



Evaluating Partnerships in Workforce Development Programs

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Purpose of Talk

- Describe the U.S. Workforce Development System and the partnerships involved
- Lay out evaluation issues for evaluating partnerships and system effectiveness



Objectives of the U.S. Workforce System

- **DOL Mission Statement:** The purpose of the Department of Labor is to foster, promote, and develop the welfare of the wage earners, job seekers, and retirees of the United States; improve working conditions; advance opportunities for profitable employment; and assure work-related benefits and rights.
- **ETA Mission Statement:** The mission of the Employment and Training Administration is to contribute to the more efficient functioning of the U.S. labor market by providing high quality job training, employment, labor market information, and income maintenance services primarily through state and local workforce development systems.



The Workforce Innovation and Opportunity Act of 2014 (WIOA)

- Bipartisan law that replaced the Workforce Investment Act of 1998 (WIA)
- Brings together major E&T programs in DOL and other agencies under one law
- Principal DOL Programs
 - WIOA Adult Program
 - WIOA Dislocated Worker Program
 - WIOA Youth Program
 - Wagner-Peyser Act Employment Services



WIOA Programs (continued)

- Other DOL programs
 - Job Corps
 - YouthBuild
 - Indian and Native American program
 - Migrant and Seasonal Farmworker program
- Department of Education programs
 - Adult Education and Literacy
 - Vocational Rehabilitation
- Other programs mentioned as required or optional partners in service delivery (discussed in slide 15)

Funding and Oversight Flow

**U.S. Department
of Labor**

Oversees the public workforce system

**State Agency/State Workforce
Development Board**

Develops a strategic vision for the state, provides leadership to the local workforce development boards and informs local strategies

**Local Workforce
Development Boards**

Provides strategic direction to their areas and sets training priorities

Local American Job Centers

Serves job seekers and employers directly

Service Providers

Some services are provided by entities other than the AJCs



Highlights of WIOA Reforms

- Requires states to strategically align workforce development programs
 - Four-year plan for core programs
 - Can include TANF (welfare) and Perkins (Career and Technical Education) in plan
- Promotes accountability and transparency
 - Core programs required to report on common performance indicators including effectiveness of services to employers
 - Core programs must develop common accountability system
 - Negotiated standards adjusted using statistical models that take account of participant characteristics and economic conditions
 - Programs must be evaluated at least every four years
- Fosters regional collaboration



Highlights of WIOA Reforms (continued)

- Improves the AJC system
 - States establish criteria to certify AJCs every 3 years to foster improvement
 - Wagner-Peyser and TANF now mandatory partners
 - States and local areas encouraged to integrate intake, case management, and reporting systems
- Improves services to employers and promotes work-based training
 - Industry and sector partnerships encouraged
 - Local areas encouraged to use demonstrated approaches such as incumbent worker training, registered apprenticeship, transitional jobs, on-the-job training, and customized training



Highlights of WIOA Reforms (continued)

- Provides access to high-quality training by encouraging industry-recognized credentials for in-demand jobs
- Enhances workforce services for the unemployed and others
- Improves services to people with disabilities
- Streamlines and strengthens the role of state and local boards



Who Are the Principal Actors and What Are Their Roles?

- States
 - Receive funds from the Department of Labor and are accountable to DOL
 - Establish local workforce areas
 - Set major policies, procedures, and reporting requirements
 - Can delegate much authority to the LWIA level



Local Workforce Development Boards (LWDBs): Composition

- Established in local areas and certified by the state governor every two years.
- The board's chair and the majority of its members represent local business.
- Members are appointed by the local area's chief elected official (e.g., mayor in a city).
- In addition to local business, boards include representatives from:
 - Local labor organizations (or other employee representatives)
 - Adult education/literacy
 - Economic development agencies
 - Vocational rehabilitation
 - Higher education
 - Wagner-Peyser



Local WDBs: Selected Functions

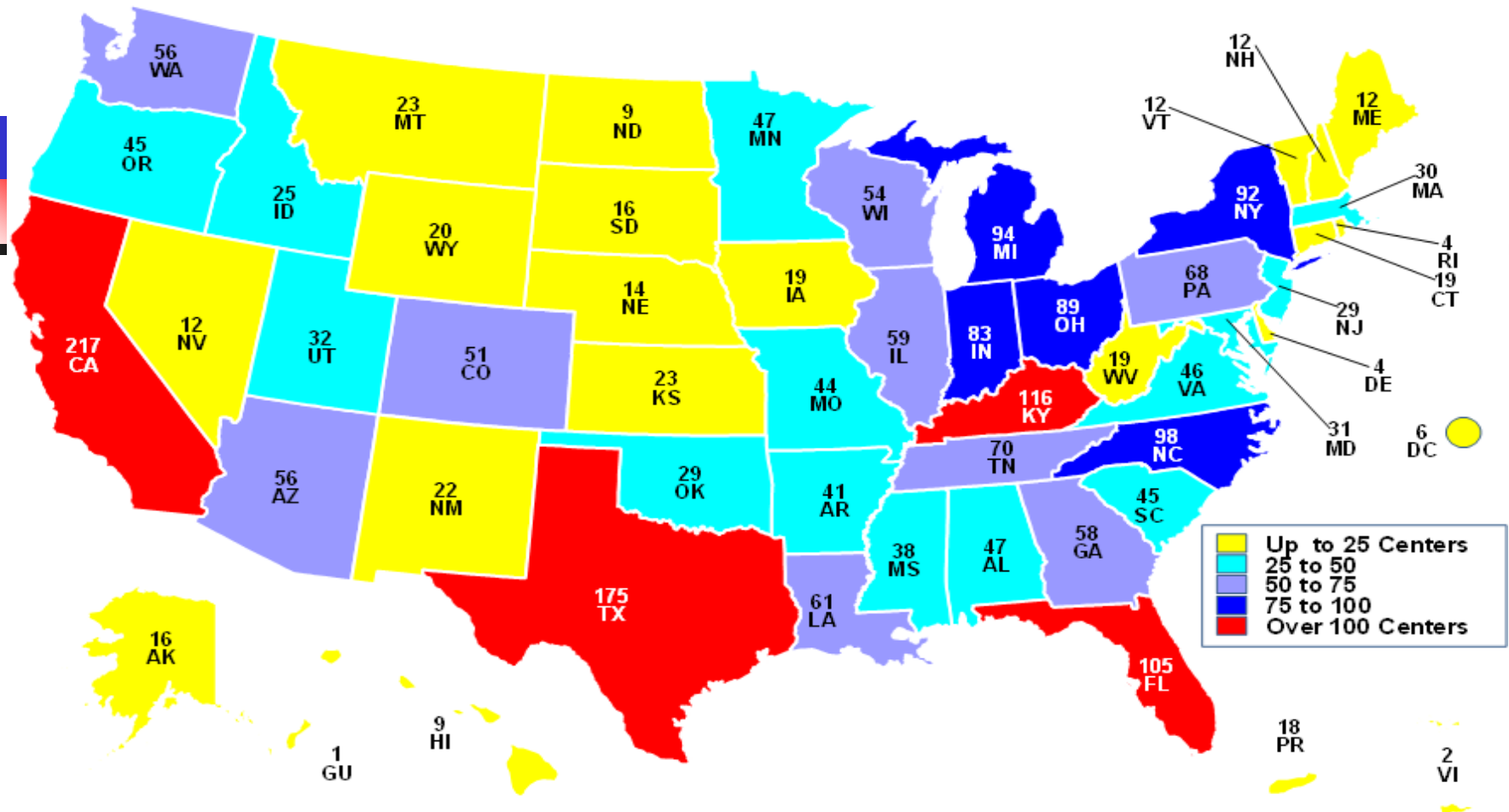
- Developing the local plan/regional plan
- Conducting workforce research and regional labor market analysis
- Leading employer engagement to support workforce investment activities, meet business needs, support economic growth, and develop/implement proven/promising strategies to meet the skill needs and expand employment and career advancement in in-demand industry sectors or occupations
- Conducting program oversight for youth and employment and training activities, and the one-stop delivery system
- Negotiating/reaching agreement on regional/local performance with Chief Local Elected Officials and the Governor
- Selecting one-stop operators, providers of youth activities, eligible providers of training services and providers of career services
- Coordinating activities with education and training providers, including adult education and literacy, Carl Perkins, and the Rehabilitation Act

American Job Centers

as of March 30, 2017

Total = 2,423 (Mapped)

Comprehensive = 1,587 Affiliate = 836





American Job Center Operators

- The operator is designated by the local workforce development board (LWDB) and selected competitively
- Eligible operators include:
 - Postsecondary educational institutions
 - Employment Service offices
 - Community-based organizations
 - For-profit entities
 - Government agencies
 - Others



American Job Center Required Partners

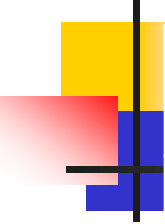
- Core Partners
 - WIOA Adult, Dislocated Worker, and Youth
 - Adult Education and Literacy
 - Wagner-Peyser Act Employment Service
 - Vocational Rehabilitation
- Other Required Partners
 - Career and Technical Education
 - Community Services Block Grants
 - Indian and Native American Programs
 - HUD Employment and Training Programs
 - Veterans Employment and Training Programs
 - Job Corps and YouthBuild
 - National Farmworker Program
 - Temporary Assistance for Needy Families (TANF)
 - Unemployment Insurance
 - Trade Adjustment Assistance



Current DOL Employment and Training Programs

- Currently 14 DOL programs with at least \$30M annual funding
- Two largest programs are Job Corps, residential program for poor youth, and WIA Dislocated Worker program
- Programs mostly targeted by economic status, age, reason for lack of employment
- Wagner-Peyser Employment Service is major exception—open to all

2016 Funding for Major DOL Employment and Training Programs



Program	Agency	Funding in millions of \$
Job Corps	Employment Training Administration	\$1,684
WIA Dislocated Workers	Employment Training Administration	\$1,219
WIA Youth Activities	Employment Training Administration	\$818
WIA Adult Program	Employment Training Administration	\$764
Wagner-Peyser Funded Employment Service	Employment Training Administration	\$664
Senior Community Service Employment Program	Employment Training Administration	\$433
Trade Adjustment Assistance (TAA)	Employment Training Administration	\$306 ^c
Disabled Veterans Outreach Program (DVOP) and Local Veterans' Employment Representative Program (LVER)	Veterans' Employment and Training Service	\$175
H-1B Job Training Grants	Employment Training Administration	\$166



Major Programs Outside DOL

- Pell Grants support higher education for low-income students
 - Total support for Pell Grants \$33.7B
 - Support for E&T from Pell estimated to be \$8.7B, more than funding from all 3 WIA funds + ES
- Other non-DOL programs also large
 - TANF welfare program spends \$1.5B on E&T
 - Adult education spends \$564M
 - SNAP (Food Stamps) E&T has budget of \$416M

2016 Funding for Employment and Training Programs Outside DOL

Program	Agency	Funding in millions of \$
Pell Grants	Ed / Office of Vocational and Adult Education	\$8,181
Temporary Assistance for Needy Families (TANF) Grants	HHS / Administration for Children & Families	\$1,517
Adult Education - Grants to States	Ed / Office of Vocational and Adult Education	\$564
SNAP Employment & Training	USDA / Food and Nutrition Service	\$416



Are There Too Many Employment and Training Programs?

- In 1994 GAO claimed 154 E&T programs, but many were not programs (e.g., incentive payments)
- In 2011, GAO counted 47 and we count 20 with at least \$30M
- Many programs are pilots or have special target groups
- Biggest issues are ES/WIOA and TANF/WIOA
- Duplication has some advantages, but overall hard to argue there are not too many



Why It Is Hard to Evaluate the E&T System

- Large number of programs, no matter how you count them
- Involvement of federal, state, and local levels of government, sometimes with similar responsibilities (WP and WIOA), plus private sector
- Ambiguity on primary service intended (training v. career services)
- Some services delivered by employees and some by vendors
- Desire for customers to have choice in services (individual training accounts)
- Role for private sector still somewhat ambiguous
- Performance measurement based on short-term outcomes without regard for services received or for value added
- Customers do not enroll in a single program and exit
 - Co-enrollment is encouraged
 - Sequential enrollment can also occur



Some General Observations on Evaluating E&T Programs

- Given the interactions of programs, impact and CBA evaluations of individual programs/funding streams is not very meaningful and can be misleading
- Performance measurement plagued by the same issues
- Common measures for many (but not all) programs is helpful step
- Common data collection system for many (but not all) programs is helpful step
- Notable lack of common measures: WIOA with TANF and Career and Technical Education



Some Possible Next Steps: Qualitative Studies

- Studies like ongoing Institutional Analysis of AJCs (MPR, SPR, GW) can help us understand how the system operates, where the problem points are
- Higher-level studies can be important—qualitative assessment of how system operates at regional and state levels
- With so many partnerships, understanding how well they are working is important
- There have been studies of E&T partner collaboration over the years, and more needed in current complex environment, particularly for understanding factors that encourage and impede collaboration



Some Possible Next Steps: Quantitative Studies

- Impact studies must cover more than individual funding streams: recent WIA evaluation shows many customers getting similar services outside WIOA
- More emphasis in both performance and impact evaluation on impacts of individual and grouped services rather than funding streams
- Exploratory efforts needed on performance of systems at regional level, e.g., how well is Baltimore providing for its residents?
- Important to link qualitative and quantitative evaluation efforts, e.g., does good collaboration lead to larger impacts on customers?
- Both qualitative and quantitative evaluations are needed across overlapping systems such as E&T, economic development, education, and welfare



Please Contact Author with Comments & Suggestions

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