customer satisfaction?

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[1] The complete report of the Phase I formative evaluation is available in the projects First Report *California Integrated Service Delivery- Phase I Report* on California Workforce Investment Board's website http://www.cwib.ca.gov/page/library/ISD%20Report%20Master%20V-1-120710.pdf .

To answer these questions in a summative evaluation, we had to separate what happened in the ISD Local Areas from what would have happened without ISD. The difference between what did happen and what would have happened without ISD is the ISD program's impact. To meet this challenge we used a method known as matched pairs. We were fortunate to have a natural experiment in California. Twelve local areas volunteered to be Learning Labs and implemented the ISD model in the 2007-08, while 37 others did not volunteer. To estimate the impact of the ISD model, we compared the experience of ten of the twelve ISD sites, which volunteered to be in the study, with ten other local areas that did not join the ISD initiative. The ten non-ISD sites were chosen based on their similarity to the ISD sites on key dimensions. Comparing individual ISD sites with their matched pair allowed us to assess the overall impact of ISD.

Results

To what degree have specific features of the ISD model been implemented at ISD and non-ISD local areas?

Surprisingly, prior to implementation of ISD, non-ISD sites in our study reported slightly greater use of the ISD practices than the ISD sites. After implementation, while ISD sites reported a greater increase in the use of integrated practices, those same practices also increased at non-ISD sites (although to a lesser degree). In fact, the difference in the use of these practices between ISD and non-ISD sites proved to be much smaller than anticipated. Both ISD and non-ISD sites indicated that in the future they plan to continue most of the ISD practices they have in place and it seems likely that the gap between ISD and non-ISD site will become even smaller. In short, non-ISD sites implemented many ISD practices while ISD sites did not implement all ISD practices. In practice, we have a system where each of the twenty sites in the study is a blend of ISD and traditional management practices. One practice that is unique to ISD sites is the attempt to formally enroll all clients in WIA rather than have a pool of universal clients who are not enrolled in the program. We found that this practice had a profound effect on how many clients were served, the characteristics of clients served, and the performance of local areas on the federal measures.

What impact has the ISD model had on the volume of clients served?

Perhaps the most consistent and dramatic finding in this study is that adopting the ISD model leads to a dramatic increase in the number of clients served. This proved true for both the number of "enrolled clients" and for the total number of clients overall. Even when we included universal clients in the comparison and controlled for other differences between sites, ISD sites still served more clients than comparable non-ISD sites.

The reasons for the increase in enrolled clients are, in a sense, easily explained. ISD sites set out to "enroll everyone through the door". So, even if the number of people served did not go up, the number enrolled would increase dramatically. But the increase in total volume, even after accounting for universal clients that would have been served without ISD, indicates that ISD had a profound impact on the sheer volume of clients. To be frank, this surprised us. We expected that the hassle of completing the paper work required to enroll would discourage some clients and that once we accounted for universal clients that would have otherwise been served, the total client volume would decline. It may be that there are aspects of the ISD model that are very attractive to clients and that keeps them coming in.

What impact has the ISD model had on performance on the federal measures?

It is an open secret in WIA that managers affect their performance on the federal measures by controlling whom they enroll and when they exit clients. The ISD goal of enrolling everyone and the state level practice of automatically exiting clients after they have not received services for 90 days (called "soft exits") meant local managers could not control their performance measures as easily and that this, in turn, would lead to a decline in performance compared to similar sites that could continue these practices. Our analysis of the performance data supports this. Even after controlling for the effects of the recession and local economic conditions, ISD sites experienced a significant drop on all federal performance measures for adults and dislocated workers when compared to other similar non-ISD sites.

What impact has the ISD model had on the cost and volume of services produced?

The most significant finding from our analysis of costs and volume of services produced is that there are dramatic economies of scale available in OneStop operations. The economic downturn that started in 2007 put tremendous pressure on all OneStops (both ISD and non-ISD) to serve more clients. Both ISD and non-ISD OneStops responded and served the increased number of clients at a substantial reduction in cost per client. For example, we found the cost per visit dropped by over eighty percent.

We did not observe the dramatic cost differences between ISD and non-ISD sites that we had anticipated. We found no material differences in either costs or service volume in the area of business services. Both ISD and non-ISD sites involved in providing business services, appear to have developed a good working relationship between WIA and EDD in this area. We did find that EDD operations at integrated sites have made some significant adjustments in their resource allocations. EDD operations at ISD sites have shifted the use of resources away from the provision of core services into the longer-term, intensive services that traditionally were provided primarily by WIA operations. However, we found no major differences in how resources were allocated by WIA at ISD and non-ISD sites.

What impact has the ISD model had on customer satisfaction?

We did not know what to expect about the impact of ISD on customer satisfaction. On one hand, we expected that customers at ISD sites would receive more personal attention and services that could lead to higher satisfaction. On the other hand, with clients having to go through the enrollment process, along with the added stress placed on local staff from trying to enroll everyone, we expected that there would be lower customer satisfaction at ISD sites. Our analysis of customer satisfaction at ISD and non-ISD sites led us to conclude that the ISD innovation does not have a strong positive or negative impact on client satisfaction. We did find that customer satisfaction was relatively high across the board in all (ISD and non-ISD) OneStops we studied. With average satisfaction scores of 8 or higher on a ten point scale on many aspects of satisfaction, it may be that there is little room for improvement on these measures. It may also be that customer satisfaction is driven more by the quality of local management and staff at individual sites rather than the larger program design.

Strategic Options

In the original framework both EDD and California Workforce Association committed to ultimately expanding the ISD model to all OneStops in California. The question confronting the CWIB now is whether or not to pursue the goal of expanding ISD to all local areas. In our view, the CWIB has four mutually exclusive strategic options related to ISD and two independent strategic options related to WIA enrollment policies.

ISD mutually exclusive strategic options:

1. A laissez faire approach, in which the CWIB allows local areas to continue integration or not as a local decision.
2. A policy of encouraging and supporting integration, but not mandating it.
3. Requiring some selected elements of ISD, but not mandating all.
4. Mandating integration in all local areas.

Independent strategic options:

1. Implement a state-wide policy of enrolling everyone coming through the door at OneStops into WIA.
2. Return all OneStops to a universal service strategy.

Each of these options has important implications for other actions, and in particular for the design of a new data system for both WIA and EDD programs. The options chosen will also have profound implications for the state's performance on federal measures and for the relationship between EDD and WIA programs at the state and local level.

Strategic Recommendations.

We recommend two strategic options and some additional recommendations for implementing the strategies.

1. Encourage but not mandate the existing ISD model.

We believe that the most effective strategy to support the continued dissemination of successful ISD practices across the state is to encourage but not mandate these ISD practices in local areas. Local areas have clearly adapted their approaches to address the unique needs of their clients and local leaders believe that local autonomy is critical to effectively meet local needs. While the benefits of many ISD practices appear to be accepted by most, if not all, local areas, individual practices vary in how useful they are based on local conditions.

2. Have all local areas enroll all clients.

Enrolling all clients was the element of the ISD model that yielded the biggest impact on who the system served and the performance of the system. Evidence shows that this change will lead to WIA serving both more clients overall and proportionately more disadvantaged clients (a group that needs the services more). For example, we found that ISD sites served a larger proportion of low

income and ex-offender clients than non-ISD sites. In addition, we found ISD sites allocated more resources to intensive services.

Further, a system in which some local areas enroll everyone while others selectively enroll fewer clients makes statewide data on who was served and, more importantly, performance meaningless for managing the system. In short, we believe that CWIB should not sanction a system where different local areas are able to count enrollments and measure performance on different basises. Finally, this change will lead to more honest representation of how the system performs on the federal measures.

We do not mean to make light of the challenge and costs that such a change will pose for local areas. The creation of a new shared data system for both WIA and EDD, however, offers a special opportunity to ease the burden of enrolling all clients by both agencies. With this policy in place, the implementation of the new data system could be shaped to stream line enrollment procedures, share data between the two programs and, ultimately, lower costs of enrolling all clients.

Implementation Recommendations

The following implementation recommendations deal with specific actions the board can take to support the two strategies recommended above.

3. **Over a five year period locate a substantial EDD presence in all comprehensive OneStops.**

A major constraint to effective integration of EDD and WIA programs was limited participation by EDD in many OneStops, even in some of the designated ISD sites. The original vision for WIA was to bring all employment and training programs together under one roof to improve services to clients. At this stage of development, the system should at least integrate the two largest players in the system.

4. **State should establish shared performance measures for local WIA and EDD operations, and evaluate them through an integrated data management system.**

One cannot expect public agencies to work collaboratively when they are held accountable to different standards. We strongly recommend that the CWIB develops performance measures that are shared by EDD and WIA in all local areas. These measures should go beyond the basic federal performance measures and consider other factors such as customer satisfaction, efficiency and the volume of clients served. Shared performance measures create an incentive for local managers and staff to find new and innovative ways to deliver effective services without centralized controls. These standards will send a clear message to managers in both agencies that collaboration is important and it needs to be done well.

5. **Incent local areas to integrate with EDD by providing preference to integrated OneStops in the award of discretionary funds.**

Our experience is that incentives work better than regulation in getting organizations to change. We therefore recommend that CWIB explore ways to give preference to integrated sites in the award

of discretionary funds from WIA. For example, when an RFP is issued, local areas that are collocated and apply jointly with EDD could receive extra points for their proposals. In our view, this approach will be more likely to motivate local areas and EDD operations to find ways of working collaboratively rather than trying to drive them into cooperating through rules and monitoring. This policy can be phased in as co-location is put in place over a five-year period.

6. **Continue to support identification, evaluation and dissemination of the best practices among OneStops, local areas and EDD.**

This study found that many ISD practices had already spread to non-ISD sites. This is part of a natural process, where when local managers found out about something that worked elsewhere they adapted it for their own use. A logical role for the CWIB is to promote this diffusion process by continuing to support objective study and evaluation of the ISD approach, as well as creating opportunities for local programs to share best practices. The information generated by such studies can provide valuable information about how the system works and generate discussion about how to improve the system further. As ISD evolves, ongoing research can assess the impact of innovations on performance outcomes.

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I: Introduction

In January 2010 the California Workforce Investment Board (CWIB) contracted with researchers at California State University, Northridge to evaluate the "Integrated Service Delivery" (ISD) initiative. This initiative was designed to integrate the work of local Workforce Investment Act (WIA) programs with Wagner-Peyser programs inside the California OneStop Career Centers (OneStops). At the time this study began, 12 local workforce investment areas (LWIAs) had joined the program and committed to integrate their programs in the 2008-09 year. The sites, which were "Learning Labs", were halfway through their second year of operation as ISD sites when our work began. They now have completed their third year of implementing ISD.[2] Our evaluation project had two phases. In Phase I a formative evaluation of the program examined the implementation of ISD[3], and in Phase II a summative evaluation of the program measured ISD's impact. This report provides the results of the summative evaluation which measured the impact of the ISD initiative on five aspects of OneStops' performance: the degree to which ISD features were implemented, the volume of clients served, the performance on federal measures, the cost and volume of services produced by OneStops, and the client satisfaction with services received.

We begin this report with a brief overview of the purpose and design of the ISD initiative. Then, we describe our summative evaluation approach. Our approach involved an in-depth comparison of a set of 10 local areas that have adopted the ISD model and 10 similar local areas which have not. This "Matched Pairs" design is based on the concept that the 10 non-ISD local areas represent what would have happened without ISD. Comparing them to the 10 ISD sites allows us to estimate the impact of ISD. Data collection in this study was complex and we will describe it in detail later. Essentially, we went directly to the 20 sites to collect data on clients served, costs, services produced, and customer satisfaction. We also tapped some large state data bases to collect client characteristics and federal performance measure data over three years to estimate the impact of ISD on the federal measures. Sophisticated statistical techniques were applied to all the data collected to create the most precise measures possible of ISD's impact.

We conclude our report with the assessment of ISD's impact, suggest ideas for further research, and make policy recommendations related to the ISD model.

The WIA Experience and ISD

The original vision for the WIA was to create a program that would be more effective than the traditional "training and job placement" model (King, 2004). The WIA program created "OneStop Career Centers" where, in theory, all key programs to assist the unemployed, such as WIA, job service, local educational agencies, would be located together, ideally under one roof. These OneStops are governed by local area Workforce Investment Boards (WIBs), with each WIB having one or more OneStops in its area. OneStop Centers offer "Universal Access" services, so that anyone can come in and access resources such as job listings, as well as computers and printers for producing resumes, and other services. Further, OneStops typically maintain contacts with local employers and can link potential employees with hiring employers. People who meet eligibility criteria and are formally registered in the WIA program can receive three levels of additional service:

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[2] Two other local areas became ISD sites in the 2009-10 program year as well.

[3] The complete report of the Phase I formative evaluation is available in the projects First Report *California Integrated Service Delivery- Phase I Report* on the California Workforce Investment Board's website http://www.cwib.ca.gov/page/library/ISD%20Report%20Master%20V-1-120710.pdf .

- Core services—essentially, job search assistance—which mainly consists of access to information to help participants find jobs quickly with minimal staff help.
- Intensive services-- in which professional staff provide counseling, skills assessment, and some support services such as child care or transportation subsidies for clients.
- Training services—mostly provided through a voucher system called Individual Training Accounts (ITAs)—where participants get traditional skills training and general education. On-the-job (OJT) training may also be provided (O'Leary, Straits, & Wandner, 2004). The idea was that all participants try to find a job on their own first, and if that was not successful they would then be enrolled in WIA and provided staff assistance and more intensive resources. This is the "work-first" model in practice. Then, only as a last resort would formal training or OJT be provided.

A key feature of the program that emerged is that the vast majority of people would be served through Universal Access Services which did not require local areas to enroll a client in WIA or to be responsible for what happened to them after service. This created a system where there were, at the state level at least, no complete records- not even a count- of people served by the WIA system. For example, in 2007-08 the City of Los Angeles local area served 139,314 Universal Access clients but only enrolled 4,701 formally in WIA. At the state level, the number of universal access clients was not reported, so the system lacked even a simple count of the number of people served.

Universal Access services were also a significant cost item. According to a detailed study of costs at 22 California OneStops, universal services consumed about one-third of total costs (Moore et.al. 2007).

Many critics of WIA complained that WIA was not training people and developing skills for long run success in the labor market but just moving people from one low paying job to another. Critics contended that the new system has led to cream skimming, where only the more-able participants are enrolled - in order to boost performance on the federal performance measures which included placement rates and earnings after service. Critics also contended that training opportunities, especially for the most disadvantaged, have declined under WIA. An analysis by Baider (2008) contends that the percentage of adult participants getting training has declined, and the percentage of disadvantaged adults getting training has declined severely. Frank and Minoff (2005) report that the percentage of low-income participants getting training fell from 96% in the last year of Job Training Partnership Act to only 68% in 2003–2004 WIA program year. The General Accounting Office (GAO) has also criticized the WIA program for its limited investment in training; according to the GAO, only about 40% of WIA funds are invested in training (GAO, 2005). The remaining 60% of WIA funding is spent on activities such as services for employers, case management, and providing resources for self-help assistance in the OneStops.

In response to these and other critiques, a national dialogue emerged that focused on how to do more than just get WIA and Wagner-Peyser (WPA) programs together under one roof. Reformers wanted to get the programs to truly work together and provide a higher level of service to more people. Further, reformers wanted to start counting and to receive credit for the many people served who were not now enrolling in the system. It was out of this dialogue that the idea of an ISD initiative developed for California.

The idea of ISD is not unique to California; it is an innovation that has been put in place state-wide in a number of other states, notably New York, Indiana, Oregon, Oklahoma, Mississippi, and Utah. Even a quick look at national WIA data shows that by attempting to enroll everyone these states have both dramatically increased the number of people formally enrolled in WIA and caused performance on federal measures to plummet. The figure below shows the number of enrollments in the four states that have adopted the ISD model. As the graph indicates, the ISD policy of enrolling all clients causes huge increases in the number of enrolled clients. In Utah enrolment grew from a mere 2,009 in PY 2005 to 36,311 in PY 2006, similarly in Oregon enrollment went from 2,542 in PY 2007 to 71,099 in PY 2008 and doubled again to 151,148 in the most recent year (PY 2009 Trends, 2010).

Figure I-1: Enrollment Growth in States with ISD Model
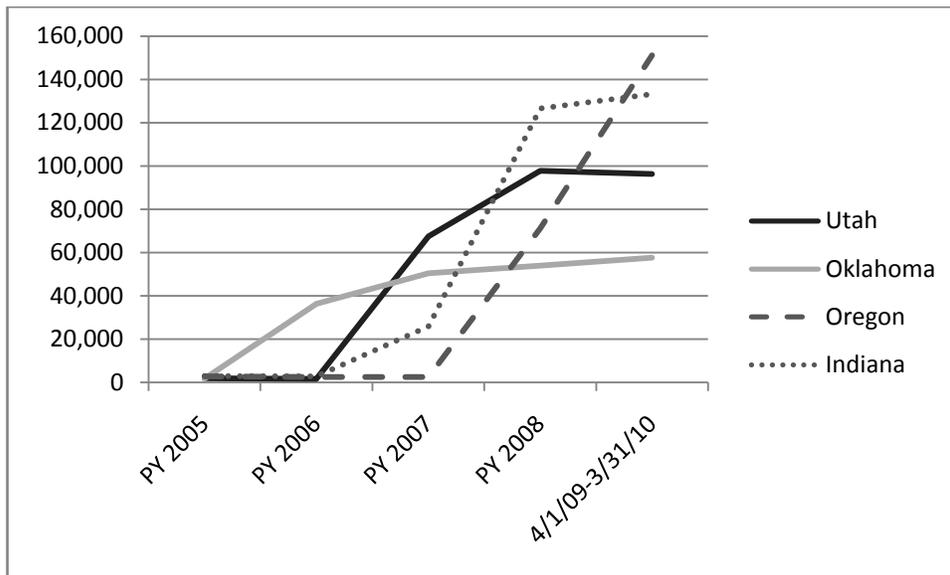
In other states that adopted the ISD model all local areas were mandated to move, integrate, and begin enrolling everyone. In California local areas had a choice – 12 local areas chose to formally integrate and the other 37 local areas did not. This created a unique opportunity where California was now a natural experiment that would allow for the comparison of ISD to the traditional model. We have seized this opportunity in the project to use this unique situation to assess the impact of ISD.

The California ISD Design

The ISD initiative was launched with a series of meetings to which local WIA and EDD leaders were invited. At these meetings, Greg Newton, a consultant who had worked on ISD in New York State and other states, presented his model for integration and answered practical questions about its implementation. After several rounds of discussions, a framework for ISD in California emerged. This framework was summarized in a three page document titled *Integrated Service Delivery, California Workforce System, State/Local Partnership: Framework for Implementing Integrated Service Delivery and Learning Labs*. The document was issued jointly by the Employment Development Department (EDD) and the California Workforce Association (CWA), a membership organization representing local WIA programs.

This document describes a "consensus framework for ISD" and is dated July 12, 2007. The document sets out the following goal:

> *Our goal is that every workforce area in California will eventually implement integrated service delivery. Again, the intent of the Learning Lab experience is to provide sufficient data, uncover issues for resolution, and provide a roadmap for expansion to all the State's LWIAs.*

This founding document makes it clear that the initiative is an experiment from which the system wants to learn, but that it is also a reform intended to be implemented state-wide.

The key elements of the reform are described this way:

- *A common pool of customers composed of WIA Title I Adults and Dislocated Workers; Wagner-Peyser, Veterans, Long- Term Unemployed, Migrant Seasonal Farm Worker and Trade Adjustment Act (TAA).*
- *A common set of services available to all customers in the pool through a common customer flow.*
- *Integrated Staffing: Shared WIA, WPA and TAA staffing of the common service and customer flow.*

Later documents and discussions elaborated this basic framework. By the time this project began, our advisory committee representing state and local workforce managers defined the goals of ISD this way:

1. Increase the number of people enrolled;
2. Help every enrollee understand his or her skills;
3. Help every enrollee improve his or her skills;
4. Every enrollee will get a better job with his or her skills.

An early critical decision made by the EDD leadership was that the project would work with Local WIA areas which volunteered to be Learning Labs; not one would be compelled to participate. This volunteer group was called the "coalition of the willing". An initial group of 18 local areas eventually produced 12 local areas which were willing to be the first group to implement ISD.

In talking with state level and local managers in the system, a single phrase is repeated over and over to describe the purpose of ISD: "all means all". This refers to the practical ISD goal of enrolling all clients who "come through the door" in WIA and to get them enter a resume in EDD's California Job Service system which makes them officially Wagner-Peyser clients as well. This single idea became a central piece of the ISD vision.

Previous Studies

The only previous study of ISD was completed by the Audit and Evaluation Division of the Employment Development Department in 2009. This 92 question survey was given to personnel of all ranks of employment in 12 of California's OneStop Career Centers. The purpose of the study was to 'gain a better understanding of the new ISD model'. Most of the questions asked the personnel for their

opinions on various new ISD methods and protocol. The questions were focused on three areas: implementation process, specific aspects of the process, and overall opinions of best practices. The study proved a wealth of detailed descriptive data from the staff's perspective. Some key results included:

- Respondents rated the ISD model as better for jobseeker services than the traditional model.
- Services to the employers and OneStop staff job satisfaction remained constant through the integration.

This 2009 study offers a quick glance on the early stages of the ISD process and staff reaction. But, it offers a narrow view of the process and offers no recommendations on future steps to improve the system.

Study Approach for Phase II

From the first phase of research we learned that, given the broad ISD guidelines and the diverse local contexts, the actual ISD programs that emerged at the local level differed from each other significantly. In the Phase I Report we documented how four Learning Labs from four different settings implemented ISD in the field. This in-depth understanding of the four sites helped in forming our approach to the Phase II Study.

In this report we use a wide array of data to document the variety of ways ISD has been implemented and to assess its impact. Specifically, this phase of the study answers the following research questions:

1. To what degree have specific features of the ISD model been implemented at ISD and non-ISD local areas?
2. What impact has the ISD model had on the volume of clients served?
3. What impact has the ISD model had on performance on the federal measures?
4. What impact has the ISD model had on the cost and volume of services produced?
5. What impact has the ISD model had on customer satisfaction?

We conclude this report with lessons learned from the ISD experiment and discuss a variety of implications for future workforce policy in California. We specifically address the pros and cons of implementing ISD state-wide.

II: Methods

Research Design

This study set out to answer five evaluation questions about the ISD model as it was implemented in California.

1. To what degree have specific features of the ISD model been implemented at ISD and non-ISD local areas?
2. What impact has the ISD model had on the volume of clients served?
3. What impact has the ISD model had on performance on the federal measures?
4. What impact has the ISD model had on the cost and volume of services produced?
5. What impact has the ISD model had on customer satisfaction?

To answer these questions in a summative evaluation we had to separate what happened in the ISD local areas from what would have happened without ISD. The difference between what did happen and what would have happened without ISD is the ISD program's impact. To meet this challenge we used a method known as "matched pairs". We were fortunate to have a natural experiment setting in California. Twelve local areas volunteered to be Learning Labs and implemented the ISD model in the 2007-08 program year, while 37 others did not volunteer. To estimate the impact of the ISD model we compared the experience of ten of the twelve ISD sites which volunteered to be in the study with ten other local areas which did not join the ISD initiative, but which were similar to the ISD sites. By comparing the ISD sites with their matched pairs we could estimate the impact of ISD.

This matched pairs evaluation method is commonly used in workforce programs and other social service programs. The matching can be done at a program level, see for example Morgan and Conrad (2008), or at an individual trainee level in WIA, see IMPAQ International's study *Workforce Investment Act Non-Experimental Net Impact Evaluation* (Heirich, Mueser, and Troske, 2008). The underlying theory that supports the matched pairs approach as effective and appropriate for workforce programs can be found in the work of Nobel Prize winning economist James Heckman, see for example Heckman, Hidehiko and Todd (1997).

As we noted in the introduction, we compared ISD sites to non-ISD sites on four dimensions:

- The volume of clients served;
- The performance on the federal measures;
- The cost and volume of services produced;
- Customer satisfaction.

Once the study was underway, we added one supplementary data collection activity. We noticed in our visits to ISD local areas that not all aspects of the ISD model were being implemented. For example, we found that most ISD sites did not actually enroll all clients. We also noticed that some ISD sites had only two part-time EDD staff, so they could not fully integrate activities as the model called for as there were simply not enough EDD staff to go around. Conversely, at some non-ISD sites we noticed that a number of practices normally associated with ISD were already in place. For example, at one non-ISD OneStop we found shared reception and orientation, and a good deal of cross training between ISD and non-ISD staff. We quickly realized that elements of the ISD model had diffused into the non-ISD sites. To document these phenomena we conducted a survey of our 20

paired sites to determine exactly what practices had been in place before ISD, during the first two years of ISD, and which practices sites planned to implement in the future.

In the rest of this chapter we provide details on how we implemented all the methods, for readers who are curious. Other readers can move on to the results in subsequent chapters.

Study Population and Selection of Matched Pairs

Ideally, we wanted to include all 12 local areas which had volunteered to be Learning Labs in our study. We approached all 12 local areas and asked them to participate in the program. Only ten of the twelve agreed, so the study population is missing two of the original twelve ISD local areas.

The next step was to choose 10 non-ISD local areas which were most like the 10 ISD local areas in the year before ISD was implemented – program year 2007-08. We matched the ISD sites to non-ISD sites on four variables that we considered fundamental: region, economic conditions, size, and entered employment rate. We divided the state into three geographic regions: Southern California, Northern California, and the Central Valley. The idea was that each region had its own characteristics and industry mix. So, an ISD site from Northern California could only be matched with a non-ISD site from Northern California. Next, we wanted to have sites with similar local economic conditions. The Labor Market Information Division of EDD calculates annual unemployment rates for each local area, so we got that data for 2007. We also wanted to have pairs of roughly equal size. After some investigation, we decided that the size of the WIA formula grant awarded was a good indicator of size as it is driven by the size of the population and the unemployment rate. We used data from the 2007-08 program year for this purpose. Finally, we needed sites that were similar in their performance, so from among the federal performance measures we chose the entered employment rate for adults, for the 2007-08 program year.

All these measures were put into a data base and cluster analysis was used to find the matching site that was most like each of the ten individual ISD sites. After we identified each ISD OneStop's nearest neighbor, the California Workforce Investment Board (CWIB) sent a letter inviting each local area to participate in the study. If the site agreed, we made arrangements to begin our field work. If the site declined, we moved on to the next "nearest neighbor". In most cases we were able to recruit the nearest neighbor. We must note that both ISD sites and non-ISD sites received $5,000 from the CWIB to offset the costs of participating in the study.

Since field work was done at the OneStop level, we asked each ISD and non-ISD local area to select a single OneStop for us to study. In the case of non-ISD local areas we asked for a OneStop that was co-located with EDD to assure a valid comparison. It did not make sense to compare an ISD OneStop with one that did not even have an EDD presence. So all the comparisons made are between ISD OneStops and OneStops that are not part of the ISD initiative, but that have EDD "under the roof."

Field Work for Data Collection

We scheduled a one day visit to each of the 20 sites. During the visit we collected three types of data. First, we collected customer satisfaction data with a questionnaire. Next, we wanted to collect data needed to enter each site into the web-based activity-based costing system that we developed in the earlier project for the CWIB (see Moore et.al. 2007). These data included complete costs of both

WIA and EDD under the roof of the OneStop and details on the volume of service provided. The service data we wanted went beyond what was reported in the official WIA reports to the state. For example, we wanted to collect the number of workshops offered and how many people attended them, the number of case management appointments, and particularly, the number of universal clients. In addition, we collected data on the activities that produced these services and the amount of WIA and EDD staff time allocated to those services. Finally, we collected the total number of clients served, both enrolled and universal clients for 2007-08, 2008-09 and 2009-10. This allowed us to track clients served from before ISD implementation to the last complete program year. Below are the details of the methods used to collect this data.

Satisfaction Surveying

To collect customer satisfaction data, a satisfaction survey was developed. After several drafts, the final draft was finalized and printed in both English and Spanish versions (See Appendices 1 and 2 for final drafts). The survey consisted of questions asking about the customer's experience with the OneStop, as well as demographic information.

Specifically, the questionnaire asked about the following aspects of the customer's experience and specific features of the experience that related to the ISD model:

- Overall satisfaction;
- Satisfaction with staff;
- Satisfaction with skill assessment;
- Satisfaction with training and education services;
- Satisfaction with opportunities to find a job with their skills;
- Satisfaction with the customer service process.

During the day of the site visit a table was set up at the front entrance of the OneStop and surveys were handed out to each person entering the OneStop. Those who refused to fill out a survey were allowed to do so with no additional request. Those who agreed to be surveyed were told to complete the survey after they received their services for the day. For sites with more than one entrance/exit, the receptionists helped to distribute and collect questionnaires at any location the survey team could not cover. For sites holding large classes or workshops, many instructors agreed to hand out surveys to catch any customers the survey team had missed. Once the survey was filled in, they were dropped off back with the survey team. The surveys were then placed into a box to keep the answers private. Data from completed surveys were entered into a statistical data base for analysis.

Volume Data

The volume collection was a simple and straightforward process. Our team was looking to collect volume data on four numbers: total number of clients, total number of visits, number of new clients, and number of existing clients, including both universal and enrolled clients. This data was collected for program years 2007-08, 2008-09, and 2009-10. Most of the numbers were made readily available by the sites to our team. In some cases, reports were not readily available, and data was estimated from other sources such as sign-in sheets.

Cost and Services Produced Data Collection

In order to analyze the costs of services produced, we decided to use the Activity-Based Cost (ABC) Accounting Model developed in earlier study for the CWIB (see Moore, et.al. 2008 for a complete description of the system). The system requires complete data on costs of both WIA and EDD partners for the 2009-10 program year, as well detailed data on the services produced and how staff time was used across a fixed set of Job Seeker and Business Services activities. Much of this data is different from what is reported to the state on a routine basis, as it includes the activities of universal clients and costs of both agencies. Knowing that most sites would not have the data easily available, we sent a letter ahead of visit describing the data we would need. On the day of the site visit, our team would sit down with OneStop, EDD and local area management to go over the data requirements and help local staff produce the needed data often from a wide variety of local sources. A complete set of instruments used to collect data for this part of the project are included in Appendices 3 and 4.

Phase II evaluated the cost of services produced at ISD and non-ISD OneStops, using an ABC Model. We believe that the ABC model is well suited for this study because it can take cost data from separate accounting systems (in this case a local WIA entity and the statewide EDD), which are collected and reported by natural classification (line items), and break these costs down into comparable activity-based cost objectives, so they can be consolidated back together into a single OneStop "enterprise" financial report. The results not only provide a comprehensive view of financial resources consumed by the "enterprise," but relate these consolidated costs to activities that can be evaluated and traced to OneStop services. For example, the system can calculate the cost of delivering a workshop at a particular OneStop and accurately compare that cost to costs at other OneStops. The model creates a good estimate of how funding is consumed by the multiple organizations operating within the "enterprise." And, the results are a single set of financial and cost accounting data that can be used for management evaluation. Getting this consolidated detail of costs on a per unit basis was critical for study comparisons.

It should be added that considerable research was conducted on alternative methods to consolidate and evaluate cost data. The research did not find another model that collects data from separate organizations or batches it by activity that can be related to the workforce investment service outputs. Accordingly, the team decided to use the ABC method.

To accomplish this, the study used closed 2009-10 cost reporting from both WIA and EDD. Financial data was acquired from each operator together with effort estimates, so cost could be associated with (or traced to) activities. In earlier work we discovered that the reliability of gathering information from line staff about what they did and what they produced at the OneStops was extremely poor. Even in the few cases where staff kept detailed time records, those records did not demonstrate unit mission or outputs. They simply could not be relied on. Alternatively, it was generally apparent by both the evaluation team and the OneStop managers that efforts were best estimated by the managers who oversee service units, or what we have dubbed "responsibility centers." The team gathered cost data from official accounting records, and staff effort estimates from those managers who had the best understanding of organizational mission and workload. For both the accounting data and the effort estimates, the evaluation principle was to get it "roughly right rather than precisely wrong."

The study stratified cost into the three distinct operating categories of:

1) Job seeker costs;

2) Business service center costs; and when applicable;

3) Youth service costs.

Each operating category then had activity groupings that represented the typical final outputs of the category, and naturally defined the final cost objectives seen in OneStops. These groupings had been defined with a fixed set of functional activities in the earlier mentioned ABC cost study. If and when a OneStop did not provide a specific service objective, it simply assigned no effort. In this ABC model, the cost followed the staff effort.

Knowing that most sites would not have the data easily available, we sent an advance letter describing the data we would need. On the day of the visit, our team would sit down with OneStop administrative entity and the EDD manager to go over data, and help clarify what the needs of the study were.

Unfortunately, the team encountered frequent instances where the appropriate people were unavailable, or information was not readily available. In these instances, follow up calls were made to complete data collection and/or to clarify the data already collected. The data was then entered into the ABC model (website) which produced reports for each site and normative data for both ISD and non-ISD sites.

After the site visit, follow up calls were often needed to complete and clarify data collection. The data was then entered into the ABC website which produced reports for each site and normative data for ISD and non-ISD sites.

Analysis of JTA Data

Survey of Site Practices

As we did our field work and spent time in both ISD and non-ISD OneStops, we realized that some non-ISD sites had implemented some of the practices found in the ISD model, such as shared reception, jointly provided workshops, or a shared customer pool. Conversely, we saw that some ISD sites had not implemented elements of ISD. At the same time we found some non-ISD sites had large EDD operations under their roof, while some ISD OneStops only had a couple part-time EDD staff. We described this phenomenon extensively in the Phase I Report.

To document the ISD related practices found in both ISD and non-ISD sites, we developed a brief survey that asked our key contacts to describe the degree to which elements of the ISD model were in place prior to the launch of ISD (2007-08 program year), during the Learning Lab period (2008-08 and 2009-10 program years), and which practices they planned to use in the future. The questionnaire can be found in Appendix 5. We used this data to help us interpret the data from other sources.

Data was collected using an internet-based survey site (SurveyMonkey) to facilitate the survey process for the respondents. We chose to send out the survey link to our primary contact at each site. We believed that in most cases these contacts had sufficient experience with the system prior to and during the Learning Lab (LL) period. In addition, we believed they were in the best position to make an accurate prediction about how integrated their centers were likely to be in the future. In our introduction to the survey we encouraged respondents to consult their coworkers if there were any questions they were unable to answer. We set up the survey in a way that respondents could save their completed responses, consult with someone else, and then re-open the survey to complete it.

Each respondent was sent a unique link through an email. The email was generated through SurveyMonkey, but it appeared in their inbox as though the email was coming from the primary investigator assigned to their site. This was done in order to ensure that the email would make it through the recipient's spam filter. Although all surveys were identical, two accounts were set up to manage the surveys and to facilitate data analysis, one for LL respondents and the other for non LL respondents. All responses from SurveyMonkey were then exported to the Statistical Package for the Social Sciences (SPSS) for analysis.

The 12 practices asked about in the surveys were as follows:

1. Joint (WIA & EDD) staffing of reception
2. Integrated (EDD & WIA) client orientation
3. Single branding for OneStop (signage, name tags, business cards, etc.)
4. Intermingled WIA & EDD cubicles and staff
5. EDD & WIA staff are cross-trained
6. WIA & EDD staff share same client pool
7. EDD & WIA staff share common data management system (calendar, case files, etc.)
8. WIA & EDD use collaborative decision-making process
9. EDD & WIA share responsibility for design and delivery of workshops
10. WIA & EDD managers share supervisory responsibility for joint staff
11. EDD & WIA jointly plan mid and long term operations
12. WIA & EDD share responsibility for performance outcomes

Figure II-1 below shows a sample question, the format in which it was presented in the online survey, and the scale used for the response.

Figure II-1: Sample Question with Response from the Integration Questionnaire

EDD & WIA staff are cross-trained. (Mark one per line)

	Not Used	Partial Application	Fully Implemented
Prior to LL Period (07-08)	X		
During LL Period (08-09 to Present)		X	
Expected Use in Future		X	

Fixed Effects Regression Techniques

In attempting to estimate the impact of ISD on a typical LWIA, one must account for differences between LWIAs that are often more profound than the effect of ISD. Some LWIA serve small rural areas, while others serve large metropolitan areas. In some, the local unemployment rate is very high relative to the rest of the state. The opportunities for local employment differ significantly as well. There are also differences in the skill levels and talent of the LWIA staff. All of these factors, as well as many others, will determine how many people get served and how well the LWIA performs. It is critical to subtract out all of these differences between LWIAs to isolate the effect of ISD.

We use a regression technique known as "fixed effects" to eliminate these differences between LWIAs. Consider an example to understand how this strategy works. Figure II-2 lists some data for two LWIAs that differ significantly in their size. The dependent variable, Y, might be some measure of performance or volume. The independent variable, X, might be some measure of local conditions that are changing within the LWIA over time, such as unemployment or level of LWIA funding. In this particular case, we've set it up so that the true relationship between Y and X is given by the following equation:

$$Y_{it} = 2X_{it} + \text{Fixed Effect}_i + \text{Error Term}_{it}$$

The "i" subscript denotes the LWIA, and the "t" subscript denotes the year. The fixed effect is a term that describes what is always different between the two LWIAs. In this case, one LWIA serves a very large metropolitan area and gets a fixed effect of 800, while the other is small and gets a fixed effect of zero. The error term is a mean zero – normal random variable.

Figure II-2: Example of a Fixed Effect

LWIA Name	Year	Y: Dependent Variable	X1: Independent Variable	Fixed Effect	Error Term
BigLwia	2007	1767	500	800	-32.90
BigLwia	2008	1690	425	800	40.00
BigLwia	2009	1721	470	800	-19.44
TinyLwia	2007	170	70	0	30.06
TinyLwia	2008	258	120	0	17.98
TinyLwia	2009	121	50	0	20.86
	Avg:	954.43	272.50	400.00	9.426427382

If one estimates the relationship between Y and X using the ordinary least squares regression techniques, serious biased estimates of the effect of X on Y are likely (See Figure II-2). Notice that the small LWIA's observations are all clustered in the lower left corner, while the larger LWIA's observations are all clustered in the upper right corner. The estimated regression line suggests that increasing X by one unit increases Y by 3.9461. This is almost twice the effect of the true relationship built into this example. One can visually see the problem in Figure II-3. The three data points for the small LWIA rise slowly as X increases. The same is true for the three observations for the large LWIA. The bias in the estimate comes from the fixed effect. Ordinary least squares mix the effect of changes over time with the effect across LWIAs.

Figure II-3: Regression Line Without Fixed Effect
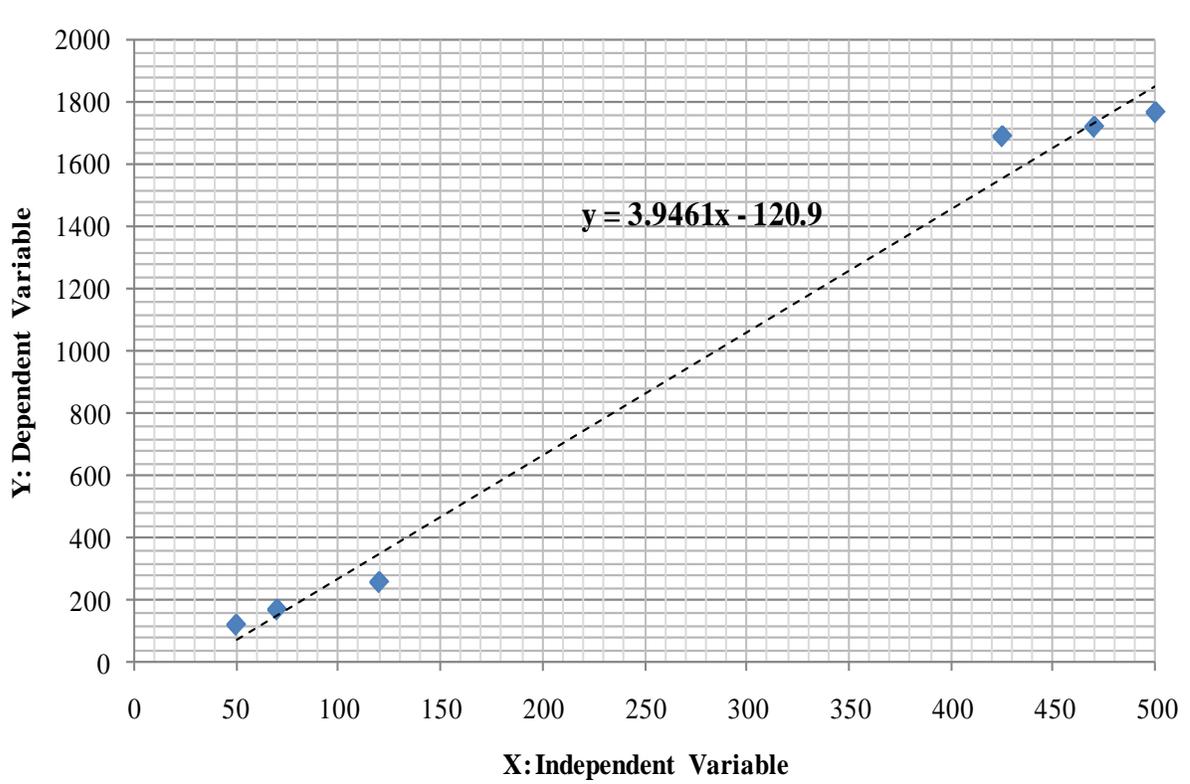
The "fixed effects" technique solves this problem by subtracting an estimate of the fixed effect from the value of Y. Figure II-4 illustrates a regression of Y on X when the fixed effect (in this case 800 for the large LWIA and zero for the small LWIA) are subtracted. The estimated coefficient is now very close to the truth. This regression suggests that increasing X by 1 increases Y by 1.9, which is close to the true value of 2. The use of this technique in real situations does not give us the actual size of the fixed effect. We estimate it by using the average value for the LWIA.

Figure II-4: Sample Question with Response from the Integration Questionnaire
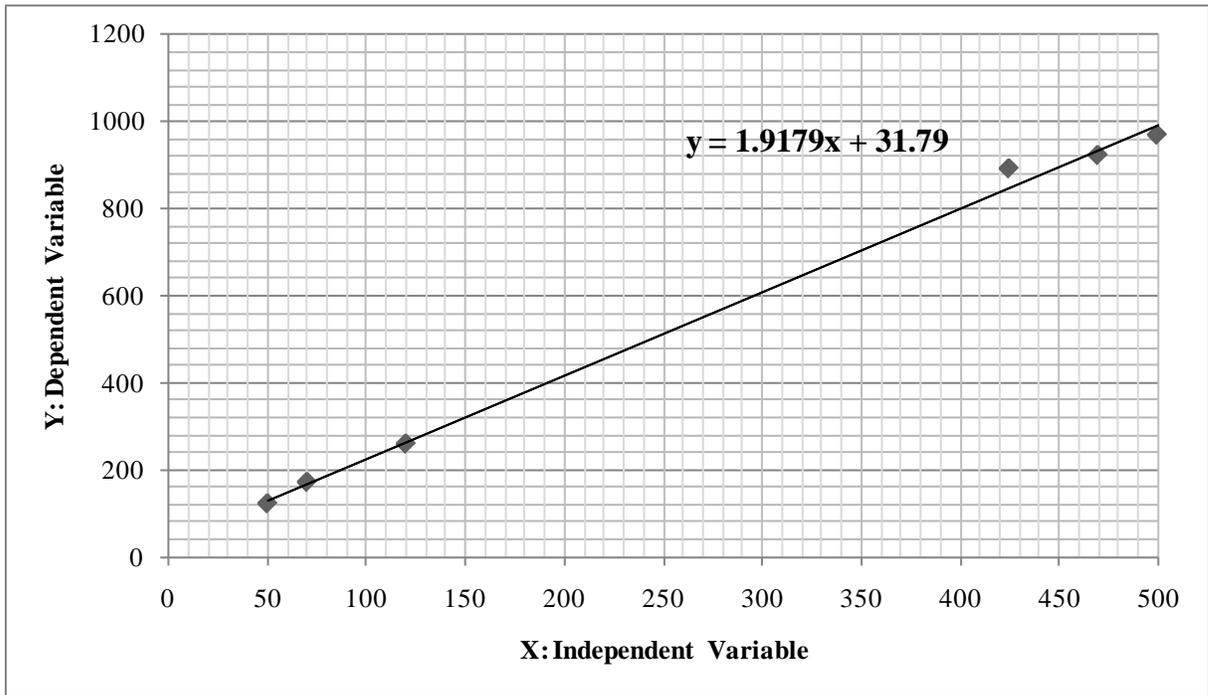
The fixed effects technique generalizes nicely to as many independent variables as one wishes to use to explain changes in the volume or performance measures. In chapter IV these methods are used extensively to investigate the effect of ISD on the volume, the composition of the clients served, and the measures of performance. In that chapter we simplify most results to make their interpretation easier. Rather than presenting the equations, as we did in the above example, we present the effect of introducing ISD on the values for an average LWIA.

III: Dissemination of ISD Practices

Overview

Integrated Service Delivery (ISD) implies a set of specific practices "under the roof" of an integrated WIA/EDD OneStop Center. The philosophy and practices of ISD are key in achieving the real integration of the two programs and creating the productivity increases and cost savings envisioned in the original model. Almost all OneStops were engaged in some degree of integration between WIA and EDD before the study period. While ISD is supposed to be a holistic approach that requires the implementation of a complete set of services under one roof and the sharing of responsibility for delivering these services between WIA agencies and EDD branches, not all ISD sites appear to have fully implemented all the ISD practices. Finally, during the LL period a variety of factors, most notably the great recession and American Recovery and Reinvestment Act (ARRA) funding, led to changes in management practices and service delivery at all OneStops, which ultimately led to many non-ISD OneStops adopting ISD practices without formally joining the program.

What does this mean? It means that not all ISD sites implemented all the ISD practices and that many non-ISD sites implemented some of the ISD practices. These factors may affect the outcomes we measured in Phase II, which are described in later chapters. It appears that the strong communication network among OneStop managers caused effective practices to diffuse through that network during the study period and many aspects of ISD were implemented by non-ISD sites in response to the increased service demands caused by the recession and additional funding from ARRA.

This diffusion of ISD practices poses some potential difficulties in interpreting the results of the Matched Pairs study design. One concern is that in actual practice, a non-ISD site might in fact be more integrated (as defined in this study) than an ISD site. In order to help interpret the study results and to control for the dynamic nature of the environment faced by all the sites in the study, we have collected data on the degree to which 12 key practices were implemented before and during the ISD period at both ISD and non-ISD sites in our matched pairs. We also asked our key contacts if they expected to continue using each of the practices in the future. The practices surveyed encompassed three major areas critical to implementation of the ISD concept: shared responsibility, joint management and decision-making processes, and structural integration. This data was collected from our primary contact at each OneStop.

As discussed in Chapter II, the 12 practices in the surveys are as follows:

1. Joint (WIA & EDD) staffing of reception
2. Integrated (EDD & WIA) client orientation
3. Single branding for OneStop (signage, name tags, business cards, etc.)
4. Intermingled WIA & EDD cubicles and staff
5. EDD & WIA staff are cross-trained
6. WIA & EDD staff share same client pool
7. EDD & WIA staff share common data management system (calendar, case files, etc.)
8. WIA & EDD use collaborative decision-making process
9. EDD & WIA share responsibility for design and delivery of workshops
10. WIA & EDD managers share supervisory responsibility for joint staff
11. EDD & WIA jointly plan mid and long term operations
12. WIA & EDD share responsibility for performance outcomes

Dissemination of ISD Practices

The results of the survey indicate smaller differences than what we expected in the implementation of ISD practices at ISD and non-ISD sites both before and during the Learning Lab (LL) period. In addition, both groups expected to implement ISD practices to approximately the same degree in the future.

We created an overall score by adding together all the scores on the 12 items described above, the highest possible score was 36 and the lowest possible score was 12 in any given period. The statistics for total scores for all three periods—before, during, and in the future—are displayed in the figure below:

Figure III-1 Use of ISD Practices Over Time by ISD and non-ISD Sites
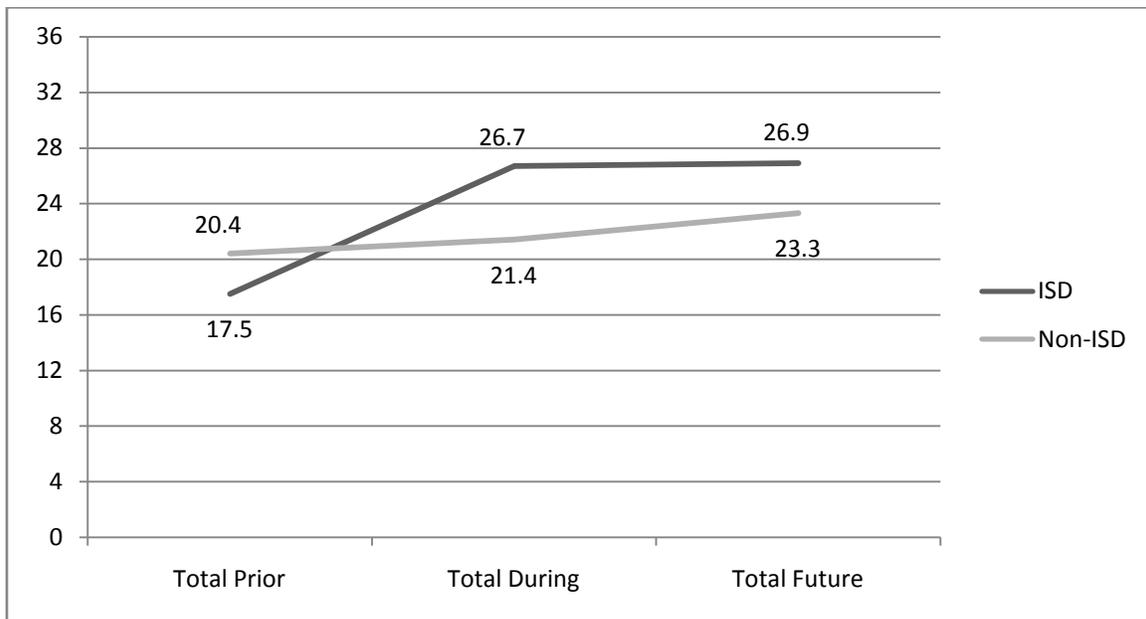
Although not statistically significant (in part because of the small N), the results are meaningful and reflect the majority of the population of sites doing formal ISD implementation and their matched pairs from our study. One surprising finding here is that prior to the LL period, the non-ISD site directors indicated that they were implementing ISD practices to a greater extent than the sites that volunteered to be Learning Labs. This probably reflects the fact that all OneStops were already using some of the core principles and structures that are fundamental to the ISD concept. A comparison of the "prior" and "during" scores for the two groups shows that, as would be expected, the ISD site scores increased more than the non-ISD group during the implementation period. This probably reflects the fact that the ISD group had explicitly committed to implement ISD practices and therefore took more immediate and direct action during this time. The non-ISD sites also appear to have increased adoption of at least some of the features of ISD during the same period.

Finally, the directors' forecasts of future applications of ISD suggest that ISD sites will continue to use the practices at the same level, while non-ISD sites predict a small increase in the use of ISD practices in the future. Overall, the data indicate convergence between the groups in the future,

again, see Figure III-1. While diffusion was greater in the group explicitly focused on ISD implementation, both groups showed a general trend towards increased adoption of ISD practices. For both groups, however, there seems to be some selectivity in terms of which aspects of ISD they chose to embrace. We will identify some of these choices about ISD implementation and diffusion by examining the specifics of each of the dimensions of ISD implementation surveyed and what the directors have forecasted for the future. (Detailed survey data can be found in Appendix 6—Implementation Survey Crosstabs)

In the next section we will examine the use of specific ISD practices, compare ISD and non-ISD sites and examine changes over time.

Joint (WIA & EDD) staffing of reception

Joint staffing of reception refers to the placing of both WIA and EDD staff at the OneStop's reception desk. Prior to the LL period, of the non-ISD sites, 20% had already fully implemented joint staffing of reception and 40% indicated partial implementation. By comparison, none of the ISD sites had fully implemented joint staffing of reception, although 70% had engaged in some degree of joint staffing. During the LL period, 40% of the ISD sites moved to full implementation while there was some retrenchment by the non-ISD group. In looking at the forecast it appears that all the ISD sites that implemented joint staffing plan to continue doing so after the LL period suggesting that they found it to be successful. On the non-ISD side, in addition to the one site that fully implemented joint staffing concurrently with the ISD sites, an additional 20% indicated that they plan to also implement joint staffing in the future. While joint staffing of reception is relatively simple to implement, the lack of full implementation, currently or in the future by either ISD or non-ISD sites may reflect the situation in those OneStops that have few or only part-time EDD staff available to participate in joint reception.

Figure III-2 Joint Staffing
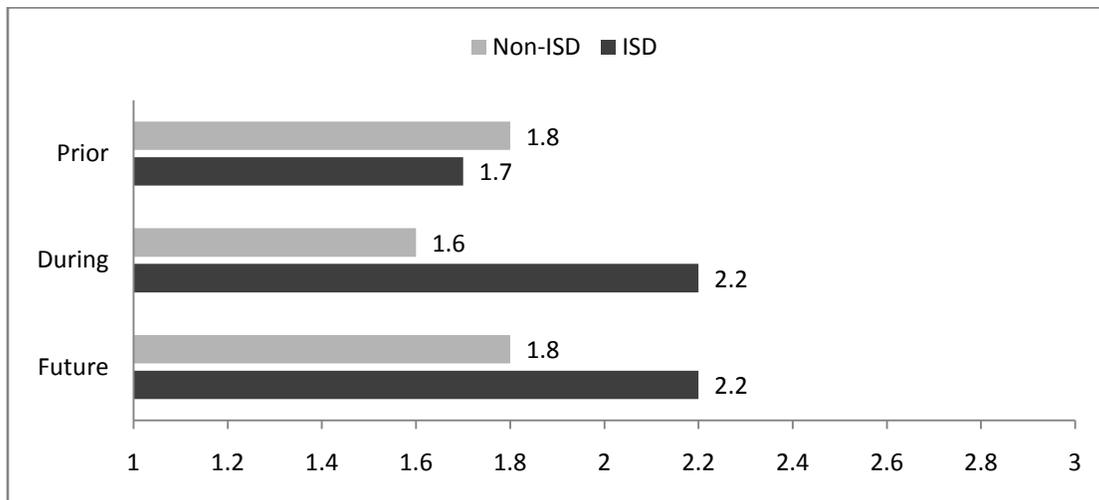
Integrated (EDD & WIA) client orientation

Use of integrated client orientation did not significantly change during the LL period for non-ISD sites and they did not forecast any meaningful increase in its use in the future. By comparison, for the ISD sites there was a significant commitment to joint orientation with all (100%) of the sites engaging in either partial or full implementation of joint orientation. For the future, 80% of the ISD site directors believed that they would continue some degree of joint orientation although they indicated that they were not likely to increase this aspect of ISD. In general, it appears that this is an aspect of ISD that was perceived as useful by those who tried it. One possible reason for the belief in the persistence of joint orientation by the ISD group is that a majority of the cost of implementation (e.g. some sites have produced a video to facilitate orientation) is a one-time expense and does not require a significant ongoing resource commitment. This practice is consistent with the concept of having a single customer pool, so it is not surprising that it was so widely adopted at ISD sites.

Figure III-3 Client Orientation
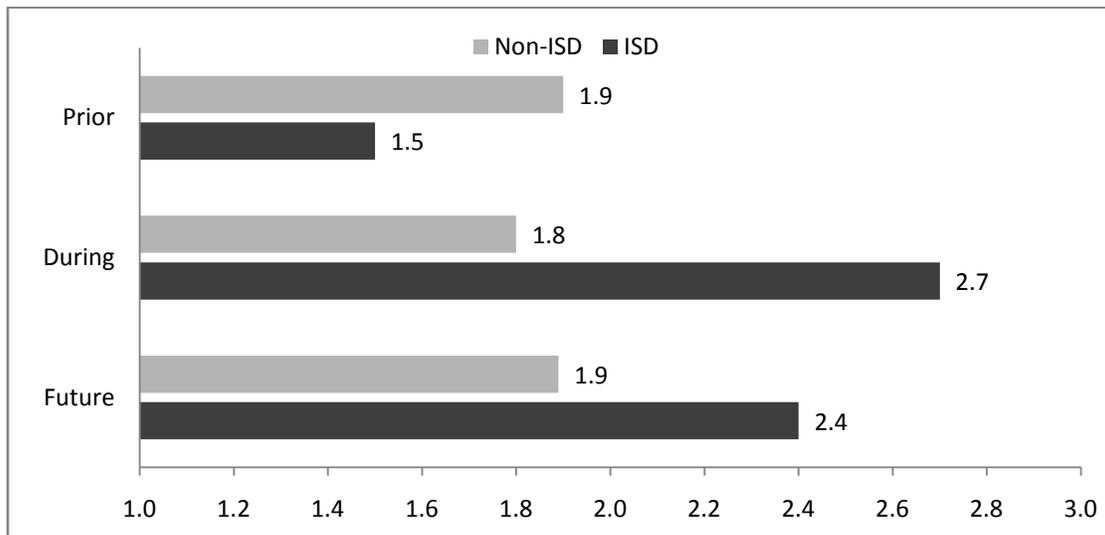
Single Branding for OneStop (signage, name tags, business cards, etc.)

Prior to the LL period, there was little difference in the use of common branding between the ISD and non-ISD groups. Before the LL period, only 30% of the ISD sites and 40% of the non-ISD sites engaged in some degree of single branding. During the LL period, 4 additional ISD sites and 1 additional non-ISD site implemented either partial or full single branding. In terms of future expectations, little change from the current status quo was expected. The only change forecast was the partial implementation of single branding by one non-ISD site that had not used it either before or during the LL period. Single branding can help reinforce the institution of such processes as joint planning shared responsibility for outcomes, or it can reflect the organizations' acceptance and belief in the effectiveness of such collaborative practices.

Figure III-4 Single Branding
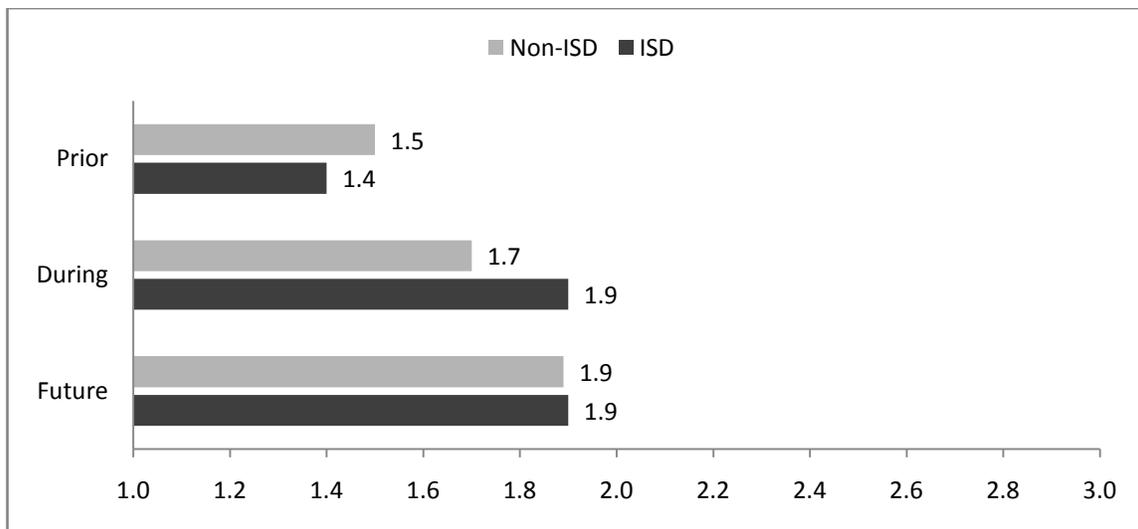
Intermingled WIA & EDD Cubicles and Staff

How space is used sends a powerful message in any organization. In our case studies of ISD sites in the Phase I study we found the most integrated sites had always intermingled their cubicles and ended the practice of separate EDD and WIA dedicated spaces with a clear demarcation between them. Intermingling of cubicles and workspace is aimed at improving communication and collaboration among EDD and WIA staff. The data shows that there was more intermingling of cubicles for all periods in the non-ISD group than in the ISD group. There was also little increase in intermingling of cubicles for either group during the LL period, although the ISD sites did show some increase, but then one ISD site retrenched in terms of what they expected in the future. It is difficult to interpret this data as a number of other factors may have affected each site's ability and/or desire to implement this practice. For instance, the physical layout of a OneStop may have made it difficult to intermingle cubicles where shared workspace did not already exist. On the other hand, some sites may have already had their cubicles intermingled before the LL period. In either case, there did not seem to be much commitment to increase intermingling by either group (ISD or non-ISD) beyond the couple of sites that instituted this change as part of their LL commitment. While we know that physical proximity is very helpful in achieving intergroup integration, if office space is already in a non-integrated configuration, making changes can be costly. Additionally, the failure to integrate space may represent a hesitancy to fully commit to the ISD model by maintaining old distinctions between the agencies.

Figure III-5 Intermingling Cubicles
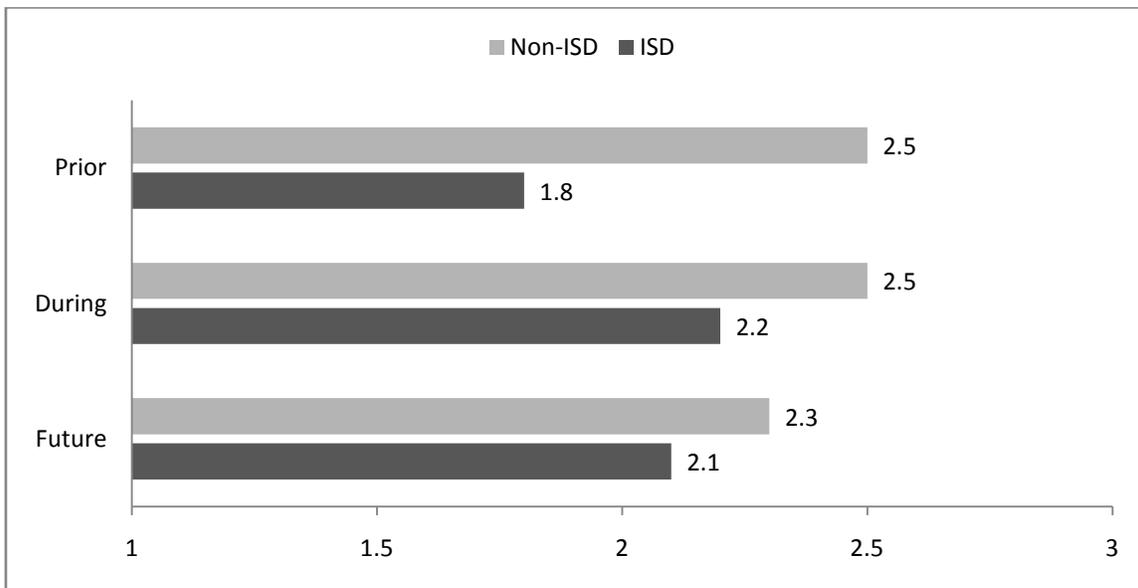
EDD & WIA staff Cross-Trained

Cross training was one of the least common practices prior to the ISD period. ISD sites showed a larger increase in the use of cross-trained staff during the LL period and expected this increase to continue and perhaps grow in the future. Neither the ISD, nor non-ISD group had fully implemented cross-training before the LL period. During the learning lab period, 40% in the ISD group had fully implemented cross-training and 50% had partially implemented it; in the non-ISD group the numbers were 10% and 60% respectively. Although the data for projections of cross-training for the non-ISD group in the future was incomplete (only 8 out of 10 made a forecast), both groups appeared to be committed to increasing their efforts at cross-training in the future, especially in the ISD group.

Figure III-6 Cross Training
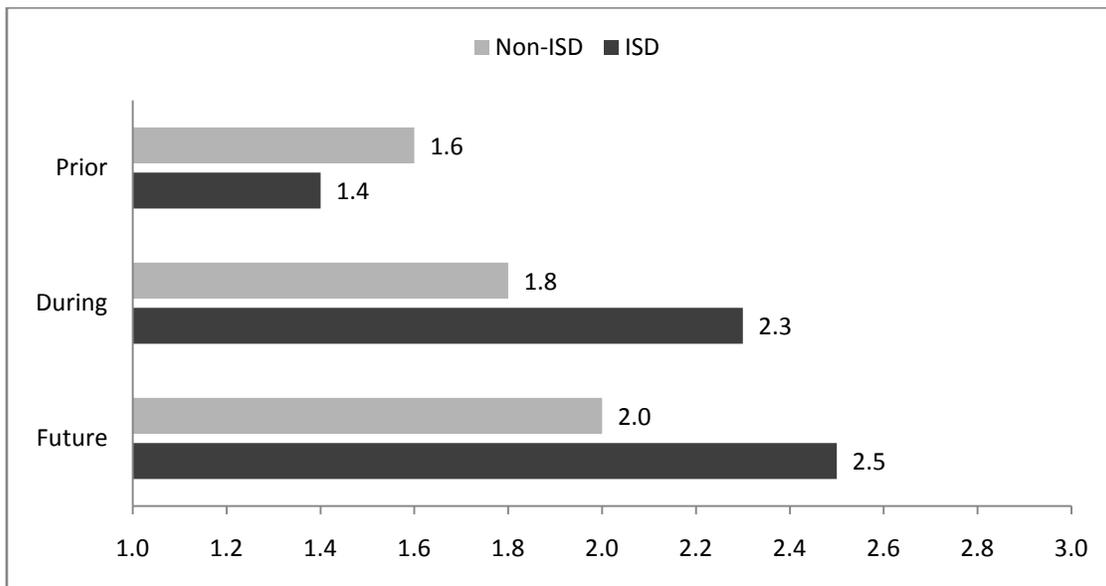
WIA & EDD Staff Share Same Client Pool

For the ISD group there was a significant increase in client pool sharing during the LL period from 50% implementation (partial or full) to 90%, and that increase was expected to continue into the future for all, but one of the sites. In terms of sharing the same client pool, little increase in implementation occurred for the non-ISD group during the LL period and they did not expect to increase this practice much in the future although there was one site that planned to move from their current partial implementation to full implementation. This may reflect limitations imposed by their client management data systems or other technical constraints. Whatever the cause for the large difference between the ISD and non-ISD groups, the sharp increase in implementation of a shared client pool during the LL period by the ISD group would suggest that these were no serious barriers to establishing a shared client pool.

Figure III-7 Common Client Pool
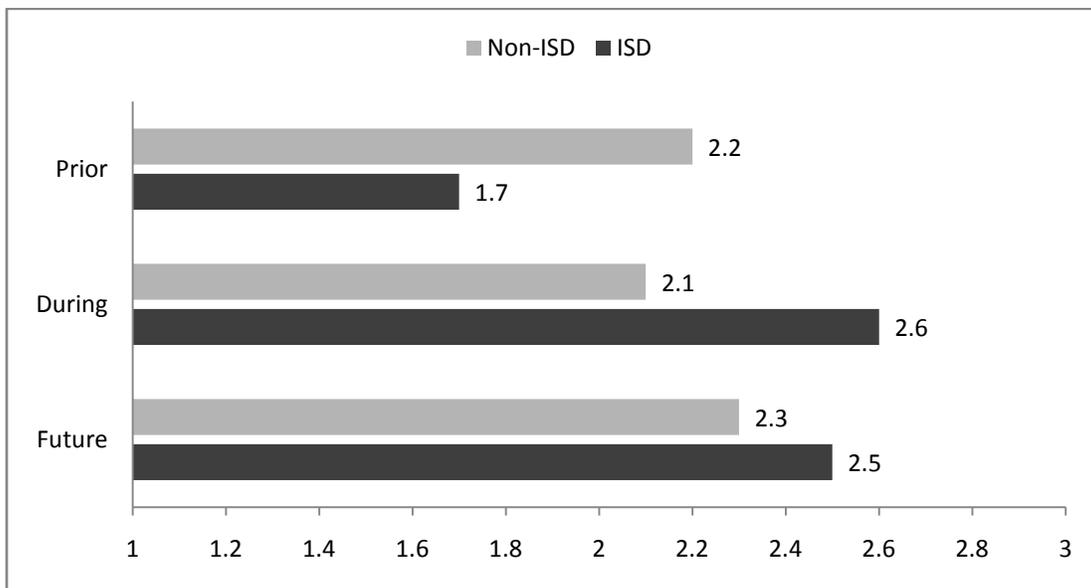
EDD & WIA Staff Share Common Data Management System (calendar, case files, etc.)

As the data below shows, few sites shared a common data system in the prior period although one ISD and two non-ISD sites did indicate that they had partially shared data systems. ISD sites made significant progress during the LL period in implementing shared data management systems (going from 10% with Partial implementation to 50% partial and 20% full implementation) and there was also concurrently a small increase for the non-ISD sites. Both groups, however, seem to believe that this positive trend will continue in the future. This belief may be influenced by the current initiative underway at the state level to provide a more integrated data system for measuring performance and outcomes for all WIA and EDD programs. It seems clear that common data management systems will be key to facilitating effective integrated services between local WIA and EDD staff in the future.

Figure III-8 Common Data Management System
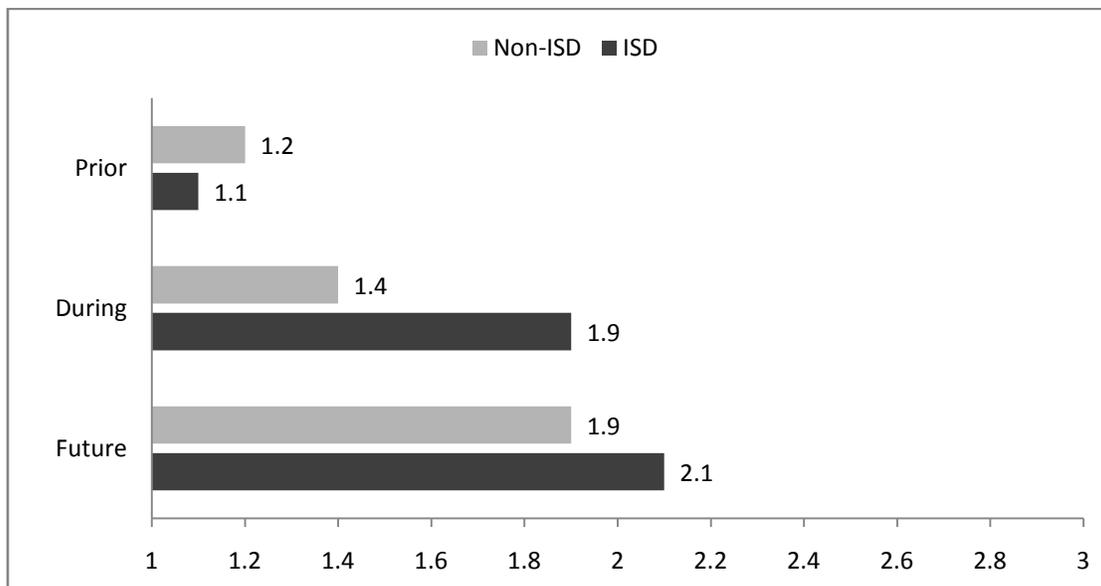
WIA & EDD Use Collaborative Decision-making Process

Both ISD and non-ISD sites engaged in a significant amount of collaborative decision-making prior to the LL period. This is consistent with the operational requirements of the OneStops that made up the sample of sites surveyed. Some level of collaboration is necessary to function effectively as OneStops. During the LL period, 50% of the ISD sites moved to full implementation of collaborative decision-making, 50% reported partial implementation, and none indicated that there was no collaboration. For the non-ISD sites there was less change with only four sites increasing their decision-making collaboration from partial to full. The degree of collaboration, in general, may be dependent on the quality of the relationship between EDD and WIA managers as well as the overall degree of trust between the two organizations. The larger increase in the ISD group probably reflects the personal commitment of the ISD managers that volunteered to be a "Learning Lab". It is, however, encouraging to see that managers in the non-ISD group made some attempts at increased collaboration and also believed that this trend would continue in the future.

Figure III-9 Collaborative Decision-Making
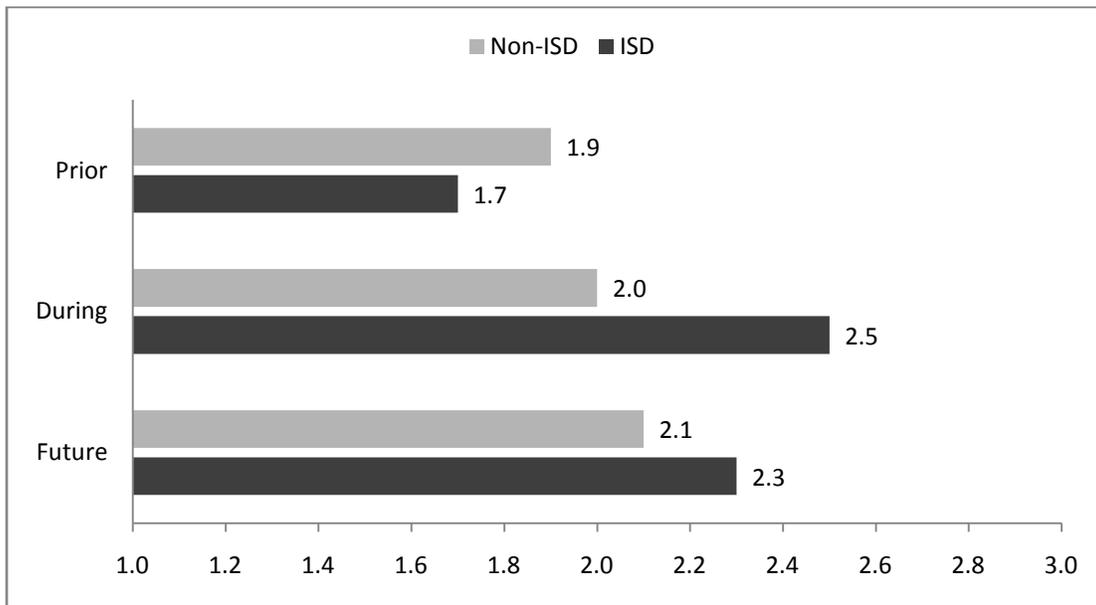
EDD & WIA Share Responsibility for Design and Delivery of Workshops

Prior to the LL period, half of all sites had partially implemented shared responsibility for design and delivery of workshops; none of the sites in either group had fully implemented this practice. During the LL period, 40% of the ISD sites went to full implementation and an additional 20% to partial implementation. For the non-ISD sites, there was a small increase in partial implementation but none of the non-ISD sites went to full implementation. In terms of future use, in both groups the majority see the application of such a joint approach as part of their future strategy, although a subset of each group (40% for ISD and 22% for non-ISD) do not forecast any use of joint workshops. This may in part reflect the different basic skill sets and professional focus of EDD and WIA personnel for those sites.

Figure III-10 Shared Workshops
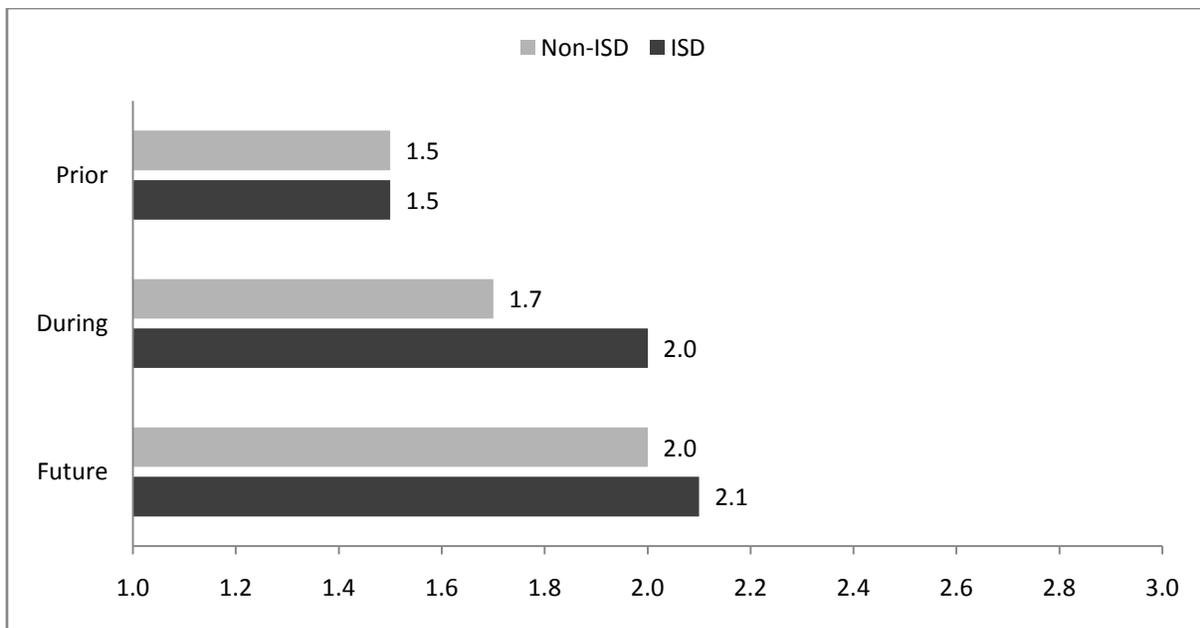
WIA & EDD Managers Share Supervisory Responsibility for Joint Staff

Shared responsibility was one of the areas (along with common data management systems and shared responsibility for outcomes) that was least used by either group prior to the LL period. This undoubtedly reflects constraints from having to operate two overlapping chains of command—the local boards and the State EDD management structure. Without the establishment of explicit policies encouraging and supporting shared supervision, it is highly unusual for managers of one organization to supervise those of another organization. In this case, however, the ISD sites that volunteered for the LL process had made such an explicit commitment. This probably accounts for the dramatic increase in both partial and full implementation of shared supervisory responsibility at the ISD sites. By comparison, there was little change in shared supervision at the non-ISD sites. For the sites that did engage in shared supervision there was a clear belief that it would continue in the future. There was much less of a belief in this strategy within the non-ISD group, probably reflecting skepticism that it would work. It should also be noted that the realization of joint supervision probably reflected the strong personal commitments and philosophies of the current managers at each site as well as encouragement from state level executives. As such, it does not guarantee continuation of these processes with different management team and without explicit encouragement from state level executives.

Figure III-11 Shared Supervision of Staff
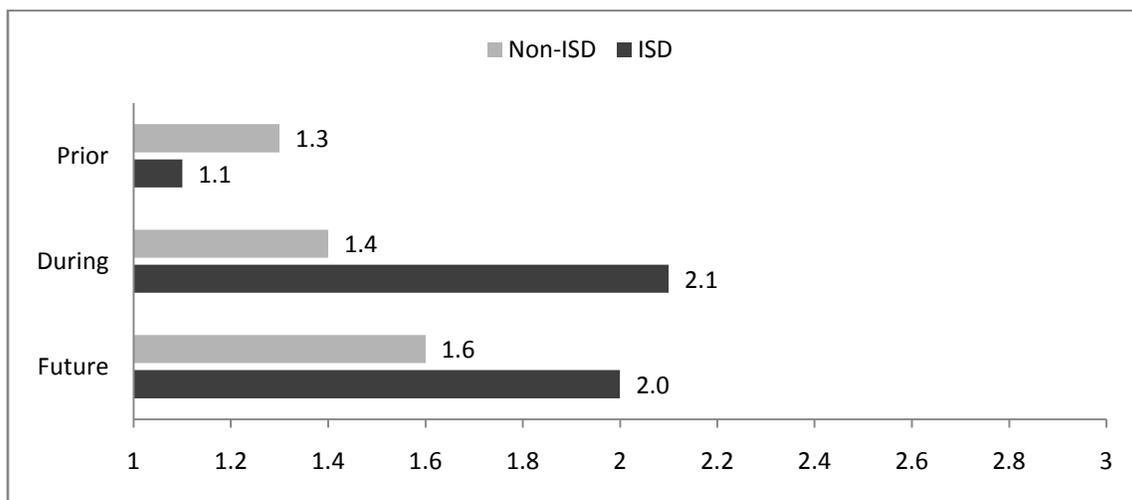
EDD & WIA Jointly Plan Mid and Long Term Operations

As the data shows, prior to the LL period, more non-ISD sites than ISD sites had engaged in some form of joint planning (60% vs. 40%). During the LL period, the ISD sites increased their level of participation in joint planning to the point where 90% of the sites were doing it. Based on their forecasts, it appears that they found these processes useful and plan to continue them in the future. Most (80%) non-ISD sites also expect to engage in more joint planning in the future. This appears to be an area where there is a high degree of consensus and commitment by both groups. Such joint planning would seem to be essential to operation of OneStops, although both groups appear to believe that it will only be partial integration of operational planning with some aspects of long range planning remaining separate.

Figure III-12 Joint Mid and Long-term Planning
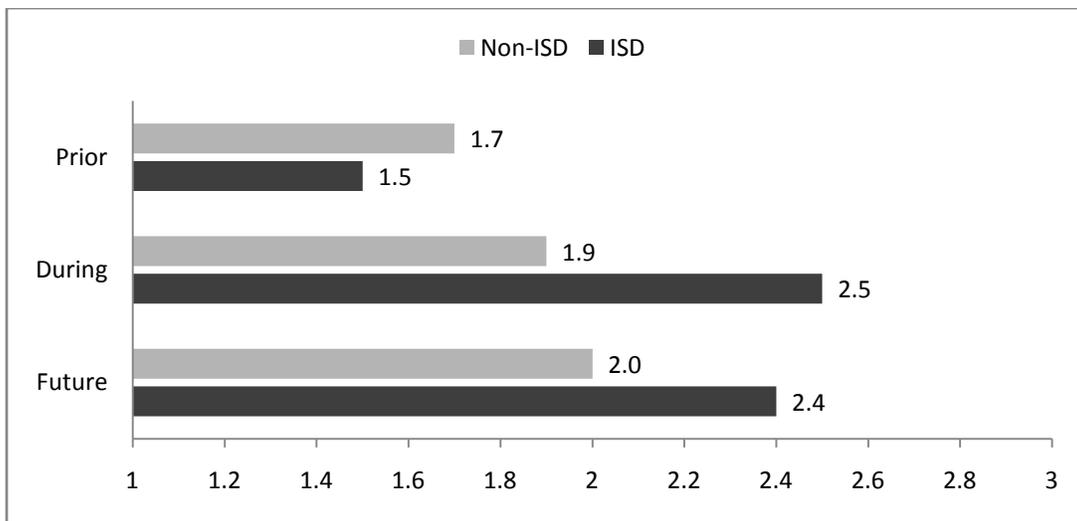
WIA & EDD Share Responsibility for Performance Outcomes

Prior to the LL period, there was little shared responsibility for outcomes at either the ISD or non-ISD sites with only 10% (one site) in either group indicating that they shared responsibility for outcomes. During the LL period, 60% of the ISD sites moved toward some degree of shared responsibility but there was no change in the non-ISD sites. In terms of expectations for the future, it appears that those sites in the ISD group that implemented this approach plan on continuing that relationship with their partner organizations (EDD and WIA) while the non-ISD did not express any expectations of adopting any additional joint responsibility for outcomes in the future. Based on the data, this would appear to be one of the most difficult aspects of ISD to effectively implement. Even with support from the state level, fully 40% of ISD sites and 80% on non-ISD sites said they do not expect to have shared responsibility for outcomes in the future. On the positive side, it appears that those sites that did implement such an approach during the LL period plan to continue with it in the future. One possible interpretation for this is that although this practice may appear to be difficult and politically risky, with proper support and encouragement it can prove to be both practical and useful.

Figure III-13 Shared Responsibility for Outcomes
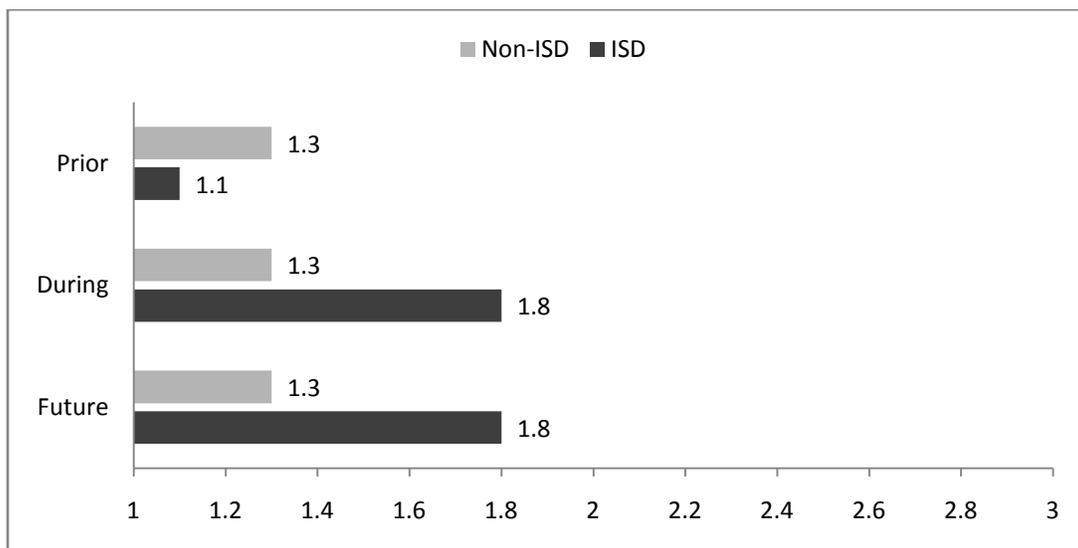
Summary

It appears that one size does not necessarily fit all. Managers at most sites, however, do share common values and goals. As such, they are likely to be supportive of any approaches that help them achieve those goals. Since each aspect of ISD has the potential to contribute to these common sets of goals, they will likely be accepted and implemented by most OneStops as long as properly presented and supported, and if they fit the local needs. It will be necessary to provide local managers with some discretion in how they implement ISD, giving them the flexibility to meet the needs of their local clients and takes into consideration the unique qualities of their organization and personnel resources. This appears to be what has happened among the Learning Labs. This data clearly indicated that local managers of both ISD and non-ISD sites have implemented many, but not all of ISD practices. It seems to us they may be picking and choosing what they think will work in their specific context. Statewide implementation of ISD, if it occurs, will require some flexibility in letting local managers decide the pace of implementation and whether all aspects of ISD should necessarily be used locally. On the other hand, certain aspects of ISD would seem to be mandatory regardless of local conditions, if there is to be meaningful integration of the two agencies. For example, it seems to us that common data management and outcome reporting systems are necessary features regardless of differences in local conditions.

Not all aspects of ISD were implemented at all the ISD sites. The degree of implementation varied substantially from site to site. This fits with what we observed in the four case study sites in Phase I of this project. A possible reason for this variance is that all sites were subject to a variety of structural and organizational constraints when it came to integration between WIA and EDD staff. Based on our experience visiting all 20 sites, we believe the following are the most common barriers to integration:

1. The challenge of coordinating a locally managed WIA organization with state-wide hierarchical EDD bureaucracy.
2. Having disparate-sized local workforces, with only 1-2 EDD (in some cases part-time) employees at some sites make it impossible to fully integrate.
3. EDD managers were not always on-site but managed several locations in the region.
4. Differences in the educational and skill background of WIA and EDD personnel.
5. Pay and work rule differences in EDD and WIA staff.

As with design and management of almost all organizations, technology was an important factor in determining which aspects of integration would be the easiest to implement and which would be the more difficult. The degree of compatibility of data base systems, computer operating systems, and outcome reporting systems may have had a significant influence on the ability to integrate operations at each of the sites. It seems clear that whether or not ISD is implemented across the state, better data management and reporting systems will be essential in the future.

Some of the practices associated with ISD appeared to be less attractive than others. While these reasons were not documented, they probably reflect differences in the management philosophies or particular resource or systems constraints at individual sites. It may also reflect the difficulty of making multiple simultaneous changes during what has come to be known as "The Great Recession", a period of greatly increased workload and increased funding from ARRA. Of the 12 practices surveyed, 3, in particular, were not expected to see much implementation in the future. They were:

single branding, shared supervisory responsibility, and shared responsibility for outcomes (see Table III-1). This reluctance may reflect the fact that each of these practices requires sharing power and giving up some autonomy. As such, they may be perceived as more politically risky for the managers involved.

With respect to the future of ISD, it is important to recognize that certain practices, once implemented, are difficult to reverse. For example, once you integrate staff workstations and cubicles, going back to the way it previously was has negative political and resource implications, people get used to the structure and it is costly to move around walls, computers and phones. On the other hand, some ISD practices such as shared supervision and responsibility are easier to reverse and may, in fact, be highly dependent on the relationships between local WIA and EDD managers. Since some ISD practices are more easily reversible than others, some implementation decisions may require more of a commitment than others.

Table III-1 Practices least likely to Persist in the Future

Future Expectation	Branding		Joint Supervision		Shared Outcomes	
	ISD	non-ISD	ISD	non-ISD	ISD	non-ISD
Fully Implemented	20%	20%	30%	10%	20%	10%
Partial Implemented	50%	50%	30%	30%	40%	10%
Not Used	30%	30%	30%	60%	40%	80%

IV: ISD's Impact on Volume of Clients, Client Characteristics and Performance

Introduction

Adopting Integrated Service Delivery (ISD) affects Local Workforce Investment Areas (LWIAs) in a number of ways discussed elsewhere in this report. This section focuses on impact of ISD on volume of clients served. The goal or enrolling "every one through the door" into WIA means that more clients will appear to use the services since a larger fraction of clients is now enrolled. Less obvious is the effect of ISD on the total numbers served, when one considers enrolled plus universal clients. ISD might serve the same or even fewer clients if services are focused on the expanded pool of enrolled clients at the expense of universal clients. We find significant evidence that ISD increased not only the number of enrolled clients, but also the total number of clients served (including universal).

When LWIAs attempt to enroll everyone entering a OneStop, one would expect changes in the characteristics of the people served. In the existing system, where most clients are not enrolled, there is an incentive for what other researchers have called "cream-skimming" (Heckman et.al., 2011). In this context, cream-skimming means attempting to manipulate performance measures by enrolling disproportionately more employable clients. Requiring the enrollment of vastly larger proportions of all clients entering the doors reduces this practice. More importantly, it makes the performance measures a more valid measure of a program's real performance, as the measures now more accurately reflect all clients the LWIA served. As a result, it is likely that performance measures will decline in ISD sites relative to non-ISD sites.

We find significant evidence that ISD serves a more difficult-to-employ client population with the unsurprising effect of significantly reduced performance in the percentage of clients leaving the system with jobs. Similarly, the percent retaining jobs and the average earnings of those with jobs declines.

Methods

We studied the impact of the 12 LWIAs adopting ISD in 2008-09. We have also collected information on all 49 of California's LWIAs for the years 2007-08, 2008-09, and 2009-10. Hence, we have a year where no LWIA has formally adopted ISD, and 2 years where 12 LWIAs[4] implemented ISD as part of the "Learning Lab" experiment. These years were turbulent ones for the workforce community as there were major changes in the unemployment rates and in funding for California LWIAs. In order to accurately estimate the effect of ISD itself, it is critical to control for differences among LWIAs, changes in the economy and changes in funding.

Our method for doing this is what econometricians call "fixed effects" regressions. The basic strategy is to subtract the LWIA average value of each variable to net out effects that are purely because of management and differences in location for each LWIA, a turbulent economy, and changes in funding. Fixed effects regressions allow us to isolate the effect of ISD and control for exhaneous variables.

We also distinguish between the first and second year of ISD implementation in our regression results partly because some of our data refers to people who exited the programs. For example, in the year 2008-09, average earnings numbers refer to people exiting in that year many of whom entered the

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[4] In 2009-10 another LWIA switched to ISD as well.

program and received services prior to the implementation of ISD. It would not be expected that ISD had an effect on this group of people. By the second year of ISD, though, most clients in the earnings data would have been enrolled under ISD.

Much of our discussion focuses on enrollment. For that variable, we would expect to find the effects of ISD in both the first and the second years. To the extent that ISD was more completely implemented by year 2, there may still be some additional information provided by this distinction.

Volume of Clients Served

ISD forced LWIAs to enroll a far greater proportion of all clients. We focus first on enrolled clients. Fixed effects regression techniques were applied to all 49 LWIAs during the 3 year period beginning in 2007 and ending in 2010. [5] The estimated regression was

Number Enrolled = 3457 + 8159 x *isd1* + 14362 x *isd2* – 93 x *unemployment rate*

"*isd1*" is a variable that is zero for an LWIA if ISD was not implemented, and one in if the LWIA was in the first year of ISD implementation. "*isd2*" is similarly defined for the second year of ISD. "*Unemployment rate*" is the local LWIA unemployment rate. In this fixed effects regression, the coefficients of both *isd1* and *isd2* were significant, but the unemployment rate was highly insignificant. Our unemployment rate variable is calculated for the calendar year, rather than the fiscal year used in the JTA data, which may explain its lack of significance.

Table IV-1 attempts to extract something simpler to evaluate than the above regression equation. The typical LWIA in our data had 4,401 enrollees. In California with no ISD, total enrollment is 215,649 (= 4,401*49). The above regression equation suggests that switching all LWIAs in California to ISD would increase enrollment by 299,791 statewide (=8,159*49) leading to enrollment of 615,440 (= 12,560*49) clients. That represents a 185% increase in the implementation year of ISD. By year 2 an all-ISD California has 919,387 enrollees and an increase of 426% over the non-ISD version of the state.

Table IV-1: ISD's Effect on Ernollment And Total Clients Served

		ISD Year 1		ISD Year 2	
Dependent Variable	Average	% Change	P**	% Change	P**
Enrolled	4401	185%	0.000	426%	0.000
Enrolled + Universal	11631	31%	0.290	79%	0.003

* These "effects" are not simple averages. They are the result of fixed effects regressions of the dependent variable on dummies for Year 1 of ISD, Year 2 of ISD and the unemployment rate. See appendix 7 (regression 1) for a complete summary of regression results.** Significant results are shaded grey. The P-value represents the probability that there is no relationship between dependent and independent variables.

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[5] See appendix 7 regression 1 for a detailed listing of this regression.

Table IV-1 also reveals evidence for increases in total clients served. Since information on universal clients is not systematically tracked in JTA, we could not examine all 49 LWIAs. With some difficulty, we did question the 20 matched-pair sites used elsewhere in this report to obtain estimates of total clients served. Reporting of the universal component of total clients served varies from one LWIA to another. Once again, our fixed effects regression technique helps control for these variations. Because we are examining differences in total clients served from the LWIA average, this should provide a good estimate of the marginal effect of ISD on participation, as long as the methods used for collecting the numbers don't change *within LWIA* during the three years studied. Differences among LWIAs will not cause problems for our analysis.

The number of clients served in a typical LWIA for our 20 matched-pair sites was 11,631, suggesting that a non-ISD version of California would serve 569,919 total clients. Forcing all LWIAs to adopt ISD increases this by 31% in year 1 and 79% in year 2. By year 2, the effect is statistically significant. While these increases are smaller than the effect on enrollment, it is clear that ISD increases the overall number of people served by the LWIAs involved.

Figure IV-1: Total Clients Served

Average number of participants without ISD
Average Number of Participants in year 2 of ISD

| Enrolled | Total Served = Enrolled + Universal |

Enrolled: 4,401 / 18,763
Total Served = Enrolled + Universal: 11,631 / 20,807

ISD and the Hierarchy of Service

By mandating enrollment of new clients, it is likely that ISD has also changed the mix of client needs. As a result, one might expect changes in the composition of the services hierarchy provided by WIA facilities. Table IV-2 confirms this, showing that by year 2 of implementation the percentage of enrollees receiving core services has increased significantly. In our data prior to ISD implementation, in the typical LWIA 63% of enrollees received core services. Our fixed-effects techniques suggest that this rises 16% by the first year of implementation in ISD sites indicating that 79% of all enrollees are using Core Services.

In comparison, the percent of enrollees receiving intensive and training services drops slightly with ISD, although the drop in intensive services was not statistically significant. For a representative LWIA with 57% of enrollees using intensive services and 28% using training services, the introduction of ISD would reduce intensive services by 8% and training services by 23%. One must be careful here, however. ISD causes the number of people enrolled in all three types of services to increase, but for intensive and training services the increased usage is smaller than the increase in total enrollment.

Hence, the percentage of enrollees using these services declines but their absolute number increases. (see Table IV-2). Note that the bars representing the number of enrollees in the three types of service increases dramatically, but the percentage of enrollees in intensive and training services declines.

Table IV-2: ISD's Effect on Hierarchy of Service

		ISD Year 1		ISD Year 2	
Dependent Variable	Average	Change	P**	Change	P**
% Core Services	63%	16%	0.001	8%	0.084
% Intensive Services	57%	-8%	0.119	-7%	0.167
% Training Services	28%	-23%	0.000	-24%	0.084

* These "effects" are not simple averages. They are the result of fixed effects regressions of the dependent variable on dummies for Year 1 of ISD, Year 2 of ISD and the unemployment rate. See appendix 7 regressions 3, 4, and 5 for a complete summary of regression results.** Significant results are shaded grey. The P-value represents the probability that there is no relationship between dependent and independent variables.

Figure IV-2: Impact of ISD on Heirarchy of Service

877 people   Training   4% of Clients

Intensive: 12,005 people 50% of Enrolled Clients

Core : 14,149 people 71% of Enrolled Clients

Typical LWIA: Hierarchy of Services by year 2 of ISD

Training — 726 people; 28% of Enrolled

Intensive — 2,479 people; 57% of Enrolled

Core — 3,071 people; 63% of Enrolled

Typical LWIA: Hierarchy of Services without ISD
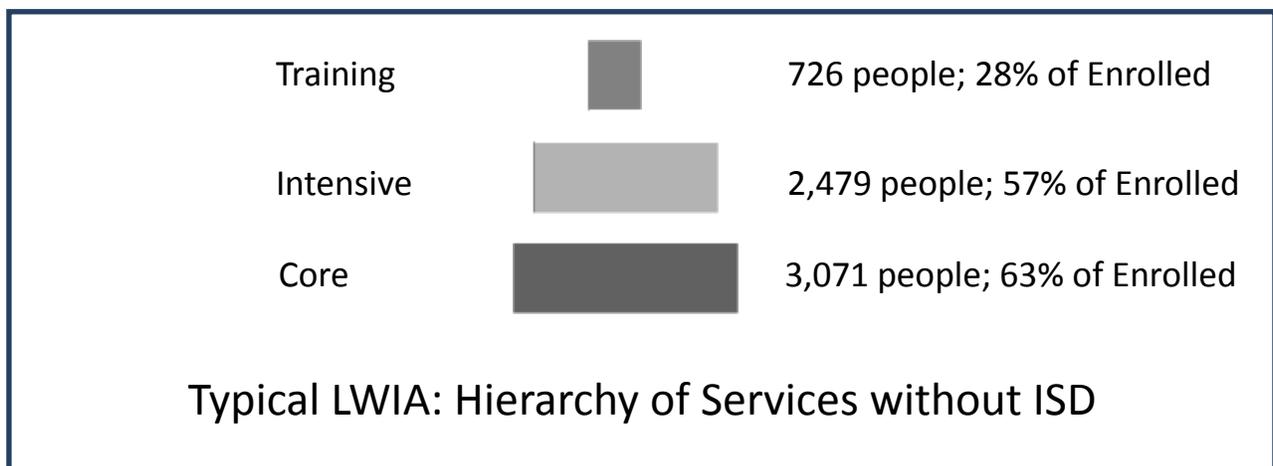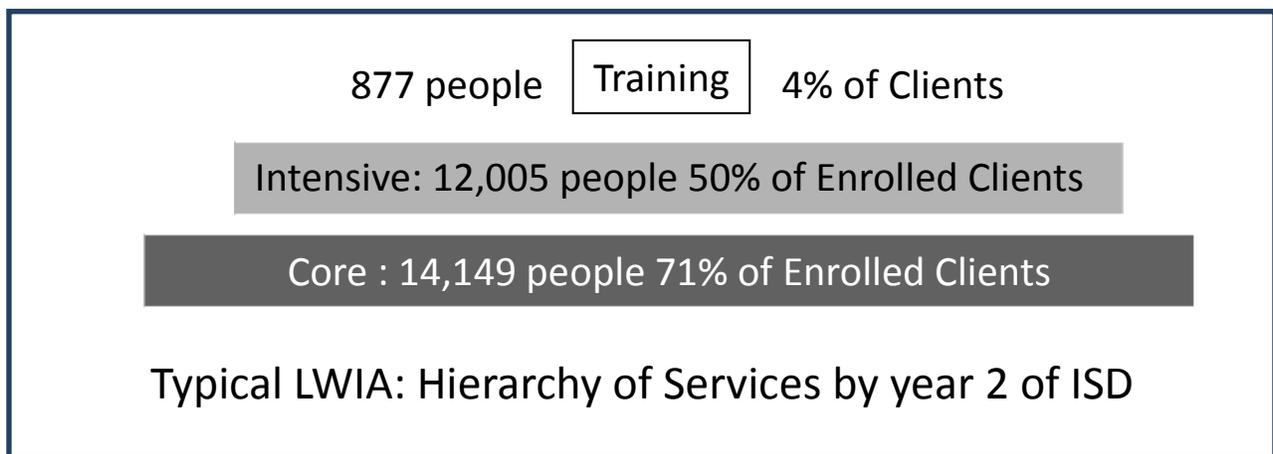
Changes in the Client-Mix

In this section we discuss the way ISD affects the mix of clients served by the typical LWIA in our data. As before, we use fixed-effects methods to identify the effect of introducing ISD for each of the descriptive measures of client type. To the extent that increasing enrollment causes ISD LWIAs to dip further into the pool of difficult-to-place clients, we would expect client-mix changes to explain the causes of changes in performance measures. While much of the evidence presented below shows that ISD does increase the proportion of poor performance clients enrolled, there are some interesting exceptions as well.

Ethnicity

ISD increased the absolute number of people served in all ethnic groups, as is illustrated in Figure IV-3. While this is true, the increase in Hispanic and Black enrollees was much greater than the increase for Asians and Whites. As Table IV-3 shows, this caused a drop in the proportion of White and Asian clients served, and an increase in the proportion of Hispanic and Black clients served.

Figure IV-3: Number Served by Ethnicity
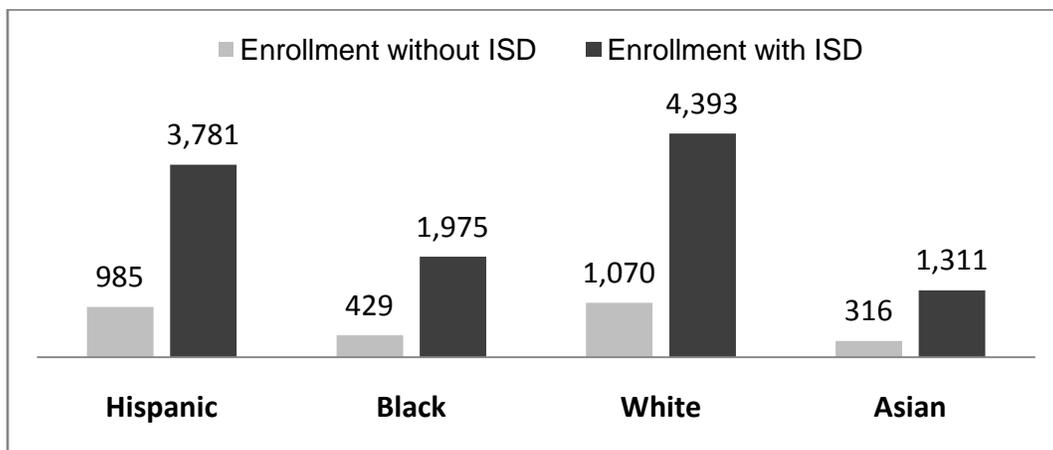
Figure IV-4: Percent Served by Ethnicity
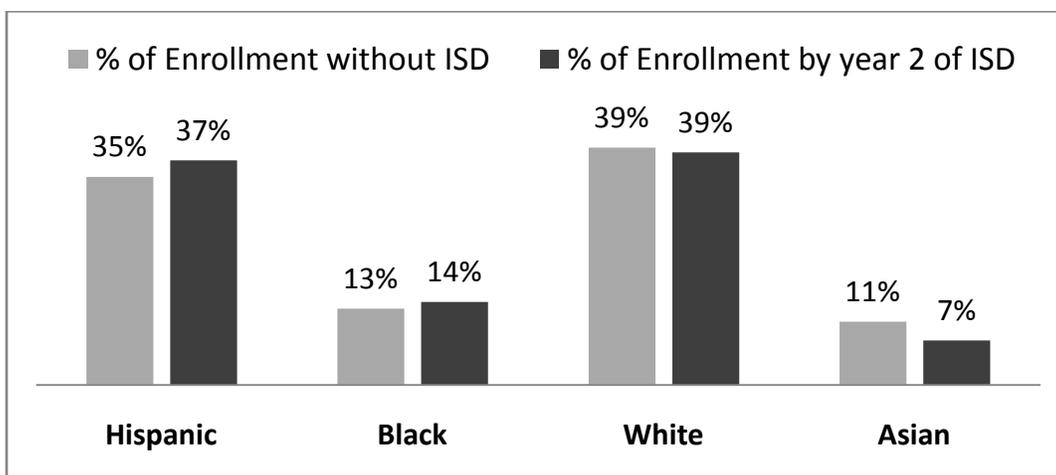
Table IV-3: ISD's Effect on Ethnicty

Dependent Variable	Average	ISD Year 1		ISD Year 2	
		Change	P**	Change	P**
% Black	13%	2%	0.059	15%	0.265
% Hispanic	35%	2%	0.083	7%	0.057
% Asian	11%	-4%	0.003	-38%	0.020
% White	39%	-0.4%	0.817	-1%	0.660

* These "effects" are not simple averages. They are the result of fixed effects regressions of the dependent variable on dummy variables for Year 1 of ISD, Year 2 of ISD and the unemployment rate. See appendix 7 regression 8 for a complete summary of regression results.** Significant results are shaded grey. The P-value represents the probability that there is no relationship between dependent and independent variables.

Education

ISD increases the number of clients at all education levels as revealed in Table IV-4. Most of these increases, however, come at higher levels of education so that the average education level of clients at an ISD LWIA is significantly higher than that of a non-ISD site. This was unexpected, but it is plausible when one remembers that highly educated person may enter a OneStop looking for access to job listings, but needs less help with more involved types of training. As a result, without ISD they are likely to be in the universal access category, and not counted in JTA numbers. With the introduction of ISD, they may need to enroll to receive even the limited services that they seek. This effect counteracts the cream-skimming effect on performance measures mentioned earlier. While most other changes in the client mix may create a client population with more employment barriers, this change adds individuals with fewer barriers to the population.

Figure IV-5: Average Grade Completed ISD and non-ISD

Typical LWIA without ISD / *Typical LWIA in year 2 of ISD*

12.01 — Typical LWIA without ISD
12.29 — Typical LWIA in year 2 of ISD
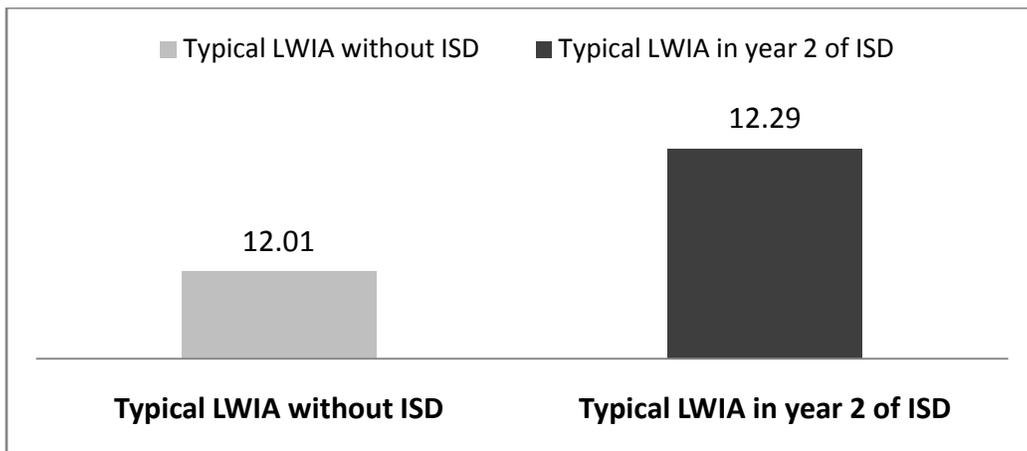
Figure IV-6: Change in Education Composition
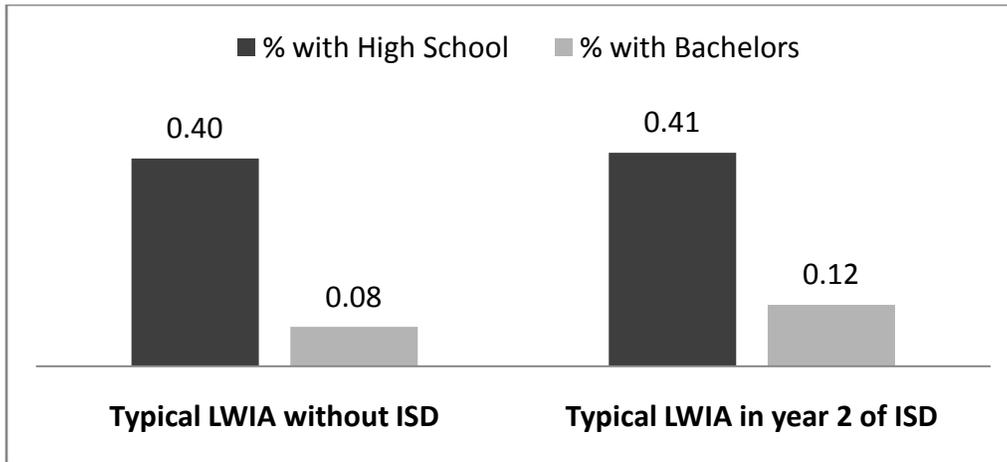
Table IV-4: ISD's Effect on Education

		ISD Year 1		ISD Year 2	
Dependent Variable	Average	Change	P**	Change	P**
Avg Highest Grade Completed	12	2.53%	0.041	2.41%	0.057
% with No School	0.11%	0.2%	0.004	0.1%	0.224
% High School	40%	2.4%	0.438	1.1%	0.729
% Bachelors	8%	3.8%	0.009	4.2%	0.005

* These "effects" are not simple averages. They are the result of fixed effects regressions of the dependent variable on dummies for Year 1 of ISD, Year 2 of ISD and the unemployment rate. See appendix 7 regression 9 for a complete summary of regression results.** Significant results are shaded grey. The P-value represents the probability that there is no relationship between dependent and independent variables.

Basic Skills and English

ISD increases the number of clients that are deficient in basic skills as well as increasing the number of those with limited English. As with the education variables mentioned in the previous section, these increases in numbers are smaller than the overall increases in enrollment. Hence, ISD causes a reduction in the percentage of enrollees that fall into each category. In the case of those with basic skills deficiencies this drop is statistically significant, but not significant in the case of limited English skills.

Figure IV-7: Basic Skills and English
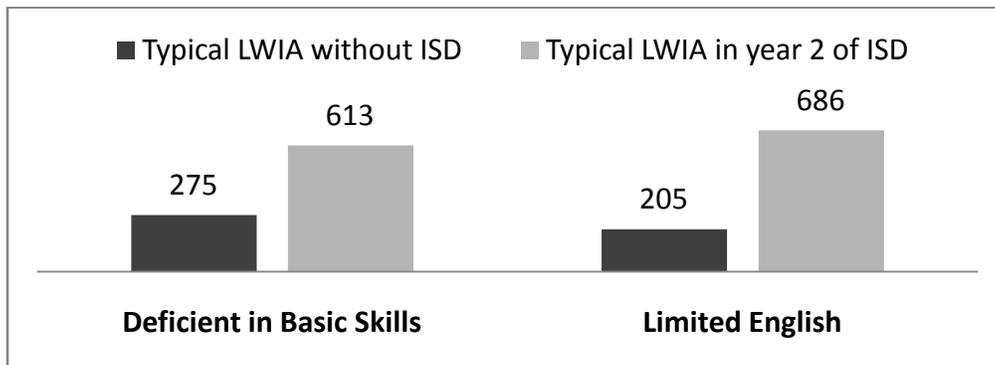
Figure IV-8: Clients with Skills Deficiencies or Limited English
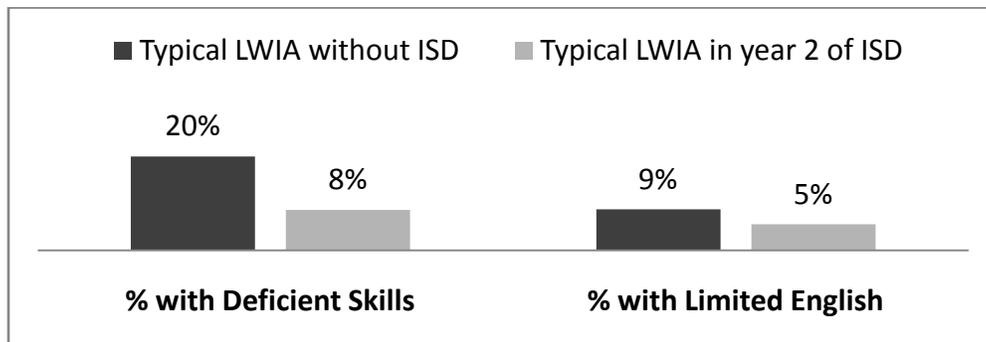
Table IV-5: ISD's Effect on Basic Skills and English

		ISD Year 1		ISD Year 2	
Dependent Variable	Average	Change	P**	Change	P**
% Basic Skills Deficient	20%	-9%	0.009	-46%	0.003
% Limited English	9%	-14%	0.522	-160%	0.153

* These "effects" are not simple averages. They are the result of fixed effects regressions of the dependent variable on dummies for Year 1 of ISD, Year 2 of ISD and the unemployment rate. See appendix 7 regressions 10 and 11 for a complete summary of regression results.** Significant results are shaded grey. The P-value represents the probability that there is no relationship between dependent and independent variables.

Income

There is significant evidence that ISD increases the number and proportion of low income clients served. The number of clients described as low income increases significantly as is illustrated in Figure IV-9. The increases are large enough to increase the percentage of low income clients from 48% without ISD to 58% by the second year of ISD for our typical LWIA. Very similar patterns show up for TANF families and clients on Food Stamps. Since low income clients are likely to be comparatively difficult to employ, this tends to support the notion that ISD reduces some cream-skimming and forces LWIAs to focus more on one of their most disadvantaged clients.

Figure IV-9: Number of Low Income Clients
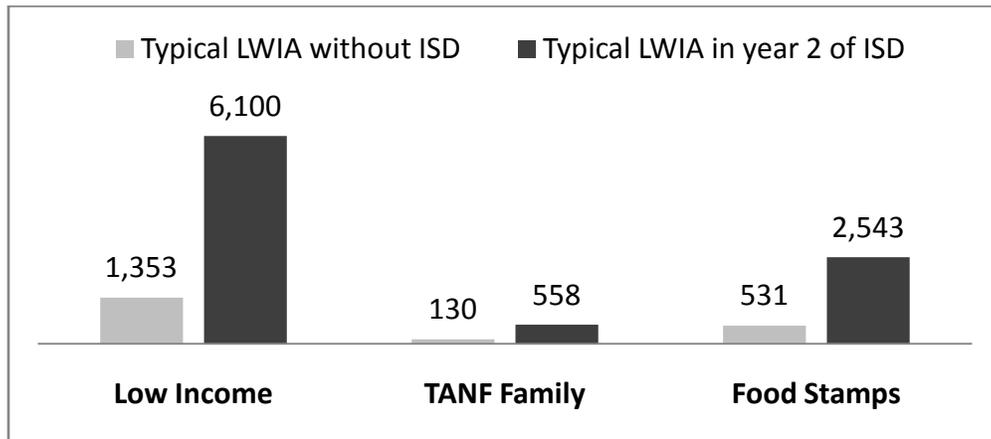
Figure IV-10: Proportion of Low Income Clients
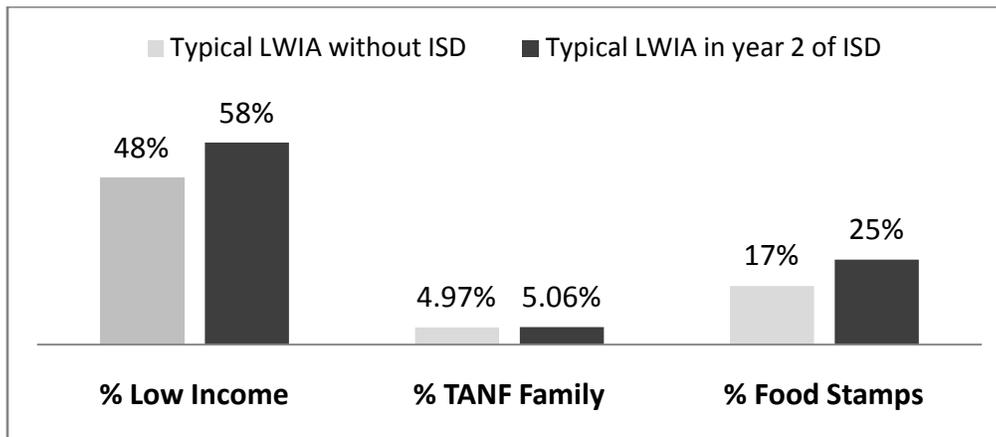
Table IV-6: ISD's Effect on Low Income, TANF and Food Stamp Recipient Populations

		ISD Year 1		ISD Year 2	
Dependent Variable	Average	% Change	P**	% Change	P**
% Low Income	48%	5%	0.099	10%	0.001
% TANF Family	5%	0.29%	0.723	0.10%	0.910
% Food Stamps	17%	10%	0.000	8%	0.000

* These "effects" are not simple averages. They are the result of fixed effects regressions of the dependent variable on dummies for Year 1 of ISD, Year 2 of ISD and the unemployment rate. See appendix 7 regression 12 for a complete summary of regression results.** Significant results are shaded grey. The P-value represents the probability that there is no relationship between dependent and independent variables.

Other Selected Client Characteristics

The remaining client characteristics discussed were selected because these are likely to describe groups of people that are particularly difficult to employ. The number of disabled clients increased with ISD, but less quickly than the general increase in enrollment leading to an insignificant change in the percentage of disabled served after ISD was implemented. The pattern is similar for substance abusers. In the case of offenders, however, the increase in enrollment was very large leading to a highly significant increase in the proportion of offenders served under ISD. Since this group is particularly difficult-to-employ, it seems likely that this would result in reductions in performance for most LWIAs.

Figure IV-11: Number of Disabled, Substance Abuse and Ex-Offender Clients
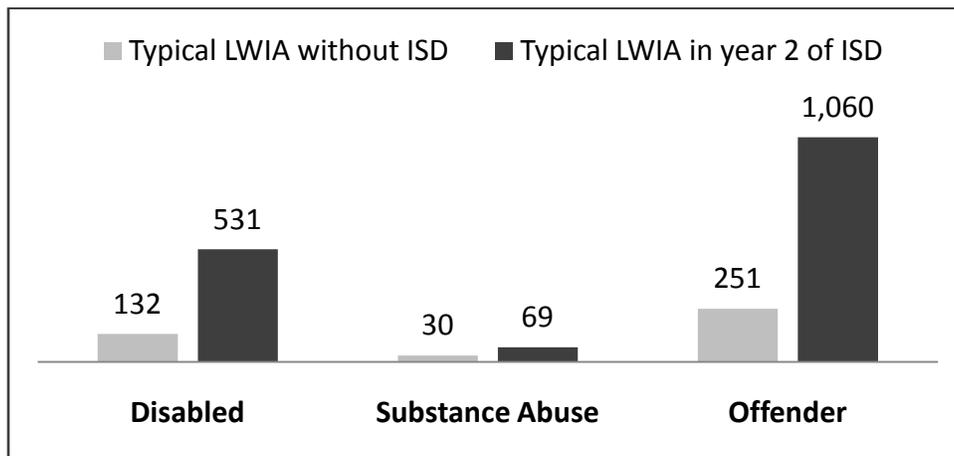
Figure IV-12: Percentage of Disabled, Substance Abuse and Ex-Offender Clients
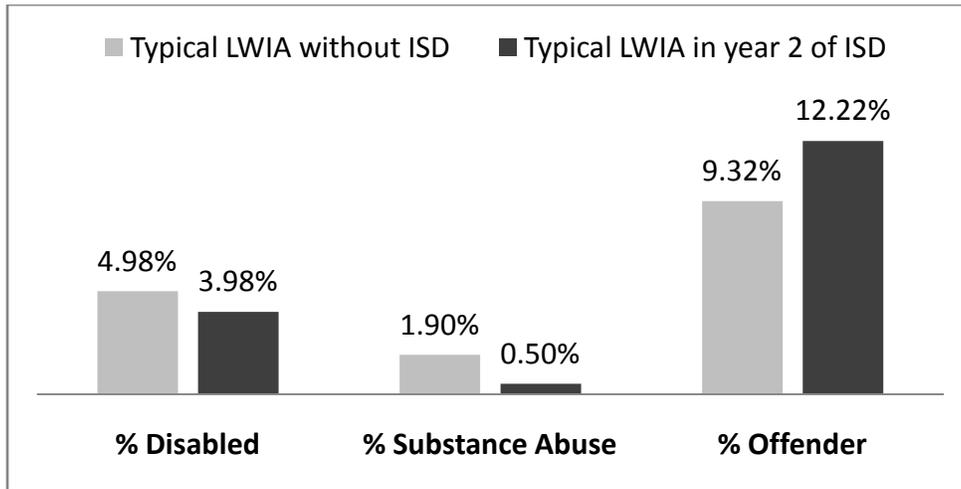
Table IV-7 ISD's Effect on Disabled, Substance Abuse and Ex-Offender Clients

		ISD Year 1		ISD Year 2	
Dependent Variable	Average	% Change	P**	% Change	P**
% Disabled	5%	-0.17%	0.814	-1.00%	0.190
% Substance Abuse	2%	-0.30%	0.787	-1.40%	0.282
% Offender	9%	3.10%	0.007	2.90%	0.014

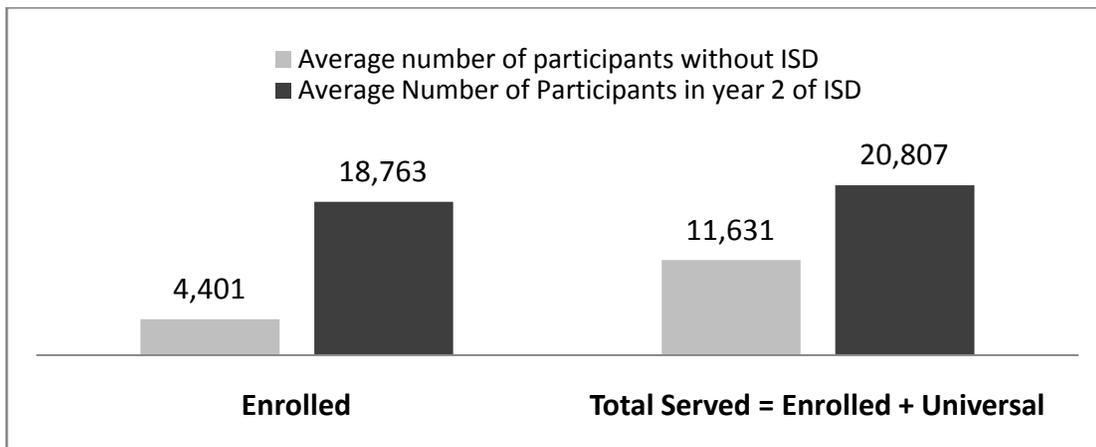* These "effects" are not simple averages. They are the result of fixed effects regressions of the dependent variable on dummies for Year 1 of ISD, Year 2 of ISD and the unemployment rate. See appendix 7 regressions 16, 17, and 18 for a complete summary of regression results.** Significant results are shaded grey. The P-value represents the probability that there is no relationship between dependent and independent variables.

Performance Measures

As the previous section suggests, there are significant changes in the client-mix due to ISD and they alter most performance measures. The increased proportion of low-income clients and offenders may significantly lower the percentage of clients that find jobs. More promising, however, is the finding that ISD increases the average education level of clients. This may make it easier for clients to find jobs, especially jobs with greater incomes.

Application of our fixed-effects methodology also suggests that most performance measures decline when ISD is implemented. Figure IV-13 shows that ISD by year 2 reduces the percent of exiters entering employment from 76% without ISD to 45% with ISD. This reduction in the percentage of those hired that retain their jobs is smaller, but still statistically significant.

Figure IV-13: Impact of ISD on Entered and Retained Employment Performance Measures
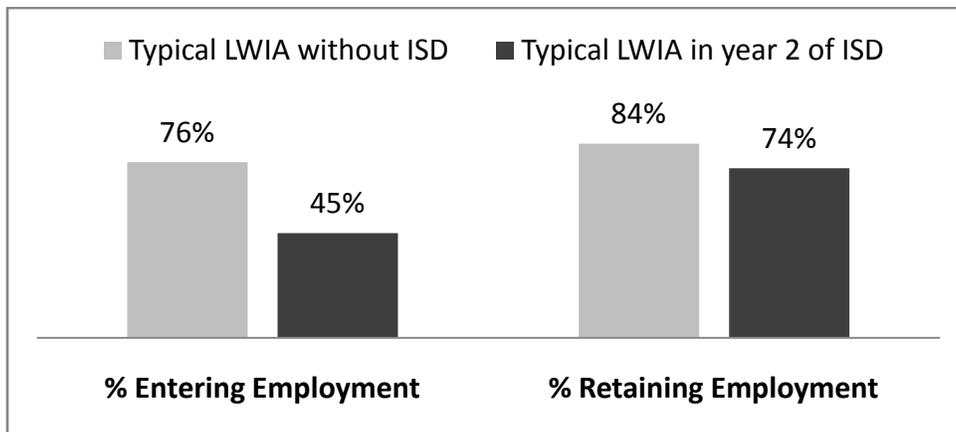
The smaller reduction in retention also suggests an important improvement in the accuracy of performance measures under ISD. ISD requires soft exits, meaning that enrolled clients are automatically exited 90 days after they last received service. Without ISD it is possible for LWIA managers to "game the system" by choosing when to exit a client. For instance, if a client gets a job midway through the quarter, the manager can choose not to exit them just yet because verification of entering employment is not done by EDD until the beginning of the next quarter. Since many clients will lose their jobs in this time, that exit would show up as not entering employment. As a result, a manager may be tempted to exit only those who have employment in the last week or so of the quarter, avoiding this "problem." With soft exits under ISD this type of gaming is not possible. Hence, for this reason and possibly others, ISD shows large reductions in the percent of clients entering employment. The percent of those with jobs that retain them two quarters later is also much less susceptible to gaming. Hence, it is likely that the reduction in performance on retention rates more accurately reflects the measured difficulty in placing these clients in jobs they can retain.

Figure IV-14 reveals that average earnings of those finding jobs drop dramatically under ISD. Table IV-8 shows that in year 2 of ISD these reductions are statistically significant. To the extent that ISD reduces cream-skimming in the selection of which clients to enroll, this is not very surprising. If the clients skimmed without ISD were groups that in principle the WIA should serve, then this depressing performance statistic represents a better functioning system. Of course, one must not

punish ISD managers for this. One way to resolve this would be to broaden the ISD rules extending enrollment requirements, and requiring soft exits to non-ISD sites.

Figure IV-14: Average Earnings With and Without ISD
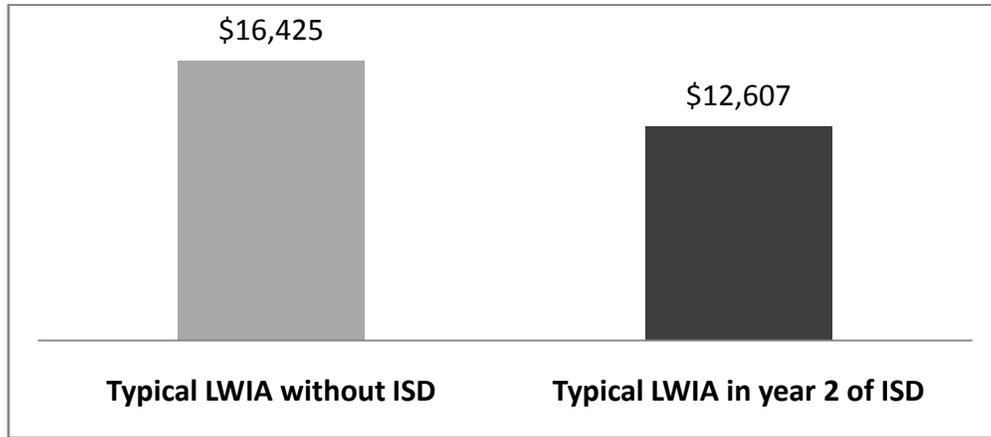
Table IV-8: ISD's Effect on Percent Entering and Retaining Employment

Dependent Variable	Average	ISD Year 1		ISD Year 2	
		% Change	P**	% Change	P**
% entering employment	76%	-17%	0.000	-31%	0.000
% retaining employment	84%	-3%	0.053	-11%	0.000
Average earnings	16425	2%	0.747	-23%	0.001

* These "effects" are not simple averages. They are the result of fixed effects regressions of the dependent variable on dummies for Year 1 of ISD, Year 2 of ISD and the unemployment rate. See appendix 7 regressions 20, 21, and 22 for a complete summary of regression results.** Significant results are shaded grey. The P-value represents the probability that there is no relationship between dependent and independent variables.

Conclusion

ISD's effect on measured volume and performance of local WIAs in the state of California is enormous. A hypothetical State of California without ISD during our sample period would have 215,649 enrolled clients. Forcing all LWIAs to use ISD in that hypothetical state would, by the second year of ISD implementation, have 919,387 enrolled clients – an increase of 426% from the non-ISD version of the state. While it is true that much of this increased enrollment represents a shifting of clients from the universal category to enrolled, there is more happening here. Switching the state from non-ISD to all-ISD causes total clients served (enrolled + universal) to increase from 569,919 to 1,589,462, an increase of 79% by the second year of ISD implementation.

Measured performance drops significantly as well with the introduction of ISD. A state with no ISD places 76% of its existing clients in employment, while an all-ISD state places only 45%. Of those entering employment, 84% retain that job several quarters later in a non-ISD state. The number drops to 74% in an all-ISD state. Average earnings of those receiving employment in the all-ISD state

are $16,425. This falls to $12,607 in an all-ISD state, representing a drop of 23%. Most of these precipitous declines in measured performance come from changes in the composition of clients served. ISD leads to enrolling more disadvantaged clients, based on a number of client characteristics associated with labor market barriers.[6] This may be due to the fact the ISD limits managers' ability to choose who to enroll in the system. Enrolling everyone worsens performance measures, but it may also give a better picture of what is really occurring in the system.

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[6] Adopting also led to enrolling more college graduates, who would normally only be served in the universal area. By itself, this would tend to improve performance measures. The fact that overall performance measures decline significantly suggests that this effect was smaller than the contribution of having to enroll very difficult-to-employ clients such as offenders and low-income clients.

V: Services Produced and Costs

Introduction

Integrated Service Delivery (ISD) is an attempt to merge the operations of a local Workforce Investment Act (WIA) program with local offices of the Employment Development Department (EDD) inside California OneStops to better serve clients. This merging of activities is a continuation of the move towards joint operations that was promoted by creating OneStop service. Housing the service activities job seekers use at one location reduces customer costs in seeking out the proper agency. Co-location is designed to reduce customer search costs. The experiment of ISD is designed to move beyond just co-locating these two agencies and streamline the provision services. ISD is an integration that is designed to provide one management voice, even with two area managers, along with a joint provision of employment and training services.

ISD has been adopted in several states, including Indiana, Utah, Oregon and New York along with others. The ISD model has been promoted by consultants Greg Newton and Associates. As is the case with any merger, we would look for benefits from the integration in providing lower cost services, better services, and/or a more efficient use of resources. Listed among the selling points to move local WIA areas to the ISD model are, allowing local areas to "cope with limited resources." [7] In addition, the integration was intended to foster a "shifting to a skill-focused system" and to promote "increasing input, reducing cost". It also intended to get the additional benefit of "organizing by service, not by program."[8] If we had a clear comparison between ISD delivery and non-ISD delivery, we would anticipate a measurable improvement in efficiency in service delivery. This would likely come in reduced costs per unit of service. Also, the integration of service provision, aligning employees from both WIA and EDD along service lines, rather than program division, should result in differences in the efforts expended by both sets of employees in various service areas.

In short, we wanted to know if ISD sites operated more efficiently than non-ISD sites. To find out, we used the activity based cost model which we developed in earlier study (Moore, et.al, 2007) to measure the resources in matched pairs of ISD and non-ISD OneStops. We also analyzed how these resources were used and what services they produced. The system produces cost per unit of service measures that allow us to compare the efficiency of the two models, along with other comparisons. A detailed description of this cost methodology is given in the (Moore, et. al. 2007) study on California OneStop costs.

Our review of costs is for the 2009-10 fiscal year. This is the period immediately following the learning lab year. Fiscal 2009-10 was in the midst of a substantial economic downturn with many local areas suffering from unemployment over ten percent and some exceeding twenty percent. All areas had a large influx of job seekers. Our cost study does point out the remarkable resilience and adaptability of both the WIA and EDD operations at OneStops. During the economic growth and low unemployment 2006 year, costs per job seeker visit at OneStop locations in California was $41 (Moore, et.al, 2007). For the ISD and non-ISD sites in our study during 2009-10, the cost per job seeker visit averaged $7.35 at ISD sites and $5.91 at non-ISD sites.

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[7] Undated training materials from Greg Newton and Associates, Boston Mass, slide 5.
[8] Greg Newton slide 11.

Cost Collection

Chapter II describes how data was collected in detail. But we put a quick overview here to remind you of where the data came from. Data was gathered by visiting each of the study sites. At each site we collected data for the 2009-10 fiscal year on:

1. Service counts;
2. Total Costs for WIA and EDD Partners;
3. Staff efforts extended in various service areas.

A significant difficulty in acquiring the desired information was that all data collection was not uniform. Since the sites are guided by different local WIBs, they concentrate on collecting the data that best serves their management and governance desires. With only broad Federal performance guidelines, local areas concentrate on providing and measuring those services deemed local area appropriate. For example, all sites do not count all universal clients and, there is no consistent determination of when clients will be measured as exiting service. In order to create uniformity in our data collection, we visited the sites to help guide the collection of counts, finances and efforts to fit common definitions. The definitions for service counts are given in Appendix 8.

EDD presence at a site is generally funded as part of a larger area operation and a local budget is not always available. We captured EDD contributions to the site by counting EDD employees by job classification, counting computer and other electronic connections and getting local budget information on site lease and other measurable expenditures.

Effort is extremely qualitative. However, a determination of effort extended into various service areas is essential in allocating the expenses to the appropriate areas. While it would be possible to allocate effort by measuring, hour-by-hour, how employees spent their time, this is prohibited by cost and is unlikely to yield an accurate result. Staff is unlikely to recall how they spent each minute and they would have an incentive to report what they think their supervisors would like to see them doing instead of actual activities. In order to acquire a more accurate picture, we interviewed line supervisors and asked them to describe how they saw each employee or group of employees allocating their time. This was converted in a percentage allocation out of the 100 percent of time available.

The cost data was collected for twenty sites, each selected as part of a matched pair. As explained in the methods chapter, these pairs were selected as being "close" in a number of categories. All sites jointly house both WIA and EDD operations during the study period. The relative size of the sites and the portion of expenses coming from EDD are depicted in Figure V-1 below.

Figure V-1: EDD and WIA Average Expenses for Matched Pair Sites (2009-10)

	ISD	Non-ISD
EDD	$1,802,983	$990,948
WIA	$4,408,969	$3,421,021
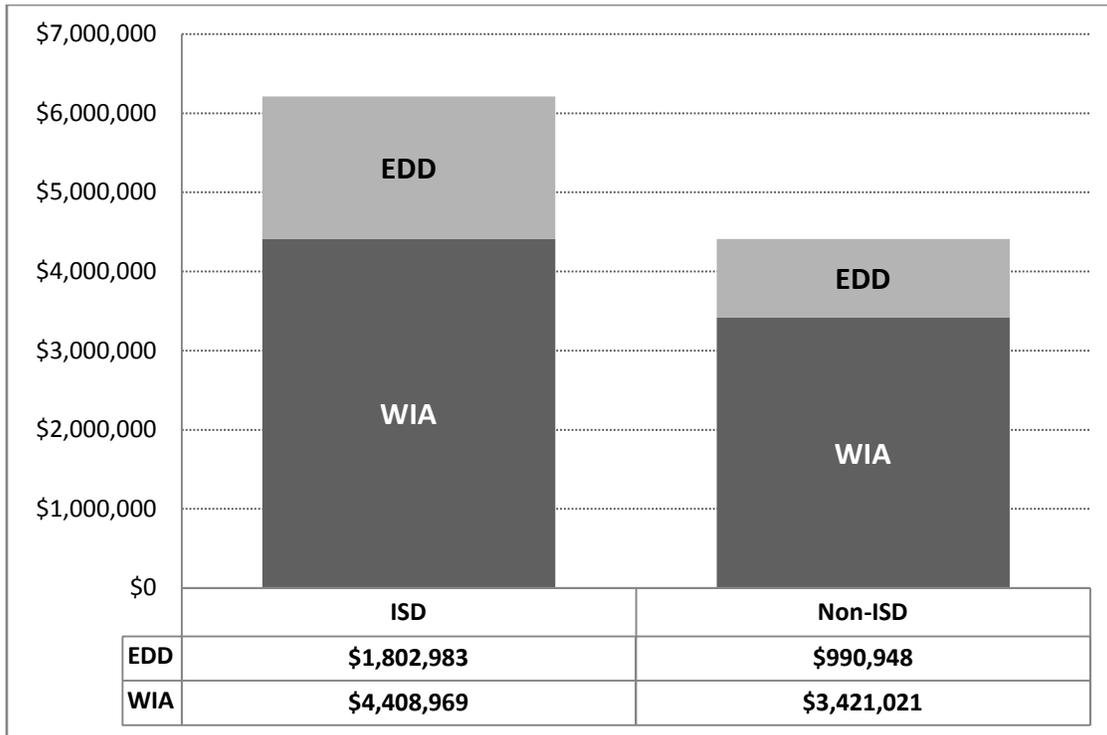
Our selection of matched pairs was based upon multiple criteria. These included geographic area, demographics, unemployment rates, and relative size of WIA to EDD, along with other criteria. Also, having an onsite EDD operation was essential. Figure V-1 shows that, on average, the selected ISD and Non-ISD sites have similar magnitudes for WIA and EDD expenses. On average, the ISD WIA operations were about 70 percent[9] of total expenses and non-ISD operations were about 75 percent. While we had a couple of sites with WIA expenses amounting to about 95 percent of operations, having such large WIA relative to EDD expenses was not common. Having EDD operations of like magnitudes helps ensure similar service mandates and the ability to provide like services.

Job Seeker Process

Job seeker activities are those associated with bringing in and servicing universal, enrolled clients, and those seeking other services such as Unemployment Insurance (UI) claims information. We have split the display of these costs between the ISD sites and the matched, non-ISD sites. The selected ISD sites are, on average larger than the non-ISD sites. The median ISD site has a joint, 2009-10 WIA and EDD cost allocation of $5.9 million. The median size for the non-ISD sites was $3.3 million. With almost a $2.6 million difference, we would expect that the ISD sites would spend more on all services than the non-ISD sites. We overcome this size difference by examining both the expense share allocated to each activity and the cost per unit of service provided. The numbers on total costs and job seeker process activities are given in Table V-1: Cost Share by Activity and by ISD

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[9] The standard deviation for ISD sites was 16.8% and 26% for non-ISD sites.

and non-ISD. Our use of median values in this comparison eliminates any large outliers skewing the results.

Table V-1: Cost Share By Activity and By ISD non-ISD

	ISD			non-ISD			
	Median	*Low*	*High*	*Median*	*Low*	*High*	*Difference*
Total Cost	$5,920,690	$2,249,760	$10,296,100	$3,348,130	$523,604	$14,345,900	$2,572,560

Job Seeker Process

	ISD			non-ISD			
	Median	*Low*	*High*	*Median*	*Low*	*High*	*Difference*
Job Seeker Total Cost	$4,765,390	$1,928,600	$8,258,540	$3,010,500	$523,604	$9,540,940	$1,754,890
Percentage of OneStop Total Costs:	84.74%	75.21%	96.09%	89.93%	66.51%	100.00%	-5.19%
Cost Per Activity	*Median Percent of Costs*	*Low Percent of Costs*	*High Percent of Costs*	*Median Percent of Costs*	*Low Percent of Costs*	*High Percent of Costs*	*Difference*
Outreach and Recruitment	2.18%	1.48%	11.81%	2.27%	1.00%	9.52%	-0.09%
Orientation and Initial Assessment	9.79%	2.97%	19.20%	8.91%	1.94%	34.55%	0.88%
Self Service: Job Search and Support	4.97%	1.77%	9.61%	9.47%	0.28%	21.24%	-4.50%
Coaching: Job Search and Support	14.05%	0.50%	31.39%	10.70%	5.00%	24.38%	3.35%
Workshops: Job Search and Support	10.14%	1.53%	14.09%	7.67%	1.67%	18.73%	2.47%
Job Seeking Networks	1.84%	0.32%	4.46%	2.64%	0.17%	4.18%	-0.80%
In-Depth Assessment	6.03%	1.32%	9.19%	3.32%	1.01%	32.00%	2.71%
Individual Service Plan, such as IEP	4.62%	1.02%	14.52%	4.39%	0.30%	11.08%	0.23%
Case management	13.02%	5.04%	16.14%	9.54%	0.60%	24.35%	3.48%
Counseling	3.83%	0.32%	7.66%	2.07%	0.79%	7.00%	1.76%
ITA/ OJT	4.13%	1.32%	13.97%	5.49%	1.26%	18.26%	-1.36%
Training and Education	2.24%	0.32%	8.72%	3.93%	0.48%	4.57%	-1.69%
Support Services	2.20%	0.38%	4.80%	1.92%	0.17%	4.57%	0.28%
Placement Assistance	4.57%	1.48%	12.97%	6.32%	0.94%	16.14%	-1.75%
All Job Seeker Activities	*84.74%*	*75.21%*	*96.09%*	*89.93%*	*66.51%*	*100.00%*	*-5.19%*

A cornerstone of integrating the ISD sites is serving (or enrolling) a broader population. In order to serve a larger number of clients, we expect to observe relatively more resources allocated into

job seeker service. This does not appear to be the case. Indeed, about 85 percent of the budget is allocated by ISD sites to job seeker activities and almost 90 percent is assigned by the non-ISD sites. While relatively more is allocated by non-ISD sites, the mix in job seeker services provided does appear to be different. We observe relatively more resources allocated by ISD sites into one-on-one coaching in the resource room, workshops, in-depth assessment, and case management. The non-ISD sites allocate relatively more to ITA/OJT, training and education, self-service, and placement assistance.

The job seeker expense differences which we observe between ISD and non-ISD sites are consistent with what we would expect. ISD sites are serving a broader set of job seeker clientele. In many cases this broader group will include many who are less well qualified and are more difficult to groom for entry into the employed labor force. It is likely that this broader group would require more staff assisted services and this is evident in a greater allocation to coaching and case management. Also, with a larger clientele base, workshops become more advantageous in serving the larger group. With a more select client base, the non-ISD sites are likely to have more individuals who are suited for further education, job training, and job placement. This is consistent with the differences observed in non-ISD resource allocations. It should be noted that these observed differences are minor and, given the small sample, relatively insignificant.

Table V-2: Cost Per Unit of Service ISD and non-ISD

Cost Per Unit of Service	ISD			non-ISD			Difference
	Median Cost Per Unit of Service	Low Cost Per Unit of Service	High Cost Per Unit of Service	Median Cost Per Unit of Service	Low Cost Per Unit of Service	High Cost Per Unit of Service	
Individual Job Seekers Served (Enrolled Client + Universal Clients. Unique Individuals)	$19.31	$3.29	$80.92	$14.01	$0.18	$47.63	$5.30
New Job Seeker	$68.39	$22.02	$247.62	$27.75	$12.86	$654.11	$40.64
Job Seeker Visit	$7.35	$1.78	$56.07	$5.91	$0.29	$18.95	$1.44
Job Seeker Service Event (e.g. faxed a resume, accessed career information on internet)	$7.32	$1.70	$18.69	$8.72	$0.08	$12.18	($1.40)
One-on-one Coaching Events	$79.88	$12.63	$459.99	$69.21	$4.87	$196.23	$10.67
Workshop	$1,603.72	$155.62	$3,069.09	$1,385.18	$44.50	$4,365.79	$218.54
Person Attending	$143.16	$16.10	$442.35	$83.37	$18.84	$1,218.36	$59.79
Job Club or Network Member	$275.71	$38.07	$1,137.19	$594.29	$43.10	$1,081.11	($318.58)
Person Attending	$150.74	$17.17	$547.62	$55.17	$21.50	$118.86	$95.57
Job Seeker Completing Comprehensive Assessments	$430.99	$23.84	$1,783.19	$233.64	$44.89	$524.25	$197.35
IEPs or Other Formal Plans Created	$145.95	$14.31	$1,687.41	$217.15	$10.11	$998.00	($71.20)
Client Getting Case Management	$292.07	$85.26	$2,035.42	$449.64	$20.23	$1,471.90	($157.57)
Meeting with Case Manager	$212.86	$20.46	$9,245.47	$154.54	$9.66	$420.54	$58.32
Client Session	$230.88	$57.26	$560.68	$215.46	$38.66	$392.26	$15.42
Client with ITA or OJT	$1,141.88	$517.82	$1,580.06	$627.32	$162.96	$3,383.23	$514.56
Client Receiving Training/Education	$307.43	$95.88	$518.99	$52.04	$31.57	$2,342.75	$255.39
Hour of Training/Education	$755.07	$373.74	$1,136.40	$0.97	$0.97	$0.97	$754.10
Client Receiving Support Services	$444.78	$72.38	$2,269.36	$143.85	$39.82	$772.95	$300.93
Client Placed (entered employment)	$219.29	$30.97	$283.12	$782.52	$61.29	$10,054.30	($563.23)

Costs per unit served, given in Table V-2, shows some interesting patterns. The ISD cost per individual job seeker served is greater, especially for a new job seeker. Since the ISD sites enroll all, it is likely that this enrollment process entails a greater level of initial assessment and, thus, higher costs. The median cost per new job seeker at an ISD site was $69.83, while it was only $27.75 at the median non-ISD site. It is interesting to note that all these job seeker costs are substantially less that the figures reported in our early cost study (Moore, et.al, 2007), where for example the cost of serving a job seeker on average was $141. The increased demand created by the recession has forced all OneStops ISD and non-ISD to become innovative and more efficient in serving clients. Workshops seem more costly at ISD sites, both overall and per attendee. It is possible that the more diverse population served imposes greater preparation costs. Also, the ISD site median cost for training and education is greater. With a greater number of more diverse clients, it is likely that training and education will be more intensive and more costly.

Table V-3: Amount of Service Produced By ISD and non-ISD Sites

Unit of Service Produced	ISD			non-ISD			Difference
	Median Number	Low Number	High Number	Median Number	Low Number	High Number	
Individual Job Seekers Served (Enrolled Client + Universal Clients. Unique individuals)	17535	2604	43734	10448	2122	45967	7,087
New Job Seekers	7693	1335	17535	5273	1801	9485	2,420
Job Seekers Visits	51967	4878	98472	40641	15118	186939	11,326
Job Seeker Service Events (e.g. faxed a resume, accessed career information on internet)	65195	14634	129460	65000	5964	104588	195
Number of times one-on-one coaching events occur	8752	2272	60000	5000	2162	12470	3,752
Workshops	300	151	933	216	12	1632	84
People Attending	4406	806	15541	2163	43	16116	2,243
Job club or Network Members	414	220	1064	245	44	1920	169
Total Job club or Network Attendance	984	180	26735	1500	1225	2213	(516)
Job Seekers Completing Comprehensive Assessments	1133	181	6810	428	158	2768	705
IEPs or Other Formal Plans	1722	174	5932	814	172	1482	908
Clients Getting Case Management	2187	308	7101	928	172	3122	1,259
Meetings with Case Manager	3518	112	38070	2162	1498	7471	1,356
Client Session	513	250	1770	100	25	1032	413
Clients with ITA or OJT	274	139	1119	302	55	975	(28)
Clients Receiving Training/Education	831	12	7578	369	23	492700	462
Hours of Training/ Education	1944	116	25584	176724	162380	191069	(174,780)
Clients Receiving Support Services	375	22	2923	351	119	1389	24
Clients Placed (entered employment)	2076	572	4398	285	27	1035	1,791

The number of job seeker clients served is one distinguishing mark associated with ISD sites. Numbers on this service are given in Table V-3: Amount of Service Provided By ISD and non-ISD. The median ISD site serves over 7,000 more job seekers and almost 2,500 more new job seekers than the median non-ISD site. An interesting side note is that both ISD and non-ISD sites, at the median, provide about the same number of job seeker service events (fax a resume, access career information, etc.). It seems as if the non-ISD sites, while serving a relatively smaller population, provide more intensive service. Job clubs and networking are more popular at non-ISD sites and non-ISD sites provide many more hours of training and education. This may be the result of the client mix differences between the ISD and non-ISD locations. Job clubs and networking activities seem to serve individuals with greater job market skills.

There are a number of job seeker cost and service differences between ISD and non-ISD sites. However, the differences are, in general minor and may be attributable to other factors. Local WIBs direct the activities at the local OneStops. For example, the local, non-ISD sites may be in areas where training is easier to provide or service a local market that demands such training. Also, WIBs do not have a common set of goals. Some prefer to concentrate on more training activities and others provide more general education services.

Business Services

Local WIA/EDD OneStops also provide business services. They actively cultivate relationships with local businesses in an effort to understand the local job market and provide easier connections between job seeker clients and potential employers. At both ISD and non-ISD sites, business services are a relatively small part of services provided. ISD sites allocate about 15 percent of their budget to business services and non-ISD sites allocate about 14 percent. There is little, if any, difference.

The business service effort numbers are given in Table V-4. Since business services amount to only 15 percent of expenses in both ISD and non-ISD sites, there is little room for major differences. Mass hires and job fair efforts do stand out as higher in the non-ISD sites. This is likely attributable to local market job conditions rather than an ISD to non-ISD differential. With such a small sample, we found none of the business effort differences statistically significant.

On business services, the ISD sites also provided more rapid response assistance. However, this is more likely attributable to local labor market conditions instead of ISD site location. Non-ISD sites provide more mass hire and job fairs. This is also attributable to local conditions.

Table V-4 Business Service Effort per Activity Produced

		ISD			non-ISD		
	Median	*Low*	*High*	*Median*	*Low*	*High*	*Difference*
Business Services Total Cost	$847,151	$253,346	$2,140,210	$361,441	$243,146	$4,805,010	$485,710
Percentage of OneStop Total Costs:	15.26%	3.91%	24.79%	13.72%	5.98%	33.49%	1.54%
Cost Per Activity	*Median Percent of Costs*	*Low Percent of Costs*	*High Percent of Costs*	*Median Percent of Costs*	*Low Percent of Costs*	*High Percent of Costs*	*Difference*
Outreach and Marketing	4.92%	1.26%	7.69%	3.93%	1.77%	9.96%	0.99%
Rapid Response Assistance	2.42%	0.03%	7.02%	1.24%	0.31%	3.77%	1.18%
Mass Hires/ Job Fairs	2.58%	0.15%	4.66%	4.07%	0.87%	9.32%	-1.49%
Workshops	1.40%	0.62%	2.75%	1.20%	0.49%	1.65%	0.20%
Business Consulting	1.46%	0.52%	4.75%	1.48%	0.61%	5.10%	-0.02%
Business Center Service	0.68%	0.32%	1.84%	0.59%	0.25%	4.75%	0.09%
Job Development	4.37%	0.65%	10.05%	3.59%	0.61%	7.68%	0.78%
All Business Services Activities	*15.26%*	*3.91%*	*24.79%*	*13.72%*	*5.98%*	*33.49%*	*1.54%*

Business services expenses are shown in TableV-5. Non-ISD sites spent more on Mass Hire Events and on Job Fairs. This is likely a local market difference rather than a facto related to integration of services.

Table V-5: Business Service Expenses By ISD and non-ISD

Cost Per Unit of Service	ISD			non-ISD			
	Median Cost Per Unit of Service	Low Cost Per Unit of Service	High Cost Per Unit of Service	Median Cost Per Unit of Service	Low Cost Per Unit of Service	High Cost Per Unit of Service	
Employer Contacted	$238.76	$54.22	$1,043.05	$178.48	$39.52	$1,434.14	$60.28
Employee Assisted	$157.13	$16.62	$3,105.89	$27.69	$17.00	$570.15	$129.44
Employer Assisted	$5,694.86	$57.18	$12,841.20	$1,551.23	$13.67	$8,267.19	$4,143.63
Mass Hire Event	$2,703.02	$128.56	$138,562.00	$5,602.06	$1,950.43	$27,086.90	($2,899.04)
Applicant Interviewed at Mass Hire Events	$37.97	$7.14	$19,444.70	$455.83	$2.96	$2,473.71	($417.86)
Applicant Hired from Mass Hires Events	$196.41	$41.75	$1,583.56	$1,120.98	$38.34	$4,878.77	($924.57)
Job Fair	$30,791.50	$4,820.90	$203,320.00	$32,591.70	$19,617.20	$91,477.00	($1,800.20)
Company Participating	$1,531.07	$120.52	$14,522.80	$1,219.02	$434.56	$2,760.45	$312.05
Job Seeker Participating in Job Fair	$36.85	$5.98	$369.67	$19.50	$6.52	$112.59	$17.35
Workshop	$13,323.20	$6,962.68	$21,774.00	$1,950.43	$403.97	$9,596.12	$11,372.77
Business Attending Workshop with Consultation	$672.29	$377.53	$967.04	$655.12	$22.86	$2,600.57	$17.17
Company Serviced	$292.79	$179.11	$39,589.00	$1,317.21	$195.04	$2,439.39	($1,024.42)
Hour of Consulting	$409.01	$4.54	$776.26				$409.01
Business Served	$224.94	$12.25	$520.08	$267.03	$5.16	$2,378.45	($42.09)
Job Developed	$707.47	$46.11	$2,498.70	$204.04	$26.01	$754.93	$503.43

We anticipated seeing little difference in business services. The creation of OneStop service centers brought together WIA and EDD staff. Being in the same location, both service providers were aware of the business services provided by the other. In our site visits and in the preliminary report we observed significant cooperation between WIA and EDD in communication and dealings with local businesses.

Effort Analysis

ISD was designed to organize delivery by service, not by program. If ISD is integrating service delivery, one area in which we might observe that integration is in a shifting of effort expended in WIA operation and EDD operations. For example, with a broader client base we might observe a shift in EDD efforts towards more business service, releasing more WIA staff, from business services into job seeker management. Accounting for effort expended by categories is difficult and extremely qualitative. Individuals at different OneStop locations will observe the same activity and attribute that activity to different effort categories. This made it difficult to compare effort differences between ISD

and non-IDS sites. In an attempt to remove the difficulties of making fine distinctions between efforts, such as attributing discussions and help provided in the resource room between self-service or coaching effort, we aggregated the micro effort categories into three broader measures of job seeker activities. The micro category efforts are given in Appendix 9: Itemized Effort by Categories.

In order to evaluate integration's impact on WIA and EDD activities, we grouped efforts into the broad categories of Core service, Intensive service, and Training activities. Core Service includes outreach, orientation, self-service coaching, and placement efforts. These efforts are generally associated with all clients and are often provided in the resource room. Intensive Service includes job seeker networks, assessment, individual service plans, case management, and counseling efforts. These are often one-on-one and are often longer term. Training Efforts include individual training accounts, on the job training, and support. A breakdown of these efforts by EDD and WIA and by ISD and non-ISD is given in Figure V-2.

Figure V-2: Average Grouped Effort by EDD and WIA by ISD and non-ISD
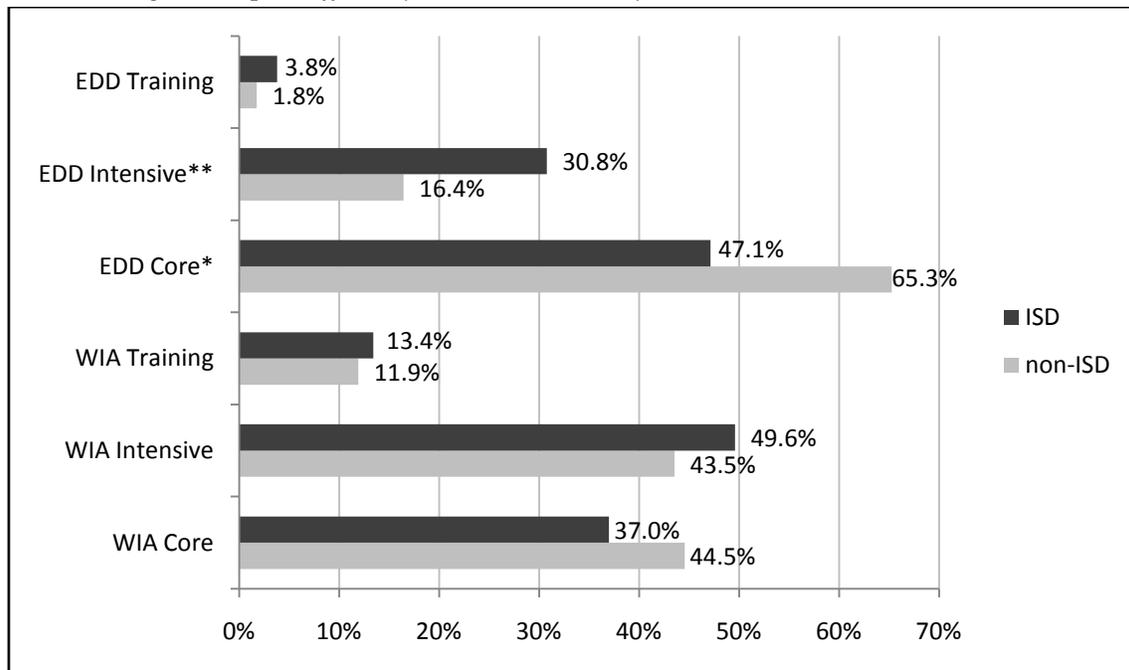
* Significant at 10 percent

** Significant at 5 percent

We found a significant shift in effort by EDD between efforts allocated in ISD sites and non-ISD sites. The EDD operations at ISD sites moved resources away from core services and into more intensive job seeker activities. This dramatic change is shown in Table V-6. The effort allocations for WIA operations, whether they are ISD or non-ISD, show no significant differences. While there appears to be a pattern of ISD WIA operations following the significant pattern seen in EDD operation, shifting some resources away from core activities into more intensive activities, the differences between WIA operations is minimal and not statistically significant. Outside of veteran's services provided by EDD, at non-ISD sites most intensive services are provided by the WIA operations. The

movement into ISD was expected to and demonstrates a significant increase in intensive services offered by EDD staff coupled with a reduction in more traditional core services.

Figure V-3: Average Shared Grouped Effort by EDD and WIA by ISD and non-ISD
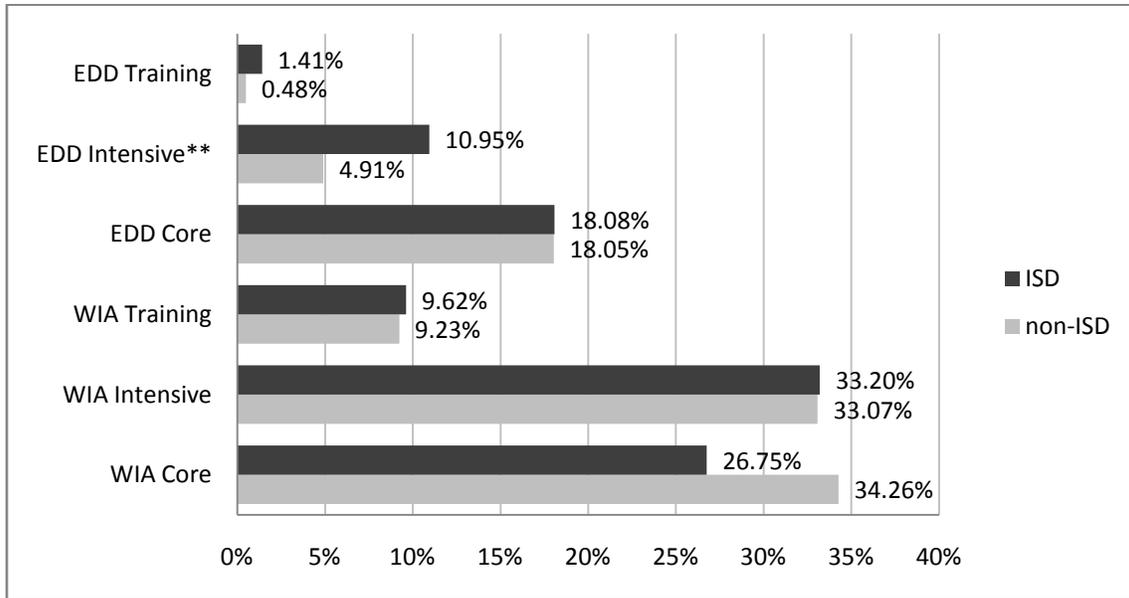
We also examined the expenses allocated by group. This is shown in the Figure V-3. The benefit of examining grouped shared expenses is that the efforts allocated are effectively weighted by the relative size of the operations. On the grouped effort allocation shown in Figure V-2, each OneStop site is equally weighted. In Figure V-3 on expense allocations, the size of the OneStop operation impacts the measure. When weighted by size of the operation, we see an over doubling of the allocation into intensive activities by EDD. The virtually identical EDD shared allocations in core activities, even though we found a significant reduction in effort at ISD sites, indicates that the smaller EDD operations were shifting relatively more resources away from core activities than were the larger sites.

Summary

The economic downturn of 2007-2010 has put substantial pressure on OneStops to serve substantial increases in clients. This is true for both ISD and non-ISD sites. Both operations have shown remarkable agility in serving more clients and have substantially reduced the costs per client from the pre 2007 level. In general it appears that ISD and non-ISD sites have adopted many similar practices. In the business service area we see almost no differences between the types of sites. We also find no significant differences in resource effort allocations between ISD and non-ISD WIA sites. The WIA operations appear to have adopted many of the same changes in response to the dramatic influx of new clients and seem to operate in very similar manners, regardless of whether or not they are integrated.

The differences in WIA operations show up and have an impact on costs is in the volume of job seeker services provided. The influx of a broader client base in ISD sites has shifted more resources into coaching, assessment and case management. This shift in services provided is likely

demand driven and it is likely that we would see a similar shift if the non-ISD sites were serving the same client base as the ISD sites.

We do find a significant change in the manner in which business is conducted in EDD operations. At ISD sites, EDD shows a significant reduction in core activities coupled with a significant increase in the provision of intensive job seeker activities. This shift is consistent with one of the intents of integrated services; organization by service, not by program. The intensive services provide for longer-term skills useful in the labor market. Integration of services induced EDD to move into a greater depth of services provided.

VI: Customer Satisfaction

Introduction

OneStop Centers are service organizations. As such, customer satisfaction is a key indicator of performance. The ISD innovation was designed to do three things for all customers:

- Know their skills;
- Develop their skills;
- Get the best job possible with their skills[10].

Advocates for the innovation also argued that providing more intensive services to more clients would create more customer satisfaction.

To understand how ISD affected customer satisfaction we surveyed every client who came into both the ISD and non-ISD sites in our matched pairs for one day. Overall, we completed 971 surveys, 652 at ISD sites and 319 at non-ISD sites. We then used a series of statistical tests to determine if ISD and non-ISD sites generated different levels of customer satisfaction with specific features of service and with the overall experience with service received. Next, we looked at each set of paired ISD and non-ISD sites to see how each ISD site compared to its "nearest neighbor". Finally, we used a regression model to see how ISD influenced customer satisfaction after controlling for differences in demographics between the respondents at ISD and non-ISD sites.

Overall satisfaction at ISD and non-ISD sites

We looked at overall satisfaction in two ways. First, we asked clients: "Overall, how satisfied are you with the service at this OneStop?" Clients report high levels of overall satisfaction at both ISD (8.94 on a 10 point scale) and non-ISD OneStops (8.89). Obviously, there was no significant difference between these scores.

Figure VI-1 Overall Satisfaction with Service, ISD and non-ISD Sites
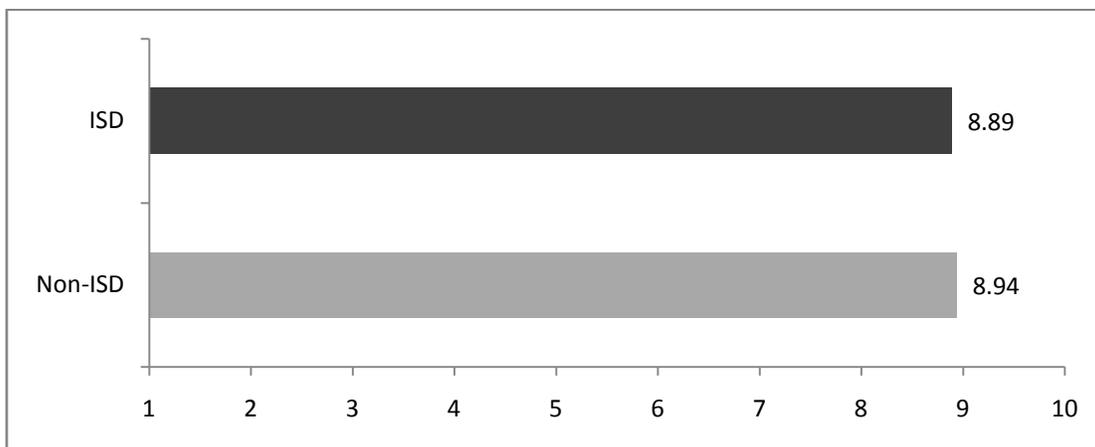
To look at overall satisfaction another way, we asked clients if they would recommend this OneStop to a friend. As the figure below indicates, about 93% of ISD clients and 94% of non-ISD

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[10] From "Should You Become a Local Learning Lab" undated, Greg Newton Associates

clients would recommend the center, which, again, was not a statistically significant difference. So, in overall satisfaction we found no differences between ISD and non-ISD sites.

Figure VI-2 Intention to Recommend the Center to a Friend by Clients, ISD and non-ISD Sites
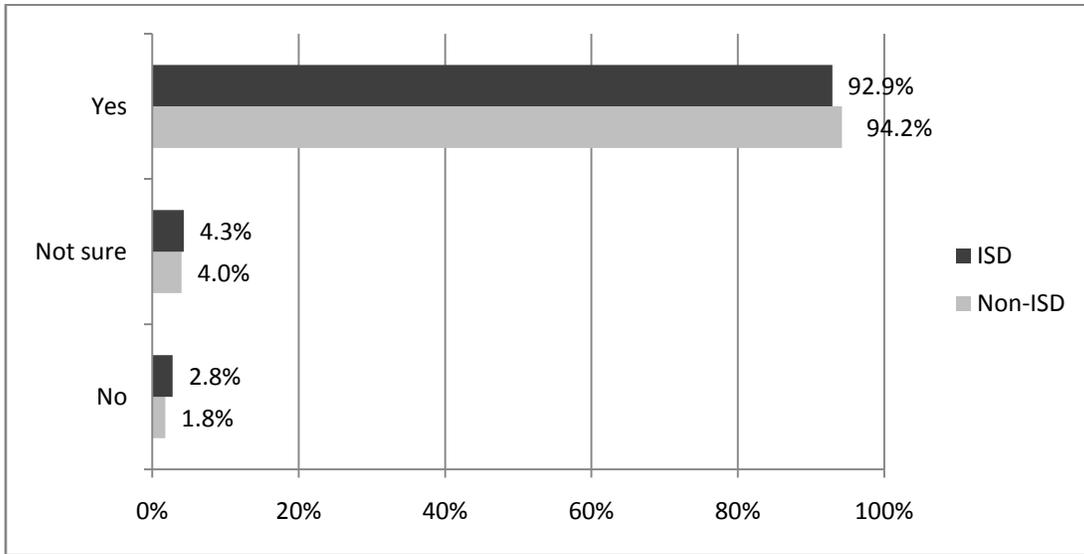
Satisfaction with Specific Aspects of Service

We examined clients' satisfaction with various aspects of service they received. The aspects included:

- Satisfaction with staff;
- Satisfaction with skill assessment;
- Satisfaction with training and education;
- Satisfaction with help finding a job that matched their skills;
- Satisfaction with the customer service process.

Figure VI-3 below shows the results on three aspects of staff performance: availability of staff, respectfulness of staff, and how knowledgeable staff were. Again, we found high levels of satisfaction and small but non-significant differences between ISD and non-ISD sites.

Figure VI-3 Satisfaction with Staff, ISD and non-ISD Sites
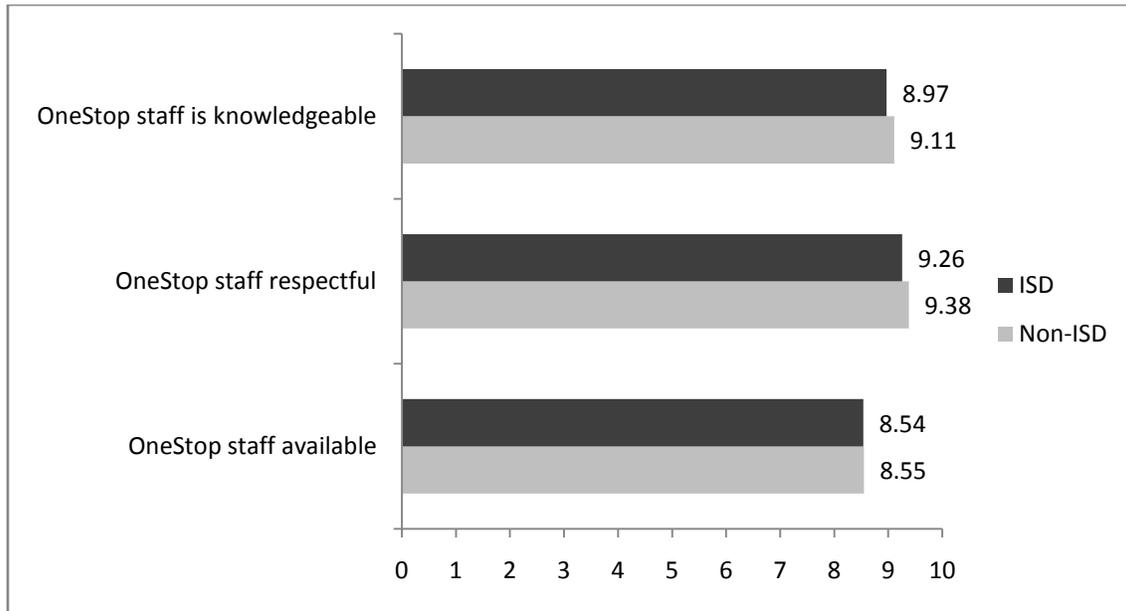
A particular goal of ISD was to help clients better understand their skills. To see how satisfied clients were with the help they received in understanding their skills we asked four questions:

- Did testing and assessment help you better understand your skills?
- Did counseling and advisement help you better understand your skills?
- Did the OneStop help you identify new skills to develop?
- Did the OneStop improve your understanding of your skills?

Again, ratings were relatively high, between 7.5 and 8.1 on these items, but there were no significant differences between ISD and non-ISD sites as the figure below indicates. While our field work indicated that ISD sites had invested significant resources in providing skill assessment, particularly through computer based self-administered instruments, the clients at ISD sites did not perceive that they had received more or better service in this area than clients at non-ISD sites. It may be that at the same time ISD sites were increasing their investment in skill assessment, non-ISD sites increased their investment as well. Or it may simply be that with no other experience to compare to, both ISD and non-ISD clients reported equal satisfaction.

Figure VI-4 Satisfaction with Developing More Understanding of Skills, ISD and non-ISD Sites
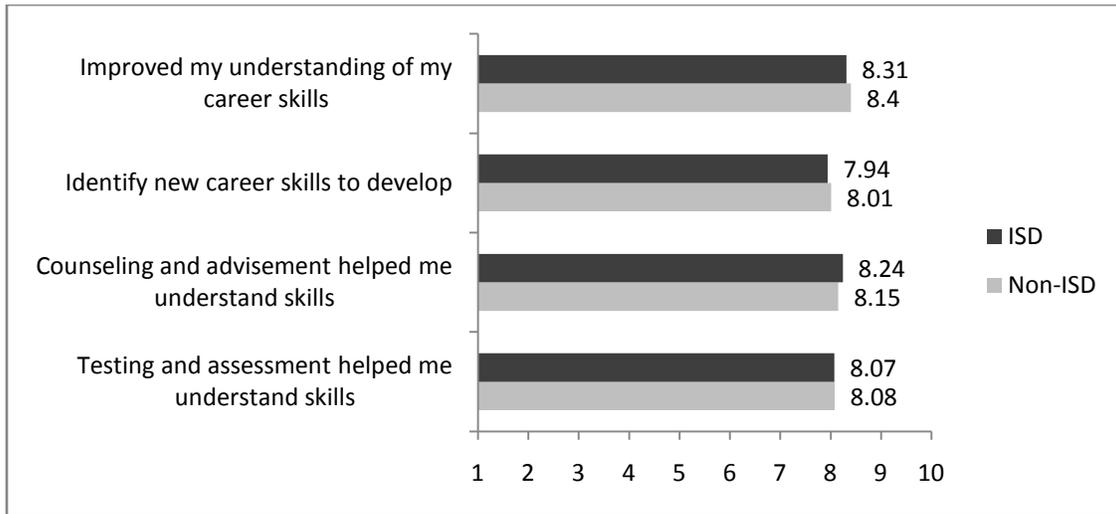
One of ISD's major goals was to develop clients' skills. We asked our respondents if they had participated in skill building activities (see Figure VI-5) A statistical test shows that ISD clients were more likely to report that they enrolled in a class or a training program, took online training, attended workshops, or engaged in long term skill training. So, on this dimension it appears that ISD sites did offer significantly more skill building activities.

Figure VI-5 Customers Participation in Skill Building Activities, ISD and non-ISD Sites
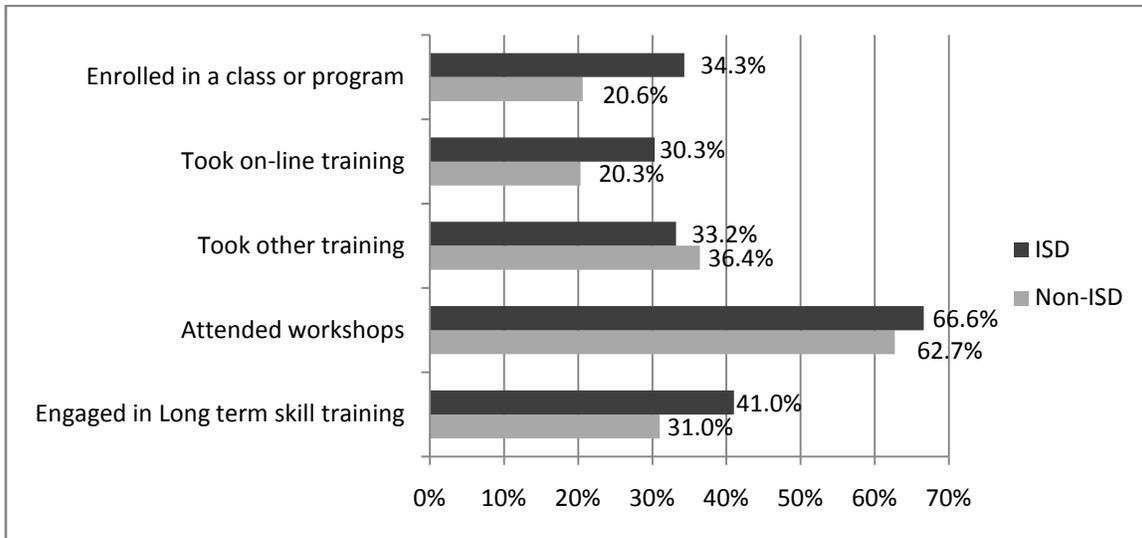
Next, we asked clients who reported that they had enrolled in skill building activities the degree to which the activity helped them improve their skills. As the figure below indicates, overall, clients reported that all types of training helped improve their skills, with workshops receiving the highest rating. The ratings, however, show no significant difference in how ISD and non-ISD clients perceived the effectiveness of the training received. But as we noted earlier, a significantly higher proportion of ISD clients received training.

Figure VI-6 Degree to Which Skill Building Activities Improved Skills, ISD and non-ISD Sites
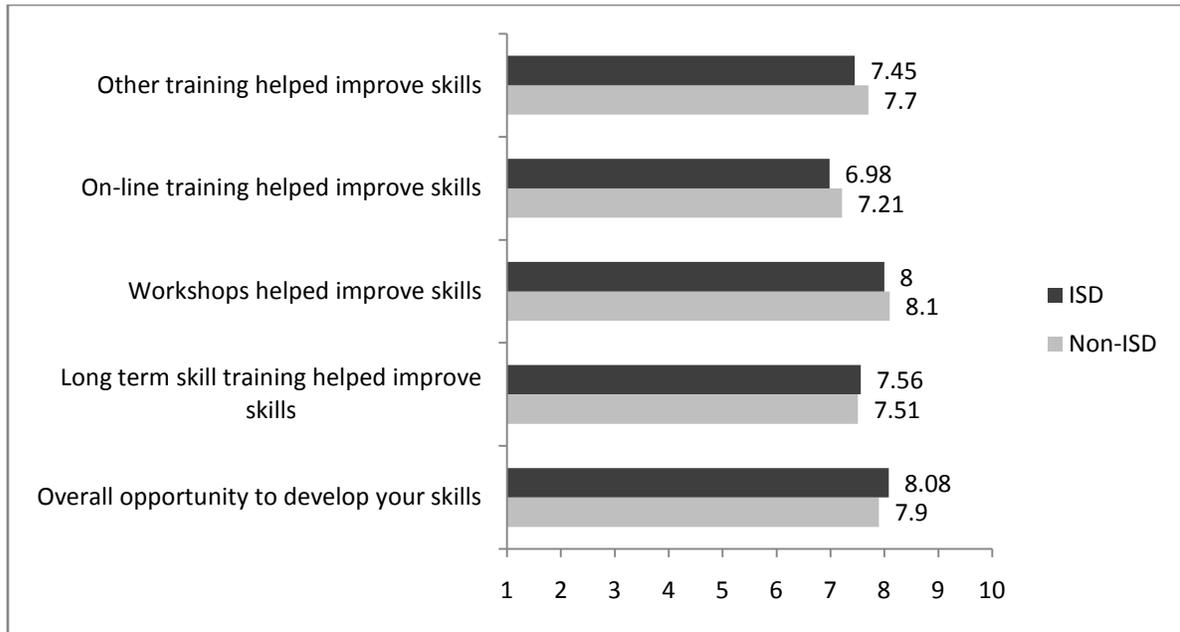
Finally, we asked clients how satisfied they were overall with the opportunity to develop their skills (see Figure VI-6). Again, all clients gave relatively high ratings of around 8.0, and ISD clients gave a slightly higher but not statistically different rating. This is surprising given that ISD clients appear to have had substantially more opportunities to enroll in training and education programs. But, again, it may be that without a comparison point non-ISD clients tend to report equal levels of satisfaction even if they had fewer opportunities.

The third goal of ISD was "to find the best job possible with your skills". We assessed clients' satisfaction with this dimension of service by asking them three questions about finding job with their skills:

- How much they improved their knowledge about jobs they could get with their skills?
- If there were available job listings related to their skills?
- How much the OneStop helped them to find a job with their skills?

As the figure below indicates, satisfaction ranged relatively high (between 7.0 and 8.0) on these items. Again, while we see small differences between ISD and non-ISD sites, we do not observe any significant differences.

Figure VI-7 Satisfaction with Help Finding a Job with Skills at ISD and non-ISD Sites
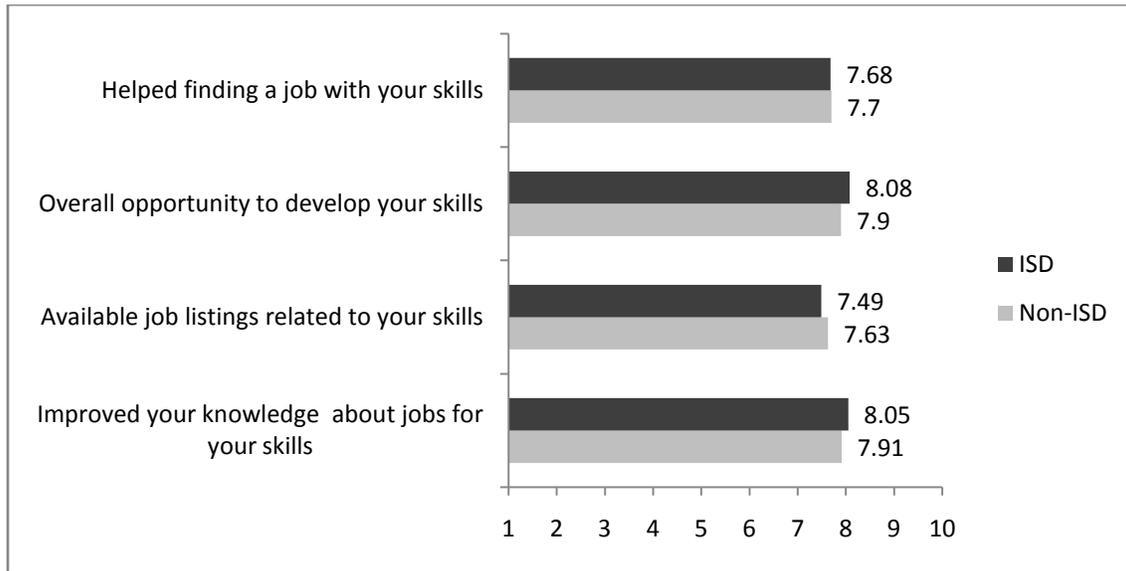
Finally, the ISD initiative represented a significant change in the customer service processes within OneStops. Merging of local WIA employees with EDD employees into three teams, the new processes required to enroll all clients, and the increased focus on skill assessment and skill building all required substantial changes in operations. To examine how these changes affected client satisfaction we asked about satisfaction with the following aspects of service:

- Information provided in the orientation;
- The wait to receive services;
- Ability of the first person contacted to answer clients' questions;
- Amount of paperwork required to receive services;
- Help with UI claims.

Once again, we found high level of satisfaction, with scores significantly over 8.0 for all of these services. We found only one statistically significant difference between ISD and non-ISD clients which was that ISD clients reported a significantly lower level of satisfaction with the "wait for service", but their score was still relatively high at 8.1. Interestingly, despite all the paperwork involved in attempting to enroll all clients, ISD clients did not report a significantly lower level of satisfaction with the amount of paperwork required to receive services. Figure VI-8 below shows client satisfaction with all these aspects of service.

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Figure VI-8 Satisfaction with Services for ISD and non-ISD Sites
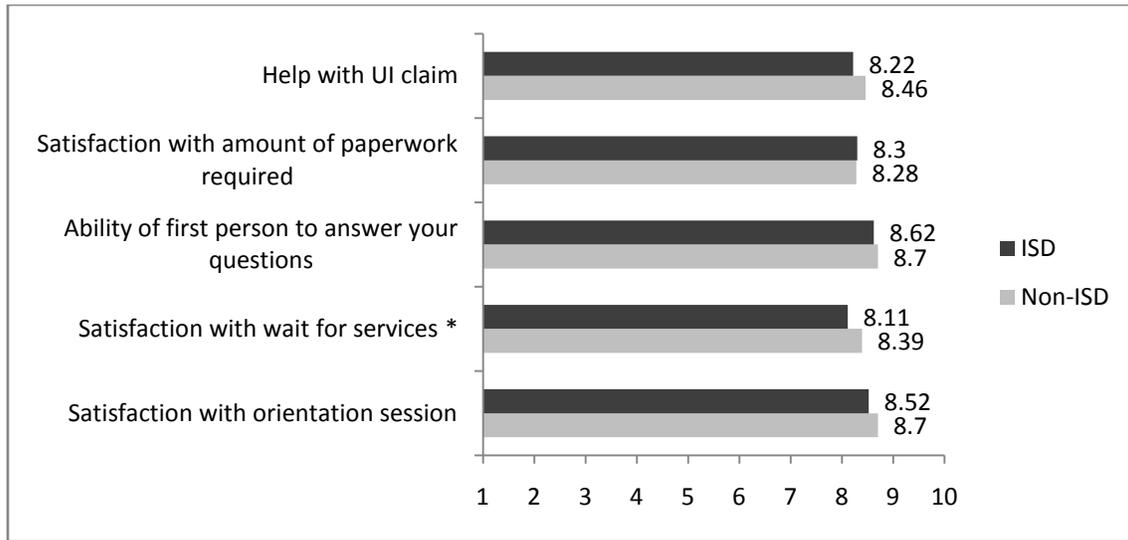
Next, we wanted to examine if clients were able to accomplish their personal goals in the OneStop. We asked clients about the degree to which they were able to achieve the purpose they came to the center for on the day we surveyed. Figure VI-9 shows some differences between ISD and non-ISD sites in this area. ISD clients were slightly more likely to say they achieved "everything they planned" and less likely to say they only achieved "some of what they planned". These differences were statistically significant[11], and suggest that ISD sites did a slightly better job at helping clients achieve their daily goal.

Figure VI-9 Ability to Accomplish Goals for Today at ISD and non-ISD Sites

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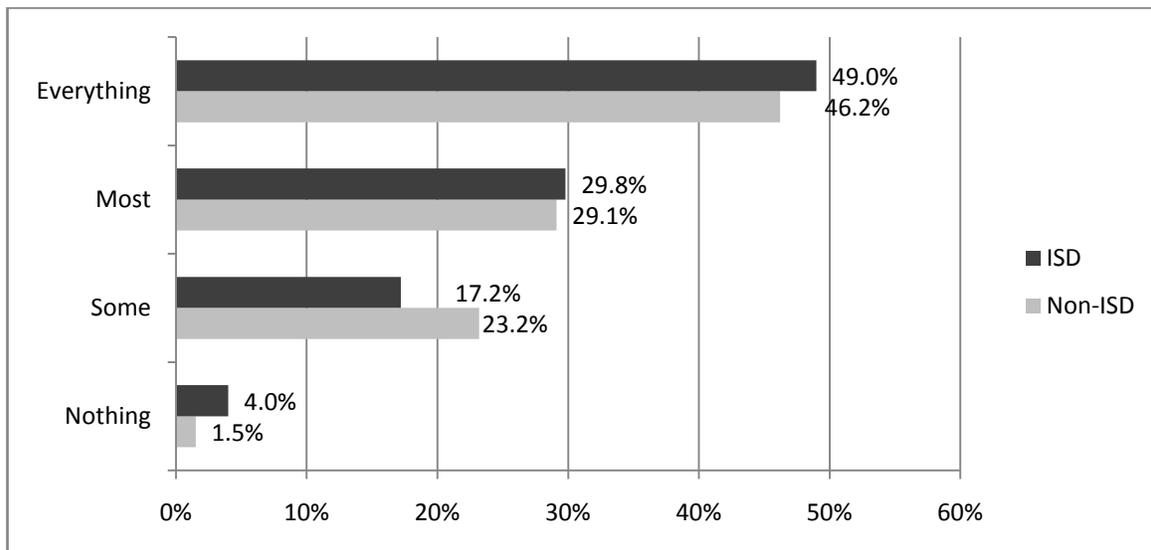
[11] A chi-square test found these differences were significant at p= .032

Client Characteristics

To better understand the satisfaction data, we collected basic descriptive information on clients to determine if there were any systematic differences between the ISD and non-ISD clients surveyed. We began by looking at how often respondents had come to a center. As Figure VI-10 indicates, ISD sites had slightly larger and statistically significant proportion of first time visitors[12].

Figure VI-10 Percent of First Time Visitors at ISD and non-ISD Sites
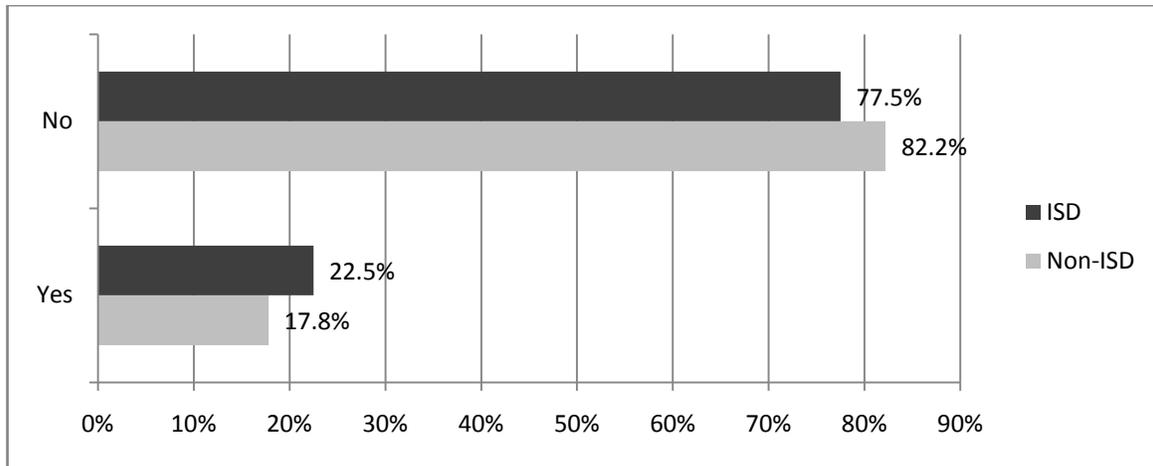
We were also interested in how many times clients had visited the center. ISD OneStops had a slightly lower proportion of clients who came four times or five times or more times and slightly more who had come one or three times (see Figure VI-11). These differences were all statistically significant[13].

Figure VI-11 Number of Visits to Center in Last Month at ISD and non-ISD Sites

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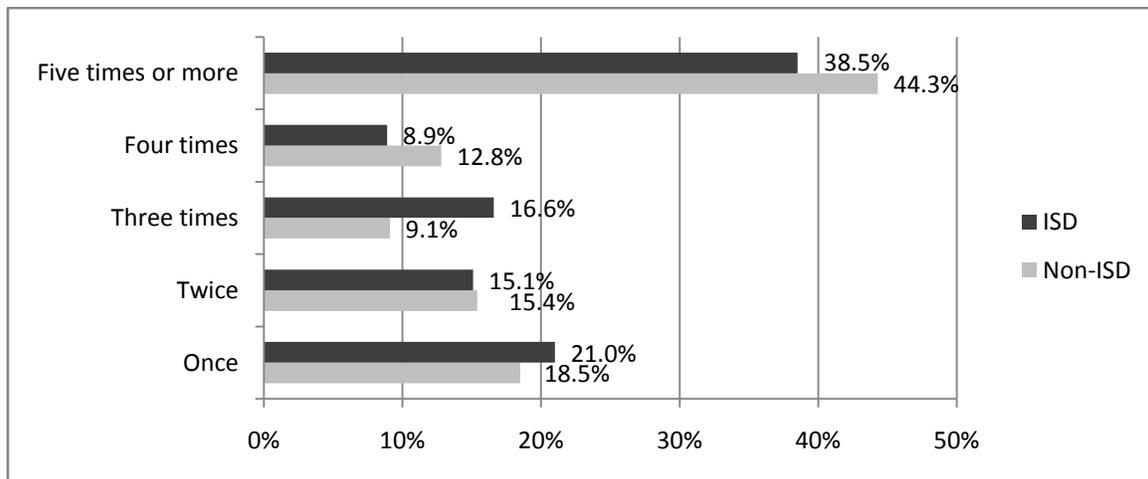
[12] A chi-square test found these differences were significant at p= .089
[13] A chi-square test found these differences were significant at p= .010

In terms of gender, ISD sites had a significantly higher proportion of men and a lower proportion of women[14].

Figure VI-12 Gender by ISD and non-ISD Sites
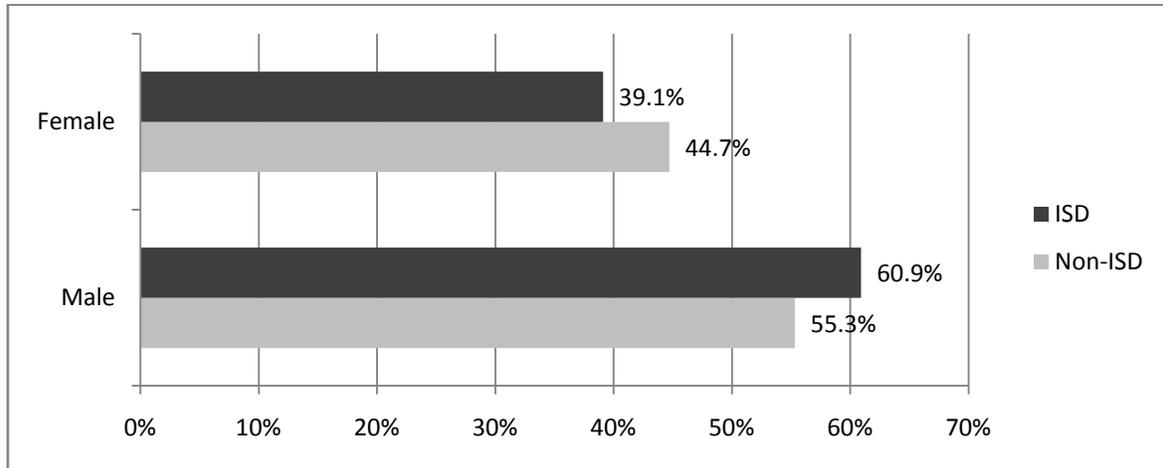
We also asked about clients' employment status, whether a respondent was employed full-time, part-time or unemployed. We found no significant difference between ISD and non-ISD respondents on this measure. In both cases the large majority of clients were unemployed.

Figure VI-13 Employment Status by ISD and non-ISD Sites

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[14] A chi-square test found these differences were significant at p= .091

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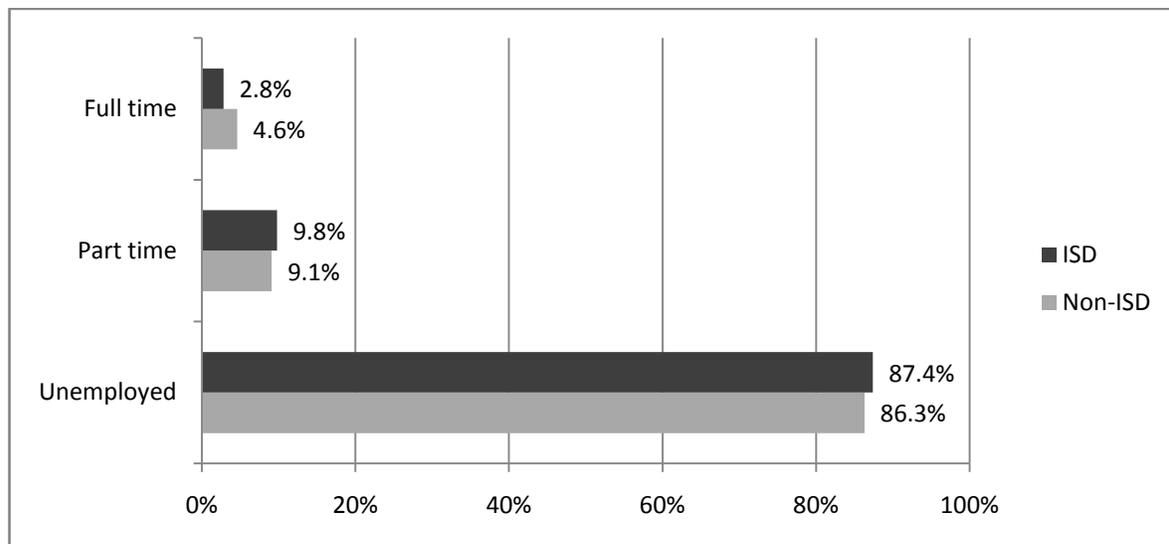
Similarly, we found no differences with veteran status.

Figure VI-14 Veteran Status by ISD and non-ISD Sites
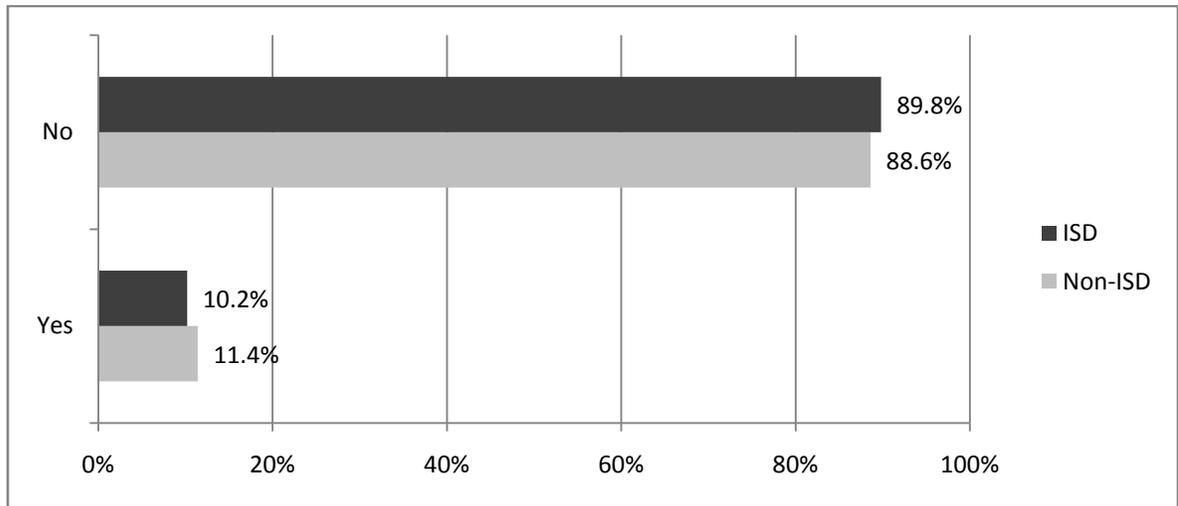
We looked at age in broad categories and found that there were no significant differences between the age distributions of ISD and non-ISD respondents.

Figure VI-15 Age Group by ISD and non-ISD Site
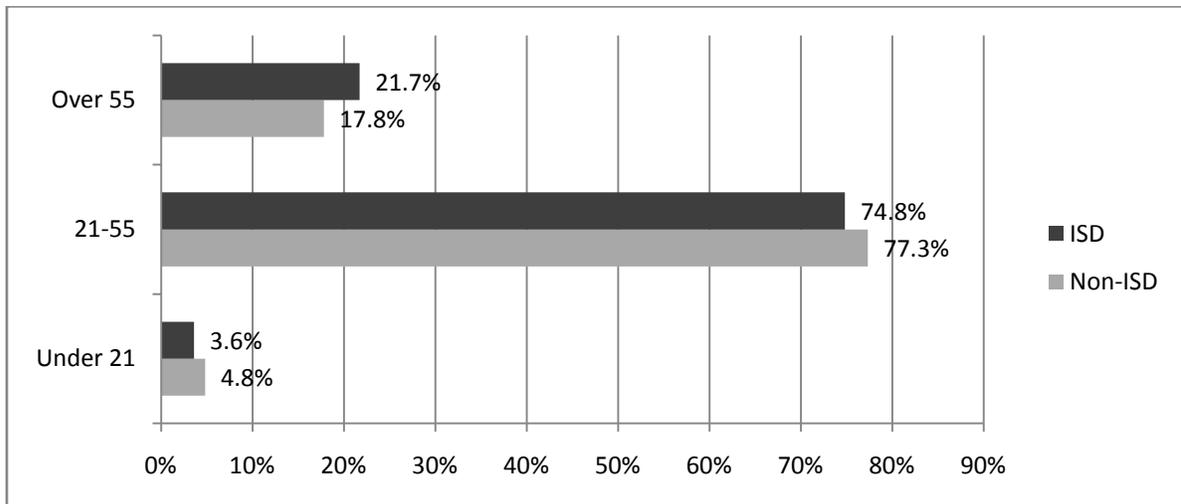
On the other hand, we found substantial and statistically significant differences in the level of education[15]. ISD respondents were significantly more likely to have completed a bachelor's degree, 23.5% compared to only 13.2% at non-ISD sites, and less likely to report an associate degree, some college or high school diploma as the highest level of education completed. We are not sure what caused these differences. It seems doubtful that ISD would cause more people with bachelor's degrees to come into OneStops. It may simply be that the ISD sites tended to be in local areas with a more educated workforce.

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[15] A chi-square test found these differences were significant at p= .003

Figure VI-16 Level of Education Completed by ISD and non-ISD Site
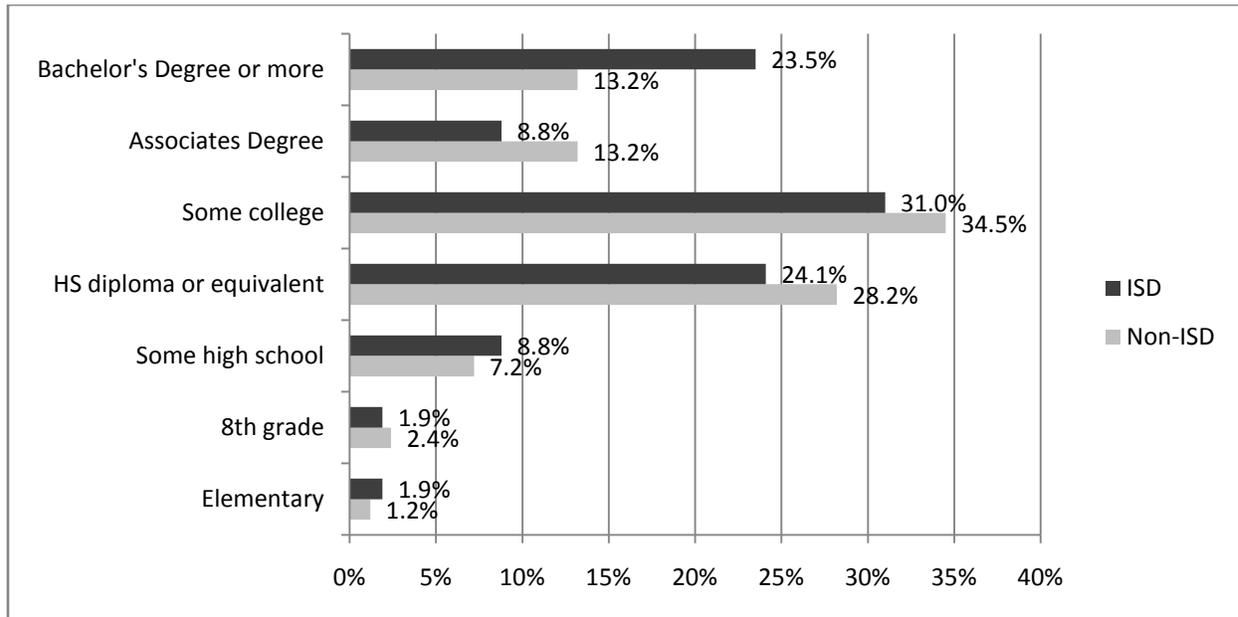
Matched Pairs Comparison

As you can see, we found few differences between ISD and non-ISD clients in the overall population of clients. But our study was designed around comparing the 10 participating ISD sites with 10 similar non-ISD sites, which we refer to as "nearest neighbors". As you may recall, each ISD site was matched to a "nearest neighbor" that was most like it. So, we analyzed the satisfaction data more deeply by taking each pair of sites (one ISD matched with its most similar non-ISD), and compared their clients' satisfaction with the key program elements using a statistical test[16]. If the ISD site scored higher than the paired non-ISD site we put a plus sign "+" in the cell; if the ISD site scored lower we put a minus "-". If the difference was significant we put a one to three "*'s", based on the level of significance, with three "*" indicating the highest significance. In Table VI-1, significant differences are shaded. The numbers represent the paired sites.

As you look at the table, you will see first that there are only 38 significant differences out of 210 comparisons, suggesting again that in terms of satisfaction, ISD and non-ISD sites are more similar than different. Of the 38 significant differences, 22 show higher scores for ISD sites and 16 show higher scores for non-ISD sites. So, this hints at some small advantage for the ISD model, but not a dramatic one. Looking across the rows at satisfaction with specific items we don't find any clear patterns where ISD or non-ISD sites seem to be delivering consistently better customer satisfaction.

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[16] The test was t-test of the two means on the 10 point scale used to rate these items.

Table VI-1: Comparison of Mean Satisfaction Score on a 10-point Scale Across Matched Pairs (Significant Differences Highlighted)

Satisfaction Item	Matched Pairs									
	A	**B**	**C**	**D**	**E**	**F**	**G**	**H**	**I**	**J**
OneStop staff available	+ **	-	+	+	+	- *	-	+	- ***	+
OneStop staff respectful	-	+	+	+	-	- **	+	-	- **	+
OneStop staff is knowledgeable	-	+	+	-	+	- **	-	+ *	- **	+
Testing and assessment helped me understand skills	+	+	-	+	+	-	-	+	-	+ **
Counseling and advisement helped me understand skills	+ **	-	+	+	+	-	-	+	-	+
Identify new career skills to develop	+ **	+	-	+	+ **	- **	+	-	-	-
Improved my understanding of my career skills	+ ***	- **	-	+	+	-	+	+ **	-	-
Long term skill training helped improve skills	+	+	- *	+	+	-	+ **	-	+	+
Workshops helped improve skills	+ ***	+	-	-	-	- *	+ *	-	+	+ *
On-line training helped improve skills	+	+	-	+	-	-	+	-	+	+
Other training helped improve skills	+	+	-	+	+	-	+	-	+	+
Improved your knowledge about jobs for your skills	+ ***	+	+	+	+	-	+	-	-	+
Available job listings related to your skills	- *	-	+	+	+	+	-	+	-	-

Satisfaction Item	Matched Pairs									
	A	**B**	**C**	**D**	**E**	**F**	**G**	**H**	**I**	**J**
Opportunity to develop your skills	+ ***	+	+	+	+	-	-	+	+	-
Helped finding a job with your skills	+ *	-	+	+	+ *	-	-	+	-	-
Satisfaction with orientation session	+ **	-	-	+	-	-	+	+	-	+
Satisfaction with wait for services	+	-	+	+	=	- ***	+	+	- **	+ **
Ability of first person to answer your questions	-	-	+	+	+	-	-	-	+	+
Satisfaction with amount of paperwork required	+ ***	+	-	+ *	-	-	+	+ ***	-	-
Help with UI claim	+	- **	-	+	-	-	-	+	+ *	+
Overall satisfaction with services	+	+	+	+	+	-	+	+	- **	+

Significance of 2-tailed t-test: * : significant at 0.1 level, ** : significant at 0.05 level. *** : significant at 0.01 level

Comparison of ISD and non-ISD Sites with Regression

We had one other thought about interpreting the satisfaction results. It may be that the lack of differences between ISD and non-ISD sites was caused by differences between the clients at the two types of OneStops, and underneath the apparent no difference findings were differences in satisfaction that would emerge if we statistically controlled for differences between the two groups of clients. To test this idea we used a multiple regression model which allowed us to measure the impact of ISD on overall customer satisfaction after controlling for the characteristics of clients.

The model in the table below measured the impact of the following characteristics on overall satisfaction: employment status, veteran status, level of education, years of work experience, and number of visits to OneStop. Finally, we included whether or not the client was served by an ISD program.

The model shows that, overall, all the variables in the model only accounted for 2% of the variance in overall satisfaction, a small but statistically significant amount of variance. This indicates that customer characteristics were only weakly tied to overall satisfaction. The two measures to focus on in evaluating the impact of each individual measure are the Standardized Coefficient (Beta) and the

Significance Level (Sig). The Beta measure tells you how much change in satisfaction is related to a particular measure, so a positive number indicates that an increase in this measure is associated with an increase in satisfaction. Conversely, a negative Beta indicates that an increase in a measure is associated with a decline in satisfaction. As the table indicates, being served by an ISD site is related to a tiny drop in satisfaction - just .005 of a point on a 10 point scale. The significance level of .902, says that there is a 90% probability that this change is due to chance, so there was no significant positive or negative impact of being served by an ISD site on customer satisfaction after controlling for differences in client characteristics.

Client characteristics that did have a significant impact on satisfaction were being a veteran, which was negatively associated with overall satisfaction, being female, which was positively associated with satisfaction, and number of years of work experience, which was also positively associated with satisfaction. But the overall conclusion of this analysis is that being served by and ISD site does not appear to affect a client's satisfaction.

These results suggest to us that the management of OneStops, whether they are ISD or not, is the main driver of customer satisfaction.

Table VI-2 Impact of Client Characteristics on Overall Satisfaction.

Model	Unstandardized Coefficients		Standardized Coefficients		
	B	Std. Error	Beta	t	Sig.
(Constant)	8.957	.496		18.046	.000
ISD Site	-.019	.153	-.005	-.123	.902
Part-time employment	.247	.405	.036	.610	.542
Unemployed	-.288	.329	-.051	-.874	.382
Vet	-.417	.244	-.068	-1.712	.087
Female	.453	.154	.115	2.941	.003
Highest level of education	-.095	.058	-.065	-1.631	.103
Number of years of work experience	.012	.007	.075	1.756	.080
Age	.132	.149	.037	.883	.378
How often have you come to this center in the past month?	-.030	.047	-.024	-.636	.525

Adjusted R Square =.020, p=.006

Summary of Findings

From this extensive analysis of customer satisfaction in ISD and non-ISD sites we have to conclude that the ISD innovation does not have a strong positive or negative impact on clients' satisfaction with the services they receive. We did find that customer satisfaction was relatively high across the board in the OneStops we studied. It may be that there is little room for improvement on

these measures when average scores of over 8 or higher on a 10 point scale are routine. It may be that customer satisfaction is driven more by the quality of management and staff at each individual site rather than the structure of the program.

We did find that ISD customers reported more opportunities to develop their skills, and that fits with the goals of the ISD program. We did not find that clients reported better opportunities to understand their skills or find a job with their skills, the other specific goals of ISD. More ISD clients did report that they were able to accomplish the purpose for which they had come to the OneStop on the day they visited, indicating that ISD sites may be more efficient at meeting customer needs on a daily basis. We know that customers rate their satisfaction based on comparison with other experiences, so, it may be that few clients have sufficient experience with other OneStops to rate objectively. They are simply grateful for the help they received at the OneStop they visited, so they report relatively high satisfaction at all sites as they don't know what else they might expect.

VII: Conclusions and Recommendations

Introduction

In this chapter we summarize the key conclusions from our research. We then frame a series of strategic options for the California Workforce Investment Board related to ISD and make recommendations. We conclude with our thoughts for implementing the recommended strategies.

In this study we set out to answer the following research questions:

1) To what degree have specific features of the ISD model been implemented at ISD and non-ISD local areas?
2) What impact has the ISD model had on the volume of clients served?
3) What impact has the ISD model had on performance on federal measures?
4) What impact has the ISD model had on the cost and volume of services produced?
5) What impact has the ISD model had on customer satisfaction?

We begin by summarizing our answers to those questions. Based on what we have learned, we outline a series of strategic options and finally make recommendations for the State Workforce Investment Board.

To what degree have specific features of the ISD model been implemented in ISD and non-ISD local areas?

As we showed in Chapter III, prior to implementation of ISD, non-ISD sites reported slightly more use of the ISD practices than ISD sites. After implementation, ISD sites reported more integrated practices, but the same practices increased at non-ISD sites as well. In fact, the difference in the use of these practices between ISD and non-ISD sites was much smaller than anticipated. In the future, both ISD and non-ISD sites plan to continue most of the ISD practices they have in place, and it appears that the gap between ISD and non-ISD site will become even smaller. In short, non-ISD sites implemented many ISD practices while ISD sites did not implement all ISD practices, so that in reality we have a system where each site is a blend of ISD and traditional management practices. One practice that is unique to ISD sites is the attempt to enroll all clients formally in WIA, rather than have a pool of universal clients who are not enrolled in the program.

This suggests several things to us. First, it seems likely that managers at both ISD and non-ISD sites share common values and goals. Hence, they were likely to see the ISD practices as a way to better achieve the goals which are shared by all sites. That said, in some cases local managers apparently believe that certain practices should be implemented and others should not. While these reasons were not documented in our study, they probably reflect the personal management philosophy of local managers or local resource constraints. For example, as we pointed out before, some sites simply lack enough EDD staff to integrate all OneStop functions to the degree envisioned in ISD.

Technology is another factor that can either enhance or limit the adoption of some ISD practices. Data base systems, computer operating systems, and outcome reporting systems may have had a significant influence on the ability of sites to integrate operations. Technology probably made integration easier in some OneStops than others. We certainly saw this in our case studies in Phase I of this project. Sites with systems that supported joint scheduling of case management and reporting of activities and outcomes found it easier to integrate WIA and EDD programs than did those with less

sophisticated systems. It seems clear that whether ISD is implemented across the state or not, better data management and reporting systems will be essential in the future.

Strategic decisions are those that require the reallocation of substantial resources and are hard to change once they are done. Becoming an ISD site or adopting certain integrated practices, in our view, is a serious strategic decision for OneStops. For example, once you integrate staff workstations and cubicles, going back to the way it previously was has serious political and resource implications. On the other hand, some ISD practices such as shared supervision and responsibility are easier to reverse and may, in fact, be dependent on the relationships between individual managers. Since some ISD practices are more easily reversible than others, we would expect some to be easier to institutionalize than others.

In our case studies we found that local conditions and local history made certain ISD principles or practices more or less viable at specific locations. These factors may include the history of cooperation between EDD and WIA, staff characteristics, local client characteristics, or simply logistics.   If EDD supervisors are not housed on site and have to supervise multiple EDD locations, it may hinder joint decision-making and responsibility for outcomes. In the case of ISD "one size does not always fit all". Statewide implementation may require some flexibility in letting local managers decide the pace of implementation and whether all aspects of ISD must necessarily be used locally to achieve the desired outcomes. On the other hand, certain aspects of ISD would seem to be mandatory regardless of local conditions. Common data management and outcome reporting systems would seem to be necessary regardless of differences in local conditions.

What impact has the ISD model had on the volume of clients served?

Perhaps the most consistent and dramatic finding in this study is that adopting the ISD model leads to a dramatic increase in the number of clients served. This proved true for both the number of enrolled clients and for the total number of clients overall. Even when we included universal clients in the comparison and controlled for other differences between sites, ISD sites served more clients than similar non-ISD sites.

The reasons for the increase in enrolled clients are, in a sense, easily explained. ISD sites set out to "enroll everyone through the door". So, even if the number of people served did not go up, the number of enrolled would increase dramatically. But the increase in total volume even after accounting for universal clients that would have been served without ISD indicates that ISD had a profound impact on the sheer volume of clients. To be frank, this surprised us. We expected that the hassle of completing the paper work required to enroll everyone would discourage some clients and that once we accounted for universal clients that would have otherwise been served anyway, the total client volume would decline.   It may be that there is something about the ISD model that is very attractive to clients and keeps them coming.

What impact has the ISD model had on performance on the federal measures?

It is an open secret in WIA that managers affect their performance on the federal measures through controlling whom they enroll and when they exit clients. The ISD goal of enrolling everyone and the state level practice of automatically exiting clients after they have not received services for 90 days (called "soft exits") meant local managers in ISD sites could not control their performance

measures as easily as managers in non-ISD sites.It appears that this is what lead to a decline in performance for ISD sites. Our analysis of the performance data supports this. Even after controlling for the effects of the recession and local economic conditions, ISD sites experienced a significant drop in all federal performance measures for adults and dislocated workers when compared to other similar non-ISD sites.

To encourage local areas to adopt ISD, state level executives promised local areas that they would not be punished for a decline in performance as this outcome was easily predictable by anyone who knew the system. This finding does suggest some larger issues. First, we need to note that performance measures for ISD sites are in a real sense "more honest" numbers in that they have been less subject to manipulation by the local areas. On the downside, if the practice of enrolling everyone spreads, a decline in California's performance compared to other states that do not implement ISD will follow. This impact can be seen clearly in the performance numbers of other states such as New York and Indiana, which have implemented this model. In fact, enough states are now using the ISD model to change the outcomes at the national level. It appears to us that this is not just a statewide issue, but also a national issue that needs to be addressed. If there are going to be local areas and states that enroll all clients and are thus held accountable for everyone, while other local areas or states enroll a relatively small subset, some adjustments must be made to the federal performance measurement model to account for this.

What impact has the ISD model had on the cost and volume of services produced?

The most significant finding from our analysis of costs and volume of services produced is the evidence that there are dramatic economies of scale available in OneStop operations. The economic downturn that started in 2007 put tremendous pressure on all OneStops to serve more clients. In response, both ISD and non-ISD OneStops served the increased number of clients at a substantial reduction in cost per client.   For example, we found the cost per visit dropped by over eighty percent.

We did not observe dramatic costs differences between ISD and non-ISD sites that we anticipated. With common goals and values, whether the site is ISD or non-ISD, operations have evolved to have many similar patterns and resource allocations. The ISD sites do serve a broader job seeker clientele, and this has resulted in some changes in resource allocations. Coaching and workshop costs are slightly higher at ISD sites. This is likely the result of increased difficulties in serving a more heterogeneous set of clients. ISD sites did serve substantially more job seekers. The median ISD site served over 7,000 more job seekers and over 2,500 more new job seekers than did the median non-ISD site. It is not clear if this was due to ISD or simply that more high volume sites chose to join the ISD program.

We found no material differences in costs or service volume in the area of business services. At both ISD and non-ISD sites those involved in providing business services appear to have developed a good working relationship between WIA and EDD in the area. Since business services are generally a smaller part of the operation, it appears to be an area where cooperation between WIA and EDD occurs more easily.

We did find that EDD operations at integrated sites have made some significant adjustments in their resource allocations. EDD operations at ISD sites have shifted the use of resources away from the provision of core services into the longer-term intensive services that traditionally were provided

primarily by WIA operations. We found no major differences in how resources were allocated by WIA at ISD and non-ISD sites.

What impact has the ISD model had on customer satisfaction?

We did not know what to expect about the relationship between customer satisfaction and ISD. On one hand, we expected that customers would receive more personal attention and services, which could lead to greater satisfaction. On the other hand, having to go through the enrollment process and the stress on local staff from trying to enroll everyone could lead to lower customer satisfaction.   Our analysis of customer satisfaction at ISD and non-ISD sites led us to conclude that the ISD innovation does not have a strong positive or negative impact on clients' satisfaction. We did find that customer satisfaction was relatively high across the board in all the OneStops that we studied. It may be that there is little room for improvement on these measures, when average scores of 8 or higher on a 10 point scale are routine. It may also be that customer satisfaction is driven more by the quality of management and staff at each individual site rather than the larger program design.

A second possible explanation for the lack of difference in customer satisfaction is the finding from our survey of ISD practices in both ISD and non-ISD and sites that showed that non-ISD sites have adopted many of the ISD practices. So, this analysis is not truly a comparison of clients who were subject to the ISD model and those who were not, because we know that some ISD practices were present in many of the non-ISD sites.

We did find that ISD customers reported more opportunities to develop their skills, which fits with the goals of the ISD program. We did not find that clients reported better opportunities to understand their skills or find a job with their skills - two other specific goals of ISD. More ISD clients did report that they were able to accomplish the purpose they had come to the OneStop for on the day they visited. This suggests that ISD sites may be more efficient at meeting customer needs on a daily basis. We know that customers rate their satisfaction based on comparison with other experiences. So, it may be that few clients have any experience with other OneStops and are simply grateful for the help they received at the OneStop they visited, so they report relatively high satisfaction at all sites as they do not know what else to expect.

Strategic Options

In considering our recommendations we went back to the founding documents of the ISD initiative. The ISD initiative was laid out in a three page document titled *Integrated Service Delivery, California Workforce System, State/Local Partnership: Framework for Implementing Integrated Service Delivery and Learning Labs.*[17] This document describes a "consensus framework for ISD" and is dated July 12, 2007. The document sets out the following goal:

> *Our goal is that every workforce area in California will eventually implement integrated service delivery. Again, the intent of the Learning Lab experience is to provide sufficient data, uncover issues for resolution and provide a roadmap for expansion to all the State's LWIAs.*

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[17] The document was issued jointly by the Employment Development Department (EDD) and the California Workforce Association (CWA), a membership organization representing local WIA programs.

Much has happened since 2007, a major recession: ARRA funding and subsequent federal budget cuts, an on-going state budget crisis and continuing high unemployment in the state. From discussions with Sacramento policy makers and local Workforce leaders it is unclear to us if expanding the ISD model to all local areas remains a policy goal. As we see it, the CWIB is at crossroads with the ISD initiative. The experiment has operated for three years, and this 18 month evaluation project provides a comprehensive, objective assessment of the model's implementation and its impact. Given this new context, now is a good time for the CWIB to consider all its strategic options related to ISD. Below we describe a series of strategic options we believe the board should consider along with our assessment of the pros and cons of each option. Finally, we make our recommendations for board action.

In the original framework, both EDD and CWA committed to ultimately expanding the ISD model to all OneStops in California. The question confronting the CWIB now is whether or not to pursue the goal of expanding ISD to all local areas. In our view, the CWIB has four mutually exclusive strategic options related to ISD and two independent strategic options related to WIA enrollment policies. The options are:

ISD mutually exclusive strategic options

1. A lassez faire approach, in which the CWIB allows local areas to continue integration or not as a local decision.
2. A policy of supporting and encouraging integration, but not mandating it.
3. Requiring some elements of ISD, but not mandating all.
4. Mandating integration in all local areas.

Independent strategic options

1. Implement a state-wide policy of enrolling everyone through the door into WIA in OneStops.
2. Return all OneStops to a universal service strategy.

Each of these options has important implications for other actions, such as the design of a new data system for both WIA and EDD programs. The option chosen will also have profound implications for the state's performance on federal measures and for the relationship between EDD and WIA programs at the state and local levels.

Pros and Cons of Strategic Options

In the following section we lay out the pros and cons of each policy choice. Then we analyze the issues involved in implementing each strategy. Figure VII-1 summarizes the pros and cons of each strategic option as we understand them.

Figure VII-1 Strategic Options with Pros and Cons

Option	Pros	Cons
Laissez Faire	- Not controversial. - Protects local autonomy. - Encourages continued experimentation. - Volunteers are committed to the model. - Maximum flexibility for local WIA directors and EDD managers. - Minimal integration and coordination costs.	- No unified state strategy for integrating WIA and EDD. - Implementation of ISD will remain uneven. - Diminishes the usefulness of common performance management system. - Makes impact on larger system that is hard to measure. - New data system will have to accommodate multiple models. - Best practices less likely to be diffused.
Encourage but not Mandate ISD	- Sends a message that ISD Model is more effective. - Allows organic expansion of ISD Practices. - Best practices can be identified and disseminated. - Protects local autonomy. - Volunteers are more likely to be committed to the model. - Reduced resistance to change.	- No unified state strategy for integrating WIA and EDD. - Implementation of ISD will remain uneven. - Diminishes the usefulness of performance management system. - Makes impact on larger system that is hard to measure. - New data system will have to accommodate multiple models.
Require Selected Elements of ISD	- Captures the best practices of ISD. - Maintains a substantial amount of local autonomy. - Creates a uniform model for a typical client. - Allows standard measurement of performance across sites. - Creates a clear model for new data system.	- May be resisted by local areas. - Calls for enforcement system which may be hard to manage. - Requires substantial reallocation of EDD resources.

Option	Pros	Cons
Mandate ISD in all Local Areas	• Creates a unified statewide system for delivering WIA and EDD workforce services. • Makes performance measures uniform. • Makes statewide management easier. • Creates a clear model for new data system.	• Limits local autonomy. • May generate resistance. • Calls for enforcement system, which may be hard to manage. • Mandated sites may lack commitment. • Requires substantial restructuring of EDD service delivery to be effective.

Laissez Faire Option

The laissez faire option is in many ways an easy choice. It allows each local area to proceed as it wishes. Local areas which fully or partially implemented ISD can continue with the strategy that best fits their local needs. Enthusiasts for the ISD model may continue to meet and exchange best practices. If looks like a good idea to other local areas, they may "officially" become an ISD site or simply adopt some ISD practices as many of the sites have. Local areas can decide to continue to attempt to enroll everyone or they may decide to limit enrollments, as some ISD sites are already doing. This will let ISD evolve in an organic way without any intervention from the CWIB.

The limits of this strategy are that ISD sites that continue to enroll everyone will continue to drive down the state's overall performance on federal measures. Without uniform standards for who is and is not enrolled, managing state and local performance and knowing how many people are served by the system remains very difficult. It also adds substantial complexity to managing EDD local operations, as some units integrate with WIA and other do not. Finally, it will complicate the final design and implementation of the new data system as it will have to accommodate many different local models.

Encourage but not Mandate ISD

In this option the CWIB would take a position supporting the ISD model and create incentives for local areas to adopt the ISD model, but still leave it a local choice. This allows the CWIB to endorse the model without mandating it. It can encourage adoption of the model with real incentives. For example, in awarding non-formula funds the CWIB could establish a preference for integrated sites. Similarly, the CWIB could adjust performance expectations for ISD sites that attempt to enroll everyone. The board can continue to support the various ISD working groups that exchange best practices and support the model. The advantages here are that while endorsing the model, it will still allow local areas a degree of autonomy. It will allow best practices developed by the ISD model to spread with a top down support from Sacramento. If ISD sites remain volunteers, they are much more likely to be enthusiastic about implementing the change than if it is mandated.

The limits of this model are similar to the first option. Having two fairly different models in the field makes management of the larger system much more difficult. Statewide data would be more difficult to use in decision making. Performance management would be weakened and the new data system would have to accommodate multiple models.

Require Selected Elements of ISD

A third option is for the CWIB to require that all comprehensive OneStops adopt some elements of ISD. The ISD model currently in place was developed in other states by a single consultant. Based on our research and California's three years of experience, it would be reasonable to select some elements of the model that seem the most effective across sites and mandate them for all local areas. Some practices which we think are logical candidates to be mandated are:

- Having EDD staff co-locate with WIA in all comprehensive OneStops.
- Establish a single client pool for WIA and EDD within all OneStops.
- Joint reception and orientation in all OneStops.
- A resource room which is staffed and managed collaboratively.
- Local WIA and EDD managers collaboratively plan and manage OneStop activities.
- Shared performance goals for WIA and EDD at the OneStop level.

A separate issue is whether or not to have uniform rules for who is enrolled in WIA, which we discuss in the next section.

Advantages of this approach are that OneStops would maintain some autonomy over their practices. It would guarantee local areas a commitment from EDD for resources in their OneStops. It would create a more uniform statewide system making the larger system more manageable and performance data more representative of what is really happening in the OneStops.

A serious limit to this approach is that we did not find convincing evidence in our study that these practices increased customer satisfaction or reduced costs. They did lead to more clients being served and a decline in performance on the federal measures. So, some local areas could reasonably object to having a particular practice mandated. This strategy would also require substantial restructuring of local EDD operations in order to put a substantial number of EDD staff in every comprehensive OneStop, as well as restructuring of EDD local management so there would be a real EDD management presence in every local OneStop. Finally, once certain practices are mandated, the state must create a monitoring and enforcement system to make sure they are implemented. This consumes resources and always creates some degree of an adversarial relationship between the State and local WIA areas.

Mandate ISD in all Local Areas

In this option the CWIB would use its authority to mandate that all local areas move their comprehensive OneStops to the ISD model. This would include the entire scope of practices in the original model. It would create a more uniform system of OneStops, and data

reported by the system would be more meaningful. It would dramatically increase the official number of people served by the system. It would also guarantee each local area a substantial EDD presence in its OneStop.

On the negative side of the ledger, it would reduce local autonomy and would certainly be resisted by some local areas. Local areas ordered to adopt the model might be unenthusiastic about implementing it, and this may limit its benefits. It would cause a steep drop in the performance of the larger system on the federal performance measures. In the long term, it may stifle innovation by dictating a single set of practices for all OneStops. In addition, once practices are mandatory, as noted before, the state will have to develop a regulatory regime to enforce the practices. Finally, this option also requires a dramatic restructuring of local EDD operations, as noted before.

A Strategy on Enrollment

The measurable effects of ISD on number of clients served and performance were driven largely by the practice of enrolling "everyone through the door". While this practice was developed as part of ISD, it is actually a practice that can be considered apart from ISD. It simply replaces universal services with core services and, thus, includes people who were formally universal clients among the enrolled. In our fieldwork we found sites with large EDD units and ones with just two part-time EDD staff that were officially ISD sites. The reason their performance measures changed dramatically was not integration, but the simple practice of enrolling most clients. The fact that there are currently 12 local areas trying to enroll everyone and 37 others following the traditional model distorts all the data produced on the WIA system. It seems to us that this practice deserves special attention by the CWIB.

We see two reasonable options for dealing with this issue. The first is simply to require all local areas to enroll everyone, as is done at the current ISD sites. The second is to return all sites to the traditional model with larger universal service component. Doing this would not stop local WIA and EDD units from integrating if they wanted to.

The figure below lays out the pros and cons of each strategy as we see them.

Figure VII-2 Enrolling Everyone or Universal Service Strategy Pros and Cons

Option	Pros	Cons
All OneStops Enroll all Clients	• Increases "official count" of the number served. • Improves perception of WIA productivity. • Makes local areas accountable for outcomes of everyone. • Uniform state-wide method for measuring volume of clients and performance. • Creates honest measure of performance.	• Costs of enrolling everyone are substantial. • Local areas may resist. • Performance on federal measures will be relatively low.

Option	Pros	Cons
All OneStops use Universal Service Model	• Reduces paper work for clients and local areas. • Uniform state-wide method for measuring enrolled clients and performance. • Improves performance on federal measures.	• ISD sites may resist "changing back". • Local areas are not accountable for most people served. • State will continue to not know how many people system serves.

All OneStops Enroll All Clients

We studied the impact of this practice in the current ISD sites. We noted some positive impacts. First, it provides close to a complete reporting of the people served by the system and a significant impact in the number of clients served. Thus, it improves the perception of the WIA system in the eyes of the policy makers and the larger public. It also creates, in our view, a more honest measure of performance. Local areas are accountable for the placement, retention and earnings of everyone they serve. Finally, it encourages serving a broader segment of the population and tends to include those clients who are traditionally more difficult to serve. If all sites did this we would have relatively comprehensive and uniform count of clients served and their outcomes.

On the negative side, requiring local areas to enroll everyone imposes a substantial cost in money and time. Sites that converted to the ISD model noted that requiring to enroll everyone brought data system to its knees. Because of these costs, local areas are likely to vigorously resist the change. Moreover, our analysis clearly shows that enrolling everyone will lead to a dramatic decline in the State's performance on the federal measures, which could have long term consequences.

All OneStops Use Universal Service Model

Returning to the previous system of only enrolling a small number of clients formally into the WIA system and serving the bulk of clients through universal services offers several advantages. First, it reduces the burden and costs of enrolling everyone, which have been substantial in the ISD model. In fact, our case studies showed that several ISD sites have, while continuing to enroll most clients, recreated a version of universal service to deal with clients who they cannot or do not want to enroll. Moving everyone to this model will make the data that is reported more uniform and, hence, more meaningful for managing the system. It also goes back to a system where local operators can "manage performance", hence improving the State's performance on the federal measures.

On the down side, the sites that have committed to ISD and believed in the model may resist changing back. Once again, we create a situation where local areas are not accountable for the outcomes of most of the people they service. Finally, if we return to the former system, the state will not know how many people are served.

We do note that a system that had universal service which did not enroll most clients in WIA could still require some limited reporting on universal clients, which would allow the state to at least know how many people got served and some of their characteristics. It is important to note that many local areas have fairly sophisticated systems for "registering" universal clients and counting the services they received. A similar system could be established on a state level.

Recommendations

The challenge facing the CWIB is finding the best way to improve the services delivered in California OneStops in a period of turbulence and uncertainty. We believe the ISD experiment has provided valuable insights about how EDD and WIA can work together to deliver services to the California Workforce. Based on what we learned from this study, we make two strategic recommendations and four recommendations for implementing these strategies.

Strategic Recommendations.

1. Encourage but not mandate the existing ISD model.

We believe that the most effective strategy to support the continued dissemination of successful ISD practices across the state is to encourage but not mandate these ISD practices in local areas. Local areas have clearly adapted their approaches to address the unique needs of their clients, and local leaders believe that local autonomy is critical to meet local needs. While the benefits of many ISD practices appear to be accepted by most, if not all local areas, specific practices vary in how useful they are based on local conditions.

Our survey of ISD practices found that non-ISD sites had adopted many of the same ISD practices used by the Learning Lab sites. This explains in large part the lack of differences between ISD and non-ISD sites on some of the measures we studied, such as customer satisfaction. While we believe that local areas and their WIBs are best suited to manage day-to-day operations to meet local needs, implementation of certain state-wide systems and policies would encourage and support the successful implementation of ISD across the state. As we discuss in more detail below, we believe that co-locating EDD in OneStops is critical, but once that step is taken, local areas will need to work out tailored program models that work best for them and their customer base. The ISD experience, as we documented in earlier case studies and in this report, provides a valuable model for such a tailored approach. While dissemination of the specific aspects of ISD is best done by letting local areas adopt practices that fit them best, we believe that the following recommendations would provide local areas with the support and encouragement necessary to assure successful ISD implementation across the state.

First, we believe the new data system for both WIA and EDD programs is a powerful lever for supporting further change. We recommend that co-located EDD and local areas have shared performance goals, which we discuss in more detail in the implementation section. Once these goals are established, the new data systems need to provide these partners with access to statewide data. This data should allow both partners at the local level to get the feedback necessary to manage their own performance more effectively and to benchmark their outcomes against other comparable local areas. To design an effective system, local WIBs and EDD offices should have input into the structure of the

database, data input processes and report formats to assure that they serve local as well as central needs.

Second, we recommend the establishment of incentives to encourage ISD implementation at the local level. These incentives should involve some preferences for allocating discretionary funding to those local areas that have already implemented, or are in the process of implementing core ISD principles as described in this report—enrolling all clients, co-locating with EDD, single client pool, collaborative planning and joint goal setting. In our view, this approach is more likely to motivate local areas and EDD operations to find ways to work together rather than try to drive them into collaborating under rules, monitoring and bureaucratic control systems. This policy can be phased in as co-location and put in place over a five-year period.

2. Have all local areas enroll all clients.

Enrolling all clients was the element of the ISD model that yielded the biggest impact on who the system served and the performance of the system. In the options sections we reviewed the pros and cons of this change. Evidence shows that this change will lead to WIA serving both more clients and more disadvantaged clients who need services the most. For example, we found that ISD sites served a larger proportion of low income clients and ex-offender clients than non-ISD sites. In addition, we found that ISD sites allocated more resources to intensive services.

Further, a system in which some local areas enroll everyone and others selectively enroll clients makes state-wide data on who was served and, more importantly, performance data meaningless for managing the system. In short, we believe that CWIB should not tolerate a system where different local areas count enrollments and measure performance on a different basis. Finally, this change will lead to more honest measures of how the system is performing on the federal measures.

We do not mean to make light of the challenge and costs that such a change will pose for local areas. The creation of new shared data system for both WIA and EDD offers a special opportunity to ease the burden of enrolling all clients on both agencies. With policy in place, the implementation of the new data system could be shaped to lower costs.

Further, the CWIB should work with EDD to get federal agreement to end the requirement that locals retain paper evidence of the program eligibility. This imposes large unnecessary costs on local areas.

Finally, we note once again that establishing the new data system creates an opportunity to streamline the enrollment process for both agencies. A streamline system where data is only entered once will be convenient for clients and free up valuable staff time for providing services rather than entering data. We have to note that in our case studies we found one site where each client was required to enter all their data into CalJobs and into JTA, so that both agencies could "get credit for the client". Professional staff at this site routinely spent three hours a day entering data into client files in both systems. This is the sort of practice that must end if the system is to run efficiently.

Implementation Recommendations

The following implementation recommendations deal with specific actions the board can take to support the two strategies recommended above.

3. **Over a five year period locate a substantial EDD presence in all comprehensive OneStops.**

A limit to effective integration of EDD and WIA programs was limited participation by EDD in many OneStops, even those designated as ISD sites. The original vision for WIA was to bring all employment and training programs together under one roof to improve services to clients. Surely, at this stage of the development the system should at least bring together the two largest players in the system.

Our field work convinced us that to integrate these two programs there must be a critical mass of EDD employees so that the various OneStop functions can be integrated. This does not mean a 1 to 1 ratio. We saw sites where EDD employees substantially outnumbered WIA staff and sites where WIA staff outnumbered EDD employees. But at all successful sites there were enough staff from both agencies so that all key functions were staffed by both agencies. Further, it seems critical to us that EDD has a management presence at each OneStop, even if that presence is not fulltime. Integration requires that many decisions be made collaboratively by the two agencies on a day-to-day basis, especially in the start-up period. We encountered several OneStops with an EDD contingent of 6-9 employees while the manager was located far away and did not spend time in the OneStop on a regular basis. At these sites, problems that could have quickly been resolved had a manager been present, tended to fester and lead to formal grievances and further conflict that ultimately undermined integration.

In the field we also encountered the type of the bureaucratic barrier that has kept EDD from co-locating in OneStops. For example, during one site visit we came across a center that was losing their EDD employees because the building was not up to the State earthquake standards. Yet the building EDD was moving into was not up to this code either, but would not be due for inspection for several years. Similarly, we heard about another site where EDD was not only leaving a OneStop, but leaving an entire mid-sized county in order to locate in a building that met handicapped accessibility standards. To support an integrated strategy these bureaucratic barriers will have to be overcome.

4. **State should establish shared performance measures for local WIA and EDD operations and evaluate them through an integrated data management system.**

One cannot expect public agencies to work collaboratively when they are held accountable to separate standards. We strongly recommend the CWIB to develop performance measures that will be shared by EDD and WIA in local areas. These measures should go beyond the basic federal performance measures and consider other factors such as customer satisfaction, efficiency and the volume of clients served. Shared performance measures create an incentive for local managers and staff to find new and innovative ways to deliver effective services without the state trying to micro-manage operations. These standards will send a clear message to managers in both agencies that collaboration is important and it needs to be done well.

We recognize that designing performance measures in not a simple task. Seemingly straightforward measures can often lead to unintended consequences and counterproductive gaming behavior. Because of that, we suggest that the CWIB brings together experts on performance measurement and local program operators to create a few simple and clear measures of the two agencies' joint performance.

Once these measures are designed, the State needs to set clear measurable goals for the system and local programs. One thing that became clear early on in this study was while ISD was built around a defined set of practices, it was launched without clear goals against which the success of the system could be measured. In local areas and state offices we found that people were working hard, but were unclear on what they were trying to achieve. We know from a host of research that clear goals and prompt quantitative feedback lead to high performance. It is crucial that the next phase of the system is built around a clear set of goals for all participants.

Again, the implementation of a new data system can support this initiative. In attempting to work with data from the old CalJobs system, we found that EDD units in OneStops were not treated as separate units, so it was impossible to get data on EDD services and performance inside OneStops. In addition, no archive of data was kept on EDD, so it was impossible to track performance or volume of service overtime in local areas. In short, the primary purpose of the existing system seemed to be to roll data up to the state level for one-time reporting to the federal government rather than providing data for effective management decisions. In the new system it is critical that the EDD reporting units align with OneStops and local area units. Currently, the smallest EDD reporting unit is an Attendance Reporting Unit (ARU), and it appears to be primarily designed for tracking attendance, but it does not reflect where services are being delivered.

Finally, consistently reporting data over time is critical. As we noted before, in the current system where some sites are enrolling and reporting all clients "through the door" and other sites are enrolling only a few clients, the state-wide data is meaningless for comparing local areas. As the new system evolves, careful measurement of the same factors including both agencies over time will be crucial.

5. **Incent local areas to integrate with EDD by providing preference to integrated OneStops in the award of discretionary funds.**

Our experience is that incentives work better than regulation in getting organizations to change their behavior, so we recommend that CWIB explores ways to give preference to integrated sites in the award of discretionary funds from WIA. For example, when a request for proposal (RFP) is issued, local areas which apply jointly with EDD should receive extra points in evaluating proposals. In our view this approach will motivate local areas and EDD operations to find ways to work collaboratively rather than be pushed to collaborate under rules and monitoring. The policy can be phased in as co-location is put in place over a five-year period.

6. **Continue to support identification, evaluation and the dissemination of best practices among OneStops, local areas and EDD.**

This study found that many ISD practices had already disseminated to non-ISD sites. This was a natural process, where when local managers found out about something that worked, they adopted it

for their own use. A logical role for the CWIB is to promote this process by continuing to support objective study and evaluation of the system. The information generated by studies such as this provides the insight about how the system works and generates discussion about the ways to improve the system further. As the system evolves, new research can assess the impact of changes that have been made.   We have to note that in an extensive exploration of WIA research we could not find a single study of ISD. In a real sense, states and local areas which have adopted this model are flying blind.

Groups of ISD sites have formed committees and met regularly since the start of ISD. We have attended several of these meeting during the course of this study and were impressed with the energy and openness with which sites shared information and exchanged best practices. It seems to us that it is logical for the CWIB to work with the CWA and EDD to continue and expand the opportunities for local staff and managers from both agencies to continue to collect and disseminate best practices as the system develops and confronts new challenges.

The limited availability of data, particularly data that measured the system over time, constrained this study. The new data system, if well designed, should provide easily accessible data to support objective research and evaluation at the local and state levels, which will support continuous improvement of the system.

Final Thoughts

ISD represents a serious attempt to achieve the original vision of WIA. The fact that this initiative was launched into the teeth of the worst recession in the postwar era, made the challenge even greater for local program operators and state officials. Throughout the 18 months we spent visiting OneStops and analyzing data, we were impressed by the openness and commitment of everyone in the system to serving clients. WIA and the Workforce System as a whole benefit from this commitment. The challenge in the next phase is to create a program structure that captures the energy and commitment of the people in the field. This new system should reward collaboration between agencies and focus everyone's effort on helping California meet its many workforce challenges through a system of clear goals and prompt feedback.

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IX: Appendix

Appendix 1: Spanish Satisfaction Survey

CALIFORNIA ONESTOP CENTRO DE CARRERA

ENCUESTA DE SATISFACIÓN DEL CLIENTE

PARTICIPANTE CUESTIONARIO AUTOADMINISTRADO

2011

¿Qué tan satisfecho está usted con los servicios de este OneStopCenter?

¡Llena este cuestionario y avísanos!

(Sus respuestas serán confidenciales y serán combinados con otros clientes del OneStop Center. Usted no será individualmente identificado.)

Para preguntas 1 a 5 a continuación, marque una "X" en la caja o cajas que aplican.

1. ¿Cómo supo usted del centro OneStop?

1 Amigo/a o pariente

2 En un letrero

3 Anuncio de autobús

4 Referido por una universidad o una escuela

5 Referido por EDD

6 Referido por otro agencia

7 Vi al letrero y decidí entrar

8 Conocí a un empleado de OneStop en un evento

9 Vi un folleto

10 Otro (POR FAVOR EXPLIQUE):

_____

2. ¿Por qué viniste al centro hoy? (COLOQUE UN "X" EN TODAS CAJAS QUE APLICA)

1 Para recibir información sobre una carrera

2 Para ver una lista de empleos disponible

3 Para ver a un empleado del centro

4 Para modificar su resume

5 Para atender a un taller o a una clase

6 Para ser entrevistado/a para un trabajo

7 Para usar una computadora

8 Para recibir información sobre servicios

9 Para asistir un reunión de club

10 Para entregar o recibir información sobre su seguro de desempleo

11 Para atender a una sesión de orientación

12 Para atender un sesión entrenamiento

13 Para hacer entrenamiento en el internet

12 Otro (POR FAVOR EXPLIQUE):

_____

___

100

3. ¿Lograste hacer todo lo que querías/necesitabas hoy?

4 Todo

3 Casi todo

2 Algo

1 Nada

4. ¿Es este su primera visita a este centro?

1 Sí (Continúe a las instrucciones antes de pregunta 7 en la próxima página)

2 No (CONTINÚE CON Pregunta 5)

5. ¿Cuantas veces visitó este centro el mes pasado?

Una vez

Dos veces

Tres veces

Cuatro veces

Cinco veces o más

6. ¿Está usted registrado en una clase o programa en este centro?

1 Sí   Nombre de Clase o Programa

_____

2 No

CONTINUE ADENTRO EN PÁGINA 2

Aquí son algunas preguntas sobre su experiencia con los empleados de OneStop. Por favor evalué cada pregunta en un escala de 1 a 10 **CIRCULE EL NUMERO APROPIADO EN LA ESCALA.** Si la pregunta no aplica a usted o si no tienes una opinión sobre la pregunta, simplemente, **CIRCULE NA** (No Aplica).

7.	¿Cuándo necesitabas hablar con un empleado del centro estuvo esa persona **disponible**?	No disponible Disponible **1 2 3 4 5 6 7 8 9 10** **NA**
8.	¿Cuándo hablaste con un empleado del centro, que tan **respetuoso** fue con usted?	Irrespectuoso Respetuoso **1 2 3 4 5 6 7 8 9 10** **NA**
9.	¿Cuándo usted necesitaba información, tenía **conocimiento** la persona que le atendió?	No Tenía Conocimiento Tenía Conocimiento **1 2 3 4 5 6 7 8 9 10** **NA**

Simplemente **CIRCULE EL NUMERO** que mejor describe su reacción. Si no tienes experiencia con el servicio, o si no tienes un opinión, simplemente **CIRCULE NA** para **No Aplica**.

¿HAS APRENDIDO SOBRE TUS HABILIDADES?

	Cuanto te ayudo los siguientes servicios:	No me ayudaron Me ayudaron mucho
10.	Los **evaluaciones y pruebas** me ayudo mejor entender mis habilidades de carrera	**1 2 3 4 5 6 7 8 9 10** **NA**
11.	**Asesoramiento y consejo** me ayudo entender mis habilidades de carrera	**1 2 3 4 5 6 7 8 9 10** **NA**
12.	He identificado **nuevas habilidades de carrera** que quiero desarrollar	**1 2 3 4 5 6 7 8 9 10** **NA**
13.	En general he **mejorado mi conocimiento** de mis habilidades de carrera	**1 2 3 4 5 6 7 8 9 10** **NA**

¿HAS RECIBIDO ENTRENAMIENTO O EDUCACIÓN AQUI?

14. Particip ación	Identifica los actividades en que participaste para mejoraron su habilidad y evalué cuanto te **ayudaron a mejorar sus habilidades**.	**No me ayudaron** **Me ayudaron mucho**
___Sí ___No	Entrenamiento a largo plazo: Describe:_____ _____ ___	**1 2 3 4 5 6 7 8 9 10** **NA**
___Sí ___No	Talleres	**1 2 3 4 5 6 7 8 9 10** **NA**
___Sí ___No	Entrenamiento en el Internet	**1 2 3 4 5 6 7 8 9 10** **NA**
___Sí ___No	Otro Entrenamiento o Educación: Describe:_____ ____ _____ ___	**1 2 3 4 5 6 7 8 9 10** **NA**

	¿NECESITABAS AYUDA PARA ENCONTRAR UN TRABAJO QUE CORESPONDE A SUS HABILIDADES?		
	Que tan satisfecho estas con:	Insatisfecho/a	Muy Satisfecho/a
15.	¿Cuánto mejoraste tu **conocimiento sobre trabajos** que pudrías obtener con sus habilidades?	**1 2 3 4 5 6 7 8 9 10 NA**	
16.	¿Disponibilidad de **lista de trabajos** que correspondían con sus habilidades?	**1 2 3 4 5 6 7 8 9 10 NA**	
17.	¿Tu **oportunidad general** para desarrollar sus habilidades?	**1 2 3 4 5 6 7 8 9 10 NA**	
18.	¿El habilidad del OneStops Center's **en ayudar te encontrar un trabajo** utilizando sus habilidades?	**1 2 3 4 5 6 7 8 9 10 NA**	

Casi estas terminado. **Solamente un poco más. . .**

¿QUE BUENO FUE LA CALIDADAD DE SERVICIO QUE RECIBISTE?

	Que tan satisfecho fuiste con:	Insatisfecho/a	Muy Satisfecho/a
19.	¿Recibiste bastante información en la orientación para utilizar los servicios del OneStop?	**1 2 3 4 5 6 7 8 9 10**	**NA**
20.	¿Cuánto tiempo tuviste que esperar para recibir servicios?	**1 2 3 4 5 6 7 8 9 10**	**NA**
21.	¿La habilidad de la primera persona con quien hablaste para resolver sus preguntas?	**1 2 3 4 5 6 7 8 9 10**	**NA**
22.	¿La cantidad de trámites necesarios para recibir servicios?	**1 2 3 4 5 6 7 8 9 10**	**NA**
23.	¿Ayudarte con seguridad de desempleo?	**1 2 3 4 5 6 7 8 9 10**	**NA**
24.	¿A qué nivel creas que los servicios que recibiste aquí van a mejorar sus posibilidades de encontrar un trabajo?	**No Ayudaran** **Mucho** **1 2 3 4 5 6 7 8 9 10**	**Ayudaran** **NA**

25.	¿En general, que tan satisfecho/a esta usted con los servicios que recibiste aquí?	Insatisfecho/a Muy Satisfecho/a DK
	CIRCULE EL NOMBRE APROPIADO en la escala. Si no tienes un opinión, **CIRCULE "DK"** para "**No Sé**".	**1 2 3 4 5 6 7 8 9 10**

26. **¿Recomendaría usted este centro a alguien como usted?**

1 Sí

2 No estoy seguro/a

3 No

CONTINUE ADENTRO EN PAGINA 4

→

27.   **¿Hay algún otro comentario que quisiera agregar sobre este centro?**

_____

_____

_____

DIGANOS SOBRE USTED

28. **Genero**

Masculino

Femenino

29. **Edad**

Menos de 21

21-35

36-55

Más de 55

30. **Años de Experiencia de Trabajo Como Adulto   _____Años**

31. **Usted Está**

Empleado por tiempo completo

Empleado por medio tiempo

Desempleado

32. **¿Usted está actualmente recibiendo seguridad de desempleo?**

Sí

No

33. **Nivel de Educación**

1 Primaria

2 Completo 8º Grado

3 Poco de Preparatoria

4 Graduado de Preparatoria o Equivalente

5 Poco de Universidad

6 Certificado Asociado

7 Graduado de Universidad o Más

34. **¿Eres un veterano?**

Sí

No

MUCHAS GRACIAS POR SU TIEMPO

Appendix 2: English Satisfaction Survey

CALIFORNIA ONESTOP CAREER CENTER

CUSTOMER SATISFACTION STUDY

PARTICIPANT SELF-ADMINISTERED QUESTIONNAIRE

2011

How satisfied are you with the services of this OneStopCenter?

Fill out this questionnaire and tell us!

(Your answers will be kept strictly confidential and will be combined only with those of other Work-Source Center users. You will not be individually identified.)

For questions 1 to 5 below, place an "X" in the box or boxes that appl

1. How did you first learn about this OneStop Center?

1 Friend or Relative

2 Billboard Ad

3 Bus Ad

4 Referred by a College or School

5 Referred by EDD

6 Referred by another agency

7 Saw sign and just came in

8 Met a staff member at an event

9 Saw a flyer

10 Other (PLEASE SPECIFY):

_____
___

2. Why did you come to this center today?
(PLACE AN "X" IN ALL BOXES THAT APPLY)

1 To get career information

2 To look at job listings

3 To see a staff member

4 To work on my resume

5 To attend a workshop

6 To be interviewed for a job

7 To use a computer

8 To get information about services

9 To attend a job club meeting

10 To file or get information about Unemployment Insurance

11 To attend an orientation

12 To attend a regular training session

13 To do self-paced on-line training

14 Other (PLEASE SPECIFY):

_____

past month?

3. Did you accomplish all that you wanted/needed to do today?

One time

Two times

Three times

Four times

Five or more times

4 Everything

3 Most

2 Some

1 Nothing

6. Are you enrolled in a class or program here?

4. Is this your first visit to this center?

1 Yes   Class or Program Name

_____

1 Yes (GO TO Instruction before Question 7 on the next page)

2 No

2 No (CONTINUE WITH Question 5)

CONTINUE INSIDE ON PAGE 2

5. How often have you come to this center in the

Now a few questions about people working at the Work-Source Center. Please rate each question on a scale from 1 to 10 by CIRCLING THE APPROPRIATE NUMBER ON THE SCALE. If the question does not apply to you, or you do not have an opinion, CIRCLE NA for Does Not Apply.

7.	When you needed to talk to a OneStop Center staff member, how available was that person	Unavailable Available 1 2 3 4 5 6 7 8 9 10 NA
8.	When you were talking to a OneStop Center staff person, how respectful of you was that person	Disrespectful Respectful 1 2 3 4 5 6 7 8 9 10 NA
9.	When you needed information, how knowledgeable was the person you talked to	Unknowledgeable Knowledgeable 1 2 3 4 5 6 7 8 9 10 NA

Simply CIRCLE THE NUMBER which best describes your reaction. If you have no experience with a service, or do not have an opinion, just CIRCLE NA for Does Not Apply.

HAVE YOU LEARNED ABOUT YOUR SKILLS?

	To what degree did the following services help you:	Not A Great At All Deal
10.	Testing and assessment helped me better understand my career skills	1 2 3 4 5 6 7 8 9 10 NA
11.	Counseling and advisement helped me understand my career skills	1 2 3 4 5 6 7 8 9 10 NA
12.	I have identified new career skills I want to develop	1 2 3 4 5 6 7 8 9 10 NA
13.	Overall I have improved my understanding of my career skills	1 2 3 4 5 6 7 8 9 10 NA

HAVE YOU HAD A CHANCE TO DEVELOP YOUR SKILLS?

14. Particip ated?	Indentify the specific skill building activities you participated in and rate how much they helped you improve your skills.	Not At All	A Great Deal
___Yes ___No	Long term skill training: Describe:_____ _____ ___	1 2 3 4 5 6 7 8 9 10 NA	
___Yes ___No	Workshops	1 2 3 4 5 6 7 8 9 10 NA	
___Yes ___No	On-Line training	1 2 3 4 5 6 7 8 9 10 NA	
___Yes ___No	Other training: Describe:_____	1 2 3 4 5 6 7 8 9 10 NA	

DID YOU GET HELP FINDING A JOB WITH YOUR SKILLS?

	How satisfied were you with:	Very Dissatisfied		Very Satisfied	
15.	How much you improved your knowledge about jobs you could get with your skills	1 2 3 4 5 6 7 8 9 10 NA			
16.	Available job listings related to your skills?	1 2 3 4 5 6 7 8 9 10 NA			
17.	Your overall opportunity to develop your skills?	1 2 3 4 5 6 7 8 9 10 NA			
18.	The OneStops Center's help in finding a job with your skills?	1 2 3 4 5 6 7 8 9 10 NA			
19.	Quality of your orientation session?	1 2 3 4 5 6 7 8 9 10			NA
20.	How long you had to wait to receive services?	1 2 3 4 5 6 7 8 9 10			NA
21.	The ability of the first person you contacted to answer all your questions?	1 2 3 4 5 6 7 8 9 10			NA
22.	The amount of paperwork you had to complete in order to receive services?	1 2 3 4 5 6 7 8 9 10			NA
23.	Help you got to file an unemployment insurance claim?	1 2 3 4 5 6 7 8 9 10			NA

24.	Overall, how satisfied are you with the services you received here?	Very	Very
		Dissatisfied	Satisfied
	CIRCLE THE APPROPRIATE NUMBER on the scale. If you don't have an opinion, CIRCLE "DK" for "Don't Know".	1 2 3 4 5 6 7 8 9 10 DK	

25.   Finally, would you recommend this center to someone like yourself?

1 Yes

2 Unsure

3 No

26.   Are there any other comments you would like to make about the center?

_____

_____

TELL US ABOUT YOURSELF

27. Gender

Male

Female

28. Age

Under 21

21-55

Over 55

29. Number of Years of Work Experience   _____Years

30. Are You Now

Employed Full-Time

Employed Part-Time

Unemployed

31. Highest Level of Education Completed

1 Elementary/Primary School

2 8th Grade Completion

3 Some High School

4 High School Diploma or Equivalent

5 Some College

6 Associate's Degree

7 Bachelor's Degree or more

32. Are you a Veteran

Yes

No

Appendix 3: Reporting Sheet

Category	Total
Survey Step 1: Counts of services delivered in FY 2009-10	
Process: Job Seeker	
Measure description Quantity Total Number of individual Job Seekers served (Enrolled Client + Universal Clients. Unique individuals)	
Number of new Job Seekers	
Number of Job Seekers visits	
Number of Job Seeker Service Events (e.g. faxed a resume, accessed career information on internet)	
Number of times one-on-one coaching events	
# of Workshops	
# of People attending workshops	
# Job club or network members	
Total Job club or network attendance	
# of Job Seekers completing comprehensive assessments	
# of IEPs or other formal plans	
# of clients getting case management	
# of meetings with case manager (staff/ client ratio may be a meaning full measure as well)	
# of client session	
# of clients with ITA or OJT	
# of clients receiving training/education	
# of hours of training/ education	
# of clients receiving support services	
# of clients placed (entered employment)	
Process: Business Services	
Number of employers contacted	
Number of employees assisted	
Number of employers assisted	
Number of mass hire events	
Number of applicants interviewed at mass hire events	
Number of applicants hired from mass hires events	
Number of Job Fairs	
Number of companies participating	
# of Job seekers participating in job fair	
# of workshops	
# of businesses attending	
# of companies serviced	
# of hours of consulting	

Number of businesses served	
Number of jobs developed	
Process: Youth Services	
Total number of youth served	
Number of youth receiving services	
Number of meetings or appointments	
Number of youth served in Summer Youth	
Number of youth participating in college preparation events	
Number of youth participating in academic support	
Number of participants attaining credential	
Number of youth enrolled in training	
Number of youth completed training	
Number of youth placed in any employment	
Number of youth followed up	
# Survey Step 2: Efforts	
Job Seeker	
Outreach and Recruitment	
Orientation to OneStop and Initial Assessment	
Self Service- Job Search Information and Support	
Coaching: for job search information and support	
Workshops: Job search and support	
Job Seeking Networks	
In-Depth Assessment	
Individual Service Plan, such as IEP	
Case management	
Counseling	
ITA/ OJT	
Training and Education	
Support Services	
Placement Assistance	
Business Services	
Outreach and Marketing	
Rapid Response Assistance	
Mass Hires/ Job Fairs	
Workshops	
Business Consulting	
Business Center Service	
Job Development	
Youth Services	
Outreach and recruitment	

Counseling, Case Management Supportive Services	
Summer Youth Planning and Management	
College Preparation	
Academic Support	
Occupational Skill Training	
Employment Services	
Follow-up	
Total Effort Percentage (Must equal 100%)	

Survey Step 3: Expenditures

Job Seeker	
Salaries and Wages	
Employment Taxes and Fringe Benefits	
Space Cost	
Contracts for Services	
Communications	
Operating Expenses and Supplies	
Equipment and Associated Costs	
Home Office or Agency Cost	
Business Services	
Salaries and Wages	
Employment Taxes and Fringe Benefits	
Space Cost	
Contracts for Services	
Communications	
Operating Expenses and Supplies	
Equipment and Associated Costs	
Home Office or Agency Cost	
Youth Services	
Salaries and Wages	
Employment Taxes and Fringe Benefits	
Space Cost	
Contracts for Services	
Communications	
Operating Expenses and Supplies	
Equipment and Associated Costs	
Home Office or Agency Cost	

Appendix 4: Information Email

Step 1	Step 2	Step 3
Counts of Services	Estimate % FTE Effort	Total $ Expendtures
1. Job Seeker	1. Job Seeker	1. Job Seeker
2. Business Services	2. Business Services	2. Business Services

Services Delivered	*Effort Distribution*	*Total Expenditures*
JOB SEEKER SERVICES # Enrolled + Universal Clients # New job seekers # Job seeker visits # Job seeker events # Coaching events # Workshops # People attending workshops # Job club or network members Total Job club or network attendance # Job Seekers completing comprehensive assessments # IEPs or other formal plans # Clients getting case management # Meetings with case manager # Client session # Clients with ITA or OJT # Clients receiving training/education # Hours training/ education # Clients receiving support services # Clients placed (entered	**JOB SEEKER SERVICES (%)** Outreach and Recruitment Orientation to OneStop and Initial Assessment Self Service- Job Search Information and Support Coaching: for job search information and support Workshops: Job search and support Job Seeking Networks In-Depth Assessment Individual Service Plan, such as IEP Case management Counseling ITA/ OJT Training and Education Support Services Placement Assistance	**JOB SEEKER SERVICES ($)** Salaries and Wages Employment Taxes and Fringe Benefits Space Cost Contracts for Services Communications Operating Expenses and Supplies Equipment and Associated Costs Home Office or Agency Cost **BUSINESS SERVICES ($)** Salaries and Wages Employment Taxes and Fringe Benefits Space Cost Contracts for Services Communications Operating Expenses and Supplies Equipment and Associated Costs Home Office or Agency Cost

employment) **BUSINESS SERVICES** # Employers contacted # Employees assisted # Employers assisted # Mass hire events # Applicants interviewed at mass hire events # Applicants hired from mass hires events # Job Fairs # Companies participating # Job seekers participating in job fair # Workshops # Businesses attending # Companies serviced # Hours consulting # Businesses served # Jobs developed	**BUSINESS SERVICES (%)** Outreach and Marketing Rapid Response Assistance Mass Hires/ Job Fairs Workshops Business Consulting Business Center Service Job Development	

One more thing: It's ok to estimate from partial records or you experience. Our motto is "Roughly right and not precisely wrong"!

Appendix 5: Surveys of Site Practices

Learning Lab Sites

1. Learning Lab Sites

As part of our study of Integrated Service Delivery (ISD) implementation at the "Learning Lab" (LL) sites across the state we would like to determine the degree to which some of the key features that characterize ISD were actually used during specific periods of time. Specifically we would like your assessment of the degree to which these features were used at your OneStop that was in our study:

1. Prior to the LL period (07-08),
2. During the LL period (08-09 to present), and finally,
3. The extent to which you expect to use (or continue to use) each of these features in the future.

Please respond to the question in the following 12 aspects of ISD implementation.

1. Joint (WIA & EDD) Staffing of reception

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	○	○	○
During LL period (08-09 to present)	○	○	○
Expected use in future	○	○	○

2. Integrated (EDD & WIA) client orientation

	Not Used	Partial Application	Fully Implemented
Prior to LL Period (07-08)	○	○	○
During LL period (08-09 to present)	○	○	○
Expected use in future	○	○	○

3. Single branding for OneStop (signage, name tags, business cards, etc.)

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	○	○	○
During LL period (08-09 to present)	○	○	○
Expected use in future	○	○	○

4. Intermingled WIA & EDD cubicles and staff

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	○	○	○
During LL period (08-09 to present)	○	○	○
Expected use in future	○	○	○

2.

5. EDD & WIA staff are cross-trained

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	○	○	○
During LL period (08-09 to present)	○	○	○
Expected use in future	○	○	○

6. WIA & EDD staff share a common client pool

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	○	○	○
During LL period (08-09 to present)	○	○	○
Expected use in future	○	○	○

7. EDD & WIA staff share common data management system (calendar, case files, etc.)

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	○	○	○
During LL period (08-09 to present)	○	○	○
Expected use in future	○	○	○

8. WIA & EDD use collaborative decision-making process

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	○	○	○
During LL period (08-09 to present)	○	○	○
Expected use in future	○	○	○

9. EDD & WIA share responsibility for design and delivery of workshops

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	○	○	○
During LL period (08-09 to present)	○	○	○
Expected use in future	○	○	○

10. WIA & EDD managers share supervisory responsibility for joint staff

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	○	○	○
During LL period (08-09 to present)	○	○	○
Expected use in future	○	○	○

11. EDD and WIA jointly plan mid and long term operations

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	○	○	○
During LL period (08-09 to present)	○	○	○
Expected use in future	○	○	○

12. EDD & WIA share responsibility for performance outcomes

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	○	○	○
During LL period (08-09 to present)	○	○	○
Expected use in future	○	○	○

NON Leanring Lab Sites

1. Non Learning Lab Sites

As part of our study of Integrated Service Delivery (ISD) implementation at the "Learning Lab" (LL) sites across the state we would also like to determine the degree to which some of the key features that characterize ISD were used at non-LL sites during similar periods of time. Specifically we would like your assessment of the degree to which these features were used at your OneStop that was in our study:

1) Prior to the LL period (07-08),
2) During the LL period (08-09 to present), and finally
3) The extent to which you expect to use (or continue to use) each of these features in the future.

Please respond to the following 11 aspects of ISD.

1. Joint (WIA & EDD) Staffing of reception

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	◯	◯	◯
During LL period (08-09 to present)	◯	◯	◯
Expected use in future	◯	◯	◯

2. Integrated (EDD & WIA) client orientation

	Not Used	Partial Application	Fully Implemented
Prior to LL Period (07-08)	◯	◯	◯
During LL period (08-09 to present)	◯	◯	◯
Expected use in future	◯	◯	◯

3. Single branding for OneStop (signage, name tags, business cards, etc.)

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	◯	◯	◯
During LL period (08-09 to present)	◯	◯	◯
Expected use in future	◯	◯	◯

4. Intermingled WIA & EDD cubicles and staff

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	◯	◯	◯
During LL period (08-09 to present)	◯	◯	◯
Expected use in future	◯	◯	◯

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2.

5. EDD & WIA staff are cross-trained

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	◯	◯	◯
During LL period (08-09 to present)	◯	◯	◯
Expected use in future	◯	◯	◯

6. WIA & EDD staff share a common client pool

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	◯	◯	◯
During LL period (08-09 to present)	◯	◯	◯
Expected use in future	◯	◯	◯

7. EDD & WIA staff share common data management system (calendar, case files, etc.)

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	◯	◯	◯
During LL period (08-09 to present)	◯	◯	◯
Expected use in future	◯	◯	◯

8. WIA & EDD use collaborative decision-making process

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	◯	◯	◯
During LL period (08-09 to present)	◯	◯	◯
Expected use in future	◯	◯	◯

9. EDD & WIA share responsibility for design and delivery of workshops

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	◯	◯	◯
During LL period (08-09 to present)	◯	◯	◯
Expected use in future	◯	◯	◯

10. WIA & EDD managers share supervisory responsibility for joint staff

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	◯	◯	◯
During LL period (08-09 to present)	◯	◯	◯
Expected use in future	◯	◯	◯

11. EDD and WIA jointly plan mid and long term operations

	Not Used	Partial Application	Fully Implemented
Prior to LL Period (07-08)	◯	◯	◯
During LL Period (08-09 to present)	◯	◯	◯
Expected use in future	◯	◯	◯

12. EDD & WIA share responsibility for performance outcomes

	Not Used	Partial Application	Fully Implemented
Prior to LL period (07-08)	◯	◯	◯
During LL period (08-09 to present)	◯	◯	◯
Expected use in future	◯	◯	◯

Appendix 6: Implementation Survey Crosstabs

Joint Staffing	Prior		During		Future	
	ISD	**Non-ISD**	**ISD**	**Non-ISD**	**ISD**	**Non-ISD**
% Not Used	30%	40%	20%	50%	20%	50%
Count	3	4	2	5	2	5
Partial Application	70%	40%	40%	40%	40%	20%
Count	7	4	4	4	4	2
Fully Implemented	0%	20%	40%	10%	40%	30%
Count	0	2	4	1	4	3

Client Orientation	Prior		During		Future	
	ISD	**Non-ISD**	**ISD**	**Non-ISD**	**ISD**	**Non-ISD**
% Not Used	60%	40%	0%	40%	20%	33%
Count	6	4	0	4	2	3
Partial Application	30%	30%	30%	40%	20%	44%
Count	3	3	3	4	2	4
Fully Implemented	10%	30%	70%	20%	60%	22%
Count	1	3	7	2	6	2

Branding	Prior		During		Future	
	ISD	**Non-ISD**	**ISD**	**Non-ISD**	**ISD**	**Non-ISD**
% Not Used	70%	60%	30%	50%	30%	33%
Count	7	6	3	5	3	3
Partial Application	20%	30%	50%	30%	50%	44%
Count	2	3	5	3	5	4
Fully Implemented	10%	10%	20%	20%	20%	22%
Count	1	1	2	2	2	2

Cubicles	Prior		During		Future	
	ISD	**Non-ISD**	**ISD**	**Non-ISD**	**ISD**	**Non-ISD**
% Not Used	30%	10%	10%	0%	10%	11%
Count	3	1	1	0	1	1
Partial Application	60%	30%	60%	50%	70%	44%
Count	6	3	6	5	7	4
Fully Implemented	10%	60%	30%	50%	20%	44%
Count	1	6	3	5	2	4

Cross Trained	Prior		During		Future	
	ISD	**Non-ISD**	**ISD**	**Non-ISD**	**ISD**	**Non-ISD**
% Not Used	60%	40%	10%	30%	10%	2500%
Count	6	4	1	3	1	2
Partial Application	40%	60%	50%	60%	30%	50%
Count	4	6	5	6	3	4
Fully Implemented	0%	0%	40%	10%	60%	25%
Count	0	0	4	1	6	2

Common Client	Prior		During		Future	
	ISD	**Non-ISD**	**ISD**	**Non-ISD**	**ISD**	**Non-ISD**
% Not Used	50%	10%	10%	20%	20%	11%
Count	5	1	1	2	2	1
Partial Application	30%	60%	20%	50%	10%	44%
Count	3	6	2	5	1	4
Fully Implemented	20%	30%	70%	30%	70%	44%
Count	2	3	7	3	7	4

Common Data	Prior		During		Future	
	ISD	Non-ISD	ISD	Non-ISD	ISD	Non-ISD
% Not Used	90%	80%	30%	70%	30%	33%
Count	9	8	3	7	3	3
Partial Application	10%	20%	50%	20%	30%	44%
Count	1	2	5	2	3	4
Fully Implemented	0%	0%	20%	10%	40%	22%
Count	0	0	2	1	4	2

Decision Making	Prior		During		Future	
	ISD	Non-ISD	ISD	Non-ISD	ISD	Non-ISD
% Not Used	30%	20%	0%	30%	10%	22%
Count	3	2	0	3	1	2
Partial Application	70%	70%	50%	40%	50%	44%
Count	7	7	5	4	5	4
Fully Implemented	0%	10%	50%	30%	40%	33%
Count	0	1	5	3	4	3

Workshops	Prior		During		Future	
	ISD	Non-ISD	ISD	Non-ISD	ISD	Non-ISD
% Not Used	50%	50%	40%	30%	30%	22%
Count	5	5	4	3	3	2
Partial Application	50%	50%	20%	70%	30%	56%
Count	5	5	2	7	3	5
Fully Implemented	0%	0%	40%	0%	40%	22%
Count	0	0	4	0	4	2

Supervise	Prior		During		Future	
	ISD	Non-ISD	ISD	Non-ISD	ISD	Non-ISD
% Not Used	90%	70%	20%	60%	33%	56%
Count	9	7	2	6	3	5
Partial Application	10%	30%	50%	40%	33%	33%
Count	1	3	5	4	3	3
Fully Implemented	0%	0%	30%	0%	33%	11%
Count	0	0	3	0	3	1

Long Term	Prior		During		Future	
	ISD	Non-ISD	ISD	Non-ISD	ISD	Non-ISD
% Not Used	60%	40%	10%	33%	10%	22%
Count	6	4	1	3	1	2
Partial Application	30%	50%	30%	44%	40%	56%
Count	3	5	3	4	4	5
Fully Implemented	10%	10%	60%	22%	50%	22%
Count	1	1	6	2	5	2

Outcomes	Prior		During		Future	
	ISD	Non-ISD	ISD	Non-ISD	ISD	Non-ISD
% Not Used	90%	80%	40%	78%	40%	78%
Count	9	8	4	7	4	7
Partial Application	10%	10%	40%	11%	40%	10%
Count	1	1	4	1	4	1
Fully Implemented	0%	10%	20%	11%	20%	10%
Count	0	1	2	1	2	1

Appendix 7: Fixed Effect Regressions

Regression 1: Enrollment

In the regression below, "total participants" is the number enrolled in the program, "isdyear1" is a dummy variable for the first year of ISD, "isdyear2" is similarly defined for the second year of ISD implementation. "unemploy~t" is the local LWIA unemployment rate.

```
. xtreg totalparticipants   isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression    Number of obs     =     147
Group variable: lwia_id           Number of groups   =     49

R-sq:  within  = 0.4957           Obs per group: min =      3
       between = 0.4104                        avg =     3.0
       overall = 0.4460                        max =      3

                       F(3,95)        =   31.12
corr(u_i, Xb)  = 0.0001         Prob > F        =   0.0000


------------------------------------------------------------------
totalparti~s| Coef.  Std. Err.    t   P>|t|  [95% Conf. Interval]
-------------+----------------------------------------------------
 isdyear1|   8159.508   1477.686   5.52  0.000    5225.93   11093.09
 isdyear2|   14362.36   1515.583   9.48  0.000   11353.55   17371.17
unemp~te|   -93.29475   140.6655   -0.66 0.509   -372.5511   185.9616
_cons|       3457.091   1600.257   2.16  0.033    280.1803  6634.002
-------------+----------------------------------------------------
    sigma_u | 3937.0418
    sigma_e | 3792.6672
        rho | .51867137   (fraction of variance due to u_i)
----------------------------------------------------------------------------
F test that all u_i=0:   F(48, 95) =    3.21         Prob > F = 0.0000
```

Regression 2: Total Clients (enrolled+universal)

In the regression below, "TotalClien~l" is the total number of in the program (enrolled + universal), "isdyear1" is a dummy variable for the first year of ISD, "isdyear2" is similarly defined for the second year of ISD implementation. "unemploy~t" is the local LWIA unemployment rate.

```
Fixed-effects (within) regression          Number of obs     =       57
Group variable: lwia_id                    Number of groups  =       19

R-sq:  within  = 0.2335                    Obs per group: min =       3
       between = 0.0336                                 avg =      3.0
       overall = 0.0014                                 max =       3

                              F(3,35)       =    3.55
corr(u_i, Xb)  = -0.2614              Prob > F        =   0.0240


------------------------------------------------------------------------------
TotalClien~l |     Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
-------------+----------------------------------------------------------------
    isdyear1 |   3646.448   3393.496    1.07   0.290   -3242.714   10535.61
    isdyear2 |   9176.321   2909.311    3.15   0.003    3270.105   15082.54
unemploym~te |  -404.9729   414.0878   -0.98   0.335   -1245.616   435.6701
       _cons |   13893.77   4768.357    2.91   0.006    4213.487   23574.05
-------------+----------------------------------------------------------------
     sigma_u |  12556.983
     sigma_e |  6157.9521
         rho |  .80613128   (fraction of variance due to u_i)
------------------------------------------------------------------------------
F test that all u_i=0:    F(18, 35) =   11.44          Prob > F = 0.0000
```

Regression 3: Core Services

. xtreg coreservicesenrolled   isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression          Number of obs    =    147
Group variable: lwia_id                    Number of groups  =     49

R-sq:  within  = 0.6252                     Obs per group: min =      3
       between = 0.5732                                   avg =    3.0
       overall = 0.5912                                   max =      3

                             F(3,95)       =    52.83
corr(u_i, Xb)  = 0.0853              Prob > F       =   0.0000
```

```
------------------------------------------------------------------------------
coreserv~led |    Coef.   Std. Err.    t    P>|t|    [95% Conf. Interval]
-------------+----------------------------------------------------------------
    isdyear1 |  7296.177   898.1614    8.12   0.000    5513.102   9079.253
    isdyear2 |   11078.3   921.1956   12.03   0.000    9249.494   12907.1
 unemploym~te | -71.50065  85.49877   -0.84   0.405   -241.2372  98.23586
       _cons |  2242.281   972.6617    2.31   0.023    311.3034   4173.259
-------------+----------------------------------------------------------------
     sigma_u |  2585.0779
     sigma_e |  2305.2442
         rho |  .55703519   (fraction of variance due to u_i)
------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    3.74        Prob > F = 0.0000
```

. xtreg CoreEnrPct   isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression          Number of obs    =    147
Group variable: lwia_id                    Number of groups  =     49

R-sq:  within  = 0.1300                     Obs per group: min =      3
       between = 0.0350                                   avg =    3.0
       overall = 0.0577                                   max =      3

                             F(3,95)       =     4.73
corr(u_i, Xb)  = -0.0678             Prob > F       =   0.0040
```

```
------------------------------------------------------------------------------
  CoreEnrPct |    Coef.   Std. Err.    t    P>|t|    [95% Conf. Interval]
-------------+----------------------------------------------------------------
    isdyear1 |  .1571666  .0446364    3.52   0.001    .0685521   .2457811
    isdyear2 |  .0799809  .0457812    1.75   0.084   -.0109062   .170868
 unemploym~te |  .009618  .0042491    2.26   0.026    .0011826   .0180535
       _cons |  .5047119  .0483389   10.44   0.000    .408747    .6006768
-------------+----------------------------------------------------------------
     sigma_u |  .16559018
     sigma_e |  .11456501
         rho |  .67628412   (fraction of variance due to u_i)
------------------------------------------------------------------------------
```

F test that all u_i=0:   F(48, 95) =   4.59   Prob > F = 0.0000

Regression 4: Intensive Services

. xtreg intensiveservicesenrolled isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression   Number of obs   =   147
Group variable: lwia_id   Number of groups   =   49

R-sq: within = 0.3471   Obs per group: min =   3
       between = 0.2816   avg =   3.0
       overall = 0.3098   max =   3

                              F(3,95)   =   16.83
corr(u_i, Xb) = 0.0178   Prob > F   =   0.0000

----
intensiv~led | Coef.   Std. Err.   t   P>|t| [95% Conf. Interval]
-------------+---
    isdyear1 | 4022.844 1307.194   3.08   0.003   1427.736   6617.952
    isdyear2 | 9526.759 1340.718   7.11   0.000   6865.097   12188.42
unemploym~te | -45.6979 124.4358 -0.37   0.714   -292.7343   201.3385
       _cons | 1810.644 1415.623   1.28   0.204   -999.7221   4621.01
-------------+---
     sigma_u | 3276.8763
     sigma_e | 3355.0778
         rho | .48821002   (fraction of variance due to u_i)

F test that all u_i=0:   F(48, 95) =   2.86   Prob > F = 0.0000

. xtreg IntensiveEnrPct isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression   Number of obs   =   147
Group variable: lwia_id   Number of groups   =   49

R-sq: within = 0.0752   Obs per group: min =   3
       between = 0.0210   avg =   3.0
       overall = 0.0003   max =   3

                              F(3,95)   =   2.57
corr(u_i, Xb) = -0.2322   Prob > F   =   0.0585

IntensiveE~t | Coef.   Std. Err.   t   P>|t| [95% Conf. Interval]
-------------+---
    isdyear1 | -.0760529 .0483149 -1.57   0.119   -.1719702   .0198643
    isdyear2 | -.0690171   .049554 -1.39   0.167   -.1673943   .02936
unemploym~te | .0075878 .0045992   1.65   0.102   -.0015429   .0167184
       _cons | .4980508 .0523225   9.52   0.000   .3941774   .6019242
-------------+---
     sigma_u | .20993874
     sigma_e | .12400636
         rho | .74134402   (fraction of variance due to u_i)

F test that all u_i=0:   F(48, 95) =   8.12   Prob > F = 0.0000

Regression 5: Training Services

. xtreg trainingservicesenrolled isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression   Number of obs   =   147
Group variable: lwia_id   Number of groups   =   49

R-sq: within = 0.3618   Obs per group: min =   3
       between = 0.1615   avg =   3.0
       overall = 0.2209   max =   3

                                   F(3,95)   =   17.95
corr(u_i, Xb) = 0.0495   Prob > F   =   0.0000

----
training~led | Coef.   Std. Err.   t   P>|t| [95% Conf. Interval]
-------------+---
   isdyear1 | 286.9419   159.4101   1.80   0.075   -29.52716   603.4109
   isdyear2 | 1151.288   163.4983   7.04   0.000   826.7025   1475.873
unemploym~te | 9.114264   15.17474   0.60   0.550   -21.0114   39.23993
      _cons | 506.1644   172.6328   2.93   0.004   163.445   848.8838
-------------+---
    sigma_u | 573.74691
    sigma_e | 409.14605
        rho | .66289729   (fraction of variance due to u_i)

F test that all u_i=0:   F(48, 95) =   5.88   Prob > F = 0.0000
. xtreg TrainingEnrPct isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression   Number of obs   =   147
Group variable: lwia_id   Number of groups   =   49

R-sq: within = 0.4697   Obs per group: min =   3
       between = 0.1087   avg =   3.0
       overall = 0.2383   max =   3

                                   F(3,95)   =   28.05
corr(u_i, Xb) = -0.2960   Prob > F   =   0.0000

TrainingEn~t | Coef.   Std. Err.   t   P>|t| [95% Conf. Interval]
-------------+---
   isdyear1 | -.2295064   .0346299   -6.63   0.000   -.2982556   -.1607573
   isdyear2 | -.2422096   .0355181   -6.82   0.000   -.3127219   -.1716973
unemploym~te | .0099195   .0032965   3.01   0.003   .0033751   .016464
      _cons | .2178573   .0375024   5.81   0.000   .1434056   .2923091
-------------+---
    sigma_u | .10969392
    sigma_e | .08888211
        rho | .60366656   (fraction of variance due to u_i)

```
--------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    3.65          Prob > F = 0.0000
```

Regression 6: Age

. xtreg avg_age isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression              Number of obs     =      147
Group variable: lwia_id                        Number of groups   =       49

R-sq:  within  = 0.0048                         Obs per group: min =        3
       between = 0.2084                                      avg =      3.0
       overall = 0.1320                                      max =        3

                              F(3,95)          =      0.15
corr(u_i, Xb)  = 0.3485                        Prob > F         =    0.9273

--------------------------------------------------------------------------------
    avg_age |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
------------+-------------------------------------------------------------
   isdyear1 | -.5646312   1.013291   -0.56   0.579   -2.576268   1.447005
   isdyear2 | -.3248749   1.039278   -0.31   0.755   -2.388102   1.738352
unemploym~te | -.0488891   .0964583   -0.51   0.613    -.240383   .1426048
      _cons |  38.20686   1.097341   34.82   0.000    36.02836   40.38535
------------+-------------------------------------------------------------
    sigma_u |  6.3508265
    sigma_e |  2.6007382
        rho |  .85638443   (fraction of variance due to u_i)
--------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =   12.54          Prob > F = 0.0000
```

Breaking it down into categories doesn't change this

. xtreg age1418Pct isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression              Number of obs     =      147
Group variable: lwia_id                        Number of groups   =       49

R-sq:  within  = 0.0387                         Obs per group: min =        3
       between = 0.2437                                      avg =      3.0
       overall = 0.0813                                      max =        3

                              F(3,95)          =      1.27
corr(u_i, Xb)  = -0.5033                       Prob > F         =    0.2879

--------------------------------------------------------------------------------
  age1418Pct |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
------------+-------------------------------------------------------------
   isdyear1 | -.0002827   .0085195   -0.03   0.974    -.017196   .0166306
   isdyear2 |   .004465    .008738    0.51   0.611    -.012882   .0218121
```

```
unemploym~te |  -.0015069   .000811   -1.86   0.066   -.0031169   .0001031
      _cons |   .036417   .0092261   3.95   0.000    .0181008   .0547333
-------------+----------------------------------------------------------------
    sigma_u |  .03179711
    sigma_e |  .02186631
        rho |  .67892964   (fraction of variance due to u_i)
------------------------------------------------------------------------------
F test that all u_i=0:   F(48, 95) =    4.73         Prob > F = 0.0000
```

. xtreg age1929Pct isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression           Number of obs     =      147
Group variable: lwia_id                     Number of groups  =       49

R-sq:  within  = 0.0265                      Obs per group: min =        3
       between = 0.3245                                    avg =      3.0
       overall = 0.2231                                    max =        3

                                             F(3,95)        =       0.86
corr(u_i, Xb)  = 0.4258                       Prob > F        =    0.4645


------------------------------------------------------------------------------
  age1929Pct |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
-------------+----------------------------------------------------------------
    isdyear1 |  .0158593   .0126904   1.25   0.214   -.0093343   .0410529
    isdyear2 |  .0072922   .0130159   0.56   0.577   -.0185475   .0331319
unemploym~te |  .0015962    .001208   1.32   0.190    -.000802   .0039945
      _cons |  .2173767    .013743  15.82   0.000    .1900934   .2446601
-------------+----------------------------------------------------------------
    sigma_u |  .08902466
    sigma_e |   .0325715
        rho |  .88194213   (fraction of variance due to u_i)
------------------------------------------------------------------------------
F test that all u_i=0:   F(48, 95) =   15.40         Prob > F = 0.0000
```

. xtreg age3044Pct isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression           Number of obs     =      147
Group variable: lwia_id                     Number of groups  =       49

R-sq:  within  = 0.0235                      Obs per group: min =        3
       between = 0.0111                                    avg =      3.0
       overall = 0.0145                                    max =        3

                                             F(3,95)        =       0.76
corr(u_i, Xb)  = -0.0048                      Prob > F        =    0.5181


------------------------------------------------------------------------------
  age3044Pct |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
-------------+----------------------------------------------------------------
    isdyear1 |  -.0095916   .0095331  -1.01   0.317   -.0285172   .0093339
    isdyear2 |  -.0115255   .0097776  -1.18   0.241   -.0309365   .0078854
unemploym~te |   .0005078   .0009075   0.56   0.577   -.0012937   .0023094
      _cons |   .3377337   .0103238  32.71   0.000    .3172383   .3582291
```

```
-------------+-------------------------------------------------------------
    sigma_u |  .03220741
    sigma_e |  .02446789
        rho |  .63405897   (fraction of variance due to u_i)
-------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    5.10         Prob > F = 0.0000


. xtreg age4554Pct isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression            Number of obs     =     147
Group variable: lwia_id                      Number of groups  =      49

R-sq:  within  = 0.0222                       Obs per group: min =       3
       between = 0.0017                                      avg =     3.0
       overall = 0.0000                                      max =       3

                              F(3,95)        =     0.72
corr(u_i, Xb)  = -0.0780               Prob > F       =   0.5430


-------------------------------------------------------------------------
  age4554Pct |     Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
-------------+-------------------------------------------------------------
    isdyear1 |  -.013362   .0103611   -1.29   0.200   -.0339313    .0072073
    isdyear2 |  -.012386   .0106268   -1.17   0.247   -.0334829    .0087108
unemploym~te |  -.000133   .0009863   -0.13   0.893   -.0020911     .001825
       _cons |  .2633406   .0112205   23.47   0.000    .2410651    .2856161
-------------+-------------------------------------------------------------
    sigma_u |  .05979907
    sigma_e |  .02659298
        rho |  .83488972   (fraction of variance due to u_i)
-------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =   10.19         Prob > F = 0.0000
```

Regression 7: Gender

. xtreg pctmale isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression          Number of obs    =     147
Group variable: lwia_id                    Number of groups =      49

R-sq:  within  = 0.2285                    Obs per group: min =      3
       between = 0.0548                                   avg =     3.0
       overall = 0.1031                                   max =      3

                              F(3,95)        =    9.38
corr(u_i, Xb) = -0.0978              Prob > F         =   0.0000
```

```
------------------------------------------------------------------------------
    pctmale |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
------------+-----------------------------------------------------------------
   isdyear1 | .0841902   .0207063    4.07   0.000    .043083   .1252974
   isdyear2 | .0989179   .0212373    4.66   0.000   .0567565   .1410794
unemploym~te | -.0006417  .0019711   -0.33   0.745  -.0045548   .0032714
      _cons | .4625605   .0224238   20.63   0.000   .4180435   .5070774
------------+-----------------------------------------------------------------
    sigma_u | .07240766
    sigma_e | .0531453
        rho | .64989204   (fraction of variance due to u_i)
------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    4.63          Prob > F = 0.0000
```

. xtreg male   isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression          Number of obs    =     147
Group variable: lwia_id                    Number of groups =      49

R-sq:  within  = 0.5628                    Obs per group: min =      3
       between = 0.5875                                   avg =     3.0
       overall = 0.5760                                   max =      3

                              F(3,95)        =   40.76
corr(u_i, Xb)  = 0.0982              Prob > F         =   0.0000
```

```
------------------------------------------------------------------------------
       male |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
------------+-----------------------------------------------------------------
   isdyear1 | 3755.191   470.1838    7.99   0.000   2821.759   4688.624
   isdyear2 | 4752.796   482.2421    9.86   0.000   3795.424   5710.167
unemploym~te | -64.60362  44.75825   -1.44   0.152    -153.46   24.25275
      _cons | 1361.973   509.1844    2.67   0.009   351.1142   2372.832
------------+-----------------------------------------------------------------
    sigma_u | 1201.1679
    sigma_e | 1206.7859
        rho | .49766693   (fraction of variance due to u_i)
------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    2.91          Prob > F = 0.0000
```

. xtreg female isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression   Number of obs   =   147
Group variable: lwia_id   Number of groups =   49

R-sq: within = 0.5430   Obs per group: min =   3
      between = 0.5401   avg =   3.0
      overall = 0.5379   max =   3

                             F(3,95)   =   37.62
corr(u_i, Xb) = 0.1185   Prob > F   =   0.0000

----
    female | Coef.   Std. Err.   t   P>|t| [95% Conf. Interval]
-------------+--
   isdyear1 | 3015.194   394.9222   7.63   0.000   2231.175   3799.214
   isdyear2 | 3851.998   405.0503   9.51   0.000   3047.871   4656.124
unemploym~te | -51.136 37.59387   -1.36   0.177   -125.7693   23.49726
      _cons | 1269.862   427.68   2.97   0.004   420.81   2118.914
-------------+--
   sigma_u | 1117.6389
   sigma_e | 1013.6174
       rho | .54869159   (fraction of variance due to u_i)

F test that all u_i=0:   F(48, 95) =   3.58   Prob > F = 0.0000

Regression 8: Ethnicity

. xtreg pctblack isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression   Number of obs   =   147
Group variable: lwia_id   Number of groups =   49

R-sq: within = 0.0520   Obs per group: min =   3
     between = 0.0069   avg =   3.0
     overall = 0.0080   max =   3

                              $F_{(3,95)}$ =   1.74
corr(u_i, Xb) = 0.0235   Prob > F   =   0.1649

pctblack	Coef.	Std. Err.	t	P>|t|	[95% Conf. Interval]	
isdyear1	.0189371	.009915	1.91	0.059	-.0007467	.038621
isdyear2	.0113931	.0101693	1.12	0.265	-.0087955	.0315818
unemploym~te	.0015469	.0009438	1.64	0.105	-.0003269	.0034207
_cons	.1074586	.0107375	10.01	0.000	.086142	.1287751
sigma_u	.12123141					
sigma_e	.02544818					
rho	.95779575	(fraction of variance due to u_i)				

F test that all u_i=0:   F(48, 95) =   67.96   Prob > F = 0.0000

. xtreg pcthispanic isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression   Number of obs   =   147
Group variable: lwia_id   Number of groups =   49

R-sq: within = 0.0966   Obs per group: min =   3
     between = 0.1543   avg =   3.0
     overall = 0.0704   max =   3

                              $F_{(3,95)}$ =   3.39
corr(u_i, Xb) = -0.3464   Prob > F   =   0.0213

pcthispanic	Coef.	Std. Err.	t	P>|t|	[95% Conf. Interval]	
isdyear1	.0239968	.0137035	1.75	0.083	-.0032081	.0512017
isdyear2	.0270743	.014055	1.93	0.057	-.0008283	.0549769
unemploym~te	-.0024279	.0013045	-1.86	0.066	-.0050176	.0001618
_cons	.3673138	.0148402	24.75	0.000	.3378524	.3967753
sigma_u	.17485287					
sigma_e	.03517178					
rho	.96111186	(fraction of variance due to u_i)				

F test that all u_i=0:   F(48, 95) =   60.25   Prob > F = 0.0000

. xtreg pctasian isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression   Number of obs   =   147
Group variable: lwia_id   Number of groups =   49

R-sq: within = 0.1029   Obs per group: min =   3
       between = 0.0000   avg =   3.0
       overall = 0.0039   max =   3

                               F(3,95)   =   3.63
corr(u_i, Xb) = -0.0732   Prob > F   =   0.0157

----
   pctasian | Coef.   Std. Err.   t   P>|t| [95% Conf. Interval]
------------+--
   isdyear1 | -.0403993 .0131552   -3.07   0.003   -.0665156   -.014283
   isdyear2 | -.0318838 .0134926   -2.36   0.020   -.0586699 -.0050977
unemploym~te | -.0006255 .0012523   -0.50   0.619   -.0031116   .0018606
      _cons | .1183815 .0142464   8.31   0.000   .0900989   .1466641
------------+--
    sigma_u | .10194563
    sigma_e | .03376443
        rho | .9011496   (fraction of variance due to u_i)

F test that all u_i=0:   F(48, 95) =   25.19   Prob > F = 0.0000

. xtreg pctwhite isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression   Number of obs   =   147
Group variable: lwia_id   Number of groups =   49

R-sq: within = 0.0096   Obs per group: min =   3
       between = 0.0733   avg =   3.0
       overall = 0.0406   max =   3

                               F(3,95)   =   0.31
corr(u_i, Xb) = -0.2390   Prob > F   =   0.8198

----
   pctwhite | Coef.   Std. Err.   t   P>|t| [95% Conf. Interval]
------------+--
   isdyear1 | -.0044901 .0193917   -0.23   0.817   -.0429876   .0340073
   isdyear2 | -.0087906 .019889   -0.44   0.660   -.0482754   .0306941
unemploym~te | .0014652 .001846   0.79   0.429   -.0021995   .0051299
      _cons | .3794475 .0210002   18.07   0.000   .3377568   .4211382
------------+--
    sigma_u | .19463104
    sigma_e | .0497713
        rho | .93862044 (fraction of variance due to u_i)

F test that all u_i=0:   F(48, 95) =   42.71   Prob > F = 0.0000
.
. xtreg asian isdyear1 isdyear2,fe

```
Fixed-effects (within) regression          Number of obs    =     147
Group variable: lwia_id                    Number of groups  =     49

R-sq:  within  = 0.3772                     Obs per group: min =      3
       between = 0.2867                                    avg =     3.0
       overall = 0.3084                                    max =      3

                              F(2,96)        =    29.07
corr(u_i, Xb)  = 0.0937                   Prob > F      =   0.0000


-----------------------------------------------------------------------------
     asian |   Coef.  Std. Err.    t   P>|t|    [95% Conf. Interval]
-------------+---------------------------------------------------------------
   isdyear1 |  716.9545   128.274   5.59   0.000    462.3327   971.5764
   isdyear2 |  995.4773  138.5518   7.18   0.000    720.4542    1270.5
      _cons |  166.5504   35.0134   4.76   0.000    97.04936  236.0514
-------------+---------------------------------------------------------------
    sigma_u |  490.68066
    sigma_e |  347.36764
        rho |  .66614924   (fraction of variance due to u_i)
-----------------------------------------------------------------------------
F test that all u_i=0:   F(48, 96) =    5.93          Prob > F = 0.0000
```

. xtreg blackafricanamerican isdyear1 isdyear2,fe

```
Fixed-effects (within) regression          Number of obs    =     147
Group variable: lwia_id               Number of groups   =    49

R-sq:  within  = 0.3366              Obs per group: min =    3
       between = 0.3067                            avg =    3.0
       overall = 0.3155                            max =    3

                              F(2,96)       =   24.36
corr(u_i, Xb)  = 0.0671              Prob > F       =   0.0000

--------------------------------------------------------------------------
blackafric~n |    Coef.  Std. Err.    t   P>|t|   [95% Conf. Interval]
-------------+------------------------------------------------------------
    isdyear1 |  1223.227  224.2399   5.45  0.000   778.1146   1668.34
    isdyear2 |  1546.364  242.2067   6.38  0.000   1065.587   2027.14
       _cons |  185.9555  61.20804   3.04  0.003   64.45848   307.4525
-------------+------------------------------------------------------------
     sigma_u |  697.89942
     sigma_e |  607.24445
         rho |  .56912625   (fraction of variance due to u_i)
--------------------------------------------------------------------------
F test that all u_i=0:    F(48, 96) =    3.94        Prob > F = 0.0000
```

. xtreg white isdyear1 isdyear2,fe

```
Fixed-effects (within) regression          Number of obs    =     147
Group variable: lwia_id               Number of groups   =    49

R-sq:  within  = 0.5640              Obs per group: min =    3
       between = 0.5843                            avg =    3.0
       overall = 0.5723                            max =    3

                              F(2,96)       =   62.09
corr(u_i, Xb)  = 0.1486              Prob > F       =   0.0000

--------------------------------------------------------------------------
       white |    Coef.  Std. Err.    t   P>|t|   [95% Conf. Interval]
-------------+------------------------------------------------------------
    isdyear1 |  2733.227  306.2703   8.92  0.000   2125.286   3341.169
    isdyear2 |  3323.614  330.8097  10.05  0.000   2666.962   3980.266
       _cons |  538.3092  83.59888   6.44  0.000   372.3667   704.2517
-------------+------------------------------------------------------------
     sigma_u |  907.22501
     sigma_e |  829.38386
         rho |  .54473377   (fraction of variance due to u_i)
--------------------------------------------------------------------------
F test that all u_i=0:    F(48, 96) =    3.51        Prob > F = 0.0000
```

. xtreg ethnicityhispaniclatino isdyear1 isdyear2,fe

```
Fixed-effects (within) regression          Number of obs    =     147
Group variable: lwia_id               Number of groups   =    49
```

```
R-sq:  within  = 0.4983                  Obs per group: min =        3
       between = 0.4553                                 avg =      3.0
       overall = 0.4713                                 max =        3

                                F(2,96)        =     47.68
corr(u_i, Xb)  = 0.0416                      Prob > F        =    0.0000


------------------------------------------------------------------------------
ethnicityh~o |     Coef.   Std. Err.      t    P>|t|    [95% Conf. Interval]
-------------+----------------------------------------------------------------
    isdyear1 |  2695.818   316.5691     8.52   0.000    2067.433   3324.203
    isdyear2 |  2796.409   341.9337     8.18   0.000    2117.676   3475.142
       _cons |  500.2696   86.41003     5.79   0.000    328.7471   671.7922
-------------+----------------------------------------------------------------
     sigma_u |  926.66607
     sigma_e |  857.27326
         rho |  .53883987   (fraction of variance due to u_i)
------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 96) =    3.49          Prob > F = 0.0000
```

Regression 9: Education

. xtreg avg_hgc isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression          Number of obs    =      147
Group variable: lwia_id                    Number of groups  =      49

R-sq: within = 0.2764                      Obs per group: min =      3
     between = 0.1152                                   avg =     3.0
     overall = 0.0081                                   max =      3

                          F(3,95)        =    12.10
corr(u_i, Xb) = -0.5138            Prob > F       =    0.0000

------------------------------------------------------------------------------
   avg_hgc |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
-------------+----------------------------------------------------------------
   isdyear1 |  .3042423  .1467977    2.07   0.041    .012812    .5956726
   isdyear2 |  .2895737  .1505625    1.92   0.057   -.0093306   .588478
unemploym~te |  .0771792  .0139741    5.52   0.000    .0494371   .1049214
     _cons |  11.12102  .1589742   69.95   0.000    10.80542   11.43662
-------------+----------------------------------------------------------------
   sigma_u |  .76403872
   sigma_e |  .37677482
       rho |  .80438688   (fraction of variance due to u_i)
------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    7.91         Prob > F = 0.0000
```

. xtreg NoSchoolPct isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression          Number of obs    =      147
Group variable: lwia_id                    Number of groups  =      49

R-sq: within  = 0.0856                     Obs per group: min =      3
     between = 0.0594                                   avg =     3.0
     overall = 0.0678                                   max =      3

                          F(3,95)        =     2.96
corr(u_i, Xb)  = 0.0285            Prob > F       =    0.0360

------------------------------------------------------------------------------
 NoSchoolPct |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
-------------+----------------------------------------------------------------
   isdyear1 |  .0023379  .0008018    2.92   0.004    .0007461   .0039298
   isdyear2 |  .0010072  .0008224    1.22   0.224   -.0006255   .0026398
unemploym~te |  .0000267  .0000763    0.35   0.727   -.0001248   .0001783
     _cons |  .0005476  .0008683    0.63   0.530   -.0011763   .0022714
-------------+----------------------------------------------------------------
   sigma_u |  .00234765
   sigma_e |  .00205797
       rho |  .5654699   (fraction of variance due to u_i)
------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    3.84         Prob > F = 0.0000
```

. xtreg HighSchoolPct isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression          Number of obs    =     147
Group variable: lwia_id                    Number of groups  =      49

R-sq:  within  = 0.0274                     Obs per group: min =      3
       between = 0.1327                                    avg =     3.0
       overall = 0.0918                                    max =      3

                            F(3,95)        =     0.89
corr(u_i, Xb)  = 0.1759            Prob > F        =   0.4488


------------------------------------------------------------------------------
HighSchool~t |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
-------------+----------------------------------------------------------------
   isdyear1 |  .0242247  .0310848    0.78   0.438   -.0374864   .0859358
   isdyear2 |  .0110588  .031882     0.35   0.729   -.0522349   .0743525
unemploym~te |  .0046472  .0029591    1.57   0.120   -.0012273   .0105217
      _cons |  .3431284  .0336632   10.19   0.000    .2762985   .4099583
-------------+----------------------------------------------------------------
    sigma_u |  .09470173
    sigma_e |  .07978299
        rho |  .58488116   (fraction of variance due to u_i)
------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    4.10         Prob > F = 0.0000
```

. xtreg BAPct isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression          Number of obs    =     147
Group variable: lwia_id                    Number of groups  =      49

R-sq:  within  = 0.1541                     Obs per group: min =      3
       between = 0.0368                                    avg =     3.0
       overall = 0.0001                                    max =      3

                            F(3,95)        =     5.77
corr(u_i, Xb)  = -0.3506           Prob > F        =   0.0011


------------------------------------------------------------------------------
      BAPct |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
-------------+----------------------------------------------------------------
   isdyear1 |  .0380491  .0142607    2.67   0.009    .0097381   .0663601
   isdyear2 |  .0423453  .0146264    2.90   0.005    .0133082   .0713823
unemploym~te |  .0037457  .0013575    2.76   0.007    .0010507   .0064407
      _cons |  .0279113  .0154435    1.81   0.074   -.002748   .0585707
-------------+----------------------------------------------------------------
    sigma_u |  .06149156
    sigma_e |  .03660178
        rho |  .73838787   (fraction of variance due to u_i)
------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    5.75         Prob > F = 0.0000
```

Regression 10: Basic Skills

```
. xtreg basicskillsdeficient  isdyear1 isdyear2 unemployment_rate,fe
```

```
Fixed-effects (within) regression              Number of obs     =     147
Group variable: lwia_id                        Number of groups  =      49

R-sq:  within  = 0.0631                        Obs per group: min =       3
       between = 0.0124                                    avg =      3.0
       overall = 0.0274                                    max =       3

                                  F(3,95)        =     2.13
corr(u_i, Xb)  = -0.0991               Prob > F        =    0.1014
```

```
-----------------------------------------------------------------------------
basicskill~t |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
-------------+---------------------------------------------------------------
    isdyear1 |  181.6371   162.6327    1.12   0.267   -141.2297    504.5038
    isdyear2 |  338.7482   166.8036    2.03   0.045    7.601279    669.8952
unemploym~te | -21.30915   15.48151   -1.38   0.172   -52.04384    9.425532
       _cons |  459.5509   176.1227    2.61   0.011    109.9031    809.1986
-------------+---------------------------------------------------------------
     sigma_u |  451.11599
     sigma_e |  417.41728
         rho |  .53874124   (fraction of variance due to u_i)
-----------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    3.43         Prob > F = 0.0000
```

```
. gen DefSkillPct = basicskillsdeficient / (male + female)
```

```
. xtreg DefSkillPct isdyear1 isdyear2 unemployment_rate,fe
```

```
Fixed-effects (within) regression              Number of obs     =     147
Group variable: lwia_id                        Number of groups  =      49

R-sq:  within  = 0.1084                        Obs per group: min =       3
       between = 0.0906                                    avg =      3.0
       overall = 0.0854                                    max =       3

                                  F(3,95)        =     3.85
corr(u_i, Xb)  = 0.1133                Prob > F        =    0.0119
```

```
-----------------------------------------------------------------------------
 DefSkillPct |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
-------------+---------------------------------------------------------------
    isdyear1 |  -.098022   .0366125   -2.68   0.009   -.170707    -.0253371
    isdyear2 | -.1129006   .0375514   -3.01   0.003   -.1874496   -.0383516
unemploym~te | -.0005639   .0034853   -0.16   0.872    -.007483    .0063552
       _cons |  .2214092   .0396494    5.58   0.000    .1426952    .3001232
-------------+---------------------------------------------------------------
     sigma_u |  .18825459
     sigma_e |  .09397049
```

```
        rho |  .800533   (fraction of variance due to u_i)
--------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =   11.07         Prob > F = 0.0000
```

Regression 11: Limited English

```
. xtreg limitedenglish  isdyear1 isdyear2 unemployment_rate,fe
Fixed-effects (within) regression          Number of obs    =     147
Group variable: lwia_id                    Number of groups  =      49

R-sq:  within  = 0.4625                    Obs per group: min =       3
       between = 0.3094                                  avg =     3.0
       overall = 0.3537                                  max =       3

                                F(3,95)        =     27.25
corr(u_i, Xb)  = 0.0535              Prob > F       =    0.0000


--------------------------------------------------------------------
limitedeng~h |   Coef.  Std. Err.    t   P>|t|   [95% Conf. Interval]
-------------+------------------------------------------------------
    isdyear1 |  517.5583  67.09718   7.71  0.000   384.3536   650.7631
    isdyear2 |  481.3311  68.81795   6.99  0.000   344.7102   617.952
unemploym~te |  -3.218678  6.387188  -0.50  0.615  -15.89885  9.461494
       _cons |  150.7789  72.66273   2.08  0.041   6.525108   295.0326
-------------+------------------------------------------------------
     sigma_u |  244.87564
     sigma_e |  172.21335
         rho |  .66908129   (fraction of variance due to u_i)
--------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    6.04         Prob > F = 0.0000

. gen LimEngPct = limitedenglish/(male + female)

. xtreg LimEngPct isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression          Number of obs    =     147
Group variable: lwia_id                    Number of groups  =      49

R-sq:  within  = 0.0214                    Obs per group: min =       3
       between = 0.0000                                  avg =     3.0
       overall = 0.0022                                  max =       3

                                F(3,95)        =     0.69
corr(u_i, Xb)  = -0.0494             Prob > F       =    0.5583


--------------------------------------------------------------------
   LimEngPct |   Coef.  Std. Err.    t   P>|t|   [95% Conf. Interval]
-------------+------------------------------------------------------
    isdyear1 |  -.0137555  .021386   -0.64  0.522   -.056212   .028701
    isdyear2 |  -.031598   .0219344  -1.44  0.153   -.0751433  .0119474
unemploym~te |  .000246   .0020358   0.12  0.904   -.0037956  .0042875
       _cons |  .0871216  .0231599   3.76  0.000   .0411434   .1330997
-------------+------------------------------------------------------
```

```
sigma_u |  .09286444
sigma_e |  .05488978
    rho |  .74108725   (fraction of variance due to u_i)
--------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    8.54          Prob > F = 0.0000
```

Regression 12: Low Income

```
. xtreg LowIncomePct  isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression          Number of obs    =     147
Group variable: lwia_id               Number of groups   =     49

R-sq:  within  = 0.1510                Obs per group: min =     3
    between = 0.0819                          avg =     3.0
    overall = 0.0789                          max =     3

                          F(3,95)       =    5.63
corr(u_i, Xb)  = 0.1124              Prob > F       =    0.0013


--------------------------------------------------------------------------------
LowIncomePct |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
-------------+------------------------------------------------------------------
   isdyear1 |  .0463258   .0278441    1.66   0.099    -.0089517    .1016033
   isdyear2 |  .1011447   .0285582    3.54   0.001     .0444495    .1578398
unemploym~te |  .0047117   .0026506    1.78   0.079    -.0005503    .0099738
     _cons |  .4199475   .0301537   13.93   0.000     .3600848    .4798101
-------------+------------------------------------------------------------------
    sigma_u |  .18276173
    sigma_e |  .07146533
        rho |  .86737451   (fraction of variance due to u_i)
--------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =   16.44          Prob > F = 0.0000

. xtreg lowincome     isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression          Number of obs    =     147
Group variable: lwia_id               Number of groups   =     49

R-sq:  within  = 0.4113                Obs per group: min =     3
    between = 0.4079                          avg =     3.0
    overall = 0.4091                          max =     3


                          F(3,95)       =   22.12
corr(u_i, Xb)  = 0.0313              Prob > F       =    0.0000


--------------------------------------------------------------------------------
  lowincome |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
-------------+------------------------------------------------------------------
   isdyear1 |  2825.939   586.5454    4.82   0.000    1661.499    3990.379
   isdyear2 |  4747.436   601.588    7.89   0.000    3553.133    5941.739
unemploym~te | -50.43216   55.83508   -0.90   0.369   -161.2788    60.41449
```

```
    _cons |   1240.058   635.198    1.95   0.054   -20.96932   2501.086
-------------+----------------------------------------------------------------
   sigma_u |  1420.4942
   sigma_e |  1505.4427
       rho |  .47099151   (fraction of variance due to u_i)
-------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    2.62          Prob > F = 0.0000
```

Regression 13: TANF

```
. xtreg FamilyTanfPct isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression              Number of obs      =      147
Group variable: lwia_id                        Number of groups   =       49

R-sq:  within  = 0.0036                         Obs per group: min =        3
       between = 0.1004                                        avg =      3.0
       overall = 0.0576                                        max =        3

                                  F(3,95)        =      0.11
corr(u_i, Xb)  = 0.2197           Prob > F       =    0.9512


-------------------------------------------------------------------------------
FamilyTanf~t |    Coef.   Std. Err.      t    P>|t|    [95% Conf. Interval]
-------------+----------------------------------------------------------------
    isdyear1 |  .0029857   .0084138    0.35   0.723   -.0137178    .0196892
    isdyear2 |  .0009775   .0086296    0.11   0.910   -.0161544    .0181094
unemploym~te |  .0004419   .0008009    0.55   0.582   -.0011482    .0020319
       _cons |  .0445269   .0091117    4.89   0.000    .0264378    .0626159
-------------+----------------------------------------------------------------
   sigma_u |  .02745465
   sigma_e |  .02159509
       rho |  .61778074   (fraction of variance due to u_i)
-------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    4.32          Prob > F = 0.0000

. xtreg familytanf isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression              Number of obs      =      147
Group variable: lwia_id                        Number of groups   =       49

R-sq:  within  = 0.2386                         Obs per group: min =        3
       between = 0.1693                                        avg =      3.0
       overall = 0.1927                                        max =        3

                                  F(3,95)        =      9.92
corr(u_i, Xb)  = 0.0139           Prob > F       =    0.0000


-------------------------------------------------------------------------------
 familytanf |    Coef.   Std. Err.      t    P>|t|    [95% Conf. Interval]
-------------+----------------------------------------------------------------
    isdyear1 |  311.0345   83.15996    3.74   0.000    145.9411    476.1279
```

```
   isdyear2 |  428.4239  85.29268   5.02  0.000   259.0965  597.7513
unemploym~te | -5.281432  7.916255  -0.67  0.506  -20.99719  10.43432
      _cons |  122.1155  90.05789   1.36  0.178  -56.67206   300.903
-------------+----------------------------------------------------------------
    sigma_u |  253.13889
    sigma_e |  213.44052
        rho |  .58447233   (fraction of variance due to u_i)
------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    4.17          Prob > F = 0.0000
```

Regression 14: Food Stamps

```
. xtreg FoodStampsPct isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression            Number of obs    =     147
Group variable: lwia_id                      Number of groups =      49

R-sq:  within  = 0.2247                      Obs per group: min =      3
       between = 0.0392                                     avg =     3.0
       overall = 0.0790                                     max =      3

                                 F(3,95)        =     9.18
corr(u_i, Xb)  = -0.0756              Prob > F       =   0.0000


------------------------------------------------------------------------------
FoodStamps~t |   Coef.  Std. Err.     t   P>|t|   [95% Conf. Interval]
-------------+----------------------------------------------------------------
    isdyear1 |  .0950166   .01954   4.86  0.000   .0562247  .1338084
    isdyear2 |  .0761699  .0200412   3.80  0.000   .0363832  .1159566
unemploym~te |   .001551  .0018601   0.83  0.406  -.0021417  .0052437
      _cons |  .1378824  .0211608   6.52  0.000   .0958728  .1798919
-------------+----------------------------------------------------------------
    sigma_u |  .08293694
    sigma_e |  .05015194
        rho |  .73224574   (fraction of variance due to u_i)
------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    7.73          Prob > F = 0.0000

. xtreg foodstamps    isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression            Number of obs    =     147
Group variable: lwia_id                      Number of groups =      49

R-sq:  within  = 0.3053                      Obs per group: min =      3
       between = 0.2641                                     avg =     3.0
       overall = 0.2784                                     max =      3

                                 F(3,95)        =    13.91
corr(u_i, Xb)  = 0.0378               Prob > F       =   0.0000


------------------------------------------------------------------------------
  foodstamps |   Coef.  Std. Err.     t   P>|t|   [95% Conf. Interval]
```

```
-------------+----------------------------------------------------------------
   isdyear1 |  1629.904   338.476    4.82   0.000    957.9443   2301.864
   isdyear2 |  2012.383   347.1566   5.80   0.000    1323.19    2701.576
unemploym~te | -12.07745   32.22058  -0.37   0.709   -76.0434    51.88849
      _cons |  342.1857   366.5518   0.93   0.353   -385.5116   1069.883
-------------+----------------------------------------------------------------
    sigma_u |  968.70813
    sigma_e |  868.74132
        rho |  .55424464   (fraction of variance due to u_i)
------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    3.72          Prob > F = 0.0000
```

Regression 15: Veterans

```
. xtreg Vetpct isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression           Number of obs     =     147
Group variable: lwia_id                     Number of groups  =      49

R-sq:  within  = 0.0296                      Obs per group: min =       3
       between = 0.0123                                     avg =     3.0
       overall = 0.0129                                     max =       3

                            F(3,95)      =    0.96
corr(u_i, Xb)  = 0.0373              Prob > F       =    0.4127


------------------------------------------------------------------------------
     Vetpct |    Coef.   Std. Err.    t    P>|t|    [95% Conf. Interval]
-------------+----------------------------------------------------------------
   isdyear1 | -.0127668   .008227   -1.55   0.124   -.0290995   .0035658
   isdyear2 | -.0087262   .008438   -1.03   0.304   -.0254777   .0080253
unemploym~te |  .0000843   .0007832   0.11   0.915   -.0014705   .001639
      _cons |  .0698848   .0089094   7.84   0.000    .0521974   .0875722
-------------+----------------------------------------------------------------
    sigma_u |  .0526042
    sigma_e |  .02111559
        rho |  .86123305   (fraction of variance due to u_i)
------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =   18.53          Prob > F = 0.0000

. xtreg totalveteran  isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression           Number of obs     =     147
Group variable: lwia_id                     Number of groups  =      49

R-sq:  within  = 0.4449                      Obs per group: min =       3
       between = 0.4158                                     avg =     3.0
       overall = 0.4225                                     max =       3

                            F(3,95)      =   25.38
corr(u_i, Xb)  = 0.1009              Prob > F       =    0.0000
```

```
--------------------------------------------------------------------------------
totalveteran |    Coef.   Std. Err.    t    P>|t|    [95% Conf. Interval]
-------------+------------------------------------------------------------------
    isdyear1 |  341.7593   57.58696    5.93   0.000    227.4347    456.0838
    isdyear2 |   463.727   59.06383    7.85   0.000    346.4705    580.9836
unemploym~te | -8.952453   5.481881   -1.63   0.106   -19.83536   1.930457
       _cons |   194.819   62.36366    3.12   0.002    71.01145    318.6265
-------------+------------------------------------------------------------------
     sigma_u |  174.36925
     sigma_e |  147.80418
         rho |  .58189898   (fraction of variance due to u_i)
--------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    4.08          Prob > F = 0.0000
```

Regression 16: Disabled

```
. xtreg pctDisabled isdyear1 isdyear2 ,fe

Fixed-effects (within) regression            Number of obs    =      147
Group variable: lwia_id                      Number of groups  =      49

R-sq:  within  = 0.0196                       Obs per group: min =      3
       between = 0.0149                                     avg =     3.0
       overall = 0.0006                                     max =      3

                             F(2,96)        =     0.96
corr(u_i, Xb)  = -0.1015             Prob > F        =    0.3868


--------------------------------------------------------------------------------
 pctDisabled |    Coef.   Std. Err.    t    P>|t|    [95% Conf. Interval]
-------------+------------------------------------------------------------------
    isdyear1 |  -.001719   .0072817   -0.24   0.814   -.0161731   .0127351
    isdyear2 | -.0103746   .0078652   -1.32   0.190   -.0259869   .0052376
       _cons |  .0507895   .0019876   25.55   0.000    .0468441   .0547348
-------------+------------------------------------------------------------------
     sigma_u |  .03817405
     sigma_e |  .01971901
         rho |  .78937236   (fraction of variance due to u_i)
--------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 96) =   11.01          Prob > F = 0.0000

. xtreg disabled  isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression            Number of obs    =      147
Group variable: lwia_id                      Number of groups  =      49

R-sq:  within  = 0.4500                       Obs per group: min =      3
       between = 0.5187                                     avg =     3.0
       overall = 0.4864                                     max =      3

                             F(3,95)        =    25.90
corr(u_i, Xb)  = 0.1880              Prob > F        =    0.0000
```

```
-------------------------------------------------------------------------------
   disabled |   Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
------------+------------------------------------------------------------------
    isdyear1 |  354.8563  52.75693    6.73   0.000    250.1205    459.592
    isdyear2 |  399.5056  54.10993    7.38   0.000    292.0838   506.9274
unemploym~te | -7.051051  5.022095   -1.40   0.164   -17.02117   2.919069
       _cons |  141.6337  57.13299    2.48   0.015    28.21039    255.057
------------+------------------------------------------------------------------
    sigma_u |  150.20687
    sigma_e |  135.40729
        rho |  .55167795   (fraction of variance due to u_i)
-------------------------------------------------------------------------------
F test that all u_i=0:   F(48, 95) =   3.53          Prob > F = 0.0000
```

Regression 17: Substance Abuse

. xtreg substanceabuse isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression            Number of obs    =     147
Group variable: lwia_id                      Number of groups  =     49

R-sq:  within  = 0.0379                      Obs per group: min =      3
       between = 0.0336                                   avg =     3.0
       overall = 0.0355                                   max =      3

                                   F(3,95)       =    1.25
corr(u_i, Xb)  = 0.0006            Prob > F      =   0.2968


-------------------------------------------------------------------------------
 substancea~e |   Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
------------+------------------------------------------------------------------
    isdyear1 |   19.609   22.69269    0.86   0.390   -25.44169   64.65968
    isdyear2 |  38.61534  23.27466    1.66   0.100   -7.590712   84.82139
unemploym~te |   1.88464  2.160188    0.87   0.385   -2.403875   6.173154
       _cons |  5.055268  24.57499    0.21   0.837   -43.73227    53.8428
------------+------------------------------------------------------------------
    sigma_u |  54.2611
    sigma_e |  58.243644
        rho |  .46464541   (fraction of variance due to u_i)
-------------------------------------------------------------------------------
F test that all u_i=0:   F(48, 95) =   2.55          Prob > F = 0.0001
```

. xtreg SubstanceAbusePct isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression            Number of obs    =     147
Group variable: lwia_id                      Number of groups  =     49

R-sq:  within  = 0.0883                      Obs per group: min =      3
       between = 0.1967                                   avg =     3.0
       overall = 0.1216                                   max =      3
```

```
                        F(3,95)      =    3.07
corr(u_i, Xb)  = -0.1396                Prob > F      =   0.0316


--------------------------------------------------------------------------
SubstanceA~t |    Coef.  Std. Err.     t   P>|t|    [95% Conf. Interval]
-------------+------------------------------------------------------------
   isdyear1 |  -.0035562  .0131247   -0.27  0.787   -.0296121   .0224997
   isdyear2 |  -.0145518  .0134613   -1.08  0.282   -.0412759   .0121724
unemploym~te |   .0034393  .0012494    2.75  0.007    .000959    .0059197
      _cons |  -.0165345  .0142134   -1.16  0.248   -.0447517   .0116827
-------------+------------------------------------------------------------
    sigma_u |  .01833922
    sigma_e |  .03368629
        rho |  .22862391   (fraction of variance due to u_i)
--------------------------------------------------------------------------

F test that all u_i=0:   F(48, 95) =   0.86        Prob > F = 0.7165
```

Regression 18: Offenders

. xtreg offender isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression         Number of obs     =     147
Group variable: lwia_id                   Number of groups  =     49

R-sq:  within  = 0.4322                    Obs per group: min =     3
       between = 0.4212                                 avg =    3.0
       overall = 0.4249                                 max =     3

                        F(3,95)      =    24.10
corr(u_i, Xb)  = 0.0489                 Prob > F      =   0.0000


--------------------------------------------------------------------------
   offender |    Coef.  Std. Err.     t   P>|t|    [95% Conf. Interval]
-------------+------------------------------------------------------------
   isdyear1 |   563.81   97.92086    5.76  0.000   369.4126   758.2075
   isdyear2 |  809.1626  100.4321    8.06  0.000   609.7796   1008.546
unemploym~te | -1.271086  9.32139   -0.14  0.892   -19.77639  17.23421
      _cons |  144.7908  106.0432    1.37  0.175   -65.73146  355.3131
-------------+------------------------------------------------------------
    sigma_u |  252.54635
    sigma_e |  251.32621
        rho |  .5024215   (fraction of variance due to u_i)
--------------------------------------------------------------------------
F test that all u_i=0:   F(48, 95) =   2.97        Prob > F = 0.0000
```

. xtreg OffenderPct isdyear1 isdyear2 unemployment_rate,fe

```
Fixed-effects (within) regression         Number of obs     =     147
Group variable: lwia_id                   Number of groups  =     49

R-sq:  within  = 0.1625                    Obs per group: min =     3
       between = 0.0977                                 avg =    3.0
       overall = 0.1068                                 max =     3
```

```
                        F(3,95)         =     6.14
corr(u_i, Xb)  = 0.0594               Prob > F      =    0.0007


-------------------------------------------------------------------------------
 OffenderPct |    Coef.   Std. Err.    t   P>|t|   [95% Conf. Interval]
-------------+-----------------------------------------------------------------
   isdyear1 |  .0318505   .0114468   2.78   0.007    .0091256   .0545753
   isdyear2 |  .0294761   .0117404   2.51   0.014    .0061684   .0527837
unemploym~te |  .0035521   .0010897   3.26   0.002    .0013888   .0057153
      _cons |  .0495113   .0123963   3.99   0.000    .0249015   .0741211
-------------+-----------------------------------------------------------------
    sigma_u |  .05629079
    sigma_e |  .02937975
       rho |  .78591088   (fraction of variance due to u_i)
-------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =   10.60         Prob > F = 0.0000
```

Regression 19: Employed

```
. xtreg UnemployedPct isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression            Number of obs     =      147
Group variable: lwia_id                      Number of groups  =       49

R-sq: within  = 0.0766                       Obs per group: min =      3
     between = 0.0183                                     avg =      3.0
     overall = 0.0459                                     max =      3

                        F(3,95)         =     2.63
corr(u_i, Xb)  = -0.0434              Prob > F      =    0.0547


-------------------------------------------------------------------------------
 Unemployed~t |    Coef.   Std. Err.    t   P>|t|   [95% Conf. Interval]
-------------+-----------------------------------------------------------------
   isdyear1 |  .0561246   .0334527   1.68   0.097   -.0102874   .1225367
   isdyear2 | -.0051411   .0343106  -0.15   0.881   -.0732563   .0629742
unemploym~te | -.0036743   .0031845  -1.15   0.251   -.0099962   .0026477
      _cons |  .9246089   .0362275  25.52   0.000    .8526881   .9965297
-------------+-----------------------------------------------------------------
    sigma_u |  .07191824
    sigma_e |  .08586062
       rho |  .41231805   (fraction of variance due to u_i)
-------------------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    2.08         Prob > F = 0.0012

. xtreg EmployedPct isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression            Number of obs     =      147
Group variable: lwia_id                      Number of groups  =       49

R-sq: within  = 0.1726                       Obs per group: min =      3
```

```
        between = 0.0443                        avg =      3.0
        overall = 0.0817                        max =        3

                            F(3,95)        =      6.61
corr(u_i, Xb)  = -0.1011              Prob > F        =    0.0004

----------------------------------------------------------------------
 EmployedPct |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
-------------+--------------------------------------------------------
    isdyear1 | -.0565057   .0190221    -2.97  0.004   -.0942693  -.0187421
    isdyear2 | -.0646803   .0195099    -3.32  0.001   -.1034124  -.0259482
 unemploym~te |  .0031925   .0018108     1.76  0.081   -.0004024   .0067873
       _cons |  .078731   .0205999     3.82  0.000    .037835    .119627
-------------+--------------------------------------------------------
     sigma_u | .06137707
     sigma_e | .04882256
         rho | .61246548   (fraction of variance due to u_i)
----------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    4.65          Prob > F = 0.0000




. xtreg employed  isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression          Number of obs     =     147
Group variable: lwia_id               Number of groups   =     49

R-sq: within  = 0.3240                Obs per group: min =      3
     between = 0.3197                        avg =      3.0
     overall = 0.3151                        max =        3

                            F(3,95)        =     15.18
corr(u_i, Xb)  = 0.1239               Prob > F        =    0.0000

----------------------------------------------------------------------
    employed |    Coef.   Std. Err.     t    P>|t|    [95% Conf. Interval]
-------------+--------------------------------------------------------
    isdyear1 | 353.4998    79.07205     4.47  0.000    196.5219   510.4776
    isdyear2 | 515.3368    81.09993     6.35  0.000    354.3331   676.3405
 unemploym~te | -4.769407   7.527114    -0.63  0.528   -19.71262    10.1738
       _cons | 189.5442    85.63089     2.21  0.029    19.54536   359.543
-------------+--------------------------------------------------------
     sigma_u | 250.3101
     sigma_e | 202.94837
         rho | .6033631   (fraction of variance due to u_i)
----------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    4.37          Prob > F = 0.0000

. xtreg unemployed isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression          Number of obs     =     147
Group variable: lwia_id               Number of groups   =     49

R-sq: within  = 0.5200                Obs per group: min =      3
```

```
          between = 0.5398                          avg =      3.0
          overall = 0.5301                          max =      3

                              F(3,95)       =    34.30
corr(u_i, Xb)  = 0.0988                  Prob > F       =    0.0000

-----------------------------------------------------------------------
 unemployed |   Coef.   Std. Err.    t    P>|t|   [95% Conf. Interval]
------------+----------------------------------------------------------
   isdyear1 |  6415.196  830.106   7.73  0.000    4767.227   8063.164
   isdyear2 |  7332.897  851.3948  8.61  0.000    5642.664   9023.129
unemploym~te | -113.3066  79.02036 -1.43  0.155    -270.1818  43.5687
      _cons |  2462.694  898.9613  2.74  0.007    678.0304   4247.358
------------+----------------------------------------------------------
    sigma_u |  2178.1751
    sigma_e |  2130.5715
        rho |  .51104679   (fraction of variance due to u_i)
-----------------------------------------------------------------------

F test that all u_i=0:    F(48, 95) =    3.08         Prob > F = 0.0000
```

Regression 20: Percent Entering Employment

```
. xtreg  allenteremploypct  isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression           Number of obs     =     147
Group variable: lwia_id                     Number of groups  =      49

R-sq:  within = 0.4937                      Obs per group: min =       3
       between = 0.5923                                    avg =      3.0
       overall = 0.5438                                    max =       3

                              F(3,95)       =    30.87
corr(u_i, Xb)  = 0.0610                  Prob > F       =    0.0000

-----------------------------------------------------------------------
allenterem~t |   Coef.   Std. Err.    t    P>|t|   [95% Conf. Interval]
------------+----------------------------------------------------------
   isdyear1 | -.1688333  .0315586  -5.35  0.000   -.2314851  -.1061816
   isdyear2 | -.3072036  .032368   -9.49  0.000   -.3714621  -.242945
unemploym~te | -.0013425  .0030042 -0.45  0.656   -.0073065   .0046215
      _cons |  .8176245  .0341763  23.92  0.000    .7497759   .8854731
------------+----------------------------------------------------------
    sigma_u |  .06115934
    sigma_e |  .08099914
        rho |  .3631052   (fraction of variance due to u_i)
-----------------------------------------------------------------------
F test that all u_i=0:    F(48, 95) =    1.64         Prob > F = 0.0213
```

Regression 21: Percent Retaining Employment

. xtreg allretainpct   isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression   Number of obs   =   147
Group variable: lwia_id   Number of groups =   49

R-sq: within = 0.3102   Obs per group: min =   3
       between = 0.1953   avg =   3.0
       overall = 0.2604   max =   3

                              F(3,95)   =   14.24
corr(u_i, Xb) = -0.1580   Prob > F   =   0.0000

----
allretainpct | Coef.   Std. Err.   t   P>|t| [95% Conf. Interval]
-------------+--
    isdyear1 | -.0330209   .0168377   -1.96   0.053   -.066448   .0004061
    isdyear2 | -.1078354   .0172695   -6.24   0.000   -.1421197 -.0735511
unemploym~te | -.001602   .0016028   -1.00   0.320   -.004784   .0015801
       _cons | .8718297   .0182344   47.81   0.000   .83563   .9080295
-------------+--
     sigma_u | .02852357
     sigma_e | .04321608
         rho | .30344125   (fraction of variance due to u_i)

F test that all u_i=0:   F(48, 95) =   1.17   Prob > F = 0.2571

Regression 22: Average Earnings

```
. xtreg  avgearnall      isdyear1 isdyear2 unemployment_rate,fe

Fixed-effects (within) regression           Number of obs    =    147
Group variable: lwia_id                     Number of groups  =    49

R-sq:  within  = 0.1331                      Obs per group: min =    3
       between = 0.0744                                    avg =   3.0
       overall = 0.0042                                    max =    3

                          F(3,95)        =    4.86
corr(u_i, Xb)  = -0.2279                   Prob > F       =   0.0034

------------------------------------------------------------------------------
 avgearnall |    Coef.   Std. Err.    t   P>|t|    [95% Conf. Interval]
------------+-----------------------------------------------------------------
   isdyear1 |  362.9134   1122.766    0.32   0.747   -1866.059   2591.885
   isdyear2 | -3818.415   1151.56    -3.32   0.001   -6104.551  -1532.279
unemploym~te |   77.5623   106.8796    0.73   0.470   -134.6205   289.7451
      _cons |  15865.44   1215.897   13.05   0.000    13451.58    18279.3
------------+-----------------------------------------------------------------
    sigma_u |  3586.4273
    sigma_e |  2881.7198
        rho |  .60767236   (fraction of variance due to u_i)
------------------------------------------------------------------------------

F test that all u_i=0:    F(48, 95) =    3.54          Prob > F = 0.0000
```

Appendix 8: Activities by Process with Definitions

Process and Activities	Definition/ Notes
Job Seeker Activities	
Outreach and Recruitment	Developing materials to inform potential individual clients about services, attending events to recruit individual participants, and other outreach activities, including advertising
Self Service- Job Search Information and Support	This is what goes on in the resource room; people seek jobs and related information and use resources to support the job search such as faxing resumes, completing self administered assessments, self referral to other services, using word processing etc. One-on-one assistance is <u>not</u> included in this service line.
Coaching: For Job Search Information and Support	In the resource room clients get one-on-one help with a variety of activities, accessing information, quick informal coaching on resumes, help filing a UI claim etc. It may also include informal referral to other resources inside or outside the OneStop.
Orientation and Initial Assessment	Introducing new clients to the resources in the OneStop on their first visit; includes initial needs assessment.
Workshops: Job Search and Support	These are workshops that build skills or give support for job search. Workshops may serve universal clients, enrolled clients or both.
Job Seeking Networks	This would include traditional job clubs of any type, whether they are staff facilitated or peer facilitated. They must be open to universal clients.
In-Depth Assessment	A comprehensive assessment of skills, background and interests for registered or potentially registered clients, interpreted by a professional.
Individual Service Plan, such as IEP	A service plan for an individual that involves one or more formal services leading to employment, that will be tracked by a staff member.

Process and Activities	Definition/ Notes
Case Management	Meetings, phone calls and other activities where a staff member helps a client complete their plan. It may involve problem solving, securing support services, or brief counseling. This includes follow-up after placement or exit.
Counseling	Counseling for specific personal problems in scheduled sessions – individual or group. For example, drug and alcohol counseling.
ITA/ OJT	Trainees receive an ITA or an OJT experience as part of a training plan.
Training and Education	Formal training or education which is part of a service plan. For example GED or ESL classes provided in the OneStop.
Support Services	This is restricted to support services such as drop-in child care which are delivered under the roof.
Placement Assistance	Defined as staff provided assistance to locate and secure a job.
Business Service Activities	
Outreach and Marketing	Developing materials to inform businesses about services. Networking and attending events like Chamber of Commerce meetings. Engaging in other activities to contact businesses, such as cold calling or advertising.
Rapid Response Assistance	Meeting at the company site with employers or employees of companies considering a lay-off or closure.
Mass Hires/ Job Fairs	OneStop staff arrange logistics, screen applicants for employer hiring a number of employees or Job Fairs where employers come and meet a number of potential applicants.
Workshops	Workshops to provide skills or information for businesses.
Business Consulting	One-on-one assistance to businesses to provide help with taxes, marketing, loan applications etc.
Business Center Service	Essentially office support for small businesses, faxing, internet

Process and Activities	Definition/ Notes
	access, office space etc.
Job Development	Contacting businesses to identify open positions and posting those positions in the OneStop and elsewhere.
Youth Service Activities	
Outreach and recruitment	Developing materials to inform potential youth clients about services, attending events to recruit participants, networking and advertising.
Counseling, Case Management Supportive Services	Services to counsel and support youth while they are enrolled in a program. Including enrollment processes and IEP/ISS.
Summer Youth Planning and Management	Developing and delivering summer youth programs.
College Preparation	Activities to prepare youth for college, campus visits, SAT Prep, information session etc.
Academic Support	Services such as GED preparation, home work clubs, or tutoring to help improve academic achievement.
Occupational Skill Training	Training to develop specific job related skills (not general academic or job search skills).
Employment Services	Youth placed in work experience, summer jobs or regular employment.
Follow-up	Follow-up services to see if youth have completed activities.

Appendix 9: Itemized Comparison of Effort by Activity ISD and non-ISD

	Mean ISD	Mean Non-ISD	Difference	t-stat
WIA Job Seeker Effort				
Outreach	0.035	0.042	-0.01	-0.45
Orientation	0.101	0.119	-0.02	-0.46
Self Service	0.062	0.098	-0.04	-1.35
Coaching	0.098	0.103	-0.01	-0.20
Workshops	0.124	0.089	0.03	1.51
Job Seeker Networks	0.029	0.017	0.01	0.82
Assessment	0.078	0.091	-0.01	-0.40
Individual Service Plans	0.077	0.065	0.01	0.51
Case Management	0.144	0.137	0.01	0.16
Counseling	0.043	0.035	0.01	0.26
ITA/OTJ	0.076	0.074	0.00	0.08
Training	0.030	0.016	0.01	0.66
Support	0.028	0.029	0.00	-0.11
Placement	0.074	0.083	-0.01	-0.58
WIA Business Service Effort				
Outreach	0.306	0.299	0.01	0.11
Rapid Response	0.156	0.111	0.04	1.46
Mass Hire	0.125	0.085	0.04	1.16
Workshops	0.058	0.070	-0.01	-0.46
Business Counseling**	0.078	0.145	-0.07	-2.00
Business Center	0.060	0.065	-0.01	-0.17
Job Development	0.219	0.224	-0.01	-0.07
EDD Effort				
Outreach	0.040	0.033	0.01	0.40
Orientation	0.120	0.063	0.06	1.42
Self Service	0.095	0.150	-0.06	-0.87
Coaching	0.186	0.271	-0.08	-0.63
Workshops	0.103	0.048	0.06	1.40
Job Seeker Networks	0.017	0.006	0.01	1.33
Assessment	0.038	0.023	0.02	0.83
IEP	0.034	0.016	0.02	1.54
Case Management	0.095	0.038	0.06	1.89
Counseling	0.021	0.018	0.00	0.14
ITA	0.020	0.006	0.01	1.14
Training	0.006	0.000	0.01	1.48
Support	0.012	0.010	0.00	0.13
Placement	0.030	0.071	-0.04	-1.50
Outreach	0.036	0.039	0.00	-0.12
Rapid Response	0.054	0.012	0.04	1.34
Mass Hires	0.021	0.037	-0.02	-0.80
Works	0.006	0.002	0.00	1.07
Business Counseling	0.005	0.002	0.00	0.98
Business Center	0.001	0.009	-0.01	-1.17
Job development	0.060	0.050	0.01	0.44

* sig at 0.1
** sig at 0.05

In a review of these efforts we find virtually no significant differences. The only significant difference (at the 5 % level) is in WIA business counseling. The non-ISD sites provide more business counseling. However, this is a very small portion of all services provided. At the level of estimated efforts in narrow categories, we found that both ISD and non-ISD sites operated in similar manners.